



KANO STATE OF NIGERIA



Edited By

Ibrahim Ado-Kurawa

Abdalla Uba Adamu

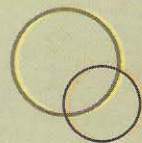
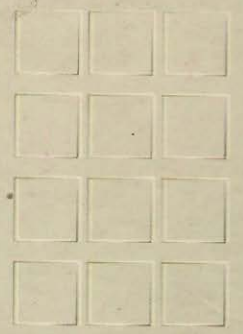
Mustapha Isa

Fulfilling The Mandate :

KANO UNDER SHEKARAU

2003-2007

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CHAPTER 7

Kano State Public Expenditure on Education, 2003-2007

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Introduction

Government spending is generally justified on the basis of efficiency and equity considerations. That is, government spending should promote efficiency (i.e., correct market failures and/or generate positive externalities) and equity (i.e., improve the access of the poor to important services or distribution of economic welfare). In this light, government's role in

education finance is anchored on the following grounds.

First, education, basic education in particular, is generally perceived to yield social returns in excess of private returns as it tends to be associated with strong positive externalities. Undeniably, the benefits from education are largely reflected in the higher productive capacity of the student and are, thus, internalized by him. However, basic literacy affords the society at large important additional benefits by facilitating social cohesion and nation-building and by lowering transactions among individuals.

Second, because education is a major determinant of an individual's future earnings stream, it is a key ingredient in breaking the cycle of poverty. In this regard, the government cannot but play a major role in education finance if existing inequalities in economic opportunities are to be minimized. Thus, success in reducing poverty is associated with higher public investment in basic social services, most especially basic education. Consequently, government education spending is expected to improve the well-being of

beneficiaries and enhance their capability to earn income in the future and become effective members of the society.

This focus on the relationship between government spending and equitable distribution of learning resources has been the predominant approach in understanding the level of government investment in education in many countries.

Development objectives in the area

The framework taken in this chapter is that of public expenditure in education. Within this framework, the expenditure patterns of the Kano State government from 2003 to 2007 are analyzed within the context of general flow structure of education in Nigeria, and flow of funds from financing agents to service providers in Kano. From the analysis, the most emergent priorities in the education sector included:

1. Rehabilitation of dilapidated infrastructure at all levels of education. This is because there had been gross neglect of the very infrastructure of learning in

- Kano, with the few existing schools being operated beyond their carrying capacity.
2. In order to solve the problem of inadequate and dilapidated infrastructure, the Government placed a high emphasis on building more junior and senior secondary schools. More new secondary schools were established. Schools without furniture, of course, tell only part of the story; and the Government placed providing more furniture for the students in the schools as a priority project.
 3. The previous administration terminated the appointment of thousands of (non-indigene) teachers, without making provisions for their immediate replacement. This placed a gap on the learning process of the children, and from 2003 the new government policy was on recruitment of more teachers
 4. Finally there was more focus on recurrent and capital expenses at tertiary education – a process committed by the establishment of Visitation Panels to all the tertiary institutions in Kano; the first time in the history of education in the state that such was done.

These priorities were actualized through concrete expenditure processes in various stages of education provision in Kano State.

The Context of Education in Nigeria

Nigeria has three fundamentally distinct education systems: the indigenous system, the Qur'anic school system, and formal European-style education institutions. Education development in Nigeria is guided by the National Policy on Education, which provides for both formal and non-formal education. At present, the formal system prescribes enrolment in primary school at the age of six years and stipulates a 6-3-3-4 structure offering six years of primary, three years of junior secondary, three years of senior secondary and four years of higher education. This hierarchical structure is based on Early Childhood/Pre-Primary education in which the government's role has been limited to setting standards, providing curriculum guidelines and training teachers with the private sector providing educational service. Together, primary and junior secondary education constitutes basic education, which is free and compulsory. The structure of the education system is presented in Figure 1.

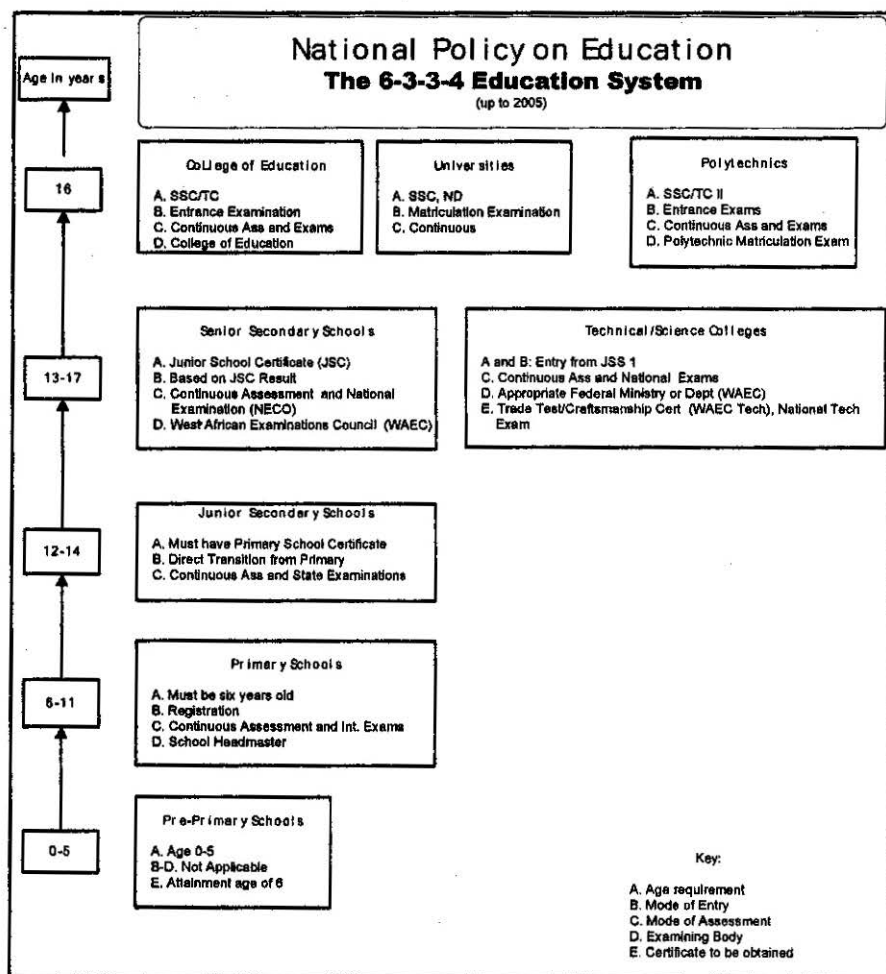


Fig. 1: Structure of Basic Education in Nigeria

Source: The Author

In the Nigerian education sector, there are a Federal Ministry of Education (FMOE), 36 State Ministries of Education (SMOE), and a Ministry of Education for the Federal Territory. There are also 37 State Primary

Education Boards, 774 Local Government Education Authorities (LGEAs) operating as departments of Local Government Authorities (LGAs) and 20 parastatals under the FMOE. The Federal Constitution of 1999 provides the legal framework for educational management in Nigeria and stipulates that the government should provide free of charge education for all citizens as soon as possible. Education has been placed on the concurrent legislative list, implying that Federal, State and Local governments have legislative jurisdiction and corresponding functional responsibilities with respect to education. By this arrangement, although a few functions are exclusively assigned to the Federal or State government, most of the functions and responsibilities are in fact shared by the three tiers of government.

All the three tiers of government – federal, state, and local – fund primary education. The Federal government provides financing mainly for capital expenditure through the Universal Basic Education (UBE) program and the Education Tax Fund (ETF). The State governments provide money for capital expenditure and for recurrent costs for the State

Primary Education Board (SPEB), Local Government Education Authorities (LGEAs), and primary schools. Local governments provide money (indirectly through deduction at the state level as a first charge) for primary school teachers' salaries and allowances.

An Overview of Education in Kano

The strongest and most distinctive characteristic of education in Kano is its antecedent Islamic tradition, with established formal schooling system going back to the 14th century. Colonial and post-colonial experiences, however, created a situation in which the Islamic scholastic tradition was relegated to the background as a non-formal educational type; although a modified form (as Islamiyya schools that teach Islamic education but in a Western setting) was created as a viable alternative to not going to school at all.

The colonial authorities (1903-1960) established Western type schools in 1909. The Kano Middle School which was the first post elementary school was established in 1927 while the School for Arabic Studies was established in 1934. These two schools produced the cream of the western educated elites who took over from the

colonialists in 1960 and administered the northern region and later Kano State in 1967. As at the time Kano State was created in 1967 there were only 248 primary schools with 1,374 classrooms and an enrolment figure of 49,583. Similarly the State had 16 secondary schools in 1967 with 136 classrooms and 4099 students.

By 2007, a wide-range of reforms had been suggested by the Federal Ministry of Education aimed at harmonizing the National Policy on Education with global trends. The FME felt that there was a need to render the policy document compliant with emerging global initiatives of Education for All (EFA), the United Nation's Millennium Development Goals (MDGs) as well as Nigeria's home-grown development platform for reform, that is, the National Economic Empowerment and Development Strategy (NEEDS). It therefore became necessary for the NPE to capture all the reform initiatives in the education sector such as the vision 2020, the ten- year education plan, the repositioned Universal Basic Education Program and the consolidation of educational entities at the federal level for more efficiency.

Financing Education

Public expenditure on education as a percentage of GDP gives an indication of how a country prioritizes education in relation to its overall allocation of resources. Public expenditure on education includes spending on schools, universities and other public and private institutions involved in delivering or supporting educational services. Expenditure on educational institutions is not limited to expenditure on instructional services but also includes public expenditure on ancillary services for students and families, where these services are provided through educational institutions. At the tertiary level, spending on research and development can also be significant and is included in this indicator, to the extent that the research is performed by educational institutions.

Public expenditure in education is a priority in all countries, both developed and developing. For instance, all countries in the OECD (Organization for Economic Cooperation and Development) cluster invest a substantial proportion of their national resources in education. Taking into account only public sources of

funds, OECD countries as a whole spend almost 5% of their GDP on educational institutions at primary, secondary and tertiary levels. However, total expenditure on education ranges from above 6% of GDP in the Nordic countries to less than 4% in the Czech Republic, Japan, Luxembourg, the Slovak Republic and Spain. The proportion spent in each level of education is variable, with most countries allocating a higher proportion of their expenditure to secondary level (Panzer 2008).

In Latin America, Wrinker (2008) found that on the average, Latin American Countries spend almost 5% of their GDP on education, with government funding accounting for about 4% of GDP. This is somewhat lower than the OECD average of about 6% of GDP. Further, according to InterAmerican Development Bank (2004:8) in Latin American countries,

Studies carried out by Psacharopolous and Patrinos in the 1990s showed primary education to yield the highest returns and provided the empirical basis for the priority multilateral and bilateral donors gave to grants and loans to increase access to primary education. By the year 2000, this picture had changed dramatically. Mirroring a worldwide trend of increasing wages for jobs requiring sophisticated cognitive tasks, the private rate of

return for tertiary education increased significantly in a number of countries: Argentina-42%, Mexico 28%, Peru 56%, Uruguay 35%.⁶ Thus, there is at least some argument for more rapidly increasing coverage at the post-basic level, which translates into higher expenditures at the secondary and tertiary levels.

In a study of Public Expenditure data in The Philippines, Manasan et al (2007:10) discovered that

The total amount of funds available to the education sector from all sources declined from 6.2% of GNP in 1997 to 5.7% in 2000 and 5.0% in 2003. This movement is largely driven by the contraction of government spending on the sector. Household spending was partly able to compensate for some of this decline in 2000. However, in 2003, the reduction in government spending is further reinforced by the decrease in private spending. The fall in both government and private financing of the education is a cause for concern given the rapid growth of the population and the resulting pressures that this puts on demand for education places.

In response to shortfalls in government revenues in The Philippines, large fiscal deficits and ballooning public debt levels, the government implemented fiscal adjustment measures that mostly affected the expenditure side of the budget in 1998-2005.

In Haiti, at about 2.5% of the GDP in 2006/2007, the level of allocations to the education sector compared

poorly with sub-Saharan Africa whose average was 3.4% GDP. Indeed, the Haitian total allocation to the sector was 2 percent points lower than that of Ethiopia (4.6%), and more than 3% lower than that of Uganda (5.2%) and Burundi, which was a post-conflict country (5.2%) and far below Kenya (7.0%). And while

The Government declared development priority focus on the education sector has translated into higher budget allocations to the sector, Haiti still devotes relatively insufficient resources to education. World Bank (2008:99)

In Niger Republic the World Bank (2005:28) found that education absorbed about 20% of the country's public expenditure. And in Ghana, despite the government's outward expression of intension to reduce poverty through vigorous social policies, there is a widespread perception that the educational system in Ghana is not performing up to expectations. Many people hold the view that the government is under investing in this sector (Kwapong et al. 1996). Although the current proportion of public expenditure in education is recognized to be relatively large, the absolute amounts are certainly inadequate to achieve the goals set for the transformation of the educational system and educating

the growing number of people (Aryeetey and Goldstein, 1999).

To understand the Public Expenditure in Education for Kano State, and position it within the stream of practices that work, it is necessary to first describe the flow of funds into the education system from the Federal Government.

The Federal Government provides financing mainly for capital expenditures through the Universal Basic Education (UBE) program and the Education Tax Fund (ETF). The State Governments provide money for capital expenditure and for recurrent costs for the State Primary Education Board (SPEB), Local Government Education Authorities (LGEAs), and primary schools. Local governments provide money (indirectly through deduction at the state level as a first charge) for primary school teachers' salaries and allowances.

The distribution of centrally acquired revenues is of two types: (i) between the Federal Government, all state governments and all local governments, and (ii) across state governments and across local governments. Allocations by the Federal Government are made from

the federation account and from centrally collected value added tax receipts. The sources of the account are the receipts from all the major taxes and duties on petroleum, profits, imports and exports. Initially, 55 percent of the total revenues were retained by the Federal Government, 32.5 percent allocated to the State Governments and 10 percent to the local governments, with the remaining 2.5 percent allocated on separate criteria. These shares have changed over years and by 1991, the Federal and State Governments' share of the federation account reduced from 55 percent to 50 percent and 32.5 percent to 25 percent, respectively, while that of the Local Governments was increased from 10 to 20 percent because full responsibility for primary schooling, including salaries of teachers, was transferred to the local government. However, at present, the actual cost of teachers salaries are being deducted at source from the federation account allocation to each local government. Figure 3 shows the flow of funds through the educational system.

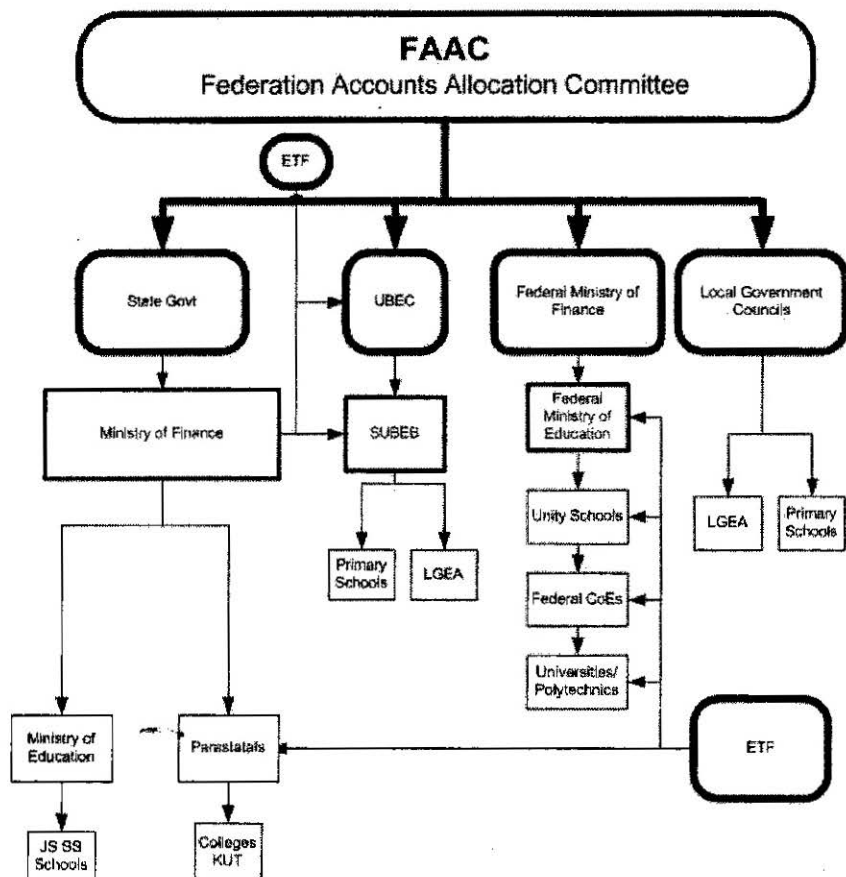


Figure 3 – Structure of the Nigerian Educational System and the Flow of Funds

Source: The Author

Since 1979, university education has been assigned to both Federal and State Governments. The main focus of Federal Government is on tertiary education, in particular on its 24 universities, 20 teacher training colleges and 16 polytechnics. Also the Federal Government is the major source of funding of three

federal or unity schools in each state of the federation and since 1993, an allocation of 50 Naira per pupil is meant to be provided for materials, while budgetary provision for new classrooms in each state was approved in 2000 (Hinchliffe 2002).

Secondary education is managed and financed by the State Governments, apart from the 96 Federal Government colleges (unity schools and federal technical colleges). State Governments also fund significant part of post secondary education in addition to relatively small amounts for primary schooling. The revenues of State Governments are dominated by the allocations from the federation account, receipts from the centrally collected value added tax, and internally generated revenues.

Revenues of the local governments have been the main sources of funding for primary education. Almost all of the income of these governments is derived from their statutory share of the federation account funds. The income of individual local government is based first on the overall (vertical) share for local governments, currently 20 percent and then on the (horizontal) principle of allocation between local governments. Also,

teacher salaries are always subtracted from the local government allocation before the remainder is distributed to them. These funds are managed by the State Universal Basic Education Boards (SUBEBs) under the direct supervision of the national Universal Basic Education Commission (UBEC). However, very few local governments allocate additional recurrent funds to education, though some make capital expenditures.

Kano State Government finances its education sector through allocation from federation account, centrally collected value added tax (VAT), internally generated revenue, donations or grants from International Development Partners (IDPs) and private sector contribution, including households.

Kano State Efforts in Education

In 2005-2006 alone, the total expenditure on education in Kano State was N27.2 billion. The funds include the total public, private and external financing efforts for human, material, and equipment resources in public and private preprimary, primary, secondary and tertiary educational institutions. It is also includes

expenditures of households for school attendance and the acquisition of schoolbooks and supplies.

The effort for education corresponds to nearly N2,895 per capita expenditure (approximately \$211 million). In terms of number of students, this effort represents N11,970 per student (approximately \$92.79). Table 1 shows the overall education expenditure in Kano State in a particular year to demonstrate the efficiency of the system.

Table 1: Kano State Expenditure on Education, 2005-06 School Year

Education Expenditure Information	Expenditure
Total Expenditure on Education in Kano State	27,170,997,074
Total Expenditure on Education by Kano State Government	14,501,148,182
Total Expenditure of Kano State Government in 2005/2006	49,175,455,635
Expenditure for Education as % of State Budget	29%
Population of Kano State (2006 Census)	9,384,000
Per capita expenditure on education	2,895
Number of students enrolled preprimary to tertiary (public and private)	2,270,004
Average expenditure per student	11,970

Source: SUBEB EMIS 2005-06, *Kano State Education Accounts* (2008).

Figures included federal expenditures in primary education, and all the tertiary education institutions, including federal institutions in Kano; as well as private schools, household and NGO contributions to education.

It is significant that the Kano State Government spent about 29% of its budget on education. This is considerably higher than the 25% recommended by UNESCO in all sector plans for Education for All (EFA) – and was specifically commended by the USAID in an African Regional Workshop on Education held at Addis Ababa, Ethiopia in 2007.

As at the time Kano State was created in 1967, there were only 248 primary schools with 1,374 classrooms and an enrolment figure of 49,583. Similarly the state had 16 secondary schools in 1967 with 136 classrooms and 4099 students. Kano State made considerable progress – with the establishment of the science secondary schools at Dawakin Tofa and Dawakin Kudu in 1977. These schools were part of the innovative measure for meeting the manpower needs of the state, especially in science, technology and medical fields. The state also made other giant strides in education ahead of other northern states. For example its Polytechnic is one of the largest amongst the state polytechnics in Nigeria. Progress made in this sector, especially during the period under review (2003-2007), is reflected in the fact that in 2005/06 there were 3,446 primary and 467

secondary schools operating in Kano State enrolling a total of 1,395,000 and 260,000 students respectively. The State Ministry of Education has overall responsibility for eight higher education institutions, which enrolled around 150,000 students in 2005/06. This trend is summarized in Table 2 and Fig 4.

Table 2: Quantum Leap in Kano's Educational Provisions

Segment	2007	Students	1967	Students
Primary	3,446	1,395,000	248	49,583
Secondary	467	260,000	16	4,099
Tertiary	8	150,000	0	0

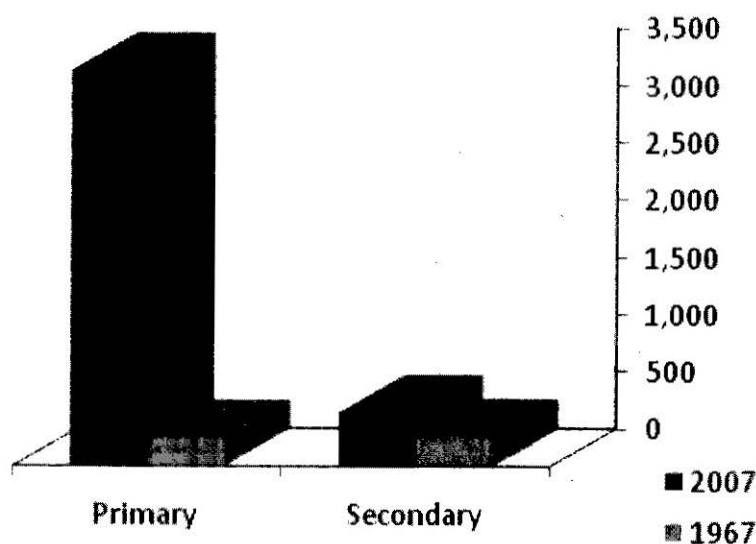


Fig 4: Quantum Leap in Kano's Educational Provisions

Thus, there is a quantum leap from the years from when Kano was first established to the current administration—reflecting at the apex level, higher commitment to education within international and global trends. Thus clearly the government of Kano State from 2003-2007 made human development its focus and has made huge investment in education to rehabilitate the dilapidated infrastructure across all the levels of education. Hence it has built more secondary school classrooms than any other administration in Nigeria under the present democratic dispensation to absorb the increased intake into secondary schools. Let us look at the sectorial developments in Kano, beginning with a summary of public expenditure in education in the major categories of expenditure, as shown in Table 3.

Table 3: Summary of Public Expenditure in Education in Kano, 2003-2007

S/N	Sector	Summary Expenditure
	Tertiary Education	
1.	Kano State University of Technology	176,525,505.66
2.	Kano State College of Arts and Remedial Studies	137,569,234.80
3.	Kano State Polytechnic	372,146,967.92
4.	Audu Bako College of Agriculture	99,579,454.36
5.	AKSILS	115,000,000.24
6.	Local Scholarships	881,412,680.00

7.	Overseas Scholarships	130,101,751.90
	Sub-Total	1,912,335,594.88
	Secondary Education	
8.	Science and Technical Education	100,999,082.04
9.	Secondary Education	2,240,744,958.47
10	Teachers' Board	58,649,163.20.00
	Sub-Total	2,400,393,203.71
11	Agency for Mass Education (AME)	45,934,575.77
12	Library Board	35,004,463.80
	Special Projects	
13	ETF Intervention Projects	112,328,067.01
14	Purchase of JAMB Forms May 2003 to March 2007	47,150,600.00
15	Student Exchange Program May 2003 to December 2007	21,049,020.00
16	NYSC Allowances, July 2005 to January 2007	36,953,000.00
17	CERC May 2003 to December 2007	6,001,930.00
18	AIED, May 2003 to December 2007	39,659,560.00
19	Private Inst. Department, May 2003 to December 2007	910,000.00
20	KERD, May 2003 to 2007	372,416,750.00
	Sub-Total	636,468,927.01
	Grand Total	5,030,136,765.17

Source: Ado-Kurawa, 2008

Thus as seen in Fig. 5, the total summary of public expenditure in the conventional areas of education from 2003 to 2004 shows a total of government expenditure in education in the period under review to be over N5

billion. This excluded private, household and NGO spending on education. It also excludes primary education. As an indication of the totality of public expenditure in Kano including all sectors, a sample year of 2005 shows that the totality of all expenditure was N27 billion, which included federal government expenditure on federal institutions such as Unity Schools, Federal Government Colleges, Federal University, and Federal College of Education; as well as household, private school data and NGO contribution. Thus Kano State government has demonstrated its strong resolve in ensuring massive investment in education.

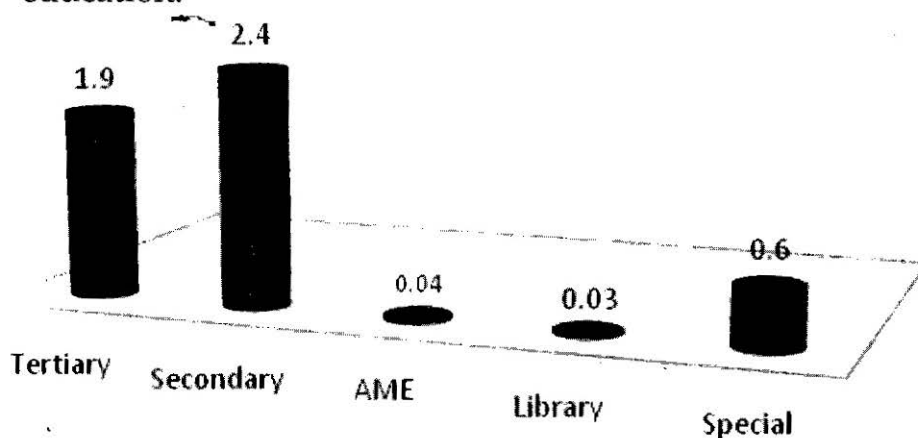


Fig. 5: Public Expenditure Summary Under Shekarau - 2003-2007 - Figures in Billions

Pre-primary Education

Early childhood care and development (ECCD) emerged at Jomtien in 1990 as an extension of basic education, in contrast to the view that education begins with entrance into primary school. The Framework for Action agreed at the Jomtien Conference set a number of targets to be considered by countries when drawing up their education plans for the 1990s, including one for ECCD: "Expansion of early childhood care and development activities, including family and community interventions, especially for poor, disadvantaged and disabled children."

Most of the provisions for pre-primary education in Kano is in the hands of private sector investors who often provide kindergarten and nursery type of education on commercial basis. With the introduction of Basic Education from 2008, however, modalities are being worked out to accommodate the minimum 4-year starting point for the Basic Education structure which falls under a national policy.

Primary Education

Primary education forms the first main rung of the Basic Education Program and covers the first nine years of

education (from 2008). It is the constitutional responsibility of the Federal Government (Section 18 of the Constitution of the Federal Republic of Nigeria). Within the Constitution, the Local Governments were mandated to provide primary education.

As a result of the significant efforts made by the government for the expansion of primary education, there has been a gradual increase in the number of schools and the enrolment in them. Efforts by government have always been to assume that low enrolment is caused by lack of facilities. However, there was a considerable attention to innovatory strategies that continue to put education at the forefront of development efforts. For instance, Kano State was the first State to establish the State Primary Schools Board in 1990 which became a model for the establishment of the National Primary Education Commission (NPEC) in 1993, which later became Universal Basic Education Commission (UBEC).

Traditional formal schooling has been subject to increased cultural competition and critique from other models: some centered on "appropriate development,"

others on religious instruction, adult education approaches or African-language curricula, such as Hausa or Arabic. Reform of primary and secondary schooling is nearly everywhere on the agenda. Civil society is playing an enhanced role in educational supply. Non-governmental organizations (NGOs), private foundations and local associations are increasingly authorized and encouraged to create their own schools or make significant input either directly into the schooling process, or non-formal variations of the schooling process. The Kano State Government is less and less concerned with exercising monopoly rights in the area of education, though it conserves key regulatory functions. The formal educational system itself is being decentralized to an unaccustomed degree, with greater discretionary powers being placed in the hands of local educational authorities.

Secondary Education

The secondary education sector in Kano, much as in the rest of the federation, is patterned along the structural framework of the previous National Policy on Education which since 1981, has been the main reference point for the organization of education in the country.

In Kano State, however, the structure is split into two broad sectors. The first, and main, is funded by the State Ministry of Education and contains virtually all except 12 of the schools in post primary education in the State. These schools are managed by the Ministry of Education and funded solely from this source. The second sector is the Science and Technical Schools Board, which receives direct funding from Budget and Planning to enable the Board to manage the 12 specialist schools that were created from 1977 to provide science, technical and vocational education.

The separation of science and technical education from the mainstream Ministry of Education in Kano State has not only enabled the effective development of science education in the State, but it also serves to demonstrate the total efficiency of fiscal efficiency in the running of education. For whereas the behemoth Ministry of Education deals with thousands of individual variables of resources, the limited focus of the Science and Technical Schools Board means that monitoring of cash flow pattern is more effective. Indeed, even the results of the students are better—as evidenced by the priorities given to the products of such schools in higher

education admissions in science and technology disciplines.

From 2003-2007, the Kano State Government undertook an accelerated program of expansion of secondary schools—principally to absorb the increasingly large numbers of primary school outputs. Fig. 6 shows the fiscal emphasis of education by sector allocation and expenditure in the period.

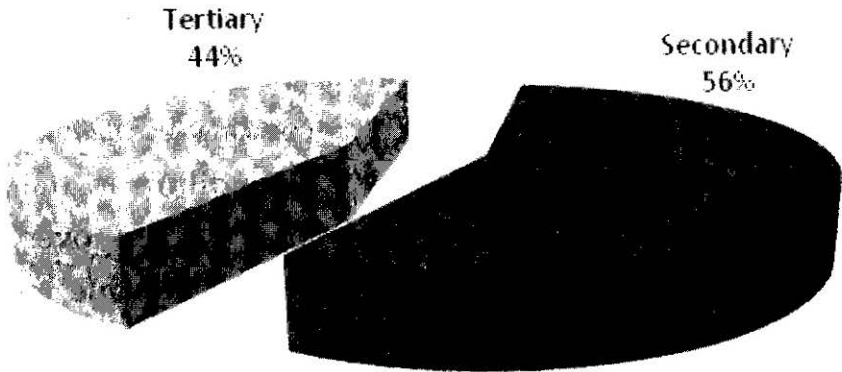


Fig 6: Sector Allocations to Education in Kano, 2003-2007

Thus, over 241 new secondary schools were established by the government and the communities across the state. More than 5,900 teachers were recruited to further accommodate the increasing demands for secondary level education.

In the area of infrastructure development, the period from 2003-2007 saw the highest number of projects executed in education. Similarly the government has built more primary and secondary schools than any other state in Nigeria as noted by Professor Taiwo at the UNDP Capacity Building Workshop held in Kaduna in April 2008. Kano State University of Science and Technology is also now fully accredited by the NUC.

The raw data shows a significant and separate sectorial allocation to the Science and Technical schools with an expenditure of over N100 million. Secondary education itself took a significant portion of expenditure in the sector with N2.2 billion in four years spread over extensive capital projects throughout the state due to higher demands for post-basic education. The trends are summarized in Table 4.

Table 4: Sector Allocation to Secondary and Tertiary Education

S/N	Sector	Expenditure (Millions)
1.	Science and Technical Education	100,999,082.04
2.	Secondary Education	2,240,744,958.47
3.	Teachers' Board	58,649,163.20.00
4.	Total for Secondary Education	2,400,393,203.71
Tertiary Education		
5.	Kano State University of Technology	176,525,505.66
6.	Kano State College of Arts and Science	137,569,234.80

7.	Kano State Polytechnic	372,146,967.92
8.	Audu Bako College of Agriculture	99,579,454.36
9.	AKSILS	115,000,000.24
10.	Local Scholarships	881,412,680.00
11.	Overseas Scholarships	130,101,751.90
12.	Total for Tertiary Education	1,912,335,594.88

The data available shows that the government spent about N2.4 billion naira on secondary education, as compared to N1.9 billion in the tertiary education sector. Clearly the Kano State government appreciates the importance of teachers in any educational setting, because more than N58 million was expended in areas that focus directly on secondary teacher education support.

Higher (Tertiary) Education

For a State that is paradoxically labeled by the Federal Government as educationally disadvantaged, Kano has a well developed system of further and higher education. There are two categories of further education in the State. The first caters for students who have finished their post-basic education, but cannot, for one reason or other, proceed directly to the university. Under this scheme, students study for a two year program that prepares them for eventual university

admission. These are variously tagged "remedial", "preparatory" classes. Alternatively, study for a series of diploma programs that enable them to get jobs immediately after finishing such course.

The second form of higher education in Kano State is under the banner of independent (of the Ministry of Education) Kano Polytechnic and associated institutions, in a collegiate system. Each of the colleges in the system can also provide remedial training program for academically challenged students. The Ministry of Health also provides a series of tertiary education colleges that train students in health technology, midwifery and nursing. In addition to these tertiary institutions, there are also a series of federally-funded higher institutions that included university and two teacher training colleges.

The response to higher education in the recent years in Kano has been overwhelming and threatens to choke the existing facilities. This in essence reflects the success of the Universal Primary Education program of the 1970s that sees a continuous production of more children wanting to continue their education. In the

initial conception of the National Policy on Education, the junior secondary school section of the 6-3-3-4 system was to enable students acquire technical competencies enough for them to be self-sufficient.

The commitment of the Kano State government in this sector is indicated in Fig. 7, which shows the expenditure pattern in the tertiary education sector:

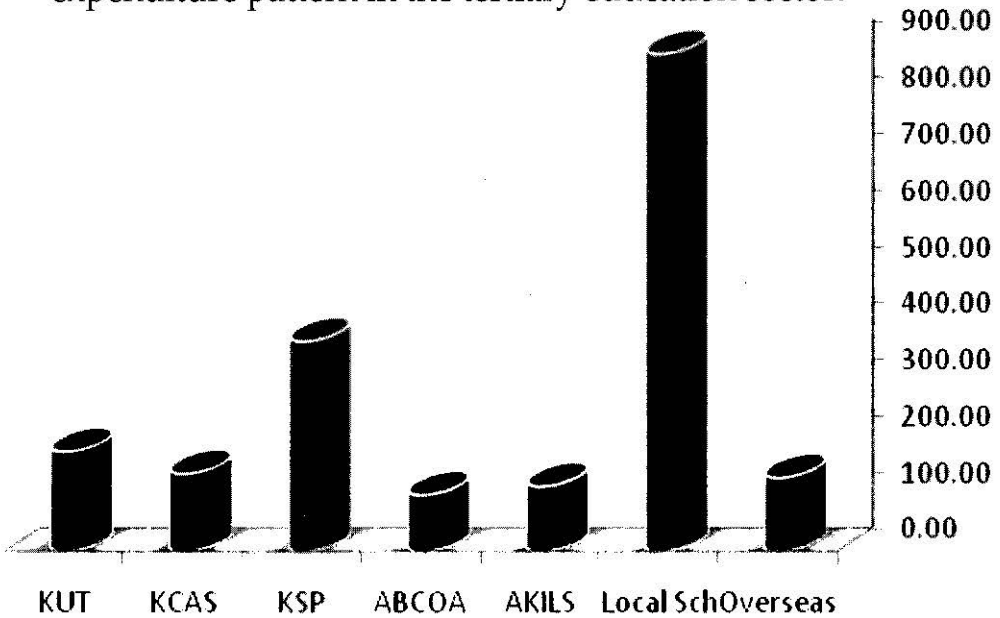


Fig. 7: Detailed Tertiary Public Expenditure in Education in Millions, 2003-2007

The highest expenditure in Kano State tertiary education from 2003 to 2007 was in the provision of scholarships for university and other tertiary

institutions, both locally and overseas. However, the push-pull factor towards what is seen as better life in acquiring higher qualification has created a massive demand for higher education, often with facilities used beyond their carrying capacity. It all shows the challenges the development process goes through in providing universal education for all.

Islamic Education

Early Childhood Care and Development is one domain of Basic Education that highlights the glaring paradox of the perception of education in Kano. Universally, the conception of ECCD is seen as a provision of education within structured schools with specified curriculum and management organization based on various psychological and theoretical constructs of education laid down by a National policy on education. This is true enough in Kano. However, in addition to these constructs of Early Childhood Development, Kano also operates an extensive network of Qur'anic schools for pupils aged 2-18. Together, the two cover the entire age spectrum of compulsory education. At a certain level, especially in the 2-7 years age range, these schools are

the only form of organized education that a lot of the children in the State will come in contact with. A large portion of the pupils pursue a parallel education system – attending the conventional primary schools in the mornings, and continuing with the Qur’anic schools in the afternoon. There is often an Islamiyya school – a Qur’anic school with a more diversified curriculum in the Islamic sciences – at night for most of them. Consequently, children aged 2 to 18 in Kano are immersed deeply in a series of educational networks from both the Qur’anic-Islamiyya stream, and the nationally mandated schooling system. A majority of the children either attend Islamiyya schools in conjunction with the primary schools, or more preferably, attend a modernized Islamiyya school which incorporates some elements of the structure of modern primary schools.

In order to strengthen the long-established Islamic tradition of Kano State, the Kano State government, more than any other northern Nigerian government, spent considerable amount of money on Islamic education. Mallam Ibrahim Shekarau made it clear in his inaugural address as the Governor of Kano State on

May 29th, 2003 that education shall be priority of his administration and that:

Qur'anic and Islamiyya schools will receive equal attention from this Government. An arrangement will be made to identify and register each Qur'anic and Islamiyya School in Kano State, with a view to granting them some form of aid. Our goal will be to make Qur'anic Mallam's self-sufficient, to prevent them and their pupils from begging.

The Office of the Special Adviser on Education and Information Technology was established to implement the Qur'anic, Islamiyya and Ilmi Schools Program of the Shekarau Administration, in addition to the Information Technology project. The office designed the action plan for the program which was adopted by the Government. The functions of the adviser in relation to Qur'anic, Islamiyya and Ilmi schools are as follows:

1. To carry out extensive research on Qur'anic and Islamiyya schools in order to have a greater understanding of the challenges facing them.
2. To make a survey of all existing Qur'anic and Islamiyya Schools and keep accurate up to date statistics on the numbers of their students and teachers as well as useful data.

3. To mobilize and sensitize the stakeholders of Qur'anic and Islamiyya Schools as well as the entire society on the importance of education in Islam and to motivate members of the entire system to work relentlessly towards improving the system.
4. To formulate strategies and policies towards solid long-term measures aimed at bringing substantial improvement to the system.
5. To establish an implementation unit to execute specific government intervention measures aimed at addressing the challenges confronting the system and improving the standards of Islamic education all over the State.
6. To liaise with other government agencies in efforts towards the improvement of the system.
7. To evaluate and monitor the impact of the government intervention measures.

The Qur'anic Schools are divided into *Makarantun Allo* which are day schools and *Tsangaya* which are boarding schools. Most of the pupils who beg on the streets are from the *Tsangayu*. The Islamiyya Schools came into being during the colonial period and have been sustained and improved upon. These schools were

designed by their initiators to cater for the Islamic educational needs of the pupils in a modern way. They have also facilitated the integration of such pupils into the formal educational system. The graduates of schools who are interested in furthering their education have the opportunity by taking the common entrance examination into any of the numerous Arabic secondary schools in Kano. Through this system some have attained the educational certificate in the university. The products of the Qur'anic Schools (*Makarantun Allo* and *Tsangayu*) who do not intend to formalize their education usually continue in the *Ilmi* Schools which are advanced schools where most of the major Islamic subjects are taught. Before the colonial rule these were the schools that produced the educated class. *Sarkin Musulmi* Muhammad Bello established a University Center at Silame to cater for the products of *Ilmi* Schools from all over the Sokoto Caliphate and Central Sudan and the center became very famous until it was destroyed by the French along with large collections of books and manuscripts during the colonial incursion.

Although Kano was the leading commercial center of the Sokoto Caliphate in the 19th century, it further

consolidated its position in the 20th century with the arrival of the railway that attracted more traders and artisans. The influx people generated more economic activity and it was also during this period that Kano became the most important center of Islam in the non-Arab part of Africa. The Ulama of Kano have contributed more to Islamic literature than the Ulama of any other place in this part of Africa in the twentieth century. Despite the importance of Islamic Education to the people of the state it received very little attention until the arrival of the Shekarau Administration that chose a major component of this system and made it one of its flagship programs.

The Office of the Special Adviser on Education and Information Technology under Dr. Bashir Shehu Galadanchi spent over N200 million on the Qur'anic Islamiyya and *Ilmi* Schools programs in the last two years as indicated in the Table 5:

Table 5: Summary of Public Expenditure in Islamic Education, 2004 and 2005

	Summary (2004-2005)	Totals
1.	Research and Documentation	1,563,355.00
2.	Sensitization Seminars for Alarammomi	16,316,879.30

FULFILLING THE MANDATE

3.	Self-Reliance Start-up purchases	15,545,230.00
4.	Alarammomi Skills Acquisition program	32,712,575.00
5.	Pilot feeding programs in 3 LGAs (Ajingi, Makoda, Warawa)	10,330,015.00
6.	Infrastructural Development projects	89,854,800.00
7.	Media Programs	12,791,420.00
8.	Visits of <i>Alarammomi</i> to Other Countries	7,555,700.00
9.	Islamiyya Schools Training	17,452,162.00
10.	Establishment of Advanced Islamiyya Schools	1,737,260.00
11.	Tsangaya Intervention (Remodeling) 44 LGAs	44,000,000.00
	Totals	249,859,396.30

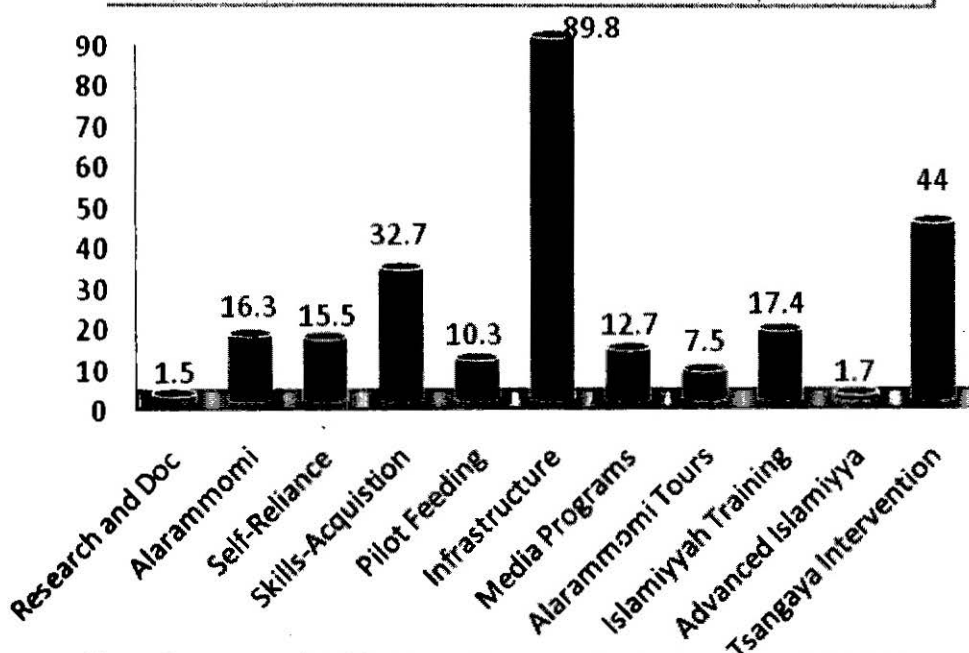


Fig.8- Summary of Public Expenditure in Islamic Education, 2003-2007

From the figure, it is clear that infrastructural development projects took the most share of the public expenditure in Islamic education, taking in over N89.9 million, followed by special Tsangaya models in the 44 LGAs of Kano which each cost one million naira—at a total of N44 million. Pilot feeding for the Tsangaya pupils in three LGAs (Ajingi, Makoda, and Warawa) took in only N10.3. Thus a total of almost N250 million was spent in Islamic education in just two years.

Conclusion

The public expenditure pattern in the last one and a half decade shows the Kano State government Under Mallam Ibrahim Shekarau, and particularly from 2003-2007 giving increasing priority to the education sector, and a commitment to ensuring the implementation of Basic Education. The data available shows a commitment on a higher level than the national average, and indeed beyond the recommended efforts on ensuring basic education as stipulated by UNESCO in EFA documentation and plans. The resource needs estimate shows that the present level of investment on education must increase substantially if the government is to consolidate its gains and create a head-start in attaining the goals of Vision 20:20.

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