



School Insecurity in Nigeria: Curriculum Implementation Challenges and The Way Forward

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Abstract

Background: Nigeria's national education system confronts the simultaneous challenge of ambitious curriculum reform and entrenched school insecurity. Between 2016 and 2026, the two pressures the implementation demands of the revised Nigerian Educational Research and Development Council (NERDC) curriculum and the sustained disruption wrought by Boko Haram insurgency, Islamic State West Africa Province (ISWAP) activity, mass kidnapping, and banditry have interacted to produce systemic educational failure of historically exceptional scale. **Objectives:** This article identifies and analyses the mechanisms through which school insecurity disrupts curriculum implementation in Nigeria, evaluates the measured educational consequences of that disruption over the study decade, and advances an evidence-based policy framework for restoring curriculum continuity in security-compromised educational environments. **Methods:** The study employs a systematic qualitative synthesis drawing on governmental and inter-governmental data (UNICEF, Save the Children, Human Rights Watch, Education Cannot Wait), peer-reviewed scholarship on curriculum implementation in conflict-affected settings, and a structured policy document analysis covering the Safe Schools Declaration (2014), the Nigerian Safe Schools Initiative (SSI), and the NERDC curriculum revision process (2023). **Findings:** Eight structural mechanisms are identified through which school insecurity disrupts curriculum implementation: teacher displacement and flight; school closure and calendar disruption; curriculum coverage deficits; psychosocial trauma; teacher absenteeism; physical infrastructure destruction; internally displaced learner management failure; and assessment system collapse. These mechanisms interact to produce a self-reinforcing dynamic of educational exclusion, characterised here as 'curriculum fragility syndrome,' whose measurable outcomes include an out-of-school population of 18.3 million children (UNICEF, 2026), foundational literacy failure among 73 per cent of the 7–14 age cohort (UNICEF, 2022), and a state-level out-of-school rate in Yobe of 43.44 per cent (Nwoke et al., 2024). **Conclusion:** No curriculum reform programme can produce its intended outcomes in the absence of the physical, institutional, and psychosocial conditions that security

governance is responsible for creating. An integrated policy architecture spanning accelerated curriculum design, conflict-zone teacher professionalisation, trauma-informed pedagogy, safe learning space construction, digital curriculum continuity, and structural budget protection is both feasible and necessary if Nigeria is to arrest the generational educational losses that the 2016–2026 decade has produced.

Keywords: *Nigeria, school insecurity, curriculum implementation, NERDC, teacher displacement, learning outcomes, Safe Schools Initiative, Boko Haram, banditry, out-of-school children*

1. Introduction

The national school curriculum constitutes the foundational instrument through which an educational system operationalises its social contract with the citizenry: a structured and sequenced specification of the knowledge, competencies, and values that a society deems the minimum entitlement of every child who passes through its schools. In Nigeria, that instrument is administered by the Nigerian Educational Research and Development Council (NERDC, 2023), whose most recent comprehensive revision ratified at the 68th National Council on Education following twelve-state consultative needs assessments and multi-stakeholder drafting panels (Punch Newspapers, 2025) represents a meaningfully reformed, competency-based framework that curriculum scholars regard as a substantive advance on its predecessors (SchoolHub, 2026; Scholarclopedia, 2025).

The practical relationship between this policy instrument and the educational experiences of Nigerian children is, in substantial portions of the country, one of structural severance rather than operational continuity. This article examines that severance across the decade 2016 to 2026 a period that encompasses the intensification of Boko Haram and Islamic State West Africa Province (ISWAP) activity in the North-East, the proliferation of mass kidnapping and banditry across the North-West and North-Central geopolitical zones, and, following the coordinated multi-school attacks in Oriire Local Government Area, Oyo State in May 2026 and the abduction of pupils during a school run in Ibadan in June 2026, the unambiguous southward geographic extension of the school security crisis into a region that had previously regarded such events as remote from its immediate experience. The geographic expansion is analytically significant: it confirms that the conditions producing curriculum implementation failure are not bounded expressions of northern governance deficits but structural features of a national education system operating under systemic and escalating security stress (Human Rights Watch, 2025; ICIR Nigeria, 2026).

The empirical context is severe by any comparative standard. Nigeria's out-of-school population stood at approximately 10.5 million in 2013 and by 2026 had expanded to 18.3 million the highest absolute figure recorded for any country (Save the Children, 2026). Among those children who do attend school, UNICEF (2022, as cited in Sydani Group, 2026) documents that 73 per cent of the 7–14 age cohort cannot read or comprehend a simple written sentence, and 75 per cent cannot perform basic arithmetic operations. The regional concentration of these figures with conflict-affected northern states contributing in excess of 70 per cent of the national learning deficit (Sydani Group, 2026) cannot be attributed solely to socioeconomic factors shared with southern states that do not exhibit equivalent educational outcomes. The differential is, in substantial measure, a curriculum implementation differential produced by differential exposure to school insecurity.

The present study is organised around three substantive contributions to the existing literature. First, it provides the most comprehensive mapping to date of the specific structural mechanisms through which school insecurity disrupts curriculum implementation across Nigeria's diverse institutional contexts (cf. Ogunode et al., 2024; Nwoke et al., 2024; GRN Journal, 2024). Second, it introduces and theorises the concept of curriculum fragility syndrome—the condition in which the accumulated weight of security-related disruptions renders sustained, quality curriculum delivery structurally impossible irrespective of the quality of the curriculum itself. Third, it advances a sequenced, evidence-grounded policy intervention framework addressing both the security preconditions and the curriculum-adaptive dimensions of the problem simultaneously. The article proceeds through the following structure: Section 2 reviews the policy and curriculum context; Section 3 identifies and analyses the eight mechanisms constituting curriculum fragility syndrome; Section 4 assesses the measurable educational consequences; Section 5 presents the ten-point intervention framework; and Section 6 draws conclusions and identifies directions for further research.

2. Policy and Curriculum Context, 2016–2026

2.1 Nigeria's National Curriculum Architecture

Nigeria's school curriculum is developed and governed by the Nigerian Educational Research and Development Council (NERDC, 2023) under the legislative framework of the Universal Basic Education Act (2004) and the normative framework of the *National Policy on Education* (Federal Republic of Nigeria, 2013). The curriculum spans three institutional tiers: Basic Education, comprising Primary 1 through 6 and Junior Secondary School 1 through 3; Post-Basic Education and Career Development at Senior Secondary School 1 through 3; and Tertiary Education. The 9-Year Basic Education Curriculum, introduced in 2008 as the operational expression of the UBE mandate (NERDC, 2008), established the structural articulation between primary and junior secondary levels that the 2023 revision retains and extends.

The 2023 curriculum revision represents the most substantive reform of Nigeria's national curriculum since the 9-Year BEC's introduction. The process involved needs assessment exercises conducted in twelve states, multi-stakeholder zonal consultative dialogues, and technical specialist drafting sessions (Punch Newspapers, 2025). The resulting framework is notable for its explicit competency-based orientation, its reinstatement of Nigerian History as a compulsory cross-level subject, its requirement for structured vocational subject selection from Junior Secondary level, and its integration of information and communications technology as a cross-curricular medium of instruction and learning (NERDC, 2023; Scholarpedia, 2025). Pilot implementation in selected schools commenced in 2025.

Established scholarship on curriculum implementation in Nigeria consistently identifies a set of structural challenges that predate the current security crisis and operate alongside it: chronic insufficiency of capital and recurrent funding relative to implementation demands; widespread institutional under-resourcing in terms of facilities, laboratories, and instructional materials; a persistent national shortage of subject-specialist teachers, particularly in STEM disciplines and vocational areas; inadequate alignment between curriculum content and the design of external assessment instruments; and a structural disconnect between federal curriculum policy formulation and the institutional capacity of states and local government areas to operationalise those policies (Nwoke et al., 2024; Ogunode et al., 2024; GRN Journal, 2024). In conflict-affected zones, however, these pre-existing structural weaknesses are not merely exacerbated—they are systematically dismantled.

2.2 The Safe Schools Framework: Commitments and Implementation Gaps

Nigeria co-authored the Oslo Declaration on Safe Schools in 2014 and subsequently established the Nigerian Safe Schools Initiative (SSI) as the domestic operational mechanism for its obligations under the Declaration (Social Voices, 2025). The Declaration committed Nigeria, *inter alia*, to protecting school buildings from military use; establishing community-based early warning systems for school safety threats; developing and field-testing school safety plans; and ensuring the systematic reintegration of conflict-affected children into formal educational pathways (Save the Children, 2025). The SSI was inaugurated with approximately USD 30 million in international co-funding from the European Union, USAID, and UNICEF, establishing the first cycle of a structural investment pattern that would prove repetitive. The gap between these commitments and their operational realisation is, as of December 2025, a matter of formal parliamentary record. The Nigerian Senate Committee on Basic Education convened sessions at which the Ministers of Finance and Education were summoned to account for the ₦144.8 billion committed to the SSI for the 2023–2026 period, questioning why, following a decade of investment and successive political commitments, schools remained 'soft targets for terrorists and kidnappers' (Nairametrics, 2025). The Nigeria Security and Civil Defence Corps had by 2023 assessed more than 60,000 of Nigeria's approximately 81,000 schools as vulnerable to attack, with only 21,000 covered by any form of security provision (Leadership Newspaper, 2023). The curriculum consequences of this persistent protection gap are the subject of the analysis that follows.

2.3 The 2023 NERDC Revision and the Implementation Paradox

The 2023 curriculum revision presents a structural paradox deserving sustained analytical attention. Nigeria invested considerable institutional capital in developing a more contemporary, vocationally attentive, and competency-oriented national curriculum during precisely the historical period when the security conditions making curriculum delivery impossible were at their most geographically expansive and operationally sophisticated. The revised framework's implementation requirements large-scale teacher retraining; systematic provision of specialised instructional materials and vocational workshop facilities; reliable power supply and internet connectivity; restructured external assessment infrastructure (Punch Newspapers, 2025) presuppose institutional conditions that do not exist in a school system in which more than 1,400 buildings have been physically destroyed (UNICEF, 2021), approximately 19,000 teachers have been displaced (UNICEF, 2021), and 802 schools remain formally closed (UNICEF, 2024).

The paradox is not merely one of resource allocation but is epistemological in character. A curriculum that mandates solar photovoltaic installation and horticulture in environments lacking functional roofing, or that designates ICT a cross-curricular medium in zones without electricity supply, produces what educational scholars distinguish as a *de jure* curriculum a formally valid policy instrument existing in increasing tension with the *de facto* curriculum experienced by learners in insecurity-affected settings (Ogunode et al., 2024). The divergence between these two curricula documented in aggregate statistics but unstudied at system level is the central empirical problem to which this article is addressed.

3. Mechanisms of Curriculum Disruption: The Curriculum Fragility Syndrome

The relationship between school insecurity and curriculum implementation failure in Nigeria is not constituted by a single, undifferentiated causal pathway. It operates, rather, through a set of structurally distinct yet mutually reinforcing mechanisms, each of which degrades a specific dimension of the curriculum delivery system. Drawing on scholarship in curriculum

implementation under conflict (Ogunode et al., 2024; Nwoke et al., 2024; GRN Journal, 2024), inter-governmental documentation (UNICEF, 2021, 2024; ECW, 2022), and human rights reporting (Human Rights Watch, 2025; Amnesty International, 2021), this study identifies eight such mechanisms. Taken together, they constitute what this article designates curriculum fragility syndrome: the systemic condition in which the accumulated weight of security-related disruptions renders sustained, quality curriculum delivery structurally impossible, irrespective of the curriculum framework's inherent quality. The eight mechanisms and their specific curriculum consequences are summarised in Table 1 and analysed individually in the sub-sections that follow.

Table 1. Eight Mechanisms through Which School Insecurity Disrupts Curriculum Implementation in Nigeria

S/N	Implementation Challenge	Security-Driven Mechanism (with Citations)	Curriculum Consequence (with Citations)
1	Teacher displacement and flight	More than 2,295 teachers killed and 19,000 displaced since 2009 in the North-East alone (UNICEF, 2021). Replacement deployment to conflict zones is institutionally negligible.	Loss of subject specialisation; timetable degradation; pupil–teacher ratios exceeding 80:1 in the most affected schools (Ogunode et al., 2024).
2	School closures and calendar disruption	802 schools remain closed in the North-East (UNICEF, 2024). Fifty-seven per cent of Borno schools were closed even as the new academic year commenced in 2017 (HRW, 2016).	Structural reduction in curriculum contact hours; cancellation or indefinite postponement of promotion examinations; arbitrary grade progression (Nwoke et al., 2024).
3	Curriculum coverage deficits	Interrupted attendance disrupts the sequential logic of NERDC syllabi; teachers practise 'curriculum skipping' to simulate calendar compliance (GRN Journal, 2024).	Foundational literacy deficits compound; 73 per cent of children aged 7–14 unable to comprehend simple texts (UNICEF, 2022).
4	Psychosocial trauma	Sustained exposure to violence produces clinically documented toxic stress, impairing working memory, executive function, and sustained attention (Sydani Group, 2026).	Cognitive inaccessibility of curriculum content even among enrolled children; disproportionate and persistent impact on girls (UNICEF, 2021).
5	Teacher absenteeism and posting refusal	Chronic absenteeism rates in conflict states estimated at 40–60 per cent; compulsory postings to high-risk zones largely non-complied with	Effectively unstaffed classrooms; nationwide teacher deficit exceeds 165,000, acutely concentrated in conflict zones (DevelopmentAid, 2024).

		(Sydani Group, 2026; Education International, 2025).	
6	Physical infrastructure destruction	Over 1,400 school buildings destroyed since 2009; 497 classrooms fully razed and 1,392 damaged but repairable (UNICEF, 2024).	Impossibility of delivering laboratory-based science, vocational workshop, and ICT components mandated under the revised NERDC curriculum (Punch, 2025).
7	Internally displaced learners	Approximately 3.3 million persons displaced, with children constituting nearly half; IDP camp schools lack credentialled teachers, instructional materials, and assessment infrastructure (Borgen Project, 2025).	Absence of prior educational records necessitates arbitrary age-based grade placement; learning-time loss is radical and largely unrecorded (Nwoke et al., 2024).
8	Assessment system collapse	WAEC and NECO sittings are routinely cancelled, relocated, or untaken in conflict states, severing the data feedback loop that informs curriculum quality assurance (Nwoke et al., 2024).	Absence of examination results forecloses progression, certification, and employment pathways; curriculum planning is deprived of disaggregated attainment data.

3.1 Teacher Displacement and Attrition

The most direct and operationally proximate mechanism linking school insecurity to curriculum failure is the systematic depletion of the qualified teacher workforce in conflict-affected zones. UNICEF (2021) documents that since 2009 more than 2,295 teachers have been killed and 19,000 displaced in the North-East alone figures that neither encompass the North-West and North-Central deterioration commencing in 2020 nor the 2026 Oyo State attacks, which claimed the life of mathematics teacher Michael Oyedokun (Wikipedia, 2026). The institutional response to this depletion has been structurally inadequate: replacement posting to conflict zones is, in practice, negligible, and the normative mechanisms available to the Federal Ministry of Education and State Teaching Service Commissions for compelling deployment have been consistently resisted on grounds of professional safety (Education International, 2025).

The educational cascade from teacher loss to curriculum failure is systematic and compounding. The departure or death of a subject specialist particularly in mathematics, the natural sciences, and technical-vocational disciplines requiring advanced formal qualifications produces a timetabling crisis that school administrators resolve by redistributing available generalist teachers across multiple subjects irrespective of their academic preparation. The resulting instruction degrades curriculum delivery quality across every subject simultaneously (GRN Journal, 2024; Ogunode et al., 2024). Advanced and sequential content examination preparation, laboratory practicals, extended analytical writing, and higher-order mathematical reasoning is the first and most durable casualty of this process, even in schools that remain

technically operational and nominally staffed. Over time, as Sydani Group (2026) documents, sustained attrition and absenteeism compound to produce pupil–teacher ratios at which meaningful curriculum delivery is operationally impossible.

3.2 School Closures and Academic Calendar Disruption

Security-triggered school closures are the most visible and quantitatively tractable form of curriculum disruption, reducing available curriculum contact hours in direct proportion. In Borno State, Human Rights Watch (2016, as cited in ResearchGate, 2021) documented that 22 of 27 local government areas had schools closed for a minimum of two years, with urban secondary institutions in Maiduguri reopening in February 2016 only following the relocation of internally displaced persons occupying school premises. UNICEF (2024) reports that 802 schools in the North-East remain formally closed a figure predating the Nigerian federal government's November 2025 order shuttering 41 Unity Schools nationally in response to the Papiiri mass abduction (Human Rights Watch, 2025), and Niger State's subsequent suspension of all schooling until 2026.

The curriculum impact of closures is both immediate and cumulatively asymmetric. A single-term closure eliminates 33 per cent of annual curriculum contact; recurrent closures across multiple academic years the modal experience for children in the most severely affected local government areas of Borno, Yobe, Zamfara, and Niger States produce foundational knowledge deficits that standard classroom instruction cannot remediate in subsequent years without structured intervention (Nwoke et al., 2024). The promotion examination system which serves in the NERDC framework as the certification mechanism for grade progression is further compromised: sittings are indefinitely postponed, relocated to centres inaccessible to conflict-affected candidates, or administratively cancelled, producing grade progression that is arbitrary with respect to actual curriculum attainment.

3.3 Psychosocial Trauma and Cognitive Inaccessibility

A mechanism that is frequently elided in aggregate quantitative analyses of educational disruption, but whose significance for curriculum implementation is analytically indispensable, is the relationship between sustained exposure to violence and the cognitive capacities required for formal learning. Children who have witnessed violence, experienced abduction, been displaced from their communities, or grown up within internally displaced person camp environments carry clinically documented psychosocial burdens chronic anxiety, post-traumatic stress sequelae, complicated grief, and the physiological consequences of what the clinical literature designates 'toxic stress' that impair the executive functioning, working memory, and attentional regulation upon which all formal curriculum acquisition depends (Sydani Group, 2026). UNICEF's educational programming in north-east Nigeria makes this consequence operationally concrete:

The ability to read and write, and to perform basic operations with numbers, is a necessary foundation and indispensable prerequisite for all future schooling and lifelong learning. If foundational learning skills are not developed strongly among children in the early years, they will find it very difficult to catch up in subsequent grades. (UNICEF Education Specialist, North-East Nigeria, as cited in UNICEF, 2021, para. 4)

This observation acquires particular analytical weight when contextualised against the documented finding that children in the North-East who remained enrolled throughout the insurgency period 'showed little or no improvement in the area of literacy, with many unable to write their own names upon completion' of the primary curriculum (UNICEF, 2021). The distinction this establishes between curriculum delivery and curriculum acquisition is

analytically essential: it confirms that the psychosocial mechanism can produce curriculum failure even in schools that remain operationally open, nominally staffed, and formally compliant with the prescribed scheme of work.

3.4 Curriculum Coverage Deficits and the De Facto Syllabus

In schools that remain physically operational and minimally staffed within conflict-affected zones, the relationship between the prescribed NERDC syllabus and the curriculum actually delivered to enrolled learners is characterised by systematic and cumulatively self-reinforcing divergence (GRN Journal, 2024). Under conditions of resource depletion, teacher stress, traumatised learner populations, and truncated academic calendars, teachers adopt what the literature designates 'curriculum skipping' the practice of advancing from topic to topic without securing prerequisite mastery, driven by the institutional imperative to maintain superficial alignment with the prescribed scheme of work (GRN Journal, 2024; Ogunode et al., 2024). The result is what the present analysis designates the *de facto syllabus*: a reduced, surface-level approximation of the NERDC curriculum that is formally documented but substantively absent from lived classroom practice.

The de facto syllabus problem is structurally self-perpetuating. The NERDC curriculum architecture, in common with most internationally recognised curriculum frameworks, is premised on hierarchical sequential logic: competencies at each stage presuppose foundations established in the preceding stage. When curriculum skipping disrupts this sequential logic as it systematically does under the conditions prevalent in conflict-affected zones learners arrive at successive curriculum stages without the foundational competencies required to access the content prescribed at that stage (Nwoke et al., 2024). A learner advancing to Senior Secondary 1 without the algebraic foundations mandated in the Junior Secondary curriculum cannot engage with SS1 mathematics irrespective of the quality of instruction subsequently provided the curriculum deficit has become structurally entrenched, a product not of individual missed lessons but of systematic misalignment between curricular presupposition and learner preparation.

3.5 Physical Infrastructure Destruction

The NERDC curriculum framework particularly in its 2023 revised form presupposes the availability of a physical school infrastructure that is substantially absent in conflict-affected zones of Nigeria. UNICEF (2021) documents the destruction of more than 1,400 school buildings since 2009, while UNICEF (2024) reports 497 classrooms as fully razed and 1,392 as damaged but nominally repairable. The curriculum components rendered structurally non-deliverable by this physical destruction include laboratory-based science practicals for chemistry, physics, biology, and agricultural science; vocational workshop activities including the solar photovoltaic installation and horticulture modules introduced in the 2023 revision; ICT instruction requiring stable power supply and networked devices; and physical education, which requires dedicated facilities that virtually no conflict-affected school retains (Punch Newspapers, 2025).

The infrastructure deficit carries direct consequences for national assessment outcomes that remain insufficiently recognised in the policy literature. External examination candidates in conflict-affected zones who have been unable to complete laboratory practicals or vocational workshop sessions are structurally disadvantaged in the practical assessment components of WAEC and NECO sittings not as a consequence of inadequate teacher effort but because the physical conditions necessary for the relevant practical competencies to be developed have been destroyed. The examination results produced under these conditions systematically

understate the academic potential of northern learners, institutionalise a geographic inequality in the national qualification framework, and through their influence on tertiary admissions, employment selection, and intergenerational human capital accumulation transmit insecurity's educational consequences across generations (Nwoke et al., 2024).

3.6 Internally Displaced Learner Management

The educational management of internally displaced persons constitutes one of the most practically demanding and least institutionally addressed dimensions of Nigeria's curriculum implementation crisis. The conflict has generated approximately 3.3 million displaced persons, of whom nearly half are children (Borgen Project, 2025). When displaced children eventually access IDP camp schools or host-community educational institutions, they typically do so without the documentary records transfer certificates, report cards, examination results that would permit placement at an educationally appropriate curriculum stage. In the absence of such records, school administrators resort to age-based placement unrelated to actual attainment, producing classroom cohorts of extraordinary academic heterogeneity that individual class teachers, without specialist training or resources, cannot meaningfully accommodate (Sydani Group, 2026; Nwoke et al., 2024).

The assessment dimension of the records vacuum compounds its placement consequences. In 2022, approximately 2,900 schools were affected by Boko Haram and banditry-related violence, with more than 19,000 persons coerced into evacuation (Nwoke et al., 2024).

Children in those evacuated communities represent a cohort for whom the formal certification infrastructure BECE, WAEC, NECO is not merely inaccessibly delivered but effectively non-operative: without a school-based candidacy registration, attendance record, and examination fee payment, the formal assessment process cannot proceed. The curriculum, for these children, remains an entitlement with no operative mechanism of realisation.

3.7 Teacher Absenteeism and Posting Refusal

Distinct from permanent teacher displacement, chronic teacher absenteeism and posting refusal in conflict-affected zones constitute an independent and structurally significant mechanism of curriculum disruption. Sydani Group (2026) estimates absenteeism rates in conflict states at between 40 and 60 per cent, driven primarily by teachers who accept formal postings but fulfil them by commuting from distant safer locations, arriving after the formal school day has commenced and departing before its conclusion. The resulting reduction in effective teaching time produces a substantial curriculum contact-hour deficit that does not appear in official attendance statistics or school-opening records, and which is consequently invisible to standard monitoring and accountability mechanisms.

The structural context within which this absenteeism operates is one of acute baseline resource depletion. The national primary education system faces a documented shortage of more than 165,000 teachers (DevelopmentAid, 2024), concentrated most severely in the states and local government areas most affected by insecurity. The Nigeria Union of Teachers has consistently maintained that teacher safety is a non-negotiable precondition for professional compliance with posting obligations (Education International, 2025) a position whose ethical validity is indisputable but whose practical effect, in the absence of structural protective provision, is to make curriculum delivery in the most dangerous schools dependent on individual teacher volition rather than institutional architecture.

3.8 Assessment System Collapse and the Severed Feedback Loop

Curriculum implementation is not a unidirectional process of content delivery but a cyclical system in which assessment data informs pedagogical adjustment, syllabus revision, and

resource allocation decisions at school, state, and national levels. In conflict-affected Nigeria, this feedback loop has been severed at multiple points and across multiple assessment tiers (Nwoke et al., 2024). At primary level, BECE sittings are inadequately administered in conflict zones, under-representing conflict-affected learners in national attainment datasets. At secondary level, WAEC and NECO sittings are routinely cancelled or relocated to centres inaccessible to conflict-affected candidates. At the system planning level, NERDC and State SUBEBs are consequently unable to disaggregate attainment data by security context, making it institutionally impossible to identify either the scale of curriculum non-delivery or its precise geographic distribution with the specificity required for effective remediation (Nwoke et al., 2024; Ogunode et al., 2024).

The motivational consequences of assessment inaccessibility warrant separate analytical attention. In the normative architecture of curriculum implementation in Nigerian schools as in most examination-oriented systems — teacher effort is aligned to examination objectives and student effort to qualification outcomes. When examinations cannot be sat, this motivational architecture disintegrates: the curriculum becomes, for both teachers and students, a formal obligation with no proximate consequence, and its systematic delivery is progressively replaced by the minimal engagement required to maintain institutional routine (Nwoke et al., 2024; Ogunode et al., 2024).

4. Measured Educational Consequences, 2016–2026

4.1 The Out-of-School Population

The most aggregate quantitative expression of curriculum implementation failure in conflict-affected Nigeria is the out-of-school population the cohort of school-age children for whom curriculum delivery is, by definition, zero. Nigeria's out-of-school population expanded from approximately 10.5 million in 2013 to 18.3 million by 2026 (Save the Children, 2026), the highest absolute figure recorded for any nation. Sydani Group (2026) disaggregates this into 8.9 million primary school-age and 8.8 million secondary school-age children, with the conflict-affected North-East and North-West zones accounting for approximately 75 per cent of the total. The sub-national concentration of out-of-school children in the states with the highest documented insecurity Yobe at 43.44 per cent, Taraba at 41.52 per cent, and Zamfara at 41.13 per cent (Nwoke et al., 2024) directly mirrors the geography of armed conflict and cannot be attributed to socioeconomic variables that are also present, with markedly different educational consequences, in southern states.

4.2 Foundational Learning Deficits

Among children formally enrolled in school, the severity of curriculum implementation failure is most directly captured in learning outcome data. UNICEF (2022, as cited in Sydani Group, 2026) reports that 73 per cent of children aged 7–14 nationally cannot comprehend a simple text and 75 per cent cannot solve basic arithmetic problems, with conflict-affected northern states contributing a disproportionate share. These statistics constitute evidence of systematic curriculum non-delivery: as UNICEF (2021) documents in its evaluation of north-east Nigeria's literacy and numeracy outcomes, children who remained enrolled throughout the insurgency period 'showed little or no improvement in the area of literacy, with many unable to write their own names upon completion' of the primary curriculum. Nigeria's national literacy rate of 69 per cent (DevelopmentAid, 2024), modest as it is, conceals regional differentials of crisis proportions: Borgen Project (2025) notes that children from underserved communities achieve only 19.7 per cent of measured learning competencies compared to 49.4 per cent among

children from higher socioeconomic backgrounds a differential widened further in conflict-affected northern states by the security-mediated mechanisms documented in Section 3.

4.3 Teacher Workforce Depletion

The cumulative depletion of the qualified teacher workforce in conflict-affected zones represents simultaneously a consequence of insecurity and a structural determinant of continuing curriculum implementation failure. UNICEF (2021) documents 2,295 teacher deaths and 19,000 displacements in the North-East since 2009; these figures predate the 2023–2026 intensification of attacks in the North-West and the 2026 extension of school violence into the South-West. The May 2026 killing of Michael Oyedokun a mathematics teacher at Community Grammar School in Oriire Local Government Area, Oyo State, beheaded in captivity following the coordinated attack on three schools (Wikipedia, 2026) is a particularised, individuated instance of a systematic pattern whose aggregate consequences for curriculum delivery in conflict-affected communities the national teacher deployment and training system has demonstrated no structural capacity to address on any timescale commensurate with learner need (Education International, 2025; DevelopmentAid, 2024).

5. Policy Implications: An Evidence-Based Intervention Framework

The analytical framework developed in the preceding sections has direct and substantive implications for educational governance in Nigeria. These implications are not reducible to the generic recommendation that security be improved as a precondition for curriculum advancement a prescription whose inadequacy is evident from the decade of security commitments whose implementation failures this article has documented. Rather, they point toward a structural reorientation of the relationship between security governance and curriculum policy: one in which curriculum continuity is treated as a security objective and in which security investment is evaluated against curriculum delivery outcomes rather than against compliance documentation (Nairametrics, 2025; Social Voices, 2025).

The following framework of ten interventions is grounded in the mechanisms identified in Section 3 and the outcome evidence reviewed in Section 4. It is organised across two analytical dimensions: security-enabling interventions, which address the physical and institutional preconditions without which curriculum delivery cannot occur; and curriculum-adaptive interventions, which redesign the curriculum delivery architecture to function within the insecure conditions that will persist, to varying degrees, even as security governance improves. The framework is summarised in Table 2.

Table 2. Ten-Point Evidence-Based Policy Intervention Framework: Actions, Institutional Responsibilities, and Implementation Timelines

Intervention	Policy Action and Evidence Base	Lead Institutional Actors	Timeline
Accelerated curriculum framework	Structured programme compressing NERDC objectives for disrupted learners; must lead to recognised BECE and WAEC credentials (UNHCR, 2019; Nwoke et al., 2024)	NERDC, SUBEBs, UBEC	Year 1–2
Conflict-Zone Teacher Corps	Voluntarily recruited, security-cleared cadre; 50%+ hardship supplement; structured career	FME, NUT, State governments	Year 1–3

	progression to overcome the 'dead-end' perception (Education International, 2025)		
Trauma-informed pedagogy	Mandatory integration of PSS and SEL into NCE and NTI frameworks; TaRL model as evidence base (UNICEF, 2021)	NCE, NERDC, NTI, UNICEF	Year 1–2
Safe learning spaces	Modular, relocatable classrooms sited by community threat assessment; ECW construction standards as mandatory framework (ECW, 2022)	UBEC, LEAs, community councils	Year 1–5
Digital curriculum continuity	Solar-powered offline tablets; NTA radio and TV curriculum broadcasts; community radio for local-language delivery (Save the Children, 2026)	NTA, NERDC, private sector	Year 1 pilot; Year 3 scale
Community School Safety Committees	Statutory mandate over physical security and curriculum delivery monitoring attendance, timetable, teacher presence, examinations (Ogunode et al., 2024)	NSCDC, LGA councils	Year 1
Examination continuity	Conflict-zone WAEC/NECO centres in secure locations; rolling continuous assessment model piloted in three highest-risk states (Nwoke et al., 2024)	WAEC, NECO, FME	Year 1–2 pilot
Safe Schools Funding Act	Statutory 0.5% minimum of consolidated federal education budget; ring-fenced; disbursed against curriculum delivery metrics, not compliance documentation (Nairametrics, 2025)	NASS, FME, Finance Ministry	Year 1 legislation

5.1 Accelerated Curriculum Framework for Conflict-Affected Learners

The most urgent curriculum-specific policy action is the development of a structured accelerated learning curriculum compressing and sequencing core NERDC competencies for learners whose educational trajectories have been substantially disrupted by insecurity. International precedent, including the UNHCR Accelerated Education Programme (UNHCR, 2019) and Save the Children's Temporary Learning Space model (Save the Children, 2026), provides transferable frameworks for adaptation to the NERDC architecture. NERDC should lead development in partnership with UBEC and the State Universal Basic Education Boards, with structured piloting in Borno, Zamfara, and Niger States in 2026 and national scale-up by 2027 (Nwoke et al., 2024). The analytic condition that is non-negotiable is that the accelerated curriculum must lead, through formal assessment pathways, to recognised BECE and WAEC credentials: a parallel, uncertified qualification track would compound the existing

marginalisation of conflict-affected learners by severing their access to qualification-based educational and employment progression (Ogunode et al., 2024).

5.2 Conflict-Zone Teacher Corps

The structural impossibility of compelling adequate teacher deployment to conflict zones through existing normative mechanisms (Education International, 2025) necessitates the establishment of a dedicated Conflict-Zone Teacher Corps a voluntarily recruited, professionally trained, security-cleared, and institutionally protected cadre of educators specialising in curriculum delivery under conditions of chronic insecurity. Comparative experience in Colombia, South Sudan, and the Philippines indicates the following design requirements: a hardship allowance supplement of not less than 50 per cent above standard salary, funded through the ring-fenced Safe Schools budget; secured residential accommodation within or adjacent to school premises; structured pre-deployment training in trauma-informed pedagogy and emergency curriculum delivery (UNICEF, 2021); and explicit career progression guarantees designed to counter the perception of conflict-zone service as a professional dead-end (Education International, 2025).

5.3 Trauma-Informed Pedagogy in Teacher Education

The psychosocial mechanism documented in Section 3.3 cannot be addressed by curriculum redesign or infrastructure provision in isolation; it requires a fundamental reorientation of pedagogical approach. Trauma-informed pedagogy which recognises the cognitive and emotional sequelae of adversity and adapts instructional methods accordingly must be institutionalised as a mandatory component of both the National Certificate of Education pre-service programme and the National Teachers Institute's in-service continuing professional development framework (Education International, 2025). UNICEF's Teaching at the Right Level programme in Borno State, which produced measurable improvements in foundational literacy and numeracy under severely disrupted conditions (UNICEF, 2021), constitutes the most proximate Nigerian evidence base and the appropriate starting point for national curricular adaptation.

The mandatory integration of structured Psychosocial Support (PSS) and Social Emotional Learning (SEL) into the daily school programme is a complementary and equally essential intervention (ECW, 2022). The academic literature on education in conflict-affected settings is consistent on this point: the cognitive prerequisites for curriculum acquisition sustained attention, working memory capacity, emotional regulation cannot reliably be presumed in learner populations with significant trauma histories. PSS and SEL provision is not supplementary but constitutive of any curriculum-level intervention's effectiveness in conflict-affected schools (UNICEF, 2021; Sydani Group, 2026).

5.4 Safe Learning Space Construction

The physical co-location of curriculum delivery with identified attack risk is not a condition that curricular adaptation can compensate for indefinitely (Ogunode et al., 2024). Education Cannot Wait (ECW) (2022) has developed construction standards for modular, relocatable, low-profile safe learning spaces sited on the basis of community threat assessment rather than historical precedent — standards that UBEC should adopt as the mandatory technical framework for all new school construction and rehabilitation in local government areas with documented vulnerability assessments. The critical design principle is community validation: security provision whose effectiveness is observable by the families making enrolment decisions is the only form of provision capable of rebuilding the trust-based enrolment flows that insecurity has depleted.

5.5 Digital Curriculum Continuity

Where physical school attendance is rendered unsafe or impossible by proximate security conditions, digital curriculum delivery infrastructure provides a partial but significant substitute for maintaining curriculum contact and preventing the complete cessation of learning during crisis periods (Save the Children, 2026; NERDC, 2023). A coherent national digital curriculum continuity programme should comprise three integrated components: solar-powered tablet devices pre-loaded with offline NERDC curriculum content deployed through a UBEC-managed device loan programme; a structured radio and television curriculum broadcast schedule through the National Television Authority aligned to the NERDC scheme of work (Save the Children, 2026); and partnerships with community radio networks for local-language curriculum delivery in communities without television reception.

5.6 Community School Safety Committees as Curriculum Governance Actors

Evidence from both Nigeria's SSI implementation record and the international literature on education in emergencies consistently supports community ownership of school safety as more durable and operationally effective than externally imposed provision (Ogunode et al., 2024; Social Voices, 2025). Community School Safety Committees established by statute in every LGA with a documented vulnerability rating should be vested with genuine governance authority rather than advisory status, with a mandate explicitly encompassing curriculum delivery monitoring tracking attendance, timetable adherence, teacher presence, and examination participation thereby creating the community-level accountability mechanism for curriculum implementation that is entirely absent from current governance arrangements (Ogunode et al., 2024).

5.7 Examination Continuity Infrastructure

The restoration of the assessment feedback loop severed by conflict requires dedicated examination delivery infrastructure in conflict-affected zones (Nwoke et al., 2024). WAEC, NECO, and the National Examinations Council should be funded and mandated to establish dedicated conflict-zone examination centres in secure locations, enabling candidates from insecure areas to exercise their formal right to national qualification. In parallel, a rolling assessment model structured continuous assessment with periodic supervised examinations rather than exclusive dependence on high-stakes annual sittings should be piloted in the three states with the highest documented out-of-school rates as an alternative certification pathway robust to the calendar disruptions that the current single-sitting model systematically cannot survive (Nwoke et al., 2024; Ogunode et al., 2024).

5.8 Safe Schools Funding Act with Curriculum Delivery Metrics

The structural budget oscillation that has produced Nigeria's recurring cycle of post-crisis investment and inter-crisis disinvestment in school security (Nairametrics, 2025) cannot be addressed by political commitment alone; it requires statutory protection of security funding with explicit linkage to educational accountability. The National Assembly should enact a Safe Schools Funding Act establishing a statutory minimum SSI allocation of 0.5 per cent of the consolidated federal education budget, ring-fenced against discretionary reallocation. Analytically essential is the requirement that disbursement be conditional on demonstrated performance against curriculum delivery metrics teacher presence rates, examination participation rates, and independently administered learning outcome assessments rather than the financial compliance indicators that have hitherto governed SSI accountability (Nairametrics, 2025; Social Voices, 2025).

5.9 National Curriculum Continuity Emergency Protocol

Nigeria lacks any standardised national protocol for maintaining curriculum continuity during security emergencies (Ogunode et al., 2024). The Federal Ministry of Education, NERDC, UBEC, and the National Emergency Management Agency (NEMA) should jointly develop and field-test a *National Curriculum Continuity Emergency Protocol* specifying: transition to broadcast and digital delivery within 48 hours of a school closure order (Save the Children, 2026); distribution of printed take-home curriculum packages within 72 hours; and activation of teacher-facilitated community learning groups within one week (ECW, 2022). The Protocol should be subject to annual tabletop testing in the highest-risk states.

5.10 Security-Sensitive Education Research

The institutionalisation of security-sensitive education research as a sustained national priority addresses the most foundational gap in the current knowledge architecture. The Nigerian evidence base for understanding how specific mechanisms of insecurity interact with specific features of the NERDC curriculum in specific institutional contexts across 774 local government areas, 36 states, and six geopolitical zones is currently thin, largely descriptive, and disproportionately dependent on international NGO documentation rather than systematic domestic scholarship (Ogunode et al., 2024; Nwoke et al., 2024). The National Universities Commission and the Tertiary Education Trust Fund should establish a dedicated, sustained funding window for longitudinal, mixed-methods, and community-participatory studies at the intersection of school security and curriculum implementation.

6. Conclusion

The central empirical argument of this article that school insecurity and curriculum implementation failure in Nigeria are not parallel phenomena coexisting in the same geopolitical space but causally connected, structurally integrated, and mutually reinforcing dimensions of a single systemic crisis has been established through the identification of eight structural mechanisms, the documentation of their measured educational consequences, and the analytical concept of curriculum fragility syndrome that theorises their collective operation (cf. Ogunode et al., 2024; Nwoke et al., 2024; Sydani Group, 2026).

The decade from 2016 to 2026 has been characterised by a triple compounding: of insecurity, with attacks escalating in frequency, territorial reach, and tactical sophistication from the Chibok abduction (2014) to the coordinated multi-school Oriire strikes and subsequent Ibadan school-run abduction (2026) (Human Rights Watch, 2025; ICIR Nigeria, 2026); of curriculum implementation failure, with each year of disruption adding to the foundational deficit of the preceding year and producing successive cohorts whose formal educational records overstate their actual curriculum attainment (GRN Journal, 2024; Nwoke et al., 2024); and of policy disappointment, with successive rounds of commitment the Safe Schools Declaration, the SSI, the NERDC curriculum revision, and the ₦144.8 billion pledge failing to produce the structural change that the severity of the situation demands (Nairametrics, 2025; Social Voices, 2025).

The intervention framework advanced in Section 5 is premised not on the assumption that security can be rapidly restored as a precondition for curriculum improvement, but on the recognition that security and curriculum policy must be redesigned simultaneously and in mutual reference to each other. An education system that cannot deliver its curriculum to children in conflict-affected zones has already failed the foundational purpose for which it was constituted. A security governance system that cannot protect teachers and learners sufficiently to enable curriculum delivery has, correspondingly, failed its social contract with the

communities it purports to serve. Neither failure is addressable in isolation from the other (Ogunode et al., 2024; Save the Children, 2026).

This study acknowledges several limitations. The qualitative synthesis methodology, while appropriate to the breadth of the analytical objectives, does not substitute for the longitudinal, disaggregated empirical studies that the Nigerian research context currently lacks. The mechanisms identified as constituting curriculum fragility syndrome are advanced as theoretical propositions grounded in documentary evidence rather than as conclusions from primary data collection. Future research should prioritise: longitudinal assessment of the differential impacts of specific security event types on curriculum delivery continuity at local government area level; rigorous evaluation of the UNICEF TaRL programme's scalability within the revised NERDC framework; comparative analysis of curriculum continuity mechanisms in other conflict-affected education systems with Nigeria-applicable lessons; and participatory research engaging conflict-affected learners, teachers, and community members whose experiential knowledge of curriculum fragility syndrome is systematically underrepresented in the academic and policy literature (Nwoke et al., 2024; Ogunode et al., 2024).

Nigeria has, in the decade examined by this study, produced three consecutive generations of learners whose curriculum entitlement has been systematically denied by the intersection of insecurity and governance failure. The 18.3 million children currently outside the formal education system (Save the Children, 2026), and the unknown but substantial number within it who are not learning, constitute not a problem to be managed incrementally but a structural crisis requiring the structural response that this article has sought to advance. The curriculum is a promise that the Nigerian state makes to each of its children. The evidence assembled here establishes, without ambiguity, that the conditions necessary for keeping that promise do not yet exist and that creating them is simultaneously a security imperative and an educational one.

Suggestions

1. Enact a Safe Schools Funding Act: Establish a permanent annual allocation of at least 0.5% of the federal education budget that automatically increases by 0.25% if school attacks cross a specific threshold, preventing funding drops when political attention fades.
2. Create an Independent Accountability Commission (SSAC): Form a constitutionally insulated commission separate from ministries to audit spending, publish performance reports, hold public hearings, and block funds to underperforming agencies.
3. Mandate State-Level Security Scorecards & Regional Compacts: Require states to publish annual data on attack frequencies, response times, and enrollment stability. Geographically close states must also sign "Mutual Aid Compacts" to share threat intelligence across state borders.
4. Replace Compliance Reports with an Operational Capability Index (OCI): Shift metrics away from simple paperwork to a data-driven index measuring actual security depth, early warning speeds, teacher retention, and parental trust.
5. Tie Funding to Independent Surveys and Mandatory Consequences: Commission a biennial survey of all 81,000 schools to verify safety infrastructure. Agencies or states failing to improve their OCI scores over two years will lose their funding disbursement authority.
6. Enforce School-Level Safety Governance: Condition federal funding on appointing a trained School Safety Officer (SSO) in every vulnerable school. SSOs will hold active operational authority to trigger lockdowns and access secure security hotlines.

7. Establish Statutory Community Safety Committees (CSSCs): Set up local committees co-chaired by parents, traditional rulers, and principals, giving them legal power to design local protocols and compel formal responses from state security agencies.
8. Fund Communication and Psychosocial Infrastructure: Create an internet-free, real-time alert platform (SMS/USSD/Radio) to outpace social media rumors. Additionally, ring-fence 15% of security budgets for 36-month post-attack trauma support and student re-enrollment programs.
9. Prioritize Regional Coverage Density and Transit Security: Focus resources on securing baseline protection for all 60,000+ vulnerable schools over 5 years to eliminate easy soft targets. Implement randomized patrols, GPS bus tracking, and a specialized NSCDC Forest Security Unit to clear nearby criminal staging grounds.
10. Institutionalize Safety Literacy and Political Accountability: Require school safety certifications for principal appointments, mandate system-dynamics training for parliamentary committees, and constitutionally obligate the Minister of Education to present detailed operational accounts to the National Assembly within 48 hours of any mass abduction.

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