**TERMS OF REFERENCE FOR INDIVIDUAL CONSULTANTS AND CONTRACTORS**

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| **Title**  Consultancy to support a review on public spending efficiency in the Education Sector | | **Funding Code**  Non-Grant (RR) | | **Type of engagement**  Consultant  Individual Contractor Part-Time  Individual Contractor Full-Time | **Duty Station:**  Abuja, Nigeria |
| **Background and Purpose of the Assignment:**  As home to approximately 206 million people[[1]](#footnote-2), Nigeria is the most populous country in Africa, and the population is continuously growing. According to current projections, by 2050, 1 of every 13 births globally will take place in Nigeria[[2]](#footnote-3). The country has developed policies and enacted laws that guarantee free and compulsory basic education and has seen increasing access to education. Progress in enrolment and retention, however, have been threatened by high out-of-school rates, dropout, and persistent inequality as more than 18 million children remain out-of-school in Nigeria at the primary and junior secondary levels[[3]](#footnote-4), making Nigeria the country with the largest number of out-of-school children worldwide.  Poor education performance is as much related to low investment in the sector as to the inefficient use of existing resources[[4]](#footnote-5). In Nigeria, the volume of education funding remains notably low. Spending as a percentage of GDP has remained at approximately 1.4 percent since 2016[[5]](#footnote-6), far below the benchmark of 4 to 6 per cent[[6]](#footnote-7) and much lower than other countries in the region and globally. Allocation of the federal budget to education show similar patterns. While 15 to 20 per cent of public expenditure is recommended for education according to global benchmarks[[7]](#footnote-8), 2022 allocations are estimated at 7.2 per cent[[8]](#footnote-9) despite the growing population and increasing demand for education.  Education funding remains complex and largely uncoordinated across levels in Nigeria. To access the federal government Universal Basic Education Commission (UBEC) intervention funds, at the basic education level, states must allocate 50 per cent of the requested funds in their education budget. Furthermore, although the burden of education sector management has gradually shifted away from LGAs[[9]](#footnote-10), the lack of adequate tax revenue and inability to match allocation requirements, means that many states are unable to access UBEC federal government intervention funds.  In addition, Nigeria demonstrates regressive spending patterns in education, both by spending category and level. Salaries account for 90 per cent of total recurrent spending, leaving less than 10 per cent for quality learning support, with the share of non-salary spending also decreasing in recent years at the federal and local levels[[10]](#footnote-11). Just 29 per cent is spent on early childhood and primary education combined, 15 per cent on junior secondary education, 11 per cent on senior secondary, and 28 per cent on higher education alone. International benchmarks recommend that pre-primary alone should account for at least 10 per cent of the budget, while global patterns indicate that a share of spending on pre-primary and primary as low as Nigeria’s is not efficient until a country reaches later stages of economic development[[11]](#footnote-12).  Lastly, figures only capture allocation as data on expenditure remains largely unavailable publicly. The disconnect between education financing and education performance raises significant concerns about value-for-money in education spending.  UNICEF Nigeria is providing technical support to the government to advance progressive measures for education reform. Improving resource availability through domestic funds mobilization, budget credibility, and ensuring political buy-in will contribute significantly to addressing barriers to education access and quality.  The purpose of the assignment is to conduct public spending efficiency study in education sector with a focus in basic education (pre-primary, primary and junior secondary level). The review will be used to inform national policy making as well as UNICEF advocacy, and provide a basis for dialogue with the Government, development partners (DP), along with other stakeholders, on how to improve public spending efficiency in education with identified scope for improvement and good practices. The consultant is expected to engage national expert(s) and timely produce analysis to feed into all phases of the education sector strategy and programmes. | | | | | |
| **Scope of Work:**  UNICEF Nigeria is seeking expertise on strengthening the country's basic education system, specifically on making education spending more efficient, inclusive, and responsive to the needs of the most vulnerable children, with due emphasis on gender and disability. The Country Office is requesting support concerning the following areas:   1. Conduct a structural review of the education finance system in Nigeria. 2. Develop a generic methodology to analyse education finance in Nigeria. 3. Conduct a five years (2018-2022) trend analysis on education financing in Nigeria. Assess adequacy, efficiency, equity, transparency, and accountability of education finance in Nigeria using global, national level, state level and education institutional level data. 4. Formulate results of estimates of adequate level of funding per pupil and identify factors contributing to better education finance for basic education with equity lens from policy perspectives. 5. Building on the comprehensive review and analysis, produce a report, policy brief(s) and PowerPoint presentation(s) with key findings and concrete recommendations to improve education financing in Nigeria. 6. Participate in the technical and policy dialogues and present findings. 7. Contribute to the national and state level capacity building events as needed.   **Mains tasks and deliverables**  Under the supervision of Education Manager, the consultant will be responsible for the following:   1. **Conduct a structural review of the education finance system in Nigeria.**   Issues to be reviewed include, among others:   * 1. Education law and policy related to education financing ((including teacher salary scale)   2. Key partners at federal and state levels for education finance in Nigeria   3. Inter-governmental transfers      1. Depict the flow of education funds in Nigeria from federal level to state level, local government level and school level.   4. Transparency and accountability with degree of decentralisation      1. Federal, state and local government responsibilities vs. funds available at their respective levels      2. What kind of decision-making and authority do state and local education authorities and schools have in revenue mobilisation and spending?   5. Source of funding      1. Revenue source (public, private, donors, households)      2. Public funds (property tax, income tax, education tax, etc)   6. Allocation distribution pattern      1. By level of education (pre-primary, primary, junior secondary, senior secondary, technical and vocational, and Tertiary)      2. By type of schools (public vs. primary)      3. By geographical location      4. By item/intervention   7. Expenditure pattern      1. Expenditure category (personnel vs overheads, recurrent costs vs. capital development costs)      2. Key drivers of the spending (the most expensive items/interventions)   8. Budget credibility and execution      1. Variations between approved budget and fund released      2. Variations between fund released and actual expenditure   9. Regulation      1. Teacher salaries (Teacher Union's bargaining power)      2. Cost-sharing rules etc.   10. Availability and management of financial and other data useful to conduct efficiency study       1. Work with the relevant line ministries, agencies, and stakeholders at federal and state level to define required education finance data and assess data availability  1. **Develop a methodology to analyse education finance in Nigeria.**    1. Identify appropriate educational outputs and inputs that affect per-pupil expenditure in the education sector    2. Evaluate different approaches (strengths, shortcoming, sample size) to measure technical and cost efficiency    3. Develop a work plan on data collection and consolidation 2. **Conduct a five years (2018-2022) trend analysis on education financing in Nigeria. Assess adequacy, efficiency, equity, transparency, and accountability of education finance in Nigeria using global, national level, state level and education institutional level data.**     1. Formulate the education financing trend in Nigeria in comparison with other countries in the Sub-Saharan Africa region and those with similar country profiles in terms of country size and level of economic development (lower-middle-income).    2. Review all types and share of various funding sources of basic education sector       1. Desegregate by sub-sector (pre-primary, primary and lower secondary)       2. Includes public, private and donor funding and household contributions       3. Distribution of source by item/intervention, levels of education and type of school    3. Provide breakdown analysis of the education spending       1. Desegregate by expenditure category (capital and recurrent expenditure, and instructional and non-instructional expenditure)       2. Desegregate by item (wages, supplies, utilities, food, capital investments, etc.)       3. Desegregate by intervention (teacher training, school grants, cash transfer, etc.)    4. Analyse the cost efficiency and identify factors contributing to the cost efficiency for each level of education. The review should include gender and disability lenses with proposed practical ways to eliminate inefficiencies and identify efficiency gains. 3. **Formulate results of estimates of adequate level of funding per pupil and identify factors contributing to better education finance for basic education with equity lens from policy perspectives.**    1. Estimate the adequate level of funding. Analysis of how much funding per pupil is required to meet the minimum expected level of quality and learning outcomes.       1. Outcome-based cost analysis is required to assess the relationship between spending and educational outcomes under given conditions including structural and geographic factors, and school and student characteristics.       2. Input-based cost analysis should be considered if quantitative data required for above analysis is not available, including use of professional judgements to identify the set of inputs necessary to achieve a minimum expected level of educational outcomes and calculate their cost.    2. Draw correlation of public, private and donor spending with the needs of students (per capita funding) that includes education participation (accessibility) and quality learning needs of students to the possible disaggregation degree (by levels of education, locations, school types).    3. The equity in education finance is to be assessed by the variation in per-pupil revenue and spending and examining how the variation is related to education level, geographical location, gender, local wealth and income and disability. 4. **Building on the comprehensive review and analysis, produce a report, policy brief(s) and PowerPoint presentation(s) with key findings and concrete recommendations to improve the education finance in Nigeria.**    1. Prepare a comprehensive report including Executive Summary, full report (key findings, review of progress made to date, identification of gaps, Theory of Change including detailed activities for short, medium and long term, and proposed policy actions for education finance reform)    2. Prepare the PowerPoint presentation(s) and a 4-page policy brief(s) with the key findings and recommendations using simple language and infographics to share with the national and international stakeholders. 5. **Participate in the technical and policy dialogues and present findings. Contribute to the national and state level capacity building events as needed.** | | | | | |
| **Child Safeguarding**  Is this project/assignment considered as “[Elevated Risk Role](https://unicef.sharepoint.com/sites/DHR-ChildSafeguarding/DocumentLibrary1/Guidance%20on%20Identifying%20Elevated%20Risk%20Roles_finalversion.pdf?CT=1590792470221&OR=ItemsView)” from a child safeguarding perspective?       YES       NO     If YES, check all that apply:      **Direct contact role** YES       NO   If yes, please indicate the number of hours/months of direct interpersonal contact with children, or work in their immediately physical proximity, with limited supervision by a more senior member of personnel:     |  | | --- | |  |     **Child data role** YES      NO   If yes, please indicate the number of hours/months of manipulating or transmitting personal-identifiable information of children (name, national ID, location data, photos):     |  | | --- | |  |   More information is available in the [Child Safeguarding SharePoint](https://unicef.sharepoint.com/sites/DHR-ChildSafeguarding/SitePages/Amendments-to-the-Recruitment-Guidance.aspx) and [Child Safeguarding FAQs and Updates](https://unicef.sharepoint.com/sites/DHR-ChildSafeguarding/DocumentLibrary1/Child%20Safeguarding%20FAQs%20and%20Updates%20Dec%202020.pdf) | | | | | |
| **Budget Year:**  **2022** | **Requesting Section/Issuing Office:**  Education/Abuja | | **Reasons why consultant cannot be done by staff:**  UNICEF Nigeria is seeking expertise on education finance to make education spending more efficient, inclusive, and responsive to the needs of the most vulnerable children in Nigeria, with due emphasis on gender and disability.  The consultant should have rich experience and knowledge about Public Financial Management (PMF), as well as education structure and financing in Sub-Saharan Africa. An excellent understanding and analysis of financial data and proven experience in managing and undertaking quantitative and qualitative data collection and analysis is required. | | |

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| **Included in Annual/Rolling Workplan***:*  Yes  No, please justify:  The GPE project is a newly approved project after the COVID-19 pandemic hit Nigeria which happens after annual/rolling workplan completion. | |
| **Consultant sourcing:**  National  International  Both  **Consultant selection method:**  Competitive Selection (Roster)  Competitive Selection (Advertisement/Desk Review/Interview) | **Request for:**  New – Individual Contract  Extension/ Amendment |

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| **If Extension, Justification for extension:** | | | | | |  | | |
| **Supervisors:**  Rudranarayan Sahoo, Education Manager  Murtala Mohammed  Education Specialist | **Start Date:**  15 September 2022 | | **End Date:**  31 December 2022 | | | | **Number of Days (working)**  70 | |
| **Deliverables/Outputs:** | | | | **Percentage of Payment** | | | | **Timeline** |
| 1. Assessment report with literature and practice overview; a structural review of education finance system; data availability and methodology to analyse spending efficiency with related PPTs Submit the review report. | | | |  | | | |  |
| 1. Draft report including Executive Summary and full report (key findings, review of progress made to date, identification of gaps, Theory of Change including detailed activities for short, medium and long term, and proposed policy actions for education finance reform). | | | |  | | | |  |
| 1. Final approved report including Executive Summary, full report (key findings, review of progress made to date, identification of gaps, Theory of Change including detailed activities for short, medium and long term, and proposed policy actions for education finance reform). | | | |  | | | |  |
| 1. PowerPoint presentation(s) and a 4-page policy brief(s) with the key findings and recommendations using simple language and infographics to share with the national and international stakeholders. 2. Participate in the technical and policy dialogues and present findings. Contribute to the national and state level capacity building events. | | | |  | | | |  |
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| **Minimum Qualifications required:**  Bachelors  Masters  PhD  Other  Masters or higher degree Education in the Public Policy, Economics, Education/ECE policy or related discipline | | **Knowledge/Expertise/Skills required:**  Qualifications:   * A minimum of 5-year relevant professional experience in public sector analysis and its financing * At least 5-year experience conducting analysis and assessments, research and writing technical papers and policy briefs or other publications on social sector and/or ECE/education and fiscal policy * Experience in conducting efficiency analysis in the education sector with education data, quantitative research, including conducting econometric modelling and microsimulations, programmatic and statistical support * Knowledge of child- and gender-sensitive inclusive education, theories, and practices * Demonstrated experience working in the Sub-Saharan Africa region and knowledge of their education systems * Experience of using school/district level data including assessment of learning outcomes is an asset   Other skills and attributes:   * Experience working with UN agencies or other international development agencies * Strong knowledge of the Nigerian political landscape and recent developments in education * Excellent written and oral communication skills, with experience translating evidence for and communicating with a broad range of actors (including government) on sensitive issues * Ability to present ideas concisely for diverse audiences and to give practical, actionable advice grounded in evidence   Language requirements:   * Fluency in English is required | | | | | | | |
| **Administrative details**:  Visa assistance required:  Transportation arranged by the office: | | Home Based  Office Based:  If office based, seating arrangement identified:  IT and Communication equipment required:  Internet access required: | | | | | | | |
| **Application procedure:**    Criteria: level of correspondence to the objectives of the TOR | | Maximum 7- page proposal consisting of following:   1. **Methodology:**    1. Brief conceptual framework    2. Methodology including design, scope, data collection instruments, data sources and data analysis methods    3. Quality assurance measures    4. Ethical considerations    5. Data access, storage, security 2. **Workplan with timeline** | | | | | | | |
| **Evaluation** | | The deliverables and progress will be evaluated bi-weekly by the core team consisting of UBEC, and UNICEF representatives with feedback for correctional actions. Consistent reported unsatisfactory work will lead to a stoppage of payment for the deliverables until addressed. UNICEF also has the discretion to terminate the contract and review its relationship with the contractor for further consideration in the contracting process. | | | | | | | |

1. World Bank. (2020). Population, total - Nigeria [data set]. [https://data.worldbank.org/indicator/SP.POP.TOTL?locations=NG](about:blank) [↑](#footnote-ref-2)
2. UNICEF. (2017). *Generation 2030 Africa 2.0. Prioritizing investments in children to reap the demographic dividend.* New York: UNICEF. [↑](#footnote-ref-3)
3. UBEC. (2018). [↑](#footnote-ref-4)
4. UNICEF (2021) Analysis of education spending in the west and central Africa region, A policy brief for Ministers of Education and Finance [↑](#footnote-ref-5)
5. Federal Republic of Nigeria, UNESCO, and UNESCO International Institute for Education Planning. (2020). *Education Sector Analysis.* [↑](#footnote-ref-6)
6. World Bank Group, United Nations Population Fund, United Nations Development Program and United Nations. (2016). Education 2030: Incheon declaration and framework for action: towards inclusive and equitable quality education and lifelong learning for all. Available at [https://unesdoc.unesco.org/ark:/48223/pf0000245656](about:blank) [↑](#footnote-ref-7)
7. Nigeria National Development Plan NDP (2021-2025) Ministry of National Planning, Budget, and Finance [↑](#footnote-ref-8)
8. According to the 2022 Federal Government of Nigeria budget [↑](#footnote-ref-9)
9. World Bank. (2015). *Governance and Finance Analysis of the Basic Education Sector in Nigeria.* Available at https://openknowledge.worldbank.org/bitstream/handle/10986/23683/Governance0and0on0sector0in0Nigeria.pdf?sequence=1 [↑](#footnote-ref-10)
10. Federal Republic of Nigeria, UNESCO, and UNESCO International Institute for Education Planning. (2020). *Education Sector Analysis*. [↑](#footnote-ref-11)
11. International Bank for Reconstruction and Development. (2017). *Education Public Expenditure Review Guidelines.* Washington, D.C.: World Bank. Available at https://documents1.worldbank.org/curated/en/155861497609568842/pdf/116334-REVISED-Education-PER-Guidelines.pdf [↑](#footnote-ref-12)