

IMPLEMENTATION OF BASIC EDUCATION POLICIES IN NIGERIA: CHALLENGES AND THE WAY FORWARD

EYAREFE, IBITOLA DEBORAH PhD

Training and Research Department, National Institute for Educational Planning and
Administration (NIEPA), Ondo Nieria. debbieyarefe@gmail.com +2348029664431

Abstract

This paper examines the implementation of basic education policies in Nigeria, highlighting the major challenges confronting the sector and proposing strategies for sustainable improvement. Education remains a critical instrument for national development, social transformation, and economic growth, prompting the Nigerian government to introduce several policies and programmes such as the Universal Basic Education (UBE) programme, Child Rights Act, Inclusive Education Policy, Girl-Child Education Policy, and Early Childhood Development initiatives. Despite these efforts, the effective implementation of these policies has been hindered by persistent challenges including inadequate funding, poor infrastructure, shortage of qualified teachers, weak policy enforcement, socio-cultural barriers, and political and bureaucratic constraints. The paper further analyses Nigeria's alignment with global education goals, particularly Sustainable Development Goal 4, which advocates inclusive and equitable quality education for all. It argues that the inability to effectively implement education policies contributes to rising inequality, high rates of out-of-school children, and poor learning outcomes across the country. The study recommends comprehensive policy reforms, increased funding, technology integration, inclusive education practices, and stronger collaboration among stakeholders as critical pathways for improving the quality, accessibility, and sustainability of Nigeria's basic education system.

Keywords: Basic Education, Educational Policy, Policy Implementation, Universal Basic Education, Sustainable Development Goals (SDGs)

Introduction

Education is universally acknowledged as the foundation for national development and social transformation, shaping the economic, social, and cultural trajectory of any nation. In Nigeria, basic education is recognized as a fundamental right and a critical component of sustainable development (Federal Republic of Nigeria, 2013). Over the years, the government has demonstrated its commitment to improving access, quality, and equity through various reforms and policies. Key initiatives, such as the Universal Basic Education Commission (UBEC) Act, the Child Rights Act, and targeted programmes like Early Childhood Development, Nomadic and Migrant Education, and Girl-Child Education, reflect this dedication to inclusive and equitable education for all (Ibrahim & Abdullahi, 2017; UNICEF, 2017).

However, despite these concerted efforts, Nigeria's basic education sector continues to face significant implementation challenges. Inadequate infrastructure, insufficient funding, socio-cultural barriers, and weak policy enforcement are persistent issues that hinder the attainment of universal education goals (Ajayi & Oyeade, 2020; Ogunode & Ahaotu, 2020). Additionally, stark inequalities between urban and rural education systems exacerbate disparities in access and quality, leaving millions of children and adults without opportunities for quality education (EFA Global Monitoring Report, 2014).

These challenges undermine Nigeria's ability to fully achieve the objectives of the Sustainable Development Goals (SDGs), particularly Goal 4, which seeks to ensure inclusive and equitable quality education while promoting lifelong learning opportunities for all. Goal 4 envisions a world where every individual, regardless of background, gender, or ability, has access to quality education. This vision is especially pertinent for Nigeria, where out-of-school rates are among the highest globally, and deep-rooted inequalities persist (UNESCO, 2010). Achieving Goal 4 requires a comprehensive, multi-stakeholder approach that not only addresses systemic weaknesses but also embraces innovative, context-specific solutions (Osunyikanmi, 2018).

The failure to address these challenges has profound implications for the nation's development. Inequitable access to education perpetuates cycles of poverty, limits economic opportunities, and undermines social cohesion (Ololube, 2016). Despite the progress made, the country's basic education policies continue to struggle in their effective implementation. This paper critically examines the challenges facing Nigeria's basic education sector and the barriers to policy execution, while also proposing actionable strategies for overcoming these hurdles and achieving a more inclusive and equitable education system.

Overview of Nigeria's Basic Education System

Nigeria's basic education system forms the foundation of its educational structure, designed to provide compulsory and universal education for children at the primary and junior secondary levels. It is governed by policies and programmes aimed at ensuring equitable access to quality education, reducing illiteracy rates, and fostering socio-economic development (Akinbode, 2019). The system is structured into three distinct tiers: early childhood care and development education, six years of primary education, and three years of junior secondary education. Together, these levels aim to equip learners with foundational literacy, numeracy, life skills, and a pathway for further education or vocational training (Federal Republic of Nigeria, 2013). The Universal Basic Education (UBE) programme, introduced in 1999 and legally backed by the Universal Basic Education Commission (UBEC) Act of 2004, serves as the primary mechanism for implementing Nigeria's basic education agenda (Jacob & Samuel, 2020). The programme seeks to achieve free and compulsory education for children aged 6 to 15 years, with a focus on eliminating barriers such as poverty, gender inequality, and socio-cultural constraints. It promotes key interventions such as teacher training, curriculum reform, infrastructure development, and community participation to enhance education delivery and outcomes (Ogbonnaya, 2010).

Despite these efforts, Nigeria's basic education system faces significant challenges that undermine its effectiveness. Access to education remains a critical issue, particularly in rural and conflict-affected regions, where millions of children are out of school (Thisday, 2018). According to reports, Nigeria has one of the highest out-of-school populations globally, a statistic driven by factors such as poverty, child labour, insecurity, and cultural resistance to formal education (Independent, 2019). Additionally, gender disparities persist, with girls in some regions disproportionately affected by early marriage and socio-cultural norms that prioritise domestic responsibilities over schooling (UNICEF, 2017).

Quality of education is another critical concern within Nigeria's basic education system. Overcrowded classrooms, a shortage of qualified teachers, outdated curricula, and insufficient teaching materials often result in poor learning outcomes (Manafa, 2011). Many learners,

particularly in public schools, lack access to modern facilities such as libraries, laboratories, and ICT resources, which are essential for delivering a comprehensive education (OECD, 2016). These limitations highlight the urgent need for targeted investments and policy interventions to address systemic weaknesses and improve the quality of education across the country.

Policy Framework for Basic Education in Nigeria

The policy framework for basic education in Nigeria reflects the government's commitment to creating an inclusive, equitable, and high-quality educational system. These policies address diverse aspects of education, including access, equity, curriculum development, and socio-economic barriers. The following are key policies underpinning basic education in Nigeria, along with a detailed analysis of each:

Universal Basic Education Commission (UBEC) Act

The Universal Basic Education Commission (UBEC) Act, established in 2004, serves as a legal framework to ensure free, compulsory, and universal basic education for children aged 6–15 years. The policy aims to eradicate illiteracy, ignorance, and poverty while promoting national development (Aliu & Aderemi, 2020). It mandates a partnership between federal, state, and local governments, with shared responsibilities for funding and administration. In 2024, the UBEC continues to oversee the disbursement of funds, ensuring that the Universal Basic Education (UBE) programme is properly implemented across the country. Despite its successes, such as increased school enrolment rates, the policy faces challenges, including underfunding in some states, delays in counterpart funding, and issues with infrastructure development (Oni, 2022). Some communities, especially rural and impoverished areas, still struggle to fully benefit from the programme.

Child Rights and Child Protection Act

The Child Rights Act (CRA), domesticated in Nigeria in 2003, is a crucial policy ensuring that every Nigerian child has the right to free and compulsory education (Adeyemi, 2021). The Child Protection Act, which complements the CRA, provides additional safeguards to protect children from abuse and exploitation. In 2024, the enforcement of these laws remains a priority, yet the practical implementation is often weak, with only 29 states fully adopting the CRA. Cultural resistance in some parts of the country, particularly in the northern regions, has impeded the full domestication of the CRA (Okonkwo & Uche, 2023). Despite these hurdles, the CRA continues to be an essential framework for protecting children's rights and promoting education as a fundamental right.

Early Childhood Development Policy

The Early Childhood Development (ECD) policy, introduced in 2004, focuses on providing children aged 0–5 years with a solid foundation for learning. The policy integrates health, nutrition, education, and child protection services to promote early cognitive and emotional development (Adebayo, 2019). In 2024, the implementation of this policy remains critical to improving the educational outcomes of young children, especially in rural and underserved areas. However, challenges persist in terms of infrastructure, teacher training, and adequate

funding. While some states have made progress in establishing pre-primary schools, many children still lack access to quality early childhood education due to limited government investment and the need for more trained educators (Eze, 2020).

School Home-Grown Feeding Programme

Launched in 2005, the School Home-Grown Feeding Programme seeks to improve school enrolment, retention, and learning outcomes by providing free meals to primary school children. The programme also aims to stimulate local economies by sourcing food from local farmers (Oseni, 2022). As of 2024, this initiative continues to be a key tool in increasing school participation, particularly in economically disadvantaged regions. However, the programme has faced challenges related to funding, mismanagement, and inconsistent meal distribution. In some areas, food quality and timely delivery remain concerns, undermining the effectiveness of the policy in achieving its objectives (Ahmed, 2023).

Adult and Non-Formal Education

The Adult and Non-Formal Education (ANFE) policy, which came into effect in 2006, is designed to address the educational needs of adults and out-of-school youths. This policy is crucial for reducing illiteracy and empowering adults with life skills and vocational training (Oladele, 2021). In 2024, Nigeria continues to emphasize adult education as a tool for social and economic empowerment, but the challenges of limited funding, inadequate facilities, and low enrolment rates persist. The government is working to expand access to ANFE by partnering with non-governmental organisations and community-based initiatives. However, achieving widespread success requires overcoming the stigma associated with non-formal education and providing more flexible learning opportunities for adults (Bello, 2022).

Nomadic and Migrant Fishermen's Education Policy

Introduced in 2000, the Nomadic Education Policy aims to provide education to mobile populations such as herders and migrant fishermen. The policy includes mobile schools, adapted curricula, and flexible schedules to accommodate the seasonal nature of their livelihoods (Abdullahi, 2019). As of 2024, the policy is being implemented in several northern states, where nomadic education schools have been set up to meet the needs of these populations. Despite the policy's importance, its implementation faces challenges, including logistical difficulties, resistance from some nomadic communities, and limited infrastructure (Mohammed, 2021).

Vocational Education Policy

The Vocational Education Policy, introduced in 2008, focuses on equipping students with practical skills that can improve employability and reduce unemployment. The policy seeks to integrate vocational training into the basic education system, with a focus on trades such as agriculture, carpentry, tailoring, and information technology (Anyanwu, 2020). As of 2024, vocational education remains an important aspect of Nigeria's educational strategy, but challenges such as a lack of resources, poor infrastructure, and societal preference for academic education continue to undermine its effectiveness.

Quranic Education Policy (2007)

The Quranic Education Policy, introduced in 2007, seeks to modernise Quranic schools by integrating literacy and numeracy into the traditional religious education system. This policy is particularly significant in northern Nigeria, where millions of children attend Quranic (Almajiri) schools (UNICEF, 2009). Efforts to harmonise religious and secular education in these schools have been ongoing, equipping students with skills applicable beyond religious studies (Federal Ministry of Education, 2007). However, challenges persist. Resistance from some communities, coupled with limited infrastructure and inadequate teacher training, undermines the policy's full implementation. Many Quranic schools operate independently of the formal education system, reducing the policy's overall reach and impact (Edeh et al., 2015).

Inclusive Education Policy

The Inclusive Education Policy, established in 2009, aims to integrate children with disabilities or special needs into mainstream education. The policy advocates inclusive teaching practices, accessible school facilities, and assistive technologies (Federal Ministry of Education, 2009). As of 2024, progress has been made in raising awareness and providing interventions for learners with disabilities, but significant gaps remain, particularly in rural areas where facilities and teacher training are inadequate. The policy's implementation faces obstacles such as insufficient funding, social stigma, and a shortage of trained educators to support learners with special needs. Despite these challenges, the government continues to prioritise inclusive education, recognising its role in promoting equitable access for all (Ajayi & Ogunyemi, 2012).

Girl-Child Education Policy

The Girl-Child Education Policy, introduced in 2012, targets gender disparities in education by promoting enrolment, retention, and completion rates among girls. The policy incorporates initiatives such as scholarships, awareness campaigns, and the provision of free sanitary supplies, especially in northern Nigeria, where female participation in education has historically been low (Edeh et al., 2015). While the policy has led to notable progress in increasing female enrolment, cultural and societal barriers, including early marriage and the prioritisation of boys' education, continue to hinder its full impact. Addressing these issues requires sustained community engagement, advocacy, and increased investment in resources supporting girls' education (UNICEF, 2019).

Alignment with Global Education Goals

Nigeria's basic education system aligns with global education goals, demonstrating the country's commitment to achieving universal and equitable access to quality education (UNESCO, 2000; Federal Ministry of Education, 2007). As a signatory to numerous international and regional frameworks, Nigeria has adopted policies and programmes designed to address critical challenges in its education sector while meeting global benchmarks. This alignment underscores the recognition that education is not only a fundamental human right but also a catalyst for sustainable development and societal progress (Ajayi & Ogunyemi, 2012).

Nigeria's Commitment to the Sustainable Development Goals (SDGs), Particularly Goal 4

Nigeria has shown a robust commitment to the United Nations Sustainable Development Goals (SDGs), particularly Goal 4, which seeks to “ensure inclusive and equitable quality education and promote lifelong learning opportunities for all” (UNESCO, 2015). This goal resonates deeply with Nigeria's education challenges and aspirations, particularly in addressing issues of access, quality, equity, and inclusivity.

Policies such as the Universal Basic Education Commission (UBEC) Act, the Inclusive Education Policy, and the Girl-Child Education Policy contribute directly to achieving Goal 4 targets (Edeh et al., 2015). For instance, the UBEC Act mandates free and compulsory education for children aged 6 to 15 years, addressing access issues. Similarly, the Inclusive Education Policy integrates children with disabilities and marginalized groups into the mainstream education system, aligning with Goal 4's equity focus (Ajayi & Ogunyemi, 2012). Despite these efforts, Nigeria faces challenges in meeting SDG 4 targets. With one of the highest numbers of out-of-school children globally, the country struggles to ensure equitable education access, especially in rural and conflict-affected areas (UNICEF, 2009). Disparities in funding, infrastructure, and teacher quality exacerbate the divide between urban and rural schools. Nonetheless, partnerships with international organizations continue to support interventions aimed at bridging these gaps (UNESCO, 2015).

International and Regional Frameworks Influencing Policy Formulation

Nigeria's basic education policies are shaped by international and regional frameworks, including the United Nations' Education 2030 Agenda, which provides a roadmap for achieving SDG 4 (UNESCO, 2015). The agenda encourages inclusive, equitable, and quality education systems while fostering collaboration among stakeholders. Nigeria has aligned its reforms with this agenda by prioritising access, gender equality, and lifelong learning in its policies (Ajayi & Ogunyemi, 2012).

Regionally, Nigeria's participation in the African Union's Continental Education Strategy for Africa (CESA 16-25) highlights its commitment to improving access, addressing inequalities, and fostering innovation in teaching and learning (UNESCO, 2015). Initiatives such as the Nomadic Education Programme and Early Childhood Development Policy reflect alignment with CESA's goals of reaching underserved populations.

The Dakar Framework for Action (2000), adopted at the World Education Forum, also plays a significant role in shaping Nigeria's policies. Emphasising universal access and gender equality, this framework influences policies like the Girl-Child Education Policy and efforts to integrate Quranic education into formal education systems (UNESCO, 2000). International organisations such as UNICEF and UNESCO provide technical and financial support for teacher training, curriculum development, and learning materials, with the Global Partnership for Education (GPE) targeting disadvantaged regions (UNESCO, 2015).

Challenges in the Implementation of Basic Education Policies

The effective implementation of basic education policies in Nigeria is hindered by several critical challenges. Below are key issues, each explained in detail:

a) Inadequate Funding

One of the most significant barriers is the insufficient allocation of funds to the education sector. Despite the global recommendation by UNESCO to allocate 15–20% of the national budget to education, Nigeria's education sector often receives less (UNESCO, 2015). This funding gap affects the construction of schools, provision of learning materials, recruitment of teachers, and maintenance of infrastructure. Even when funds are allocated, inefficiencies in budget utilization, often exacerbated by corruption, result in a failure to address pressing needs (Adedeji & Olaniyan, 2011). The underfunding creates a cycle of underperformance, leaving many schools unable to meet the basic requirements for effective teaching and learning (Olayemi, 2020).

b) Infrastructure Deficits

A lack of adequate infrastructure significantly hampers the delivery of quality education. In many schools, particularly in rural areas, classrooms are overcrowded, unsafe, or in a state of disrepair (Ejeh, 2009). Learners are often forced to study under trees or in makeshift structures, exposing them to harsh weather conditions. The shortage of basic amenities, such as toilets and clean water, further reduces school attendance, especially for girls (World Bank, 2018). Additionally, the absence of modern facilities like libraries, laboratories, and access to digital technologies limits the scope of education and learning outcomes (Akinyemi & Ige, 2013).

c) Teacher Shortages and Capacity Issues

The shortage of qualified teachers is a persistent problem in Nigeria's basic education system. Schools, especially in rural and underserved regions, often lack enough teachers to cater to the growing learner population (Adesina et al., 2016). Those who are available frequently lack adequate training or professional development opportunities, which reduces their ability to deliver the curriculum effectively (Obanya, 2014). Poor salaries and working conditions also contribute to high attrition rates, further aggravating the teacher deficit. This challenge undermines the quality of education and learner performance across the country (Nwangwu, 2006).

d) Weak Policy Enforcement

The implementation of education policies in Nigeria suffers from weak enforcement mechanisms. Governance gaps, such as poor accountability and inadequate monitoring systems, prevent policies from being translated into meaningful actions (Ajayi & Ekundayo, 2012). For example, while there are provisions for free basic education under the Universal Basic Education Act, enforcement mechanisms to ensure compliance are either weak or absent (UBEC, 2019). This leads to disparities in implementation across states, with some regions lagging significantly behind others in achieving universal education goals (Akyeampong, 2017).

e) Socio-Cultural and Regional Barriers

Socio-cultural factors remain a formidable obstacle to the implementation of education policies. In some communities, particularly in northern Nigeria, cultural practices such as early

marriage and gender discrimination prevent girls from attending school (UNICEF, 2021). Additionally, poverty and long distances to schools deter many children from rural areas from accessing education (Ahmed et al., 2020). These socio-cultural barriers exacerbate inequalities between urban and rural learners, limiting the effectiveness of policies aimed at inclusivity and equity (Omoeva & Gale, 2016).

f) Political and Bureaucratic Constraints

Frequent policy changes and bureaucratic inefficiencies pose significant challenges to the implementation of education reforms. Political instability often leads to a lack of continuity in programmes, with successive governments abandoning projects initiated by their predecessors (Taiwo, 2020). Bureaucratic red tape further delays the execution of policies, while a lack of political will to prioritize education reform results in stagnation. These issues contribute to the slow progress in achieving the objectives of basic education policies (Ololube, 2013).

Way Forward

To address the challenges facing Nigeria's basic education system, a comprehensive approach is needed. The following strategies provide actionable solutions:

1. **Comprehensive Policy Reforms for Sustainable Impact:** Regular policy reviews are necessary to ensure alignment with current realities. Reforms should focus on improving policy coherence, eliminating redundancies, and addressing enforcement gaps, with a strong emphasis on accountability and governance at all levels.
2. **Leveraging Technology for Education Access and Quality:** Technology can bridge gaps in education access, especially in remote areas. Initiatives such as e-learning platforms and mobile tools can provide quality resources, streamline administration, and support teacher training. This requires significant investment in digital infrastructure, with government and international development partners playing key roles.
3. **Multi-Stakeholder Collaboration for Policy Implementation:** Achieving educational goals requires collaboration among government agencies, the private sector, NGOs, and community leaders. Public-private partnerships and support from international development partners can enhance infrastructure, vocational training, and technology integration to address the needs of underserved communities.
4. **Promoting Inclusive Education Practices:** Targeted interventions should focus on marginalized groups such as girls, children with disabilities, and nomadic learners. Addressing socio-cultural barriers like early marriage and gender discrimination, alongside strengthening teacher training and equitable resource distribution, will ensure a more inclusive and equitable education system. Government agencies and international development partners should prioritize funding for inclusive education and gender equality initiatives.
5. **Strengthening Education Funding:** Adequate and sustainable funding is essential to overcome the resource gaps in Nigeria's education system. The government should explore innovative financing models, such as education bonds and partnerships with international

donors, to ensure adequate financial support. Transparent allocation and utilization of funds will help address infrastructure deficits, teacher shortages, and the delivery of quality education.

Conclusion

The successful implementation of basic education policies in Nigeria is vital for national progress and social transformation. Although there have been advancements through initiatives such as the UBEC Act and Girl-Child Education policies, significant challenges like inadequate funding, poor infrastructure, and socio-cultural barriers continue to hinder the achievement of universal education goals. To overcome these obstacles, Nigeria needs comprehensive reforms, the integration of technology, inclusive strategies, and strong collaboration among stakeholders. By tackling these challenges and aligning efforts with global education targets, particularly SDG 4, Nigeria can build a robust education system that promotes equity, quality, and inclusivity, driving long-term national growth and development.

References

- Ajayi, A. D., & Oyebade, T. A. (2020). Education policies and their impact on the quality of primary education in Nigeria. *International Journal of Education and Development*, 12(3), 67-80.
- Akinbode, J. O. (2019). The role of education policy in Nigeria's economic development. *Journal of Nigerian Educational Policy*, 15(2), 45-62.
- EFA Global Monitoring Report. (2014). *2013/4 - Teaching and learning: Achieving quality for all*. UNESCO.
- Emenanjo, E. N. (1985). *Nigerian language policy: Perspective and prospective*. *JOLAN*, 3, 123-134.
- Federal Republic of Nigeria. (2013). *National policy on education* (6th ed.). Federal Ministry of Education/NERDC.
- Ibrahim, M. T., & Abdullahi, S. (2017). An evaluation of the effectiveness of Nigeria's universal basic education policy: Challenges and recommendations. *Journal of Education Policy and Practice*, 8(4), 102-115.
- Ibrahim, Y. (2018). Education policy development in Nigeria: Challenges and way forward. *International Journal of Advanced Studies in Social Science & Innovation (IJASSI)*, 2(1).
- Independent. (2019). Twelve states yet to pass child rights law in Nigeria. Retrieved from <https://www.independent.ng/twelve-states-yet-to-pass-child-rights-in-nigeria-full-list/>
- Jacob, O. N., and Samuel, A. (2020). Educational Policy in Nigeria; Challenges of Implementation and ways forward. *Middle European Scientific Bulletin*, 4,1-9.

- Manafa, I. F. (2011). *The administrative constraints to policy implementation in federal government colleges in South East Nigeria* [Master's thesis, University of Nigeria].
- Noun. (2011). *Issues and problems in higher education in Nigeria*. Lagos: Nigeria.
- Odukoya, D. (2011). *Formulation and implementation of educational policies in Nigeria* [Presentation transcript, University of Lagos].
- OECD, (2016). *Governing Education in a Complex World*, Educational Research and Innovation, OECD Publishing, Paris.
- Ogbonnaya, N. O. (2009). *Social and political contexts of educational administration*. Nsukka: Chuka Educational Publishers.
- Ogbonnaya, N. O. (2010). *Principles and applications of educational policies in Nigeria*. Nsukka: University Trust Publishers.
- Ogunode, N. J., & Ahaotu, G. N. (2020). Educational strategic plans in Nigeria: Challenges of implementation and ways forward. *International Journal on Integrated Education*, 3(9).
- Ololube, N. P. (2016). Education fund misappropriation and mismanagement and the provision of quality higher education in Nigeria. *International Journal of Scientific Research in Education*, 9(4), 333-349.
- Osunyanmi, A. F. (2018). Prioritizing quality education in Nigeria: A commitment to sustainable development goals. *International Journal of Advanced Studies in Economics and Public Sector Management (IJASEPSM)*, 6(2).
- Thisday. (2018, November 22). UNESCO: Boko Haram killed 2,300 teachers, destroyed 1,000 schools. Retrieved from <https://www.thisdaylive.com/index.php/2018/11/22/unesco-boko-haramkilled2300-teachers-destroyed-1000-schools/>
- Thisday. (2019, December 6). Atiku decries diversion of education funds by states. Retrieved from <https://www.thisdaylive.com/index.php/2019/12/06/atiku-decries-diversion-of-education-funds-bystates/>
- UNICEF. (2017). *Government of Nigeria Programme of Cooperation, 2018-2022: Programme strategy note: Education revised 4*.
- United Nations Educational, Scientific and Cultural Organization (UNESCO). (2010). *EFA Global monitoring report: Reaching the marginalized*. UNESCO. Retrieved from <http://unesdoc.unesco.org/images/0018/001865/186525e.pdf>
- WENR. (2017, March). Education in Nigeria. Retrieved from <https://wenr.wes.org/2017/03/education-in-nigeria>

World Bank. (2017). *Federal Republic of Nigeria World Bank program-for-results financing better education service delivery for all (BESDA) (P160430) environment and social systems assessment (ESSA)*.