Annotation. The article discusses the challenges preventing effective monitoring and evaluation of education in Nigeria. Secondary data was used to support the points raised in the article. The secondary data were sourced from print material and online publication by recognized institutions and individual author. There are many challenges militating against effective monitoring and evaluation of educational programme in Nigeria. Some of the challenges include; inadequate funding of monitoring and evaluation programme, inadequate professional monitoring and evaluating officers, poor capacity development of monitoring and evaluating officers, corruptions, insecurity, inadequate monitoring and evaluation tools, political instability and lack of political support. To solve this challenges, this article recommends the following: the government should provide: adequate funding for monitoring and evaluation programme, employment of more professional evaluator and monitors, constant capacity development programme for monitoring and evaluating officers, fight all institution corruption, provide security for Monitoring and Evaluating officers, provide adequate monitoring and evaluation tools, ensure political stability and the political officeholders should support the activities of monitoring and evaluation in the country.

Key words: Challenges, Evaluation, Educational institutions, monitoring

1. INTRODUCTION

The Nigerian educational system is the largest in Africa. The Nigerian educational sector consists of the basic education, junior secondary school, senior secondary school and the higher education WENR (2017) submits that Nigeria’s education system encompasses three different sectors: basic education (nine years), post-basic/senior secondary education (three years), and tertiary education (four to six years, depending on the program of study). According to Nigeria’s latest National Policy on Education (2004), basic education covers nine years of formal (compulsory) schooling consisting of six years of elementary and three years of junior secondary education. Post-basic education includes three years of senior secondary education. At the tertiary level, the system consists of a university sector and a non-university sector. The latter is composed of polytechnics, monotechnics, and colleges of education. The tertiary sector as a whole offers opportunities for undergraduate, graduate, and vocational and technical education.

The Nigerian government in bide to realize the objectives of education and to ensure quality of education stated in the National policy on education (2013) that The National Policy clearly on that the success of any system of education is dependent on inspection and supervision of instruction. The Nigerian government recognized the need to monitor not only the financial management of the school, but also the teaching of students. Educationists at the Ministries of Education both at the federal and the state levels have set up quality control divisions in their respective ministries to ensure that quality education is maintained. It has been established that quality and standard could be maintained in the educational institutionsthrough regular inspection and continuous supervision of instruction in the schools (Noun,2009).

To achieve quality of education, the federal government established the department of inspection and supervision in the Federal ministry of education and created some monitoring and evaluation agencies in the country. At both the Federal and State levels of the Ministry of Education, there is an Inspectorate Department whose main task is to ensure quality and maintain standards in all schools in the federation and the states. The external agencies that assist in assessing the performance of the school system to ensure quality performance. The external agencies or bodies includes external Agencies evaluating school Performance, Federal/State Inspectorate of Education, West African Examination Council (WAEC) National Examination Council (NECO), Internal and External Auditors, Health Inspectors, School's Governing Board and Educational Researchers. These agencies and bodies were established by the government to ensure effective monitoring and evaluation. At the higher institutions, the Federal government established National Universities.
Establishment of quality assurance/monitoring and evaluation agencies in many states in Nigeria is like the same. Saint, Hartmet and Strassner (2003) observed that the Nigerian university education is going down. There is nothing to write home about the quality and standards. At the basic education, World Bank (2017) observed that the quality of basic education, measured in terms of student learning outcomes, is low in Nigeria. According to international standards, children who have completed grade 3 are expected to be fully literate. Yet in Nigeria only 66 percent of public school students can read at least one of three words and 78 percent can add single digits after completing grade 4 (2015 NEDS). In terms of variation across the States, a test administered to grade 4 pupils as part of the 2013 Service Delivery Indicator (SDI) Survey produced an overall low score of 32 percent, with the two southern states leading the ranking (59 and 54 percent) and the two northern states with significantly lower scores (23 and 20 percent). In addition, pupils in private schools significantly outperformed those in public schools. Poor learning also results in low pass rates at the end of secondary school: 31 and 39 percent of registered students passed the 2014 and 2015 West Africa Senior School Certificate Examination (WASSCE), respectively. At the higher institutions, the situation is like same. Saint, Hartmet and Strassner (2003) observed that the Nigerian university system is performing poorly in the area of teaching and learning in terms of labour market absorption and employers’ assessment of graduates while Mohammed and Gbenu (2007) and Obayan (1999) submitted that the quality of education offered by higher education institutions in the recent times has deteriorated substantially. This is a sigh of ineffective and weakness of monitoring and evaluation of education in the Country. There are many challenges facing the monitoring and evaluation of education in Nigeria. This paper discusses the challenges preventing effective monitoring and evaluation of education in Nigeria.

2. MAIN PART

2.1 Concept of Monitoring and evaluation

Monitoring refers to watching or checking on a person, things or objects in order to warn or admonish. It entails warning about faults or informing one in respect of his duty. Monitoring could also mean giving advice and instruction by way of reproof or caution. It can be said to mean keeping order in a particular situation. Monitoring can be defined as collecting information at regular intervals about ongoing projects or programmes within the school system, concerning the nature and level of their performance. Regular monitoring provides basis for judging the impact of inputs that have been fed into the system (Noun,2009). Odinko (2014) sees monitoring to involve setting of targets and milestones to measure progress and achievement, and finding out whether the imports are producing the planned outputs, that is monitoring sees whether the project is consistent with the sign.

Ajibade & Ajibade (2020) observed that monitoring is an internal activity of programme management the purpose of which is to determine whether programme has been implemented as planned in other words whether resources are being mobilized as planned and whether they are being shared as scheduled. Monitoring means to watch over something especially to ensure they are in good order. To monitor is to check at a regular interval in order to find out how a programme is progressing and developing. Monitoring may involve teaching and learning activities, school facilities for instance chairs, books, laboratory equipment, school infrastructure for example classrooms, library and staffroom disbursement of funds, personnels and output for instance quality of students. Aderinoye, (2004) describes monitoring as a tool for maintaining and improving the effectiveness and efficiency of the implementation of a programme but he sees evaluation as a process of scientific methodology with specific objectives. This process, according to him, consists of investigation, collection of data, measurement, analysis and interpretation of results for the purpose of decision making and further improvement of the programme.

Monitoring is concerned with whether a project or programme is implemented in a manner that is consistent with its design. In other words, in monitoring we are interested in determining if the inputs were delivered at the times and in the quantities envisaged by the plan; if activities occurred qualitatively and quantitatively in the manner prescribed by the plan;
if resources were expended at the times and levels outlined in the plan; and, if the individuals and communities targeted by the plan were the ones who were actually served by the project (Noun, 2009).

Monitoring is important for many reasons according to (Noun, 2009), some of which are described here:
1. It enables us to describe the programme we will subsequently evaluate. If we do not know the degree to which it is implemented, it is difficult to arrive at conclusions about the adequacy of that programme.
2. It is a powerful tool for programme managers who wish to determine the specific “nuts and bolts” they must address in order to improve a project’s impact.
3. It is an essential element of accountability to counterparts, employers and colleagues. Noun, (2009) submits that monitoring is a prerequisite for successful project valuing. Monitoring and evaluation are two activities which support each other and enable stakeholders to make informed decisions about a project’s future. Essentially evaluation is ultimately concerned with the worth and value of a project or programme. However such judgments are made in the context of programmed operations.

Staff (2012) define evaluation as a systematic determination of a subject's merit worth and significance, using criteria governed by a set of standards. It can assist an organization, program, project or any alternative to help in decision-making or to ascertain the degree of achievement or value in regards to the aim and objective and result of any such actions that has been completed.

Alkin (1970) Evaluation is the process of ascertaining the decisions to be made, selecting related information and collecting and analyzing information in order to report summary data, useful to decision makers in selecting among alternatives. According to Sarah (2012) the objectives of evaluation, in addition to gaining insight into prior or existing initiatives to enable reflection and assist in the identification of future change. Noun, (2009) observed that evaluation is carried out for a variety of purposes. Some of these are listed below:
1. To secure the basis for making judgments at the end of a period of operation; for example, at the end of a school term, school year or even a week of school term.
2. To ensure continuous, effective and improved programme operation.
3. To diagnose difficulties and avoid destructive problems.
4. To improve staff and members of the public's ability to develop the educational system.
5. To test new approaches to problems and to conduct pilot studies in the consideration of which advancements and progress can be effected. Noun, (2009) observed that management of schools involves the evaluation of the following educational objectives: to evaluate instructional programmes, to assess students' progress, to facilitate students' progress, to understand the individual student, to facilitate self-understanding by students, to contribute to a knowledge of students' abilities; and to assist in administrative judgment.

a) **To evaluate instructional programme**
The evaluation of instructional programmes is compulsory for both the teacher and the learners to determine the causes of poor learning situation. It could be that the objectives are not realistic; methods of teaching may be ineffective; examination tests may be too hard or inadequate; or that specific characteristics of the students had resulted in poor performance.

b) **To assess students’ progress**
A student needs to know when he is making progress in his learning and when he is not in order to help him improve,

c) **To facilitate students’ progress**
In daily, weekly and long term learning tasks, the teacher should ascertain how well the student is learning and on this basis to award him a grade or a rating.

d) **To understand the individual student**
Various interest inventories and academic aptitude tests should be used to facilitate the evaluation of the student's abilities in the cognitive, affective and psychomotor domains.

e) **To facilitate self-understanding by students**
The impact of school on the student's life is crucial on his later life.
By the time students finish secondary school, they are expected to set realistic goals and evaluate their progress towards these goals. This depends however, on teacher-student collection of information about ability and the teachers’ task of interpreting such information to them if the student is to achieve self-understanding.

f) **To contribute to knowledge of students' abilities.**
The improvement in the teaching - learning process can be better induced through an increased knowledge of abilities and instructions,

g) **To assist in administrative judgment**
We need to know which of the students shall be retained in a particular class; who shall we promote; and who shall we give accelerated promotion. In addition we need to know the student's mental state of fitness.

There are four forms to evaluation and they include the formative, the summative, the internal and the external dimensions. According to Aderinoye, (2004) formative evaluation involves the use of evaluation instrument and procedures at frequent intervals during the programme development process. It is undertaken during the development of the entire programme, and considers each of its components to provide feedback to programme developers in order to
improve the product which is being developed and before it is finally released. Noun (2009) Formative evaluation is conducted during the operation of a programme to provide the programme managers with evaluative information that are useful in improving the programme. For example, if we are developing a curriculum package, formative evaluation would involve inspection of the curriculum content by subject experts, pilot tests with small number of students, field tests with larger number of students and teachers in several schools and so on. Each stage would result in immediate feedback to the developers who would use the information to make necessary revisions. Noun (2009) views formative evaluation is conducted during the operation of a programme to provide the programme managers with evaluative information that are useful in improving the programme. For example, if we are developing a curriculum package, formative evaluation would involve inspection of the curriculum content by subject experts, pilot tests with small number of students, field tests with larger number of students and teachers in several schools and so on. Each stage would result in immediate feedback to the developers who would use the information to make necessary revisions. In formative evaluation, the audience is programme personnel, that is, in our example they are those responsible for developing the curriculum. Summative evaluation audiences include potential consumers such as students, teachers, and other professionals, funding agents such tax payers, and supervisors and other officials as well as programme personnel. Formative evaluation leads to decisions about programme development including modification, revision and the likes.

Summative evaluation, on the other hand is usually conducted at the end of the programme. It usually targets at determining if objectives are set, to make improvements, justify the implementation of a new product, programme or service and also helping to verify whether or not difficulties experienced during implementation were resolved (Funmilola & Peter2018, Magalhaes and Schiel, 1997). Noun (2009) observed summative evaluation is conducted at the end of a programme to provide potential consumers with judgments about the programme's worth or merit. For example, after the curriculum package is completely developed, a summative evaluation might be conducted to determine how effective the package is with a national sample of typical schools, teachers, and students at the level for which it was developed. The findings of the summative evaluation would then be made available to consumers. Summative evaluation leads to decisions concerning programme continuation, termination, expansion, adoption and so on (Noun, 2009).

Noun (2009) Formative and summative evaluation are essential because decisions are needed during the initial, developmental stages of a programme so as to improve and strengthen it, and again, when it has stabilized, to judge its final worth or determine its future. Unfortunately, many educators conduct only summative evaluation. This is unfortunate because the development process, without formative evaluation, is incomplete and inefficient. Evaluation may also be classified as either internal or external. An internal evaluation is one conducted by the programme employees, and an external evaluation is one conducted by outsiders. An experimental remedial programme in a secondary school may be evaluated by a member of the school staff (internal evaluation) or by a team of inspectors from the school's Zonal Education Office (external evaluation).

3.0 Methodology
The objectives of this paper is to discuss the challenges preventing effective monitoring and evaluation in Nigeria educational sectors. To achieve this objectives, the researchers employed the used of secondary data. The secondary data were sourced from the both print and online platform. Many publication on the topic challenges facing monitoring and evaluation in Nigeria were searched in Google and other online site. Information collected were analyzed and used to support the various points raised in this paper.

4.0 Challenges facing the Monitoring and Evaluating of Education in Nigeria
There are many challenges militating against effective monitoring and evaluation of educational programme in Nigeria. Some of the challenges include; inadequate funding of monitoring and evaluation programme, inadequate professional monitoring and evaluating officers, poor capacity development of monitoring and evaluating officers, corruptions, insecurity, inadequate monitoring and evaluation tools, political instability and lack of political support.

4.1 Inadequate Funding of Monitoring and Evaluation Programme
Inadequate funding is one of the major challenge militating against effective monitoring and evaluation of education in Nigeria. The major issue affecting educational development is shortage of funds. One of the most serious problems threatening the survival of the educational systems is that of dwindling level of public funding. This shortage of funds affects administration and management of educational institution. The Nigerian government has failed to meet and implement the 20% funding formula for education recommended by the UNESCO and this is affecting the effective monitoring and evaluation of education in Nigeria. In many monitoring and evaluation agencies capital projects embarked upon are few years ago, are yet to be completed due to lack of adequate funds”. Afannamuefunna (2016) submits that Fund is a pre-requisite for all activities and success of evaluation. Lack of money has prevented standardization and given way for compromise. Besides, the attitudes of evaluators have affected the wise utilization of the funds available for evaluation. Most of the funds provided for useful evaluation end up in the bank accounts of few people, neglecting the project for which the money is meant for.

4.2 Inadequate Professional Evaluator and Monitors
Inadequate professional monitoring and evaluating officers in the federal, states and local ministries of education is also affecting effective monitoring and evaluation of educational programme in the Country. Commission and agencies
established for the purpose of monitoring and evaluation functions in the country are in short of professional monitoring and valuation officers. No meaningful programme of monitoring and evaluating functions can be carry out without adequate professional monitoring and evaluating officers. Ade (2012) submits that inadequate professional monitoring and evaluating expertise is affecting the development of monitoring and evaluation of education in Nigeria. Afannamuefunna (2016) observed that there is an obvious inadequate supply of human resources in Nigerian schools. This very problem reflects on implementation of curriculum in the classroom and finally during evaluation, due to inadequate staff to man invigilation halls. Most of the personnel used as monitoring and evaluating functions in most states in Nigeria do not have the pre-requisites monitoring and evaluating’s qualification and experience.

4.3 Poor Capacity Development of Monitoring and Evaluating Officers
Capacity is the ability to deliver the mandate without any excuse. Capacity development refers to training of personnel with the purpose of increasing their effectiveness and efficiency at work. Training of personnel is very important for organizational development. Poor capacity development of Monitoring and evaluating officers in Nigeria is one of the factors responsible for ineffective monitoring and evaluation of education because monitoring and evaluation work is difficult and need constant training and retraining for those engaging in the monitoring and evaluation functions. One of the major challenges facing monitoring and evaluation Officers in Nigerian educational institutions is the issue of competence and technical knowledge of the monitoring and evaluation processes, concept and methods. Most often than not, in Nigeria, political affiliation at times dictate who get a particular assignment without recourse to the technical competence of the person. Evidence from previous studies. Many monitoring and Evaluating Officers do not have the capacity to effectively monitor and evaluate educational programme. Monitoring and Evaluating Officers working in the various ministries of education at both the federal and states level are not given the opportunities for regular training and retraining.

Funmilola & Peter (2018) noted that it has been found out that the process of evaluating the literacy programmes in Nigeria are faced with the challenges of inadequate training of evaluation officers and lack of national benchmark for evaluation. Also, most of the evaluations carried out have been based largely on physical facilities only. Nigerian monitoring and evaluation officers of education are deficient in relevant monitoring and evaluation skills because there is no pre-professional or pre-practice training for the monitoring and evaluation officers. School heads need to be trained in order to acquire the relevant skills for performing the monitoring and evaluation functions.

4.4 Institutional Corruption
Institutional corruption is another problem preventing effective monitoring and evaluation of educational institutions. Corruption have penetrate into the various ministries, agencies and departments of education. There are different forms of corruption in the educational sector. Many of the monitoring and evaluation agencies staff are involved in different forms of corruption practices. For example, Prof. Abubakar Rasheed, Executive Secretary, National Universities Commission (NUC) said the commission has dismissed one of its staff over academic corruption during the accreditation programme of universities. Rasheed disclosed this in Abuja on Monday during an interactive session with journalists, adding that accreditation exercise must entail due process to ensure quality assurance. The herald (2019) also reported that the National Industrial Court, Abuja, on Monday affirmed the dismissal of Mr Collins Uchechukwu, as West African Examinations Council (WAEC) exam officer. Uchechukwu was dismissed over his invo

4.5 Insecurity
Another challenges preventing effective monitoring and evaluation of educational institutions in Nigeria is the problem of insecurity in the country. The security challenge in Nigeria is hampering the development of education. Many monitoring and evaluation officers have been killed across the country especially in the Northeast part of Nigeria. According to the thecake (2018) the United Nations Educational, Scientific and Cultural Organization (UNESCO) says Boko Haram has killed 2,300 teachers in Nigeria’s northeast since the start of the insurgency in 2009. In the 2018 UNESCO global education monitoring report (GEM), the UN agency said 19,000 teachers have been displaced in the region, affecting access to education. “In north-eastern Nigeria, as of late 2017, there were 1.6 million IDPs, including an estimated 700,000 school-age children, as a result of violent attacks on civilians by Boko Haram, which began in 2009 (UNOCHA, 2017b),” the report read in part. “Boko Haram has destroyed nearly 1,000 schools and displaced 19,000 teachers (HRW, 2016). Reports indicated it had killed almost 2,300 teachers by 2017 (UNOCHA, 2017a). “The latest education needs assessment found that out of 260 school sites, 28% had been damaged by bullets, shells or scrapnel, 20% had been deliberately set on fire, 32% had been looted and 29% had armed groups or military in close proximity.” The insecurity challenges is preventing effective monitoring and evaluation of educational institutions across the country.

4.6 Inadequate Monitoring and Evaluation Tools
Monitoring and evaluation of officers working in the various department and agencies of government are facing the challenges of inadequate monitoring and evaluation tools. Monitoring and evaluation officers are faced with obstacles of insufficient materials. This is as a serious problem which hinders their assignment. The job of monitoring and evaluation of educational is done through the use of material resources. What materials to use, how many are available to the monitoring and evaluation officers may depend on the funds provided for the agencies. The types of materials or equipment
needed may also depend on whether the monitoring and evaluation officers are internal or external personnel. It is common to see that monitoring and evaluation officers are not provided with stationeries, computers and projectors which are necessary for their job. Monitoring and evaluation officers lack relevant materials tools and resources necessary for effective execution of their functions. In all, it was discovered that monitoring and evaluation of education has been hampered by many factors ranging from inadequate personnel to inadequate materials and equipment. Information gathered from the various Inspectorate Units of Ministries of Education reveal that the inspectorate division lack adequate infrastructural facilities such as computers, photocopyers and even stationary to work with.

4.7 Political Instability
Policies instability is another challenge preventing effective monitoring and evaluation of educational in Nigeria. Noun (2010) observed that in Nigeria, government and educational management structures are over bureaucratic. The federal ministry of education has the highest number of departments and agencies. In some situations, functions are duplicated, which could lead to confusion and conflict. Sometimes government activities are too centralized to give effective direction to policy implementation. All these could lead to ineffectiveness and lack of decisive action. Situations like this could lead to inconsistency of educational policies. According to Aghenta (2003), many educational plans have been abandoned before they are ready for implementation due to inconsistent directives and counter-directives from government ministry and its many agencies. You will remember the policies of school takeover and hand-over between federal and state governments in the past, as well as between states and religious bodies. Many educational programme and policies have been put to hold because of political instability in Nigeria and this is affecting the programme of monitoring and evaluation.

4.8 Lack of Political Support
Another problem preventing effective monitoring and evaluation of education in Nigeria is lack of support from the political office holders. Afnanamufunna (2016) unfortunately, for many years, most of these establishments were quite inactive as a result of lack of necessary support from the governments (federal, state and local) that set them up. The FIS became a dumping ground for staff nearing retirement or on punishment for one reason or the other. All these put together constitute a serious challenge to evaluation at all levels.

5.0 Ways Forward
To achieve effective monitoring and evaluation, the government should provide: adequate funding of monitoring and evaluation programme, employment of more professional evaluator and monitors, constant capacity development programme for monitoring and evaluating officers, fight all institution corruption, provide security for Monitoring and Evaluating officers, provide adequate monitoring and evaluation tools, ensure political stability and the political officeholders should support the activities of monitoring and evaluation in the country.

5.1 Adequate Funding of Monitoring and Evaluation Programme
The education system has not had the financial resources necessary to maintain educational quality in the midst of significant enrolment explosion. UNESCO recommended 20% of the total Government annual budget should allocated for the funding of education. Based on this, the government should allocate more funds for the monitoring and evaluation of education so that they can be more effective in their day-to-day operations. The government should increase the funding of monitoring and evaluation of education.

5.2 Employment of More Professional Evaluator and Monitors
More professional monitoring and evaluation officers should be employ and deploy to all the ministries and agencies of education to enhance the effectiveness of monitoring and evaluation of education in Nigeria.

5.3 Constant Capacity Development Programme for Monitoring and Evaluating Officers
The government should ensure that monitoring and evaluation officers working in the various ministries and agencies of education are exposed to constant training and retraining programme. Funmilola & Peter (2018) there should also be adequate training of the personnel who will be saddled with the responsibility of carrying out the evaluation whether they are externally or internally sourced. They should be trained on different aspects like data collection, instrument development, data collection and analysis.

5.4 Fight all Institution Corruption
The government should use all its anti-corruption agencies to monitor the educational institutions. This will help to reduce diversion of educational funds into private pocket. Osunyikanmi, (2018) recommend that the public procurement system must be strengthened so that fraudulent practices of public officials are effectively nipped in the bud. Corruption must attract heavy penalties. A transparent society will ensure that developmental projects receive value for every naira spent.

5.5 Provide Security for Monitoring and Evaluating Officers
The government should provide adequate security in the country and ensure educational institutions are well protected from kidnappers and criminals.

5.6 Provide Adequate Monitoring and Evaluation Tools
Calculating machines, system, soft wares and other ICT components needed by monitoring and evaluation officers to discharge their responsibilities should be provided by the government at all levels. This will help the activities of monitoring and evaluation officers in the country.

5.7 Ensure Political Stability
The government and especially the political officeholders should develop positive attitudes to support the activities monitoring and evaluation in the country.

5.8 Political Officeholders should support the activities of monitoring and evaluation in the country

Political Officeholders should support the activities of monitoring and evaluation in the country

3. CONCLUSION

Monitoring and evaluation is very important in the realization of the goals of education in Nigeria. To reposition the educational sector, there is need for effective monitoring and evaluation. It is unfortunate that monitoring and evaluation in Nigeria is facing many challenges and some of these challenges: include; inadequate funding of monitoring and evaluation programme, inadequate professional monitoring and evaluating officers, poor capacity development of monitoring and evaluating officers, corruptions, insecurity, inadequate monitoring and evaluation tools, political instability and lack of political support. To solve this challenges, this article recommends the following: the government should provide adequate funding of monitoring and evaluation programme, employment of more professional evaluator and monitors, constant capacity development programme for monitoring and evaluating officers, fight all institution corruption, provide security for monitoring and evaluating officers, provide adequate monitoring and evaluation tools, ensure political stability and the political officeholders should support the activities of monitoring and evaluation in the country.

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