



Independent Private Schools

Status

1. Encouraging Innovation by Providers

Policy provides no restrictions on private school appointment and redeployment of teachers. The policy allows private providers to set teacher wages without restriction and dismiss teachers. However, schools must comply with national curricula, regional teachers' standards and class size.



2. Holding Schools Accountable

Government sets standards on what students need to learn and by when. Standardized tests are administered in select grades annually. Private schools are required to undergo an inspection though inspections are not carried out on a regular basis. Inspection reports outline a grading system for all inspected schools and sanctions can be administered based on school inspection results.



3. Empowering All Parents

Lagos State guidelines stipulate that information must be available to parents and that information is made public on the Ministry's website. Information may also be made available by the school. Lagos' policies do not stipulate that parents and students should be part of the inspection process. There is no provision for financial support for families attending private schools.



4. Promoting Diversity of Supply

For-profit and non-profit providers including international providers are allowed to operate private schools. Certification standards on land and facilities limit a diversity of supply.



Table of contents

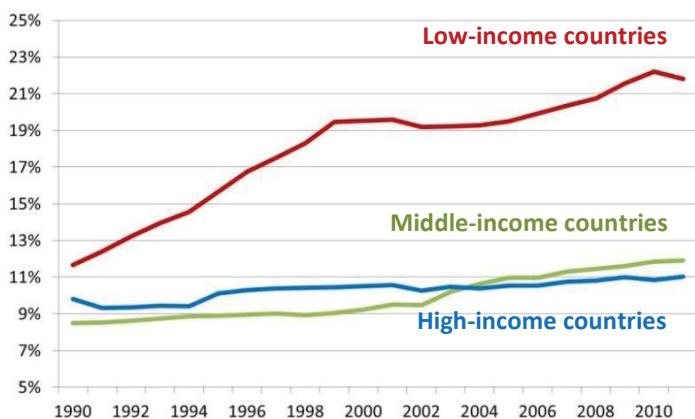
Introduction	3
Overview of SABER-Engaging the Private Sector	4
Benchmarking education policies: The SABER-EPS methodology.....	6
Education in Nigeria.....	7
Benchmarking Lagos’s Private Schools	11
Goal 1: Encouraging Innovation by Providers	11
Goal 2: Holding Schools Accountable	12
Goal 3: Empowering all Parents, Students, and Communities	13
Goal 4: Promoting Diversity of Supply	15
From Analysis to Action: Policy Options for Lagos.....	17
Policy option 1: Support market entry of new private schools by easing criteria for school registration and allow schools to operate without paying fees as well as letting schools set their own tuition fees	17
Policy Option 2: Improve the quality of learning outcomes moving to a standard-term inspection system and by encouraging continuous improvement at the school level through school improvement planning	17
Policy Option 3: Increase information availability for parents	18
Acknowledgements.....	21
References	21

Introduction

In recent years, private sector engagement in education—which includes a vibrant mix of non-profit, for-profit and faith-based organizations—has grown significantly around the world. **In the last two decades, the percentage of students in low-income countries attending private primary schools doubled, from 11 percent to 22 percent** (figure 1). This growth in private provision is closely connected to the boom in access that has taken place in low-income countries over the same two decades: primary net enrolment increased from 55 percent to 80 percent between 1990 and 2010.

As countries redouble their efforts to achieve learning for all at the primary and secondary levels, the private sector can be a resource for adding capacity to the education system. By partnering with private entities, the state can provide access to more students, particularly poor students who are not always able to access existing education services (Pal and Kingdon 2010; Patrinos, Barrera-Osorio, and Guáqueta 2009; Hossain 2007). Additionally, evidence shows that governments have been successful at improving education quality and student cognitive outcomes in many countries through effective engagement with private education providers (Barrera-Osorio and Raju 2010; French and Kingdon 2010; Barrera-Osorio 2006).

Figure 1. Private enrolment as a percentage of total primary enrolments, by country income level



Source: Baum et al (2014).

This report presents an analysis of how effectively the current policies in Lagos engage the private sector in basic (primary and secondary) education. The analysis draws on the Engaging the Private Sector (EPS) framework, a product of the World Bank's Systems Approach for Better Education Results (SABER). SABER collects and analyzes policy data on education systems

around the world, using evidence-based frameworks to highlight the policies and institutions that matter most to promote learning for all children and youth.

SABER-EPS research in Lagos found that access to primary education is not yet universal and that enrolments at the secondary level are very low. Equity and quality challenges also remain at the primary and secondary levels. The private sector's role in provision of education is substantial at the primary level, though less so at the secondary level, where enrolments are low overall. No non-state schools in Lagos State are eligible for government funding, and as such, operate independently. Based on a review of existing policies and the goal of meeting the challenges of access, quality, and equity, SABER-EPS offers the following recommendations for Lagos to enhance engagement with the private sector in education to promote learning for all:

1. Support market entry of new private schools by easing criteria for school registration.
2. Improve the quality of learning outcomes by strengthening the inspection system to target those schools that need the most support on a regular basis and encouraging continuous improvement through school improvement plans.
3. Increase the information on private schools made available to parents and provide financial support to families whose children attend private schools.

The rest of this report provides an overview of SABER-EPS, followed by a description of the basic education system in Lagos, focusing on the private sector and government policies related to the private provision of education. The report then uses the SABER-EPS framework to benchmark the policy environment of Lagos and, finally, offers policy options to enhance learning for all children in primary and secondary school.

Overview of SABER-Engaging the Private Sector

In many countries, the extent and activity of the private sector in education is largely undocumented and unknown. SABER-EPS is working to help change that. SABER-EPS assesses how well a country's policies are oriented toward ensuring that the services of non-state providers promote learning for all children and youth.

The aim of SABER-EPS is not to advocate private schooling. The intention is to outline the most effective evidence-based policies specific to each country's current approach toward non-state provision of education. SABER-EPS assesses the extent to which policies facilitate quality, access, and equity of private education services. Data generated by SABER-EPS can further the policy dialogue and support governments in engaging private providers to improve education results.

Four policy goals to engage the private sector

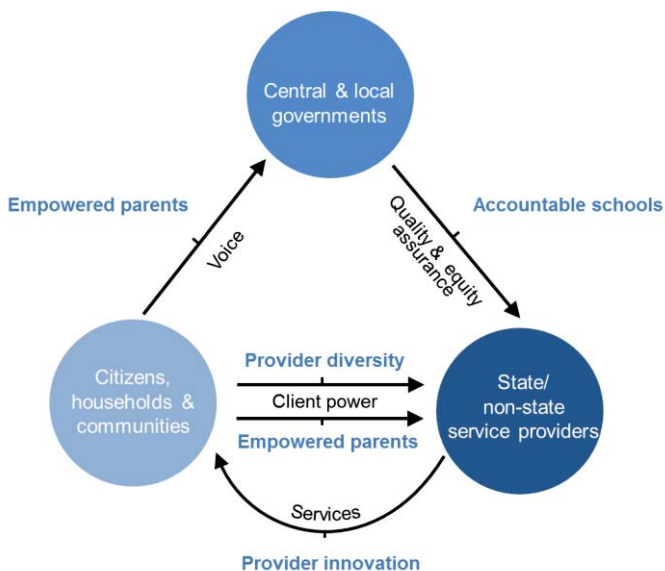
SABER-EPS collects data on four key policy areas that international evidence has found effective for strengthening accountability mechanisms among citizens, policymakers, and providers (box 1). These policy goals were identified through a review of rigorous research and analysis of top-performing and rapidly improving education systems.

The four policy goals enable a government to increase innovation and strengthen accountability among the critical actors in an education system (figure 2). Empowering parents, students, and communities enhances the ability of parents to express their voice and hold policymakers accountable for results. Additionally, when parents are empowered, in most contexts, they can have greater influence over provider behaviors. Increasing school accountability strengthens the quality- and equity-assurance mechanisms between the state and education providers. Encouraging innovation and promoting diversity of supply can allow providers to respond to local needs. Increasing school-level autonomy in critical decisions improves the services provided to students. Allowing a diverse set of providers to enter the market can increase client power and enable citizens to choose from a wider range of models. By developing these policy goals, a government can improve the accountability of all providers in an education system and, subsequently, have a positive impact on educational outcomes.

Box 1. Key Private Sector Engagement Policy Goals

1. **Encouraging innovation by providers.** Local decision making and fiscal decentralization can have positive effects on school and student outcomes. Most high-achieving countries allow schools autonomy in managing resources (including personnel) and educational content. Local school autonomy can improve the ability of disadvantaged populations to determine how local schools operate.
2. **Holding schools accountable.** If schools are given autonomy over decision making, they must be held accountable for learning outcomes. Increases in autonomy should be accompanied by standards and interventions that increase access and improve quality. The state must hold all providers accountable to the same high standard.
3. **Empowering all parents, students, and communities.** When parents and students have access to information on relative school quality, they can have the power to hold schools accountable and the voice to lobby governments for better-quality services. For empowerment to work equitably, options for parents and students should not depend on wealth or student ability.
4. **Promoting diversity of supply.** By facilitating market entry for a diverse set of providers, governments can increase responsibility for results, as providers become directly accountable to citizens as well as to the state.

Figure 2. Relationships of accountability for successful service delivery



Source: Adapted from World Bank (2003).

SABER-EPS recognizes that the four policy goals outlined in box 1 can assist governments in raising accountability for the education services provided in their countries. The tool allows governments to systematically evaluate their policies and implement practices that are effective across multiple country contexts.

Four types of private provision of education

Across the world, governments can implement numerous strategies to improve educational outcomes by supporting non-state education provision. SABER-EPS benchmarks key policy goals across the four most common models of private service delivery:

1. **Independent private schools:** schools that are owned and operated by non-government providers and are financed privately, typically through fees.
2. **Government-funded private schools:** schools that are owned and operated by non-government providers, but receive government funding.
3. **Privately managed schools:** schools that are owned and financed by the government, but are operated by non-government providers.
4. **Voucher schools:** schools that students choose to attend with government-provided funding; these schools can be operated by the

government or non-government providers or both, depending on the system.

SABER-EPS analyzes laws and regulations to: (1) identify the types of private engagement that are legally established in each country and (2) assess each education system's progress in achieving the four policy goals. **The aim of the SABER-EPS Framework is to provide policy guidance to help governments establish strong incentives and relationships of accountability among citizens, governments, and private education providers, with the goal of improving education results.**

Benchmarking education policies: The SABER-EPS methodology

The World Bank has developed a set of standardized questionnaires and rubrics for collecting and evaluating data on the four policy goals for each type of private school engagement established in a given country.

The policy goals are benchmarked separately for each type of private engagement. A point of emphasis here is that **these tools only assess official and established policies governing private education provision. Additional tools determine on-the-ground implementation of these policies.** The SABER-EPS information is compiled in a comparative database that interested stakeholders can access for detailed reports, background papers, methodology, and other resources; the database details how different education systems engage with the private sector.

For each indicator associated with the respective four policy goals, the country receives a score between 1 and 4 (figure 3), representing four levels of private sector engagement: 1 (latent), 2 (emerging), 3 (established), or 4 (advanced).

Figure 3. SABER Rubric: Benchmarking Levels



Source: Baum et al. (2014).

The overall score for each policy goal is computed by aggregating the scores for each of its constituent indicators. For example, a hypothetical country receives the following indicator scores for one of its policy goals:

- Indicator A = 2 points
- Indicator B = 3 points
- Indicator C = 4 points
- Indicator D = 4 points.

The hypothetical country's overall score for this policy goal would be: $(2+3+4+4)/4 = 3.25$. The overall score is converted into a final development level for the policy goal, based on the following scale:

- Latent: 1.00 – 1.50
- Emerging: 1.51 – 2.50
- Established: 2.51 – 3.50
- Advanced: 3.51 – 4.00

The ratings generated by the rubrics are not meant to be additive across policy goals. That is, they are not added together to create an overall rating for engaging the private sector.

Use of the SABER-EPS Tool

SABER-EPS is not intended to be used as a prescriptive policy tool, but rather, as a tool to generate an informed assessment of a country's policies vis-à-vis current knowledge about effective approaches. The results of this benchmarking exercise serve as a good starting point to discuss potential policy options that could be considered, based on the nuances of the local context and national education system. Education systems are likely to be at different levels of development across indicators and policy goals. While intuition suggests it is probably better to be as developed in as many areas as possible, **the evidence does not clearly show the need to be functioning at the advanced level for all policy goals.** National education priorities lay at the center of recommended policy options; countries may prioritize higher levels of development in areas that contribute most to their immediate goals.

For more information on the global evidence underlying EPS and its policy goals, see the SABER framework paper, *What Matters Most for Engaging the Private Sector in Education* (Baum et al. 2014).

Education in Nigeria—Lagos State¹

Lagos State is one of the 36 federal units of the Federal Republic of Nigeria. It has 20 local government areas and is located in the southwestern part of the country. The population of the state at 10 million, with 5.2 million males and 4.8 million females (NBS 2009). Prior to the relocation of the seat of government to Abuja in December 1991, Lagos was the administrative capital of Nigeria. Lagos State is arguably the most economically important state of the country, encompassing the city of Lagos, the nation's largest urban area.

Over the last decade, Nigeria's exponential population growth has put immense pressure on the country's resources, already overstretched public services, and infrastructure. Education policies are dictated by the country's federal political structure, in which federal, state, and local governments share responsibility. Consequently, administration of the education system devolves some power to state and local governments (box 2).

Box 2. Decision-Making Powers at the Federal and State Government Levels

Nigeria: Federal-Level Decision Making

The Federal Ministry of Education is charged with:

- 1) Formulating a national policy on education.
- 2) Education planning and financing.
- 3) Maintaining uniform standards of education throughout the country.
- 4) Controlling the quality of education through its Education Inspectorate.
- 5) Harmonizing educational policies and procedures of all states through the National Council on Education.
- 6) Effecting cooperation in educational matters.
- 7) Developing curricula and syllabi.

Lagos: State-Level Decision Making

The Ministry of Education of the State of Lagos is one of the main stakeholders in the state education sector and is responsible for:

- 1) Overall development of education in the state.
- 2) Implementation of the basic childhood care.
- 3) Development of primary and junior secondary education through the State Universal Basic Education Board (SUBEB).
- 4) Policy formulation and implementation.
- 5) Inspections of schools and technical colleges.

The State Ministry of Education has a department responsible for regulation of private school: the Department of Private Education and Special Programs (DPESP).

Another key agency has been established to enhance data management of the Lagos State education system. The Lagos State Government Education Management System (LASGEMS) was instituted by the state government to create a constantly updated source of administrative data on pupils (via student personal identification numbers) and schools. The system covers both public and private schools; in its early stage of implementation, the system has already compiled data on 11,000 schools at all levels throughout the state. Schools have been encouraged to register with and update their school information via the Internet.

Sources: Nigeria 2004; Lagos State 2011b

¹ This report presents country data collected in 2014 using the SABER-EPS policy intent data collection instrument. It thus offers a specific snapshot in time. Consequently, the overview of Education in Lagos as well as the

benchmarking exercise fully capture the state of education at the time of data collection and analysis. The potential policy options may have diminished or have varying relevance, depending on current circumstances in Lagos and its education sector.

Education in Nigeria is regulated by the National Policy on Education 2004, which applies to Lagos. Among other stipulations, the law requires all children to complete a free and compulsory cycle of basic education, which includes:

- pre-primary programs (ages 3 to 5)
- nine years of compulsory schooling consisting of six years of primary school and three years of junior secondary school.

Other legislation that specifically addresses the right of children to free and compulsory education in Nigeria includes Child Right Act (2003) and the Universal Basic Education Act (2004).

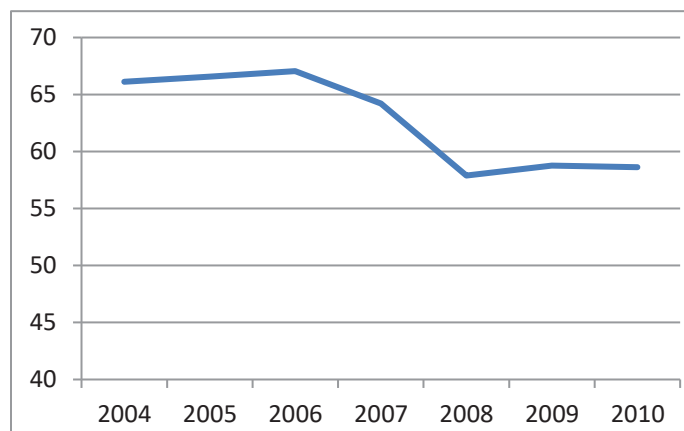
Education service provision in the state is guided by Lagos Education Law and Lagos State Compulsory Free Universal Basic Education Law 2005, which reiterates the state government's policy of providing free, compulsory universal basic education for every child of primary and secondary school age. The law places an obligation on parents to ensure that their children attend and complete primary and junior secondary school. Failure of any parent to fulfill this duty amounts to a criminal offence punishable by fine or imprisonment. The Act created both the Local Government Primary and Junior Secondary Education Authority, which is in charge of implementation of education policy at the local government level, and the Universal Basic Education Board, which is in charge of implementation of education policy at the state level.

The state government has made considerable progress in expanding access to basic education. This commitment to improving school access and quality is demonstrated by the financial commitments that Lagos has made to education. For example, the state allocated 14.7 and 13.2 percent of its budget to education in 2012 and 2013, respectively. The amount allocated to education was mainly targeted to improving the infrastructure in public schools, recruiting teachers to secondary schools, rehabilitating and procuring textbooks for public school libraries, and establishing e-library and ICT facilities (MEPB 2013). While there have been efforts to create legislation for and finance the educational sector in Nigeria as a whole, public expenditures on education as a share of the total federal budget decreased from 8.5 percent in 2012 to 7.9 percent in 2013 (UIS 2015).

This decrease in government spending on education has impacted enrolment rates in Nigeria, a picture that differs from the situation in Lagos State. The net national

enrolment rate at the primary level declined from 66.1 percent in 2004 to 58.6 percent in 2010, indicating a negative trend. Statistics on the student survival rate to the last grade of primary suggests, however, that the education system has made some improvements over the same period, increasing from 72.9 percent in 2004 to 79.3 percent in 2009 (World Bank 2014)—albeit having first experienced a tremendous drop (figure 4).

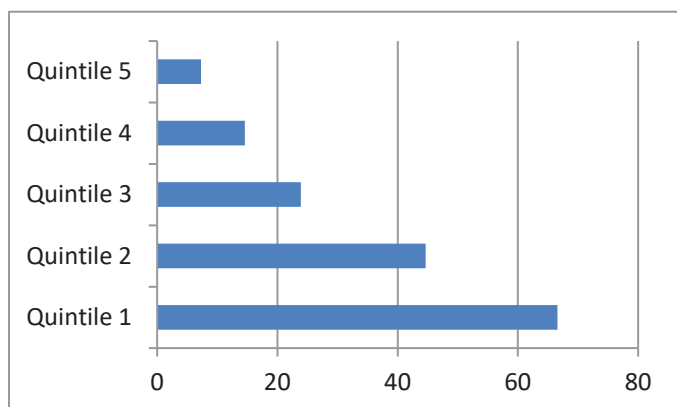
Figure 4: Net National Enrolment Rate in Primary School, 2004–2010



Source: World Bank (2014).

Despite years of intervention and educational provision, access to education remains a key challenge in Nigeria, with great disparities between urban and rural dwellers, and between the rich and the poor. Inequities begin at the primary level: 87 percent of urban children of primary age are in school, versus 62 percent in rural areas. In terms of access to education and the possibility of completing primary education, 66.6 percent of children from the poorest income quintile were out of school in 2008, compared to only 7.3 percent of children from the richest quintile (figure 5).

Figure 5: Proportion of Out-of-School Children at the Primary Level, by Quintile (2008)



Source: World Bank (2013).

Lagos' national ranking on the 2014 West African Examinations Council (WAEC) exam reflects a drop from second place in 2006 to seventh place in 2014. According to the 2014 preliminary test results, Lagos' student body achieved a 45.9 percent pass rate. Furthermore, WAEC data shows that the pass rate for female students was higher than that of male students in several Nigerian states (table 1).

Table 1. 2014 WAEC Test Results in Anambra, Lagos and Ekiti States²

	Anambra	Lagos	Ekiti
Total Pass rate	65.92	45.86	33.80
Current ranking (Out of 36 states)	1	7	12
Previous ranking (2006)	10	2	29
Male pass rate	65.13	45.1	31.39
Female pass rate	66.56	46.6	36.31

Source: Adapted by authors from preliminary WAEC 2014 results.

Private Education in Lagos

Private schools currently account for 75 percent of all enrolments in Lagos State, representing 1,314,623 pupils, half of whom are girls (table 2). Clearly, the private sector is playing a crucial role in the provision of basic education service in the state, helping closing the gap created by an insufficient number of public schools.

Table 2. Number of Enrolments by School Type

	Number	Percentage
Government	451,798	26%
Private unregistered	577,024	33%
Private registered	737,599	42%
Total	1,766,421	100%

Sources: Census of Schools data 2011 and Lagos State Government (2004)

Only 3 percent of children aged 6–11 were out of school in Lagos State in 2010 (World Bank 2013), reflecting a growing supply of basic education services that, in this case, can be attributed to private sector engagement. Despite this development, about 42 percent of private schools operating in Lagos state are unapproved; the numbers of such schools are, moreover, increasing rapidly (table 2). The most common type of private school is a neighborhood “nursery primary school” run by a sole proprietor and usually operating without the approval of the state government. These schools serve, on average, 109 pupils from the immediate vicinity of the school location (Härmä 2011).

The study of low-cost private schools in Lagos State has sparked an extensive debate in the literature (Härmä 2011; Tooley, Dixon, and Olaniyan 2005; Adelabu and Rose 2004). One of the main reasons for the growth in the number of such schools lies in the perceived failure of the government to provide an adequate supply of education services (Härmä 2011). Some studies have argued that these low-cost schools are more cost effective in terms of delivering basic education. In fact, most are unregistered due to the cost of registration and registration renewal, which is much higher in Lagos State compared to other states (Adelabu and Rose 2004). The state government could thus implement better policies for creating private schools and facilitate the market entry of other non-state education providers, thereby

² The three states of Anambra, Ekiti and Lagos are compared in this table as these were the three states selected for the first phase of SABER-EPS analysis

based on government consultations and to complement the World Bank Education Sector portfolio of lending and analytical work.

meeting the rising demand for education in a context of acute demographic pressure (table 3).

Table 3. Cost of Registration and Registration Renewal of Non-State Schools in Abuja, Lagos, and Enugu States (Nigerian naira, ₦)

	Abuja	Lagos	Enugu
Name search	0	5,000	0
Purchase of form	40,000	15,000	2,000
Pre-inspection	0	5,000	0
Approval	N/A	25,000	5,000
Annual renewal	10,000	15,000– 100,000	2,000– 3,500

Source: Adelabu and Rose (2004).

Lagos State guidelines on the establishment and operation of private nursery, primary, secondary and vocational/remedial schools spell out the role of private education providers and outlines all legal requirements for the operation of such schools in the state. The guidelines empower the State Commissioner of Education to regulate and supervise the operation of private schools in the state.

The Guidelines for the Establishment of Private Schools of Lagos State (2011) is a mechanism for improving the supervision of private schools in the state. The policy spells out periodic review guidelines, introduces online registration for private schools, requires the State government to meet periodically with the association of private schools, and creates an annual award for outstanding private school (Lagos State Ministry of Education 2011b).

Benchmarking Lagos's Private Schools

This section of the report presents the results of SABER-Engaging the Private Sector analysis of laws, policies, and regulations governing independent private schools. The report discusses the benchmarking results against the established recommended practices. For more information on the global evidence underlying these policy goals, see the SABER framework paper, *What Matters Most for Engaging the Private Sector in Education* (Baum et al. 2014).

The main policies, laws, and official documentation used to evaluate private sector engagement in the education system in Lagos include the following:

- Guidelines for Public and Private Schools in Lagos State
- Guidelines on the Establishment and Operation of Private Nursery, Primary, Secondary and Vocational/Remedial Schools in Lagos State
- National Policy on Education (2004)
- Child Right Act (2003)
- Universal Basic Education Act (2004)

Goal 1: Encouraging innovation by providers

The highly particular and contextualized nature of education delivery necessitates decision making at the school level. To be aware of and adapt to changing student needs, school leaders require autonomy over the most critical managerial decisions.

The methodologically rigorous studies assessing the impacts of local school autonomy on student learning outcomes generally find a positive relationship (Hanushek and Woessmann 2010; Bruns, Filmer and Patrinos 2011). A few studies find evidence that local autonomy for school leaders is associated with increased student achievement, as well as reduced student repetition and failure rates (King and Özler 2005; Jimenez and Sawada 2003; Gertler, Patrinos, and Rubio-Codina 2012).

Box 3. International Best Practice – Encouraging Innovation by Providers

The following decisions/processes are made at the school level:

- Establishment of teacher qualification standards.
- Appointment and deployment of teachers
- Teacher salary levels
- Teacher dismissals
- The way in which the curriculum is delivered
- Class-size decisions
- Management of the operating budgets

Development level:



Effective provision requires that schools be given decision-making power over the factors that have shown to be important in delivering high-quality education. In Lagos, education policies allow for a high degree of school-level autonomy in independent private schools. Based on current policies, laws, and other official documentation in Lagos, private schools are rated **Advanced**.

Education policies in Lagos State allow for a high degree of school-level autonomy over resources. There are no policy restrictions, for example, on the setting of teacher wages; these decisions are made at the school level. However, the regional government establishes requires class sizes for private schools. According to Section 10 of the Guidelines for the Establishment of Private Schools in Lagos State, “The School shall employ adequate number of teachers at all times to cater for pupils, and the ratio of teacher to pupils per class shall be 1:25 in the nursery, while it shall not be more than 1:35 for both primary and secondary levels.”

Private schools also have a high degree of autonomy with respect to key personnel decisions. Private schools are free to appoint and redeploy teachers and are allowed to dismiss teachers, as needed, without restrictions. However, the state government does set minimum educational requirements for teacher, which are not reviewed by the national government. Section 10 of the Guidelines for the Establishment of Private Schools in Lagos State thus requires staff to be professionally qualified with official teacher-training diplomas.

Private schools do not have authority over the school curriculum, but must adhere to the prescribed national curriculum.

Table 4. Goal 1: Encouraging Innovation by Education Providers

Item	Score	Justification
Who has legal authority to set teacher standards (e.g., teaching certification, years of experience, etc.)?	Established ●●●○	Schools must comply with regionally established teacher educational standards, which are not reviewed by the central government
Who has legal authority to appoint and deploy teachers?	Advanced ●●●●	Legal authority to appoint and deploy teachers is vested in the school; state policy does not restrict private schools in this area.
Who has legal authority to determine teacher salary levels?	Advanced ●●●●	State policy allows private providers to set teacher wages without any legal restrictions
Who has legal authority to dismiss teachers?	Advanced ●●●●	Private schools are free to dismiss their own teachers
Who has legal authority to determine how the curriculum is delivered?	Latent ●○○○	State government has the legal authority over how the curriculum is delivered and schools must adhere to the national curriculum
Who has legal authority to determine maximum class size?	Established ●●●○	State policy and laws establish class sizes, which do not require central government approval

Based on the rubric scores for the encouraging innovation by providers indicators, the **suggested policy options** for Lagos state private schools include:

- Allow private schools to tailor the curriculum to meet the needs of the local community, once capacity within schools meets a minimum quality standard, that is monitored and verified in a clear regulatory environment.

Goal 2: Holding schools accountable

On average, students perform better in schools with higher levels of accountability to the state (Abdulkadiroglu et al. 2011; Carnoy and Loeb 2002; Woessmann et al. 2007; Hanushek and Raymond 2005). For non-state providers, when government funding is tied to accountability standards, schools are incentivized to perform more efficiently (Barrera-Osorio and Raju 2010; Patrinos 2002). A strong accountability system requires that the government, parents, and educational professionals work together to raise outcomes. The government must play a role in ensuring that superior education quality is delivered by schools. SABER-EPS assesses multiple policy indicators to determine non-state provider accountability. A list of the key indicators is provided in box 4.

Box 4. International Best Practice—Holding Schools Accountable

- The central government sets standards regarding what students need to learn, including deadlines for meeting these standards.
- Students are required to take standardized examinations; exam results are disaggregated by school, socioeconomic status, gender, etc.
- Schools are required to report on the use of public funds as a condition of continued funding.
- The central government or an external agency performs school inspections as determined by school need.
- Schools produce school improvement plans.
- School performance is tied to sanctions and/or rewards.

Development level:



The policies of Lagos State for independent private scholars are rated **Emerging**.

According to Article 7 (a) of the Guidelines for Public and Private Schools in Lagos State, “[T]he curriculum shall be geared towards achieving the State Government Policy on curriculum for all aspects and levels.” Furthermore, Article 7(f) adds, “Schools and institutes shall provide for continuous assessment of their pupils/students.”

Article 10 of the Guidelines for Public and Private Schools in Lagos State stipulates that school inspection procedures will not adhere to a specific calendar, but that “periodic inspection, monitoring and supervision” will be conducted by the State Ministry of Education

(MoE) Quality Assurance (QA) Department, or the school inspectorate.

Part 3 of the Guidelines for Public and Private Schools in Lagos State describes the mechanism for grading schools in the state. However, the guidelines do not specify the periodicity of these inspections. School grading is part of the inspection process. The guidelines also indicate that strengths and weaknesses be included in the inspection follow-up, as shown in the following table of school grades.

Table 5. School Grades Determined by Inspections

Grade	Description
A	Schools providing an education that adheres to best national and international practices. These are leading state, federal, international, and private schools whose students excel in national and international curricula.
B	Schools that provide a sound education to a broad range of students and have adequate infrastructure and resources. These schools follow the national Nigerian curriculum.
C	Low-cost schools that provide a functional education to low-income communities, whose children are often within walking distance of their respective school. Annual fees (tuition, etc.) may not exceed ₦50,000. This figure may be adjusted periodically in line with economic factors in the state.

Article 19 of the Guidelines for Public and Private Schools in Lagos State underlines that an inspection can result in the closure of school by the State Education Commissioner “if/when any of the existing guidelines and regulations is contravened”.

Table 6. Goal 2: Holding Schools Accountable

	Score	Justification
Does the government set standards on what students need to learn and by when?	Established ●●●○	The government sets standards on what student need to learn and when
What is the current policy on standardized exams?	Emerging ●●○○	Standardized exams are administered, but not annually.
Does the government require schools to undergo an inspection?	Emerging ●●○○	The government requires schools to undergo an inspection, but not on a regular timetable
Does the inspection report outline the strengths and weaknesses of the school?	Emerging ●●○○	Inspection reports include limited information on the strengths and weaknesses of the school
Are sanctions enforced based on inferior results of school inspections or standardized exams	Established ●●●○	Sanctions are administered based on the results of school inspection

Based on the rubric scores for the holding schools accountable indicators, the **suggested policy option** for Lagos State with respect to private schools include:

- To raise the accountability of private schools, Lagos State could ensure that inspections are focused on schools that need the most scrutiny. This means revising inspection procedures so that inspections happen consistently and that underperforming schools are visited more frequently and high-performing schools only inspected on a longer-term basis.

Goal 3: Empowering all parents, students, and communities

Empowering parents, students, and communities is one of the foundations for creating quality learning opportunities for all students. Poor and marginalized children, together with youth, disproportionately lack access to quality education services. To overcome this obstacle, governments need to increase providers’ accountability to all clients, particularly underserved groups. Educational access and the performance of schools and students can be substantially impacted by openly disseminating comparable school performance

information (Andrabi, Das, and Khwaja 2009; Pandey, Goyal, and Sundararaman 2009; Björkman 2007; Reinikka and Svensson 2005); increasing parental influence in the school (Skoufias and Shapiro 2006; King and Özler 2005; Jimenez and Sawada 1999; Gertler, Patrinos, and Rubio-Codina 2012; Di Gropello and Marshall 2005); and implementing demand-side interventions, such as scholarships, vouchers, or cash transfers, to help the most vulnerable students (Orazem and King 2007; Filmer and Schady 2008; Lewis and Lockheed 2007; Patrinos 2002; Barrera-Osorio 2006). Effective policy practices for non-state providers include some of the indicators listed in box 5.

Box 5. International Best Practice—Empowering All Parents, Students, and Communities

- Information on standardized tests and school inspections is made available by multiple sources.
- Parents and students are included in the inspection and improvement-planning processes.
- Admission processes for entry into publicly funded schools are not based on student background; a lottery is used in cases of oversubscription.
- School choice is not hindered by mandatory financial contributions.
- Tax subsidies, scholarships, or cash transfers are available to families whose children attend independent private schools

Development level:



As shown above, the policies in Lagos State toward independent private schools to empower parents, students, and communities are rated **Emerging**. Additional policy strategies are needed to increase the client power of parents and better enable them to hold providers accountable for results.

Article 21(d), (e), and (f) of the Guidelines for Public and Private Schools stipulate that school performance information must be available to parents on the website of the State Ministry of Education. Information may also be advertised by the school: “. . . included on their notice boards, letter headed-paper, and other external branding documents and artifacts.” State policies do not, however, stipulate that parents and students should be part of the inspection process.

The state also does not provide any support to families whose children attend private schools. Article 20 of the aforementioned Guidelines only states that the Ministry of Education provides support to private schools in terms

of inspection services, teacher development schemes, equipment provision, testing of children, state-funded research, and technical and operational support. This type of government may affect families, but only indirectly.

Table 7. Goal 3: Empowering All Parents, Students, and Communities

	Score	Justification
Does the government give parents/students access to performance data on the quality of available schooling?	Emerging ●●○○	Ad-hoc information is provided to parents on standardized exam results and inspection reports
Are students and/or parents interviewed as part of the inspection process?	Emerging ●●○○	Neither students nor parents are surveyed as part of the inspection process
Does the government provide tax subsidies or cash transfers to families whose children attend private schools?	Latent ●○○○	The government does not provide tax subsidies to families whose children attend private schools

Based on the rubric scores for the empowering all parents, students, and communities indicators, the **suggested policy options** for Lagos State with respect to private schools include:

- Make inspection reports and information on the quality of schooling at individual grade levels available to parents, students, and communities. This information should be accessible through a variety of sources to allow for clear, transparent information flows especially to students and parents.
- Lagos State Government could empower poorer households at a relatively low cost by targeting resources in the form of vouchers or conditional cash transfers to less affluent families, enabling them to access quality education services.

Goal 4: Promoting diversity of supply

By opening education to a more diverse set of providers, governments can increase client power and make providers directly accountable to students and parents for results. Although the public sector will always remain an important (and, in most cases, the predominant) provider of education services, educational choice can be used as part of a package of reforms to improve education access and quality in both the public and private sectors (Hoxby 2003; Levin and Belfield 2003; De la Croix and Doepke 2009; Carnoy and McEwan 2003; Himmler 2007; Angrist et al. 2002; World Bank 2003). In order to facilitate quality improvements through increased school competition and choice, governments can (i) allow multiple types of providers to operate; (ii) promote clear, open, affordable, and unrestrictive certification standards; and (iii) make government funding (and other incentives) available to non-state schools. This policy goal aims to increase the ability of diverse providers to provide education services. In order to do so, a number of policy indicators are suggested, as outlined in box 6.

Box 6. International Best Practice—Promoting Diversity of Supply

- The central government allows different types of providers to operate schools.
- Certification standards do not prohibit market entry.
- Information on market-entry requirements is available from multiple sources.
- Regulatory fees do not prohibit market entry.
- Publicly funded non state schools and public schools receive equivalent student funding; funding is increased to meet specific student needs.
- The central government provides incentives for market entry, such as access to start-up funding, public land, and public buildings.
- Schools are able to plan budgets six months in advance of the academic year.
- Privately managed schools are not restricted by student numbers, school numbers, or location.
- The central government does not restrict tuition levels at private independent schools.

Development level:



The policies in place to promote diversity of supply for independent private schools and government-funded private schools in Lagos State are rated **Established**, which indicates some instances of good practice.

Private independent schools set their own tuition fees, but their fees are subject to review by the state government. Indeed, Article 16(e) of the Guidelines for Public and Private Schools in Lagos State states, “[T]he Honorable Commissioner of Education may give official, general, or specific directives on approved fees, as may be deemed fit.” Furthermore, point 16(c) adds that schools are not allowed to raise their fees during an academic year. The state government also allows both non-profit and for-profit providers to operate private schools.

Article 5.2 of the aforementioned Guidelines outlines the requirements for creating a primary school:

- A minimum land requirement of 18 meters by 36 meters.
- A school Master Plan that clearly indicate the location of classrooms and other facilities, including offices.
- A purpose-built structure that contains: a head teacher’s office, a staff room, a library, a minimum of six classrooms, toilets (one staff toilet and at least one toilet per classroom), and a regular water supply.
- Open spaces on school premises for sports, recreational, and other approved purposes.
- First-aid facilities and/or an adequately equipped sick bay affiliated with a government-approved hospital close to the school.
- Standard classrooms with average floor space of 1.2 square meters per student. Pro-rated floor space may be applied where classes contain fewer or greater numbers of students.
- Well- lit and ventilated classrooms, each with two doors and four windows.
- Classroom furniture consisting of desks, benches or tables, and chairs adequate in size for the age of the pupils.
- Suitable teaching aids, together with sports and games equipment.

- Adequate fire-fighting and other emergency equipment in all buildings that are maintained at a functional level at all times.
- Certification of Buildings and premises by the State Ministries of Physical Planning and Urban Development and of Education.

Article 5.3 of the same Guidelines outlines the requirements for creating a secondary school which include, but are not limited to:

- A minimum land requirement of 18 meters by 36 meters.
- Standard classrooms with average floor space of 1.2 square meters per student. A pro-rated floor space may be applied where classes contain fewer or greater numbers of students.
- In schools that offer technical subjects, adequately equipped woodwork, metalwork, electronics, auto mechanics and/or building workshops with a floor area of 140 square meters, or an average of 4 square meters per student.
- Where possible, specialist rooms of 70 square meters (or 2 square meters per student) for geography, technical drawing, fine art, business studies, computer studies, and home-related subjects (i.e., food, nutrition, home management, clothing/textiles).
- A large hall for assemblies, school and public events, and examinations.
- A regular water supply and at least eight water closet toilets. In mixed-sex schools, female-only toilets must be provided in the ratio of 2:1 to male toilets.
- First-aid facilities and/or an adequately equipped sick-bay affiliated with a government-approved hospital close to the school.
- Fire control equipment in line with the regulations of the State Fire Service Department: at least 5 fire extinguishers per school.
- Adequate property fencing and gates.

Furthermore, according to a U.S. Department for International Development (DFID) study, non-state schools in Lagos state are able to operate only when they have paid certain required fees (Adelabu and Rose 2004). Indeed, the table below outlines the fees that schools are required to pay to operate.

Table 8. Goal 4: Promoting Diversity of Supply

	Score	Justification
Does the government set standardized tuition fees?	Established ●●●○	Schools set fees, but their fees are subject to state government review
Are all types of providers allowed in the market?	Advanced ●●●●	For-profit and non-profit providers, including international providers, are allowed to operate private schools
Are there minimum standards for registration or for schools to be allowed to operate?	Emerging ●●○○	Certification standards not linked to education outcomes restrict market entry, including such criteria as: - land (specific distance from public venues, etc.) - facilities (separate science labs, weather vanes, etc.)
Are there clearly publicized guidelines by multiple sources outlining the requirements for school registration?	Established ●●●○	Registration/certification guidelines are made public, but only by a single source
Are schools able to operate without paying fees?	Latent ●○○○	Schools may operate only if they pay several fees

Based on the rubric scores for the promoting diversity of supply indicators, the **suggested policy options** for Lagos' independent private schools include:

- Ease private school registration criteria on school infrastructure, land, and capital so that the private education market can expand access to recognized, quality-assured education.

From Analysis to Action: Policy Options for Lagos

While private schools currently account for 75 percent of all enrolments in Lagos State, 33 percent of these schools remained unregistered. This represents a great gap in the government's knowledge of and ability to report on the volume of education provision in the state. This SABER-EPS study of the policies currently applied in Lagos State underlines the gap between registered and unregistered private schools. The very fact that education is predominantly provided by the non-state sector should encourage the state to adopt legislation to improve the quality of non-state education provision.

Based on the results of this benchmarking exercise, and recognizing the evidence outlined in this paper, the following policy options are recommended for the private school sector in Lagos State:

1. Support market entry of new private schools by easing criteria for school registration.
2. Improve the quality of learning outcomes by strengthening the inspection system to target those schools that need the most support on a regular basis and encouraging continuous improvement through school improvement plans.
3. Increase the information on private schools made available to parents and provide financial support to families whose children attend private schools.

These policy options are supported by international evidence, best practice, and the experience of countries that have used innovative interventions to improve private sector engagement in their education systems from a variety of starting points.

Policy option 1: Support market entry of new private schools by easing criteria for school registration

Recommendation 1: Ease registration criteria for private schools

By facilitating the market entry of a more diverse set of providers, governments can increase their responsibility for results, as providers subsequently become directly accountable to citizens and the state. To do so, a conducive regulatory environment is needed to promote a diversity of supply. Certification standards in Lagos

include criteria such as ownership of land, buildings, and different types of equipment that prevent new schools from entering the market, yet these criteria do not have a direct bearing on learning outcomes.

In Lagos, registration criteria are extensive for both primary and secondary private schools. Furthermore, non-state schools have to pay five types of fees to be able to operate: name search, purchase of forms, pre-inspection, approval, and annual registration renewal. The state could ease its criteria for land and facilities, while remaining strict about regulations that international evidence confirms contributes to and improves learning outcomes, to support the market entry of a more diverse set of providers, thereby increasing school numbers and education provision.

Country example:

In the UK, the government clearly outlines guidelines for creating a new publicly funded, privately managed school, known as a Free School. A separate nongovernmental organization, the New Schools Network, was also established to provide advice and guidance on how to successfully do so (UK DfE 2014).

Policy Option 2: Improve the quality of learning outcomes by strengthening the inspection system to target those schools that need the most support on a regular basis and encouraging continuous improvement through school improvement plans

Strong accountability systems consist of more than minimum standards; they also require mechanisms to continually improve school performance. A review of quality assurance and school monitoring systems across eight Asian Pacific countries found that a number of countries go beyond basic minimum standards and effectively use accountability mechanisms to ensure continual improvement (Mok et al. 2003). The Office for Education Standards in Education (Ofsted) in England, the Education Review Office in New Zealand, and the National Inspectorate in the Netherlands have all moved to a risk-based inspection approach, which allows schools that are performing well and continually improving to undergo less frequent inspections, while schools performing below standard are inspected more frequently and rigorously (Onderwijs Inspectie 2010). This approach reinforces accountability relationships at two levels: it provides autonomy to superior performers and targets accountability to schools in greatest need. An

effective inspection process, including appropriate follow-up, can be an important means of school improvement. Inspection frameworks should outline the strengths and weaknesses of schools as well as priorities for improvement. Improvement planning can facilitate positive change as a school strives to deliver better educational outcomes for all students. Sanctions and rewards can then be used to reinforce the accountability mechanism.

Strengthen the school inspection system to target schools with the greatest need for support and monitoring

School inspections should be conducted according to a standard schedule and should be more closely linked to school improvement plans. To raise the accountability of private schools, Lagos State could ensure that inspections are focused on schools that need greater scrutiny. The inspection schedule could be revised so that underperforming schools are visited more frequently, while high-performing schools are inspected only on a longer term basis. This would effectively mean that there would be two inspection schedules: one for high performing schools (less frequent) and one for schools requiring additional support.

Use school improvement plans to improve education quality

School improvement plans have been an important piece of successful education programs in developing countries (Bruns, Filmer, and Patrinos 2011). The introduction of school improvement plans must, however, be accompanied by the empowerment of school leaders so that they can facilitate change. School leaders must ensure that improvement plans are meaningful to all stakeholders and that purposeful actions are taken to fulfill throughout a school (Fullan 2007).

Country examples:

The government of the Western Cape, South Africa, requires schools to submit individual school improvement plans. Particular attention is given to those schools that did not achieve the required pass rate on state examinations. Following this practice, the number of underperforming schools has declined every year, from 85 in 2009 to 26 in 2012 (Western Cape Government 2013). Western Cape is also cited in a study that examined how most-improved schools continue to improve (Mourshed 2010).

In Brazil, a Ministry Plano de Desenvolvimento da Escola (PDE) project required schools to identify their most serious problems and develop their own school improvement plans. PDE also required the schools to focus their plans on two or three effectiveness factors (EF), one of which had to be effective teaching and learning. Schools could choose the remaining EFs from a list of general areas detailed in the PDE manual. Students in PDE schools saw greater increases in passing rates than did students in non-PDE schools (Carnoy et al. 2008).

Policy option 3: Increase information availability for parents and provide financial support to families whose children attend private schools

Increase information provided to parents

Based on its current policies, Lagos could increase the information provided to parents on school quality. Central governments ought not be the only monitors of school performance. Access to comparative information could enable parents and students to influence school quality through increased choice and direct voice to providers. School report cards, for example, can provide information in one place and allow parents to easily compare schools in their area. This information usually includes school demographics, classroom assessment results, examination results, and inspection reports. Evidence from Pakistan shows that school report cards improved learning by 0.1 standard deviations and reduced fees by almost 20 percent. The largest learning gains (0.34 standard deviations) were initially achieved by low-performing (below median baseline test scores) private schools, with the worst of these schools likely to close (Andrabi 2009).

In Lagos, a mechanism could be created to inform communities about the results of private independent schools in terms of school results and performance, inspection actions, as well as other information of interest to parents and communities. This space could also be a forum for discussions where stakeholders could exchange experiences and opinions on the performance of private schools.

Country examples:

Parana State in Brazil was an early adopter of school report cards. Between 1999 and 2002 report cards were introduced to inform school communities and stimulate greater involvement in the school improvement process. The cards were disseminated to a wide range of stakeholders, including all schools, PTAs, municipal education authorities, and all 70,000 state education employees (including 46,000 teachers). Overall results were reported in the state education secretariat's monthly newsletter, used in teacher and PTA workshops, and disseminated via press releases and press conferences (EQUIP2 2013).

In the Dominican Republic, El Salvador, Guatemala, Honduras, and Nicaragua, a USAID-funded program—Civic Engagement for Education Reform in Central America (CERCA)—implemented a school report card that focused on indicators in four areas:

1. **Context:** basic profile information (number of students in each grade, etc.) and access to services at the school (e.g., sanitation, electricity, etc.)
2. **Inputs:** class size, access to resources (e.g., notebooks, pens, etc.), and access to social services (e.g., school meals, health programs, etc.)
3. **Processes:** student and teacher attendance, school plan implementation, and parent participation
4. **Results:** coverage and efficiency (i.e., student repetition and retention rates)

The results of the school report card are now used by communities to develop and monitor implementation of school action plans (CERCA 2006).

In Andhra Pradesh, India, the Vidya Chaitanyam intervention used citizens to monitor and advocate for higher-quality service delivery by both government and non-government basic education providers. The project was intended to strengthen the oversight function in the state due to a lack of capacity on the part of local education offices, whose responsibility is to carry out school inspections. The program used members of women's self help groups, who were often illiterate or semi-literate, to assess the quality of basic education provision through the use of school scorecards. The results of the scorecards were shared with district officials, local School Management Committees, and

local women's self-help group meetings (CfBT 2013). (For more information on CERCA School Report Cards visit: <http://bit.ly/CERCAcards>.)

Target subsidies to low-income households

Lagos State Government could empower poorer households at a relatively low cost by targeting resources in the form of vouchers or conditional cash transfers to less affluent families, enabling them to access quality education services.

Country examples:

Andhra Pradesh, India has a population of approximately 85 million and a rural poverty incidence of approximately 20 percent. A voucher program was implemented in five districts of the state, with students allocated to schools based on a lottery. The cost of a voucher to private schools was one-third of the cost of delivering the same education in public schools. This cost difference was due to lower teacher salaries, albeit was offset by the fact that private schools hire more teachers and have smaller class sizes and less multigrade teaching. Unannounced visits also showed that private schools had a longer school day, a longer school year, a lower teacher absence rate, enhanced teaching activity, and better school hygiene. After two years, student outcomes—as measured by the average score across all subjects—showed that voucher recipients scored 0.13 standard deviations higher than those who did not receive a voucher. Students who attended private voucher schools scored 0.23 standard deviations higher (Muralidharan and Sundararaman 2013).

In Pakistan, the Punjab Education Foundation's Assisted Schools (FAS) program provides monthly per-student cash subsidies and free textbooks to low-cost private schools. The program grew exponentially from 8,573 students and 54 schools in 2005 to over 1 million students and 3,000 schools in 2012. Participation in the program requires that schools achieve a minimum student pass rate on a semi-annual multisubject exam, the Quality Assurance Test (QAT). At least two-thirds of tested students must score above 40 percent on the QAT. If a school fails to achieve the minimum pass rate on two consecutive QATs, it is permanently disqualified from funding. A rigorous evaluation of the program found that the threat of program expulsion had a positive causal impact on student learning. Schools threatened with losing access to subsidies were nearly always successful in raising student scores to meet the minimum pass rate on subsequent exams: where only 49 percent

of schools in the study met the minimum pass rate in November 2007, nearly 100 percent of these same schools met it in March 2008. The program also offers two cash bonus benefits. The first is a teacher bonus for superior school performance on the QAT. Once every academic year, a maximum of five teachers in each program school where at least 90 percent of students in tested classes obtained a score of 40 percent or higher on the QAT receive an award of 10,000 rupees (US\$ 118) each. The second cash bonus is a competitive school bonus for top school test performance. Once every academic year, the program school in each of the seven main program districts that has the highest share of students with a score of 40 percent or higher on the QAT is awarded 50,000 rupees (US\$ 588) (Barrera-Osorio and Raju 2010).

Acknowledgments

This SABER-EPS country report was prepared by Abubakar Tata Inuwa. Critical guidance was provided by Donald Baum and Hugo Wesley. Further inputs and editorial support were provided by Minju Choi and Oni Lusk-Stover. The report was prepared in consultation with the Government of Nigeria. The SABER-EPS team gratefully recognizes the leadership, support, and guidance of the World Bank Nigeria education team, led by Olatunde Adetoyese Adekola. The SABER-EPS team acknowledges the support of all who have contributed to the report.

The team gratefully acknowledges the generous financial and technical support provided by the Government of the United Kingdom through the Department for International Development (DFID) Education Markets for the Poor research study in the region which made this report possible.

References

- Abdulkadiroğlu, A., J. D. Angrist, S. M. Dynarski, T. J. Kane, and P. A. Pathak. 2011. "Accountability and Flexibility in Public Schools: Evidence from Boston's Charters and Pilots." *The Quarterly Journal of Economics* 126 (2): 699–748.
- Adelabu, M., P. Rose, D. Jawara, and O. Nwaorgu. 2004. Nigeria: Study of Non-State Providers of Basic Services. International Development Department, University of Birmingham, UK.
- Andrabi, T., J. Das, and A. Khwaja. 2009. Report Cards: The Impact of Providing School and Child Test Scores on Educational Markets. Unpublished manuscript. World Bank, Washington, DC.
- Angrist, J., E. Bettinger, E. Bloom, and E. King. 2002. "Vouchers for Private Schooling in Colombia: Evidence from a Randomized Natural Experiment." *American Economic Review* 92 (5): 1535–58.
- Barrera-Osorio, F. 2006. The Impact of Private Provision of Public Education: Empirical Evidence from Bogotá's Concession Schools. World Bank Policy Research Working Paper 4121. Human Development Network, World Bank, Washington, DC.
- Barrera-Osorio, F., H. A. Patrinos, and Q. Wodon, eds. 2009. *Emerging Evidence on Vouchers and Faith-Based Providers in Education: Case Studies from Africa, Latin America, and Asia*. Washington, DC: World Bank.
- Barrera-Osorio, F., and D. Raju. 2010. Short-Run Learning Dynamics under a Test-Based Accountability System: Evidence from Pakistan. World Bank Policy Research Working Paper 5465. Human Development Network, World Bank, Washington, DC.
- Barro, R. J., and J.-W. Lee. 2013. "A New Data Set of Educational Attainment in the World, 1950–2010." *Journal of Development Economics* 104: 184–98.
- Baum, D., L. Lewis, O. Lusk-Stover, and H. A. Patrinos. 2014. "What Matters Most for Engaging the Private Sector in Education: A Framework Paper." SABER Working Paper 8. SABER, Education Global Practice, World Bank, Washington, DC.
- Björkman, M. 2007. "Does Money Matter for Student Performance? Evidence from a Grant Program in Uganda." IGER (Innocenzo Gasparini Institute for Economic Research) Working Paper 326, Bocconi University, Italy.
- Bruns, B., D. Filmer, and H. A. Patrinos. 2011. Making Schools Work: New Evidence on Accountability Reforms. Washington DC: World Bank.
- Carnoy, M., and S. Loeb. 2002. "Does External Accountability Affect Student Outcomes? A Cross-State Analysis." *Educational Evaluation and Policy Analysis* 24(4): 305–31.
- Carnoy, M., A. K. Gove, S. Loeb, J. H. Marshall, and M. Socias. 2008. "How Schools and Students Respond to School Improvement Programs: The Case of Brazil's PDE." *Economics of Education Review* 27 (1): 22–38.
- CERCA (Civic Engagement for Education Reform in Central America). 2006. The CERCA School Report Card: Communities Creating Quality Education. Academy for Educational Development, Washington, DC.
- CfBT Education Trust. 2012. Community-Based Accountability for School Improvement: A Case Study from Rural India. CfBT Education Trust, West Berkshire, UK.
- Coulson, A. 2009. "Comparing Public, Private, and Market Schools: The International Evidence." *Journal of School Choice* 3: 31–54.

- De la Croix, D., and M. Doepke. 2009. "To Segregate or to Integrate: Education Politics and Democracy." *The Review of Economic Studies* 76 (2): 597–628.
- Di Gropello, E., and J. H. Marshall. 2005. "Teacher Effort and Schooling Outcomes in Rural Honduras." In *Incentives to Improve Teaching*, ed. E. Vegas, 307–58 (Washington, DC: World Bank).
- EQUIP2. 2013. "Increasing Accountability in Education in Paraná State, Brazil." Policy Brief. EQUIP2, Washington, DC. <http://www.epdc.org/sites/default/files/documents/Increasing%20Accountability%20in%20Parana%20State%20Brazil.pdf>.
- Filmer, D., and N. Schady. 2008. "Getting Girls into School: Evidence from a Scholarship Program in Cambodia." *Economic Development and Cultural Change* 56 (3): 581–617.
- French, R., and G. Kingdon. 2010. "The Relative Effectiveness of Private Government Schools in Rural India: Evidence from ASER Data." Department of Quantitative Social Science Working Paper 10-03. Institute of Education, University of London.
- Fullan, M. 2007. *The New Meaning of Educational Change*. 4th ed. New York, NY: Teacher's College Press, Columbia University.
- Gertler, P., H. A. Patrinos, and M. Rubio-Codina. 2012. "Empowering Parents to Improve Education: Evidence from Rural Mexico." *Journal of Development Economics* 99 (1): 68–79.
- Glewwe, P. W., E. A. Hanushek, S. D. Humpage, and R. Renato. 2011. "School Resources and Educational Outcomes in Developing Countries: A Review of the Literature from 1990 to 2010." NBER Working Paper 17554. National Bureau of Economic Research, Cambridge, MA.
- Hanushek, E. A., and M. E. Raymond. 2005. "Does School Accountability Lead to Improved Student Performance?" *Journal of Policy Analysis and Management* 24 (2): 297–327.
- Hanushek, E. A., and L. Woessmann. 2013. "Does School Autonomy Make Sense Everywhere? Panel Estimates from PISA." *Journal of Development Economics* 104 (September): 212–32.
- Heyneman, S. P., and J. Stern. 2013. "Low-Cost Private Schools for the Poor: What Public Policy is Appropriate?" *International Journal of Educational Development* 35 (March): 3–15. Available at: <https://my.vanderbilt.edu/stephenheyneinan/files/2011/09/IJED-low-cost-private-schools.pdf>
- Himmeler, O. 2007. "The Effects of School Choice on Academic Achievement in the Netherlands." Georg-August-Universität Göttingen, Sweden.
- Hossain, N. 2007. "Expanding Access to Education in Bangladesh." In D. Narayan and E. Glinskaya, eds., *Ending Poverty in South Asia: Ideas that Work*, 304–325. Washington, DC: World Bank.
- Hoxby, C. M. 2003. "School Choice and School Competition: Evidence from the United States." *Swedish Economic Policy Review* 10: 9–65.
- Jimenez, E., and Y. Sawada. 2003. "Does Community Management Help Keep Kids in Schools? Evidence Using Panel Data from El Salvador's EDUCO program." CIRJE (Center for Research on the Japanese Economy) Discussion Paper F-236. CIRJE, Faculty of Economics, University of Tokyo.
- . 1999. "Do Community-Managed Schools Work? An Evaluation of El Salvador's EDUCO Program." *World Bank Economic Review* 13 (3): 415–41.
- Härmä, Joanna. 2011a. Education Sector Support Programme in Nigeria (ESSPIN). Lagos Private School Census 2010–2011. Report LG 501. Esspin and UK AID, London.
- . 2011b. Private Response to State Failure: The Growth in Private Education (and Why) in Lagos, Nigeria. University of Sussex, United Kingdom.
- King, E. M., and B. Ozler. 2005. "What's Decentralization Got To Do With Learning? School Autonomy and Student Performance." *Kyoto University: Interfaces for Advanced Economic Analysis* 54: 51–60.
- Knowledge and Human Development Authority (KHDA). 2012. School Fees Framework. KHDA, Government of Dubai, UAE. <http://www.khda.gov.ae/CMS/WebParts/TextEditor/Documents/FeeFrameWorkEnApril2012.pdf>.
- Lagos State (Nigeria), Government of. Bureau of Statistics. 2011. "Lagos State Government: Digest of Statistics." Bureau of Statistics, Ministry of Economic Planning and Budget, Lagos, Nigeria.

- . Ministry of Economic Planning & Budget. 2013. Lagos State Government Budget Analysis. Ministry of Economic Planning & Budget, Ikeja.
- . 2010a. "Annual Education Sector Performance Report." MoE, Lagos, Nigeria.
- . 2010b. "Lagos Annual School Census Report, 2010–11." MoE, Lagos, Nigeria.
- . 2011a. "Lagos State School Census Report 2010-2011". Unpublished government report, Lagos: Lagos State Ministry of Education.
- . 2011b. "Guidelines for the Establishment of Private Schools". Unpublished government document, Lagos: Lagos State Ministry of Education.
- . MEPB (Ministry of Economic Planning and Budget). 2013. "Lagos State Government Budget Analysis." MoEPB, Lagos, Nigeria.
- LaRocque, N. 2011. *Non-State Providers and Public-Private Partnerships in Education for the Poor*. Bangkok: UNICEF/Asian Development Bank.
- Levin, H. M., and C. R. Belfield. 2003. "The Marketplace in Education." *Review of Research in Education* 27: 183–219.
- Lewis, L., H. A. Patrinos, and D. R. Baum. 2013. *Engaging the Private Sector: What Policies Matter? A Framework Paper for Systems Approach for Better Education Results (SABER)–Engaging the Private Sector*. Human Development Network, World Bank, Washington, DC.
- Lewis, M., and M. Lockheed. 2007. *Exclusion, Gender, and Education: Case Studies from the Developing World*. Washington, DC: Center for Global Development.
- McLoughlin, C. 2013. *Low-Cost Private Schools: Evidence, Approaches, and Emerging Issues*. EPS Peaks, UK. Available online at: <https://partnerplatform.org/?96t3b0qv>.
- Mok, K.-H., and A. R. Welch, eds. 2003. *Globalization and Educational Restructuring in the Asia Pacific Region*. Hampshire, UK, and New York, NY: Palgrave.
- Mourshed, C., C. Chijioke, and M. Barber. 2010. *How the Most Improved Systems Keep Getting Better*. McKinsey & Company, London.
- Muralidharan, K., and V. Sundararaman. 2013. "The Aggregate Effect of School Choice: Evidence from a Two-Stage Experiment in India." NBER Working Paper 19441. NBER, Cambridge, MA.
- Nechyba, T. J. 2009. "The Social Context of Vouchers." In M. Berends, M. J. Springer, D. Ballou, and H. J. Walberg, eds., *Handbook of Research on School Choice*, 289–308. New York: Routledge.
- The Netherlands, Government of. Inspectorate of Education. N.d. Website. <http://www.onderwijsinspectie.nl/english>.
- Nigeria, Government of the Federal Republic of. 1999. *Constitution of the Federal Republic of Nigeria*. Official Gazette, Federal Republic of Nigeria, Abuja.
- . 2003. *Child Right Act*. Official Gazette, Federal Republic of Nigeria, Abuja.
- . 2004. *Universal Basic Education Act*. Official Gazette, Federal Republic of Nigeria, Abuja.
- . FMOE (Federal Ministry of Education). 2004. "National Policy on Education 2004." FMOE, Abuja.
- . Government of Federal Republic of Nigeria. 2007. *Education Reform Act*.
- . 2008. "Inclusive Learning in Nigeria." Paper presented at the 48th Session of the International Conference on Education (ICE), November 25–28, Geneva, Switzerland.
- . 2007. *10 Year Strategic Plan*. Federal Ministry of Education, Abuja, Nigeria.
- . 2009. *Roadmap for the Nigerian Education Sector*. Consultative Draft. Federal Ministry of Education, Abuja, Nigeria.
- . National Bureau of Statistics (NBS). 2011. *Summary Report: Multiple Indicator Cluster Survey*. NBS, United Nations Population Fund, and United Nations Children's Fund, Abuja, Nigeria.
- . 2010. *Annual Abstract of Statistics*. NBS, Abuja, Nigeria. Available at: www.nigerianstat.gov.ng
- Orazem, P. F., and E. M. King. 2007. "Schooling in Developing Countries: The Roles of Supply, Demand, and Government Policy." *Handbook of Development Economics* 4: 3475–3559.
- OECD (Organisation for Economic Co-operation and Development). 2012. *Education at a Glance 2012: Highlights*. Paris: OECD.

- . 2009. *PISA 2009 Results: What Students Know and Can Do*. Paris: OECD.
- Pal, S., and G.G. Kingdon. 2010. Can Private School Growth Foster Universal Literacy? Panel Evidence from Indian Districts. Discussion Paper 5274. IZA (Institute for the Study of Labor [Forschungsinstitut zur Zukunft der Arbeit]), Bonn, Germany.
- Pandey, P., S. Goyal, and V. Sundararaman. 2009. "Community Participation in Public Schools: Impact of Information Campaigns in Three Indian States." *Education Economics* 17 (3): 355–75.
- Patrinos, H. A. 2012. SABER: Strengthening the Quality of Education in East Asia. World Bank, Washington, DC.
- . 2002. A Review of Demand-Side Financing Initiatives in Education." Draft paper. World Bank, Washington, DC.
- Patrinos, H. A., F. Barrera-Osorio, and J. Guáqueta. 2009. *The Role and Impact of Public-Private Partnerships in Education*. Washington, DC: World Bank.
- Pauline R., and A. Modupe. 2007. "Private Sector Contributions to Education for All in Nigeria." In *Private Schooling in Less Economically Developed Countries: Asian and African Perspectives*, by S. Prachi and Geoffrey Walford, 67–87. Oxford Studies in Comparative Education. Oxford: Symposium Books.
- Reinikka, R., and J. Svensson. 2005. "Fighting Corruption to Improve Schooling: Evidence from a Newspaper Campaign in Uganda." *Journal of the European Economic Association*, 3 (2–3): 259–67.
- Rose, P. 2007. Supporting Non-State Providers in Basic Education Service Delivery. CREATE Pathways to Access Series, Research Monograph 4. Centre for International Education, Department of Education, University of Sussex, UK. Available at: http://www.create-rpc.org/pdf_documents/PTA4.pdf.
- Skoufias, E., and J. Shapiro. 2006. "The Pitfalls of Evaluating a School Grants Program Using Non-Experimental Data." Policy Research Working Paper 4036. World Bank, Washington, DC.
- Tooley, J., P. Dixon, And O. Olaniyan. 2005. "Private and Public Schooling in Low-Income Areas of Lagos State, Nigeria: A Census and Comparative Survey." *International Journal of Educational Research* 43 (3): 125–46.
- U.K. Department for Education. N.d. Opening a Free School. Government website. Department for Education, London. <http://bit.ly/UKfreeschool>.
- UNESCO (United Nations Educational, Scientific and Cultural Organization). 2010. World Data on Education 2010–11." 7th ed. 2010/11, IBE2010/CP/WDE/NR. UNESCO, Paris. http://www.ibe.unesco.org/fileadmin/user_upload/Publications/WDE/2010/pdf-versions/Islamic_Republic_of_Afghanistan.pdf.
- Western Cape, Government of Province of. 2013. Plan to Address the Needs of Our Underperforming Schools. Press Release. Government of Western Cape Province, Cape Town. March 24. http://wced.pgwc.gov.za/comms/press/2013/24_24Mar.html.
- Wodon, Quentin. 2014. Education in Sub-Saharan Africa: Comparing Faith-Inspired, Private Secular, and Public Schools. World Bank, Washington, DC.
- Woessmann, L., E. Ludemann, G. Schutz, and M. R. West. 2007. "School Accountability, Autonomy, Choice, and the Level of Student Achievement: International Evidence from PISA 2003." Education Working Paper 13. OECD, Paris.
- World Bank. N.d.. EdStats (database). www.worldbank.org/education/edstats.
- . 2003. *World Development Report 2004: Making Services Work for Poor People*. Washington, DC: World Bank.
- . 2004. *World Development Report 2004: Making Services Work for Poor People*. Washington, DC: World Bank.
- . 2011. Education Strategy 2020: Learning for All, Investing in People's Knowledge and Skills to Promote Development. World Bank, Washington, DC.

The Systems Approach for Better Education Results (SABER) initiative collects data on the policies and institutions of education systems around the world and benchmarks them against practices associated with student learning. SABER aims to give all parties with a stake in educational results—from students, administrators, teachers, and parents to policymakers and business people—an accessible, detailed, objective snapshot of how well the policies of their country's education system are oriented toward ensuring that all children and youth learn.

This report focuses specifically on policies in the area of engaging the private sector in education.

This work is a product of the staff of The World Bank with external contributions. The findings, interpretations, and conclusions expressed in this work do not necessarily reflect the views of The World Bank, its Board of Executive Directors, or the governments they represent. The World Bank does not guarantee the accuracy of the data included in this work. The boundaries, colors, denominations, and other information shown on any map in this work do not imply any judgment on the part of The World Bank concerning the legal status of any territory or the endorsement or acceptance of such boundaries.

