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Report No: PAD3583

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT

IN THE AMOUNT OF SDR 364.5 MILLION  
(US\$500.0 MILLION EQUIVALENT)

TO THE

FEDERAL REPUBLIC OF NIGERIA

FOR AN

ADOLESCENT GIRLS INITIATIVE FOR LEARNING AND EMPOWERMENT PROJECT

June 30, 2020

Education Global Practice  
Africa Region

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## CURRENCY EQUIVALENTS

(Exchange Rate Effective May 31, 2020)

Currency Unit = Nigerian Naira (NGN)

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390 NGN = US\$1

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US\$1 = SDR 0.72885235

## FISCAL YEAR

January 1 - December 31

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## ABBREVIATIONS AND ACRONYMS

AGILE	Adolescent Girls Initiative for Learning and Empowerment
ANRiN	Accelerating Nutrition Result in Nigeria
AWP	Annual Work Program
BESDA	Better Education Service Delivery for All
BoQ	Bill of Quantities
CBA	Cost-Benefit Analysis
CBN	Central Bank of Nigeria
CCT	Conditional Cash Transfer
CDD	Community-driven development
CoC	Code of Conduct
CPF	Country Partnership Framework
CPMC	Community Project Management Committee
CSDP	Community Social Development Project
CSO	Civil Society Organization
DFID	U.K. Department for International Development
DHS	Demographic and Health Survey
DP	Development Partner
E&S	Environmental and Social
EMIS	Education Management Information System
ENGINE	Education Nigerian Girls in New Enterprises
EPAG	Economic Empowerment of Adolescent Girls and Young Women
ERGP	Economic Recovery and Growth Plan
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESRS	Environmental and Social Review Summary
ESS	Environmental and Social Standard
FA	Financing Agreement
FAAC	Federal Account Allocation Committee
FCV	Fragility, Conflict and Violence
FGM	Female Genital Mutilation
FM	Financial Management
FME	Federal Ministry of Education
FMF	Federal Ministry of Finance
FMHDMSD	Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development
FMH	Federal Ministry of Health
FMWA	Federal Ministry of Women Affairs
FMY	Federal Ministry of Youth

PPFMD	Federal Project Financial Management Department
FPM	Financial Procedures Manual
FSP	Financial Service Provider
GAR	Gross Attendance Rate
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GER	Gross enrollment rate
GHS	General Household Survey
GNI	Gross National Income
GR	Grievance Redress
GRC	Grievance Redress Committee
GRM	Grievance Redress Mechanism
GRS	Grievance Redress Service
GSP	Girls Scholarship Program
HCI	Human Capital Index
ICT	Information and Communication Technology
IDA	International Development Association
IDEAS	Innovation Development and Effectiveness in the Acquisition of Skills Project
IDP	Internally displaced person
IFR	Interim Financial Report
IMF	International Monetary Fund
IPF	Investment Project Financing
IPV	Intimate Partner Violence
IRR	Internal Rate of Return
ISM	Implementation support mission
ISR	Implementation status and results report
IT	Information technology
JSS	Junior Secondary School
LGA	Local Government Area
LGEA	Local Government Education Authority
LMIC	Lower-Middle-Income Country
LMP	Labor Management Procedure
LMS	Learning Management System
M&E	Monitoring and Evaluation
MDA	Ministries, Departments, and Agencies
MICS	Multiple Indicator Cluster Survey
MTR	Mid-term review
NASSP	National Social Safety Nets Project
NEDS	Nigeria Education Data Survey
NGO	Non-Governmental Organization
NIPEP	Nigeria Partnership for Education Project

NPA	National Personnel Audit
NPCU	National Project Coordination Unit
NPSC	National Project Steering Committee
NPV	Net Present Value
NSR	National Social Registry
PDO	Project Development Objective
PIM	Project Implementation Manual
PPR	Procurement Post Review
PPSD	Project Procurement Strategy for Development
PTA	Parent-Teacher Association
QCBS	Quality and Cost-Based Selection
RfQ	Request for Quotation
RH	Reproductive Health
RTL	Religious and traditional leader
SBMC	School-Based Management Committee
SCD	Systematic Country Diagnostic
SEA	Sexual Exploitation and Abuse
SEP	Stakeholder Engagement Plan
SEPIP	State Education Program Investment Project
SIG	School Improvement Grant
SIP	School Improvement Plan
SME	State Ministry of Education
SMF	State Ministry of Finance
SMH	State Ministry of Health
SMWA	State Ministry of Women Affairs
SMY	State Ministry of Youth
SORT	Systematic Operations Risk-rating Tool
SPFMU	State Project Financial Management Unit
SPIU	State Project Implementation Unit
SPSC	State Project Steering Committee
SRA	Security Risk Assessment
SSA	Sub-Saharan Africa
SSEB	State Secondary Education Board
STEP	Systematic Tracking of Exchanges in Procurement
SUBEB	State Universal Basic Education Board
SWEDD	Sahel Women's Empowerment and Demographic Dividend
TA	Technical Assistance
TLM	Teaching and Learning Material
TTL	Task Team Leader
UBE	Universal Basic Education
UBEC	Universal Basic Education Commission

WASH	Water, Sanitation and Hygiene
WDR	World Development Report
YESSO	Youth Employment and Social Support Operation

## Contents

<b>DATASHEET .....</b>	<b>i</b>
<b>I. STRATEGIC CONTEXT .....</b>	<b>1</b>
A. Country Context.....	1
B. Relevance to Higher Level Objectives.....	12
<b>II. PROJECT DESCRIPTION.....</b>	<b>13</b>
A. Project Development Objective.....	13
B. Project Components .....	13
C. Project Beneficiaries .....	26
D. Results Chain (see figure 6).....	27
E. Rationale for World Bank Involvement and Role of Partners.....	27
F. Lessons Learned and Reflected in the Project Design .....	29
<b>III. IMPLEMENTATION ARRANGEMENTS .....</b>	<b>31</b>
A. Institutional and Implementation Arrangements.....	31
B. Results Monitoring and Evaluation Arrangements.....	32
C. Sustainability.....	34
<b>IV. PROJECT APPRAISAL SUMMARY .....</b>	<b>35</b>
A. Technical Analysis .....	35
B. Fiduciary.....	38
C. Legal Operational Policies.....	40
D. Environmental and Social .....	40
<b>V. GRIEVANCE REDRESS SERVICES .....</b>	<b>45</b>
<b>VI. KEY RISKS .....</b>	<b>45</b>
<b>VII. RESULTS FRAMEWORK AND MONITORING .....</b>	<b>47</b>
<b>ANNEX 1: IMPLEMENTATION ARRANGEMENTS AND SUPPORT PLAN .....</b>	<b>60</b>
<b>ANNEX 2: DETAILED PROJECT DESCRIPTION .....</b>	<b>86</b>
<b>ANNEX 3: ECONOMIC AND FINANCIAL ANALYSIS .....</b>	<b>105</b>
<b>ANNEX 4: SYNERGIES WITH ONGOING INTERVENTIONS .....</b>	<b>113</b>
<b>ANNEX 5: SUMMARY OF STAKEHOLDER CONSULTATIONS.....</b>	<b>115</b>
<b>ANNEX 6: CLIMATE CO-BENEFITS OVERVIEW.....</b>	<b>118</b>
<b>ANNEX 7: RECOMMENDED GBV/SEA MITIGATION MEASURES .....</b>	<b>123</b>
<b>ANNEX 8: GRIEVANCE REDRESS MECHANISM.....</b>	<b>126</b>

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DATASHEET

**BASIC INFORMATION**

Country(ies)	Project Name	
Nigeria	Adolescent Girls Initiative for Learning and Empowerment	
Project ID	Financing Instrument	Environmental and Social Risk Classification
P170664	Investment Project Financing	Substantial

**Financing & Implementation Modalities**

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input checked="" type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	<input type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
23-Jul-2020	31-Jul-2025

Bank/IFC Collaboration

No

**Proposed Development Objective(s)**

To improve secondary education opportunities among girls in targeted areas in participating states.

**Components**

Component Name	Cost (US\$, millions)
Creating Safe and Accessible Learning Spaces	315.00



Fostering an enabling environment for girls	140.00
Project management and system strengthening	35.00
Unallocated	10.00

**Organizations**

Borrower: Federal Republic of Nigeria  
 Implementing Agency: Federal Ministry of Education

**PROJECT FINANCING DATA (US\$, Millions)**

**SUMMARY**

<b>Total Project Cost</b>	500.00
<b>Total Financing</b>	500.00
<b>of which IBRD/IDA</b>	500.00
<b>Financing Gap</b>	0.00

**DETAILS**

**World Bank Group Financing**

International Development Association (IDA)	500.00
IDA Credit	500.00

**IDA Resources (in US\$, Millions)**

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
<b>Nigeria</b>	500.00	0.00	0.00	500.00
National PBA	500.00	0.00	0.00	500.00
<b>Total</b>	<b>500.00</b>	<b>0.00</b>	<b>0.00</b>	<b>500.00</b>

**Expected Disbursements (in US\$, Millions)**

<b>WB Fiscal Year</b>	2020	2021	2022	2023	2024	2025	2026
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<b>Annual</b>	0.00	49.45	95.20	121.87	111.29	86.80	35.40
<b>Cumulative</b>	0.00	49.45	144.64	266.51	377.80	464.60	500.00

**INSTITUTIONAL DATA**

**Practice Area (Lead)**

Education

**Contributing Practice Areas**

Gender, Health, Nutrition & Population, Social Protection & Jobs, Water

**Climate Change and Disaster Screening**

This operation has been screened for short and long-term climate change and disaster risks

**SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)**

Risk Category	Rating
1. Political and Governance	● Moderate
2. Macroeconomic	● Substantial
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Moderate
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Substantial
7. Environment and Social	● Substantial
8. Stakeholders	● Moderate
9. Other	● Moderate
10. Overall	● Substantial

**COMPLIANCE**

**Policy**

Does the project depart from the CPF in content or in other significant respects?

[ ] Yes [✓] No



Does the project require any waivers of Bank policies?

[ ] Yes [✓] No

**Environmental and Social Standards Relevance Given its Context at the Time of Appraisal**

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Relevant
Financial Intermediaries	Not Currently Relevant

**NOTE:** For further information regarding the World Bank’s due diligence assessment of the Project’s potential environmental and social risks and impacts, please refer to the Project’s Appraisal Environmental and Social Review Summary (ESRS).

**Legal Covenants**

**Sections and Description**

The Recipient shall, no later than one (1) month after the Effective Date, establish and maintain throughout the Project implementation a Project Coordination Unit at national level (“NPCU”) within FME with functions, composition and resources satisfactory to the Association. (Financing Agreement, Schedule 2, Section I-A, 1.2 (a))

**Sections and Description**

The Recipient shall furnish to the Association, as soon as available, but in any case not later than November 30 of each year, the consolidated annual work plan and budget (referred to in paragraph 1 of the Financing Agreement Schedule 2, Section I-D), for review and approval; except for the annual work plan and budget for the Project for the



first year of Project implementation, which shall be furnished no later than one month after the Effective Date. (Financing Agreement, Schedule 2, Section I-D, Paragraph 2)

**Conditions**

Type	Description
Effectiveness	The Recipient has adopted the Project Implementation Manual in accordance with Section I.C of Schedule 2 to the Financing Agreement.
Effectiveness	At least one Subsidiary Agreement has been executed on behalf of the Recipient and one Participating State in accordance with Section I.B of Schedule 2 to the Financing Agreement.
Disbursement	No withdrawal shall be made; 1) to any Participating State under Categories (1) and (2), unless and until (i) the Recipient and said Participating State has executed a Subsidiary Agreement in accordance with the provisions of Section I.B of Schedule 2 to the Financing Agreement; and (ii) said Participating State has established a State Project Steering Committee and a State Project Implementation Unit in accordance with Section I.2 of Schedule 2 to the Financing Agreement, 2) under Category (1), with respect to any Participating State, unless and until such Participating States have submitted a costed action plan for the recruitment and deployment of new teachers to junior and senior secondary schools to be constructed under Part 1.1(a) which in form and substance is acceptable to the Association and is formally endorsed by the Governor of such state.



## I. STRATEGIC CONTEXT

### A. Country Context

1. **Nigeria continues its recovery from the 2016 recession, sustaining 2.2 percent growth rate in 2019.** The collapse of global oil prices during 2014–16, combined with lower domestic oil production, led to a sudden slowdown in economic activity. Nigeria’s annual real gross domestic product (GDP) growth rate, which averaged 7 percent from 2000 to 2014, fell to 2.7 percent in 2015 and to -1.6 percent in 2016. Growth slowly rebounded in 2017 driven initially by the oil sector and more recently by the services sector, with positive contributions from agriculture. The oil sector, however, remains the key source of export earnings and government revenues.

2. **With population growth, estimated at 2.6 percent, outpacing economic growth in a context of weak job creation, per capita incomes are falling.** An estimated 100 million Nigerians live on less than US\$1.90 per day (World Bank 2019).<sup>1</sup> Close to 80 percent of poor households are in northern Nigeria, with employment creation and income gains largely concentrated in central and southern Nigeria. Unemployment is high at 23 percent, with a further 20 percent of the labor force underemployed. Nigeria’s economic and demographic outlook makes job creation an urgent task. Nigeria is classified as one of the ten countries in the world most vulnerable to climate change.<sup>2</sup>

3. **Nigeria faces security challenges, exacerbating fragility in already-marginalized areas of the country, particularly the northern regions.** Widespread conflict in the North East, the Middle Belt, and the Niger Delta has made it difficult for households to access basic services and economic opportunities. The Boko Haram insurgency in the North East has had a particularly deleterious effect on the population’s economic and social wellbeing, derailing poverty reduction efforts and further widening the North-South divide (World Bank 2016).<sup>3</sup> These conflicts and ensuing fragility are shaped by complex and interrelated historical, economic, political, socio-cultural and environmental factors.

4. **In recent months, the Coronavirus Disease 2019 (COVID-19) pandemic has taken hold with more than 7.6 million cases worldwide, and more than 423,000 deaths by June 30, 2020.** The COVID-19 pandemic is driving high rates of unemployment and a major contraction of economies worldwide. Beyond the public health impacts of this phenomenon, whose reach is still uncertain, Nigeria is also facing important challenges as a consequence of the strong hit in the global economy and the significant drop in commodity prices, especially for oil. Nigeria’s economy and the Government’s finances are highly dependent on sales of crude oil—90 percent of exports, 30 percent of banking sector credit, and 50 percent of (consolidated) government revenues. With the sharp fall in oil prices, the economy is projected to contract by 3 percent in 2020, and consolidated government revenues are projected to fall by US\$10 billion.

5. **The economic effects of COVID-19 will have an impact on livelihoods and local economies through multiple channels with the impact being most adverse for those in the informal economy:** loss of wage incomes (particularly urban) in the context of layoffs and retrenchment, decline in non-wage incomes (for example, fall in remittances from abroad and domestically), and for agricultural households and small and medium Enterprises, a breakdown in markets and supply channels and a pronounced decline in demand. Due to the ensuing economic crisis, the opportunity gaps between rich and poor will

<sup>1</sup> Source: World Poverty Clock (Projection for 2019).

<sup>2</sup> According to the 2017 Climate Change Vulnerability Index. See more details on climate change impact/ co-benefits in annex 6.

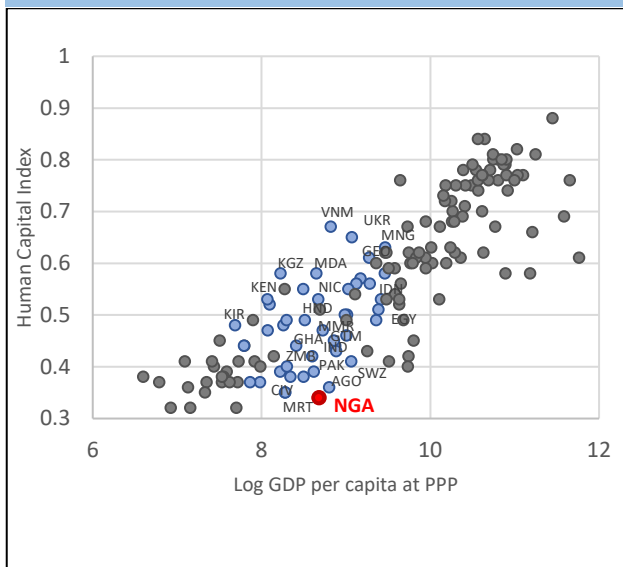
<sup>3</sup> World Bank, 2016. Multi-sectoral crisis recovery project for North Eastern Nigeria. World Bank, Washington, DC.



grow even larger and the gender divide will be further exacerbated. The shocks to the economy will likely deepen the learning crisis and further hamper the accumulation of human capital.

6. **Human development outcomes are already low.** Nigeria has not prioritized investment in human capital spending with an estimated 2.4 percent of GDP spending on health and education, which is low by international and regional standards -- the average for Sub-Saharan Africa (SSA) is 5 percent (Systematic Country Diagnostic 2020; UNESCO Institute for Statistics 2011).<sup>4</sup> The country's score on the Human Capital Index (HCI) is 0.34 (World Bank, 2018),<sup>5</sup> which is poor compared to many SSA and low- and middle-income countries (LMICs) (see figure 1). The HCI measures the amount of human capital that a child born today can expect to accumulate by age 18, measuring his/her productivity compared to a benchmark of complete education and full health. Nigerian children lag on all six indicators measuring survival, schooling, and health scoring below regional and global averages (see table 1). Nigeria will overtake India in 2021 as the country with the highest under-five mortality rate and will have one of the highest rates of child malnutrition with approximately one in every three children (32 percent) under five years of age suffering from chronic malnutrition. Further, one in every five (or 20 percent) of the world's out-of-school children is in Nigeria, and only 4 percent of the poorest quintile is covered by social safety nets (World Bank 2019).<sup>6</sup>

Figure 1: Human Capital Index and GDP Per Capita



Source: World Bank, 2018

Table 1: Human Capital Index Indicators

	Nigeria	SSA	LMIC
HCI	0.34	0.38	0.48
Probability of survival to age 5	0.90	0.93	0.96
Expected years of school	8.18	8.15	10.37
Harmonized test scores	325	374	391
Learning-adjusted years of school	4.25	4.94	6.56
Fraction of kids under 5 not stunted	0.56	0.68	0.73
Adult survival rate	0.65	0.73	0.81

Note:  
 SSA: Sub-Saharan Africa  
 LMIC: Low-middle income countries  
 NGA: Nigeria  
 Source: World Bank, 2018

<sup>4</sup> World Bank. 2020. Nigeria on the Move: A Journey to Inclusive Growth. Systematic Country Diagnostic, Washington, DC. World Bank; UNESCO Institute for Statistics (UIS). 2011. Financing Education in Sub-Saharan Africa: Meeting the Challenges of Expansion, Equity and Quality.

<sup>5</sup> According to HCI estimates, a child born today can be expected to be only 34 percent as productive when it grows up as it would have been if it had enjoyed complete education and full health. World Bank. 2018. The Human Capital Project. Washington, DC. World Bank. [www.worldbank.org/humancapitalproject](http://www.worldbank.org/humancapitalproject)

<sup>6</sup> World Bank. 2019. Advancing Social Protection in a Dynamic Nigeria. World Bank, Washington, DC.



7. **These low human development outcomes are likely to limit Nigeria’s prospects of achieving a demographic dividend.** Currently, Nigeria is on the path for a low-medium development scenario. By focusing on improving human capital and promoting jobs-rich growth, however, it is expected that Nigeria can shift toward a rapid-development scenario placing a demographic dividend within sight by 2050 (Lutz et al., 2014).<sup>7</sup> There is emerging literature that shows a demographic dividend is in fact a human capital dividend as an increase in human capital, especially in closing the gender gap, is a trigger for both demographic transition<sup>8</sup> and economic growth. (Lutz et al., 2019)<sup>9</sup>

8. **Outcomes are particularly low among girls and young women in Nigeria.** Girls in Nigeria have, in general, fewer educational opportunities, face considerable health risks due to early and frequent childbearing, have limited access to credit and productive resources, and have poorer labor market outcomes even when gaps in human capital are considered. Further, women and girls are more vulnerable to climate change because they depend more on natural resources for their livelihoods, receive less education and are often poorer. These pervasive gender gaps,<sup>10</sup> including inequities in health and education, undermine the country’s overall goals related to poverty reduction and economic growth. Adolescent girls are particularly vulnerable, making adolescence a critical window for support to improve development outcomes.

9. **Addressing these gaps and disparities by investing in girls’ health and education and by expanding their access to economic opportunities will be critical for the Government to revitalize the economy and put the country on a path towards sustainable development (SCD 2020).** Achieving sustained results in improving girls’ education will be particularly important as it has been shown to be a powerful transformative force for the girls, their communities, and the economy. Girls’ education, especially at the secondary level, is consistently found to not only positively influence girls’ lives, but also drive other positive development outcomes, including a reduction in child and maternal mortality rates, improvements in educational outcomes of offspring, and reducing poverty and promoting equitable growth (World Bank, 2012).<sup>11</sup> Each additional year of junior secondary school (JSS) or senior secondary school (SSS) is associated with, on average, a 6-percentage point reduction in the probability of having a child before age 18 and a 10 percent increase in income.

### Sectoral and Institutional Context

10. **Education is an important building block and the most impactful way to empower girls as it influences critical human development outcomes and builds their sense of agency.**<sup>12</sup> Though Nigeria has made some advances in improving the well-being of girls and women towards achieving gender parity in

<sup>7</sup> The medium scenario is the middle-of-the-road scenario that can also be seen as the most likely path for each country. It combines for all countries, medium fertility with medium mortality, medium migration, and the Global Education Trend education scenario. The rapid development scenario on the other hand, assumes a future that is moving toward a more sustainable path, with educational and health investments accelerating the demographic transition, leading to a relatively low world population. Lutz, W., W.P. Butz, and Samir KC. Editors, 2014. *World Population and Human Capital in the Twenty-First Century*. Oxford, United Kingdom: Oxford University Press.

<sup>8</sup> The demographic transition is a generalized description of the changing pattern of mortality, fertility and growth rates as societies move from one demographic regime to another.

<sup>9</sup> Lutz, W., J. C. Cuarema, E. Kebede, A. Prskawetz, W. C. Sanderson, and E. Striessnig. 2019. “Education Rather than Age Structure brings Demographic Dividend.” *Proceedings of the National Academy of Sciences* 116 (26), 12798–12803.

<sup>10</sup> For example, on the World Economic Forum’s Gender Gap Index, Nigeria ranks 133 among 144 countries. The Gender Gap Index ranks countries according to calculated gender gap between women and men in four key areas: health, education, economy and politics to gauge the state of gender equality in a country. World Economic Forum (2016). *The Global Gender Gap Report 2016: Insight Report*. Cologne, Switzerland: World Economic Forum.

<sup>11</sup> World Bank. 2012. *World Development Report 2012: Gender Equality and Development: Main report*. Washington, DC: World Bank.

<sup>12</sup> Wodon, Q., C. Montenegro, H. Nguyen, and A. Onagoruwa., 2018. *Missed Opportunities: The High Cost of not Educating Girls*. World Bank.



education, health, and access to jobs, these improvements have not occurred evenly across regions and by socio-economic status. Progress has not reached all girls and women, with those from the northern parts of the country, rural areas, and poor households being more disadvantaged.

11. **A poor girl born in northern Nigeria faces daunting challenges throughout her life.** She has a 55 percent chance of being stunted in early childhood and more than a 10 percent chance of dying, mainly from preventable disease before she reaches the age of five (Demographic Health Survey [DHS], 2018).<sup>13</sup> If she survives to her school-age years, she will have, on average, less than a 50 percent chance of enrolling in primary school and less than a 30 percent chance of transiting to secondary school. If the girl comes from a rural community or from a poor household, she is doubly disadvantaged. A girl from the poorest wealth quintile, for example, has a 24 percent chance of enrolling in primary school and only a 9 percent chance of enrolling in secondary compared to an 87 percent chance and 79 percent chance, respectively, for girls in the South-South region<sup>14</sup> (Multiple Indicator Cluster Survey [MICS] 2017).<sup>15</sup>

12. **In her adolescent years, a girl in northern Nigeria has a 35.6 percent chance of getting married by age 15 and a 45.7 percent chance of starting childbearing by age 18 on average.**<sup>16</sup> The high probability of entering into early marriage and childbearing before she may be physically and emotionally ready is likely to have detrimental effects on the health and well-being of herself and her children (Karra and Lee, 2012; Wodon et.al., 2018)<sup>17</sup> She has over a 1 in 20 lifetime risk of dying from complications arising during pregnancy or early childbirth. Her children face disproportionately high health risks with research showing that infant mortality rates are 85 deaths per 1,000 live births for mothers who are under the age of 20 at the time of birth compared to 59 deaths per 1,000 live births for mothers who are between the ages of 20-39 (DHS, 2018). If she marries at an early age, she has poorer long-term economic and labor market prospects. The likelihood of her being employed is low<sup>18</sup> and she is more likely to engage in low-productivity low-paying jobs and, on average, is more likely to earn less than her male peers (IMF 2018).<sup>19</sup> Early marriage is strongly associated with the level of education; 82 percent of women with no education marry before they are 18 compared with 13 percent of women who have completed secondary education.

13. **Over the last three decades, government efforts have resulted in some improvements in education outcomes among both boys and girls.** The Universal Basic Education (UBE) Program introduced by the Government in 1999 aimed to provide six years of free, compulsory and universal primary education for all children. In 2004, the Program was expanded to include three years of junior secondary education (for a total of nine years of free and compulsory basic education) (see box 1 for more details). As part of the country's push toward achievement of the Millennium Development Goals (MDGs)<sup>20</sup>, there have been some important improvements in access to basic education evidenced in increases in the gross attendance ratio (GAR) between 1990 and 2015 from 69 percent to 85.4 percent at the primary level and

<sup>13</sup> NPC (National Population Commission)/Nigeria and ICF. 2019. Nigeria Demographic and Health Survey 2018. Abuja, Nigeria, and Rockville, Maryland, United States: NPC and ICF.

<sup>14</sup> The South-South region has achieved gender parity in basic education.

<sup>15</sup> National Bureau of Statistics (NBS) and United Nations Children's Fund (UNICEF). 2017 Multiple Indicator Cluster Survey 2016-17, Survey Findings Report. Abuja, Nigeria: National Bureau of Statistics and United Nations Children's Fund.

<sup>16</sup> In the North East and North West regions of Nigeria, 26.4 percent and 35.6 percent of girls get married by age 15, respectively. Further, 41.8 percent and 45.7 percent of girls start childbearing by age 18 (MICS, 2017).

<sup>17</sup> Wodon et.al. (2018) and Karra and Lee provide detailed discussion on the far-reaching consequences of early marriage and childbearing. Karra, M. and M. Lee. 2012. Human Capital Consequences of Teenage Childbearing in South Africa. Washington, DC: Population Reference Bureau.

<sup>18</sup> In the North East or North West regions of the country, female employment rate is low at 46 percent and 57 percent respectively, compared to 82 percent and 72 percent respectively for men in the same regions (DHS, 2013).

<sup>19</sup> International Monetary Fund (IMF) (2018). Nigeria, Selected Issues Paper. IMF Country Report no .18/64. Washington, D.C.

<sup>20</sup> With Government support and investment from various development partners (DPs).



from 30 percent to 69 percent at the junior secondary level (based on a comparison of Nigeria Education Data Survey (NEDS) data, 1990 and 2015).<sup>21</sup>

### Box 1: Overview of Nigeria's Education Sector

The Nigerian education system follows a '6-3-3-4' structure consisting of nine years of basic education (six years of primary and three years of junior secondary), followed by three years of senior secondary education and four years of tertiary education. Responsibility for the provision of education is divided among federal, state and local governments, with some overlap in practice. The Federal Ministry of Education (FME) has a policy formulation and coordination mandate, collects data for planning and financing, maintains standards, controls quality through the Inspectorate Services, effects international cooperation, and develops curricula in conjunction with other bodies. The National Council on Education coordinates policy making across the different tiers of Government, and the Universal Basic Education Commission (UBEC) is the federal agency responsible for basic education policy implementation. In addition to the 2004 UBE Act expanding the UBE Program to include the three years of JSS (that is, covering a total of nine years of basic education), it also called for the disarticulation of JSS from SSS which has not been successfully implemented by states.

**Primary education** is officially under the auspices of each State's Universal Basic Education Board (SUBEB). However, Local Government Areas (LGAs) also play a role at this level, for example, in the recruiting and monitoring of teachers and providing support with capital and financing school renovation projects. At the local level, the institutional framework is not clearly delineated as Local Government Education Authorities (LGEAs) oversee basic education, while LGAs are involved in the management and financing of primary education. **Junior secondary education** management is shared between the SUBEB and the State Ministry of Education (SME), with roles and responsibilities not clearly delineated. In some states, SUBEBs are active in the management of JSS, while in other states secondary education falls under a separate executive agency, the State Secondary Education Board (SSEB) under the SME or directly managed by the SME. **Senior secondary education** is under the jurisdiction of the SME, with the exception of 101 federal unity schools which are managed by the FME.

14. **Despite these improvements, access to education, especially at the junior and senior secondary levels, is still limited and inequitable between regions and gender in Nigeria (see figure 2).** The recent COVID-19 pandemic resulted in school closures worldwide, including in Nigeria where it brought serious disruptions to the education sector. With the COVID-19 shock, children and youth are forced out of school, with the poorest households hit hardest. With all schools currently closed due to COVID-19, millions of students' learning has come to a halt. Youth particularly girls who are forced out of school may not return; even before the crisis, Nigeria has a stubbornly high number of girls who were out of school. Nationally, an estimated 10.5 million children (ages 5 to 16)<sup>22</sup> are out of school, 90 percent of whom are in northern Nigeria and 7.4 million of whom are girls.<sup>23</sup> School enrollment declines significantly as one progresses through the education system, particularly in northern Nigeria. For example, in the North West, only 32.1 percent of boys and girls who begin primary school complete SSS, compared to 82 percent of children in the South East and South West of Nigeria (MICS, 2017). A comparison of educational outcomes between boys and girls shows that while outcomes for boys are marginally better than for girls

<sup>21</sup> National Population Commission and RTI international. 2011. *Nigeria Demographic and Health Survey (DHS) EdData profile 1990, 2003, and 2008: Education Data for Decision-making, 2011*. Washington, DC, United States: National Population Commission (Nigeria) and RTI International; National Population Commission (Nigeria) and RTI International. 2016. *2015 Nigeria Education Data Survey Education Profile*. Washington, DC: U.S. Agency for International Development and National Population Commission, & RTI international. 2011. Nigeria demographic and health survey (DHS) EdData profile 1990, 2003, and 2008: Education data for decision-making, 2011. Washington, DC, USA: National Population Commission (Nigeria) and RTI International; National Population Commission (Nigeria) and RTI International. 2016. 2015 Nigeria Education Data Survey Education Profile. Washington, DC: United States Agency for International Development.

<sup>22</sup> Basic education age is 5-16 years of age. This does not include all of the senior secondary school-age girls (ages 15 to 18).

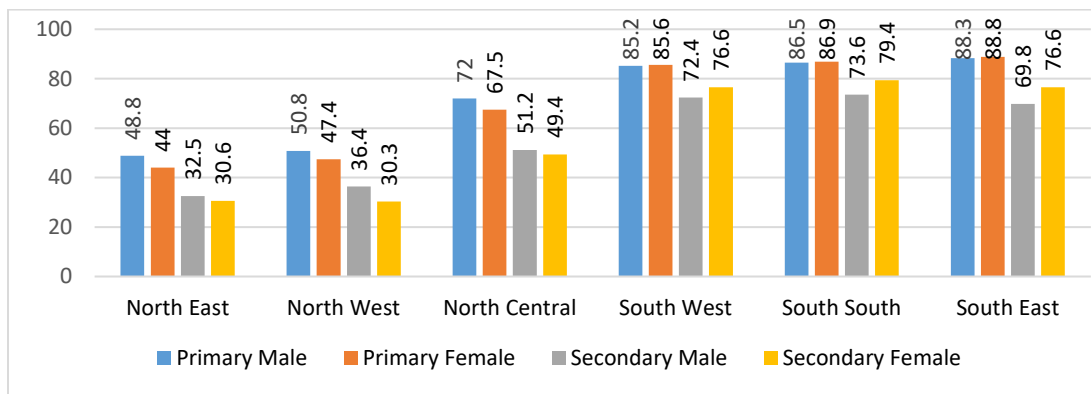
<sup>23</sup> Authors' estimation using population projection data from NBS, 2019 and estimates for the share of out-of-school children from NEDS, 2016.



in the north, both boys and girls in northern Nigeria have low levels of schooling compared to children in southern parts of the country. At the primary level, for example, the school attendance rate for boys and girls in northern Nigeria was 49 percent and 44 percent, respectively, compared to an overall rate of 88 percent in the South East.

15. **Education outcomes at the secondary level among adolescent girls are particularly concerning.** Of the 1.85 million girls who began primary school in 2017/18 in the northern states, it can be expected that over two-thirds (or 1.30 million) of them will drop out before reaching the last year of JSS (see figure 3).<sup>24</sup> While recent data are not available at the senior secondary level, school census data from the 2015/16 academic year show that the senior secondary gross enrollment rate among girls was 21 percent in the North East and 24 percent in the North West, with the rates being as low as 16 percent in Borno and Kebbi states (Education Management Information System [EMIS], 2016).<sup>25</sup>

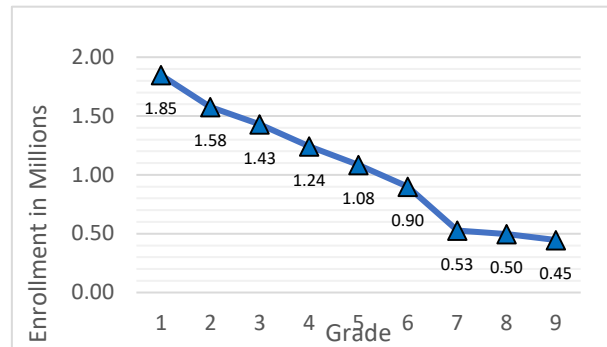
Figure 2: Primary and Secondary School Net Attendance Rate by Region and Gender



Source: MICS, 2017<sup>26</sup>

16. **Adolescent girls in northern Nigeria face complex and multi-dimensional constraints in accessing and completing secondary education.** In preparation of the project, the Government, in collaboration with the World Bank, conducted intensive stakeholder consultations on adolescent girls' education in five northern states that have low secondary school access rates, a high number of out-of-school girls, high fertility rates, a high prevalence of early marriage and some of the poorest human development outcomes, namely Borno, Kaduna, Kano, Kebbi, and Katsina states.

Figure 3: Female Enrollment by Grade in Northern Nigeria



Source: NPA Survey, UBEC, 2017/18

These consultations provided a better understanding of the constraints that girls face in accessing and

<sup>24</sup> Universal Basic Education Commission. 2018. National Personnel Audit Survey. Abuja, Nigeria (data obtained from UBEC directly).

<sup>25</sup> Federal Ministry of Education. 2016. Education Management Information System (EMIS), Nigeria Education Indicators. Abuja, Nigeria ([http://www.nemis.gov.ng/downloads\\_fold/Nigeria%20Education%20Indicators%202016.pdf](http://www.nemis.gov.ng/downloads_fold/Nigeria%20Education%20Indicators%202016.pdf))

<sup>26</sup> NBS (National Bureau of Statistics) and UNICEF (United Nations Children's Fund). 2017 *Multiple Indicator Cluster Survey 2016-17, Survey Findings Report*. Abuja, Nigeria: National Bureau of Statistics and United Nations Children's Fund.

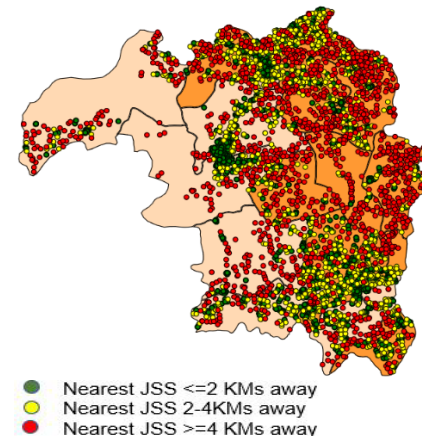


staying in school (see annex 5). On the basis of information gathered, a review of available research and data analysis and experience under World Bank-supported projects, a set of critical supply- and demand-side constraints to accessing and completing school was identified as described below.

### Supply-side Constraints

17. **Lack of secondary schools.** For many girls (and boys) in the north, there is no secondary school where they live – more than one-quarter (23 percent) of primary schools (a proxy for community location) in the north do not have a JSS within 4 km compared to only 5 percent of primary schools in southern Nigeria. The expansion of school infrastructure has not kept pace with the rapid growth in primary enrollment or the rising transition rates to secondary school. Nationally, there is an acute shortage of secondary schools with only 30,579 JSSs and 21,688 SSSs (EMIS, 2016)<sup>27</sup> – compared to 131,000 primary schools, implying a ratio of approximately 4.3 primary schools for every JSS and 6.1 primary schools for every SSS. The lack of secondary schools is significantly greater in the north with more than ten primary schools for every primary school. The lack of schools is particularly significant in certain states – including Kaduna, Katsina and Kebbi states as shown in table 2<sup>28</sup>. The lack of schools is even more stark at the senior secondary level, for example, in Kebbi there are 20 primary schools for every SSS (EMIS, 2016 and NPA, 2018).<sup>29</sup>

**Figure 4: Primary Schools by Distance to Junior Secondary School (Kaduna State)**



Source: Authors' analysis of NPA Survey, UBEC, 2017/18

18. **Poor condition of infrastructure and a lack of water, sanitation and hygiene (WASH) facilities:** Underinvestment has left a legacy of secondary schools with poor infrastructure and dilapidated buildings and total lack of basic amenities (see table 2 for more details). There is, in many schools, a lack of basic facilities including (separate) toilets and WASH facilities which impedes girls' attendance and retention in school. More than 50 percent of public JSS in Borno, Kano, Kaduna and Kebbi reported that more than one-half of their classrooms were in poor condition while over 60 percent reported having no teaching materials, roofing, furniture, perimeter fencing or separate toilets for girls. The lack of toilets is considerable with an average pupil-to-toilet ratio of 280 to 1, significantly above the recommended ratio of 40 to 1. Most of the schools are inaccessible to children with physical disabilities. In conflict-affected areas of the North East, as a result of Boko Haram's targeting of schools, many are damaged or destroyed and a large portion (for example, 77 percent of those in Borno) have no WASH facilities.

<sup>27</sup> Recent school level data at the senior secondary level are currently lacking. The only information on the number of senior secondary schools comes from the 2015/16 EMIS school census, which shows 21,688 senior secondary schools nationally.

<sup>28</sup> The latest school level data comes from the 2017/18 NPA survey, which does not contain information on senior secondary schools. In Kaduna, there are 5,101 primary schools and 904 JSS. In Kano there are 7,972 primary schools to 1,669 JSS. In Katsina and Kebbi there are 3,550 and 3,245 primary schools and 548 and 370 JSS respectively.

<sup>29</sup> According to the 2015/16 EMIS school census, the number of SSS in Kaduna was 706, in Kano 863, in Katsina 384, and in Kebbi 136.



**Table 2: Status of Public JSS \***

JSSs	Borno	Kaduna	Kano	Katsina	Kebbi	Plateau
<b>Total number of JSSs</b>	<b>370</b>	<b>904</b>	<b>1,669</b>	<b>548</b>	<b>370</b>	<b>1,046</b>
<b>Total number of SSSs</b>	<b>110</b>	<b>706</b>	<b>862</b>	<b>384</b>	<b>163</b>	<b>711</b>
<b>Portion of public JSS that reported having:</b>						
<b>At least 50% of classrooms in bad condition</b>	<b>47.2</b>	<b>51.4</b>	<b>22.9</b>	<b>38.4</b>	<b>48.6</b>	<b>39.9</b>
<b>No separate toilet for girls</b>	<b>57.6</b>	<b>27.2</b>	<b>18.2</b>	<b>16.8</b>	<b>43.6</b>	<b>42.4</b>
<b>No safe drinking water</b>	<b>61.1</b>	<b>29.7</b>	<b>20.2</b>	<b>19.9</b>	<b>15.7</b>	<b>35.4</b>
<b>Not having any power</b>	<b>70.7</b>	<b>53.3</b>	<b>40.4</b>	<b>47.7</b>	<b>49.3</b>	<b>35.8</b>
<b>No functional computers</b>	<b>85.2</b>	<b>72.0</b>	<b>60.9</b>	<b>67.2</b>	<b>59.6</b>	<b>34.3</b>
<b>No functional laboratories</b>	<b>92.6</b>	<b>60.2</b>	<b>69.1</b>	<b>48.7</b>	<b>70.7</b>	<b>32.5</b>
<b>Pupil textbook ratio: English</b>	<b>10.6</b>	<b>1.5</b>	<b>3.2</b>	<b>3.7</b>	<b>3.9</b>	<b>2.1</b>
<b>Pupil textbook ratio: Math</b>	<b>12.5</b>	<b>1.4</b>	<b>3.2</b>	<b>3.9</b>	<b>3.7</b>	<b>2.1</b>
<b>Pupil textbook ratio: Basic Science</b>	<b>11.8</b>	<b>1.5</b>	<b>4.6</b>	<b>5.3</b>	<b>4.2</b>	<b>2.9</b>

Source: NPA, 2018. \*Senior secondary data is not available

**Demand-side Constraints**

19. **Prevailing social and cultural norms:** Traditions, social norms and gender biases often prevent girls from accessing and completing secondary school. Cultural, social and religious norms have a significant effect on girls’ education in contrast to the high demand for religious and/or *islamiyya* schooling. Further, families and communities are influenced by cultural and social norms that undervalue the benefits of educating girls. In many communities, a woman’s role is primarily understood as that of a wife and mother with little value placed on her educational attainment. Although the legal age for marriage in Nigeria is 18, exceptions are made in light of religious or customary law, and for many families, marrying their adolescent daughters is culturally acceptable and can promote status in the community. According to a study of girls in Kano and Katsina, around one-third of girls who dropped out reported “marriage” or “plans to marry” as the primary reason for leaving school.<sup>30</sup> Early marriage is strongly associated with level of education: 82 percent of women with no education marry before they are 18, compared with 13 percent of women who completed secondary education.<sup>31</sup> The prevalence of early marriage at 15 years of age is 45 percent and even higher in Katsina, Kano, Kebbi, Zamfara, Jigawa, Sokoto and Borno states. Girls’ education is also hindered by the gendered division of household labor, with girls often expected to contribute to providing care for younger siblings or engaging in farming activities.

20. **Costs of secondary school:** Close to 80 percent of poor households are in the north – and for these families – it is difficult to cover the direct or indirect cost of schooling. According to the 2015 NEDS, 18 to 38 percent of girls ages 6 to 16, who were out of school in the north, reported the monetary cost of schooling as the main constraint.<sup>32</sup> The financial burden on families is even higher at the senior secondary level as there are school fees in addition to other costs. For poor families, sending their daughters to

<sup>30</sup> Through this assessment, Mercy Corps profiled 1,800 adolescent girls (ages 15 to 19) across the north western states of Kano, Katsina, and Jigawa to identify key barriers and opportunities for financial inclusion and entrepreneurship. Mercy Corps.2013. *Adolescent Girls in Northern Nigeria: Financial Inclusion and Entrepreneurship Opportunities Profile*.

<sup>31</sup> Girls Not Brides. (2018). <https://www.girlsnotbrides.org/child-marriage/nigeria/>.

<sup>32</sup> According to the 2015 NEDS, 38 percent of children in the North Central reported being out of school due to monetary costs while 21.7 percent of children in the North East reported them as the reason they were out of school. In addition, similarly, 24.7 percent of children in the North West reported that they were out of school due to the ‘demand for labor’ while 15.7 percent of children in the North Central reported this as one of the main reasons that they were out of school. National Population Commission (Nigeria) and RTI International. 2016. *2015 Nigeria Education Data Survey Education Profile*. Washington, DC: U.S. Agency for International Development.



school means losing a key income earner who is critical to meeting their basic needs. Educating their girls means a trade-off between girls going to school and foregone income.

21. **Lack of relevance of secondary education/limited returns to education:** The prevailing belief among many households is that secondary school will not help girls acquire the vocational skills and knowledge relevant for the labor market.<sup>33,34</sup> Given uncertainty as to the long-term returns of education with schools considered unable to increase girls' access to economic assets and improve their overall financial security, education is often deemed an unwise financial investment, particularly among poor households.<sup>35</sup> This perception is reinforced by a lack of formal jobs and examples of educated women in the local communities who have improved their economic status. Many families do not believe education alone can empower their daughters with an alternative economic path or a pathway to the labor market.

22. Based on available research acquiring skills does not necessarily provide a pathway to the labor market.<sup>36</sup> Without life skills training and relevant knowledge, skills interventions do not transform girls' lives. The lack of opportunities to acquire life skills, health knowledge, and strong social networks further discourages families from investing in the education of their daughters. Data show that many girls lack socio-emotional skills (self-determination, confidence etc.), have limited knowledge on critical adolescent health issues (for example, one study found that only 26.5 percent of females ages 15 to 19 years in Nigeria had comprehensive knowledge of reproductive health [RH] or HIV/AIDS)<sup>37</sup> and receive little essential health information during adolescence. Often, unintended pregnancy among adolescent girls is a consequence of little or no access to adolescent RH information and services.<sup>38</sup>

23. **Girls are at risk of violence in and around schools:** Girls are often required to travel long distances to the nearest school placing them at risk of sexual exploitation and abuse (SEA) and other forms of gender-based violence (GBV). In northern Nigeria, as female students have been directly targeted by Boko Haram, families are increasingly reluctant to send their girls to school. Further, corporal punishment and physical disciplinary action are commonplace. Though codes of conduct (CoCs) exist for teachers, students and parents, they do not adequately address issues of corporal punishment and there are no clear pathways for preventing, identifying, reporting and addressing incidents of violence. There is also a limited understanding of GBV among communities and parents, including its negative impact on girls' enrollment, attendance and retention.

### **System-level Constraints**

24. **Gaps in planning and provision of secondary education:** While responsibility for SSS management lies with the State Ministry of Education (SME) and the responsibility of JSS management lies with the State Universal Basic Education Board (SUBEB) (see box 1), in practice, the management of JSSs is still with the SME or shared between the SUBEB and the SME. In such instances, the roles and responsibilities are not clearly delineated, making the management of secondary education inefficient with support to secondary schools often inequitable and inadequate further exacerbating supply-side constraints to girls' education. For example, currently most states do not have a secondary school network development

<sup>33</sup> Available data provides evidence of low learning outcomes which is reflective of poor-quality education provided (SDI survey-Nigeria 2013 and NBS 2019). See under supply-side barriers for detailed discussion on the poor quality and relevance of education.

<sup>34</sup> Those who do acquire vocational skills and knowledge relevant to the labor market, receive this on an ad hoc basis through targeted programs and either receive one or the other, while the research shows the importance of both types of skills training for girls' empowerment.

<sup>35</sup> Mercy Corps. 2013. Adolescent Girls in Northern Nigeria.

<sup>36</sup> Judith Walker. 2019. Lessons Learned from Skills Acquisition Programs for Girls at Risk in Northern Nigeria.

<sup>37</sup> UNFPA. 2013. *Review of Adolescent and Youth Policies, Strategies and Laws in Selected West African Countries*. UNFPA. Found at [https://wcaro.unfpa.org/sites/default/files/pub-pdf/UNFPA\\_WAfrica\\_Youth\\_ENG\\_20170726%20%281%29\\_0.pdf](https://wcaro.unfpa.org/sites/default/files/pub-pdf/UNFPA_WAfrica_Youth_ENG_20170726%20%281%29_0.pdf)

<sup>38</sup> UNFPA (United Nations Population Fund). 2017. *Technical Guidance on Prioritizing Adolescent Health and Adolescent Pregnancy*. Available online: <http://www.unfpa.org/adolescent-pregnancy> (accessed on June 6, 2018).



plan, and they also lack a strategic plan for teacher management and professional development that can guide merit-based recruitment of secondary school teachers and teachers' overall career development.

**25. Lack of data to assess current programs and to guide decision-making to support girls' schooling:**

There is limited information on girls' education outcomes and data on education trends, particularly for girls at the senior secondary level. There is no comprehensive dataset on senior secondary schooling and education outcomes which prevents identification and analysis of gender gaps and assessment of progress and limits the ability to distribute resources equitably. More generally, there is a lack of high quality, timely and reliable data at the senior secondary level. Comprehensive system-level data are mainly drawn from the NPA survey conducted by UBEC, which provides school census-based data that cover only basic education (primary and junior secondary). There are also capacity limitations at the federal and state levels in analyzing and utilizing the little senior secondary education data that exist.

***Government's Renewed Commitment on Girls' Education and Empowerment***

**26. To respond to the constraints on girls' education and empowerment, the Government has renewed its commitment.** The *Investment in Youth* pillar of the Economic Recovery and Growth Plan (ERGP)<sup>39</sup> lays the foundation for Nigeria's future economic growth and has a specific focus on girls, including their education and empowerment. Moreover, the Government's Human Capital Development Vision underscores the critical aims of promoting universal education and prioritizing girls' education. Therefore, in 2019, the Government put forward a set of prioritized policy and programmatic actions, and committed to, among others, doubling girls' secondary education enrolment and completion rates.

**27. The Government has expressed its commitment to promote gender equality and girls' empowerment.** A key focus of the National Gender Policy is promoting women's empowerment and integrating gender within key sectors including education. The recent administration has also increased resources for ministries whose work has a direct bearing on the lives of women, particularly their health and education. There is also growing collaboration among the Government and various Development Partners (DPs) in this area. This collaboration is evident in a project on empowering and building the resilience of women and girls being implemented in Borno and Yobe States<sup>40</sup> and through the Education of Nigerian Girls in New Enterprises (ENGINE) Department for International Development (DFID) Program which aims to boost learning outcomes and economic status of marginalized adolescent girls in Nigeria.

**28. State governments have also demonstrated their commitment to promoting girls' education, as captured in their Education Sector Plans.** States' Education Sector Plans<sup>41</sup> include measures to increase access to basic and secondary education and to improve the quality of education services with a specific focus on girls' education. Some of the proposed activities and efforts include female teacher recruitment, teacher professional development, and rehabilitation of schools. Kaduna and Kano states have extended the provision of compulsory and free education to include free senior secondary education for all girls (for a total of 12 years).

<sup>39</sup> Economic Recovery and Growth Plan (ERGP), Ministry of Budget and National Planning Posted: 2017-02

<sup>40</sup> <https://africa.unwomen.org/en/news-and-events/stories/2018/06/nigeria-perd-article>

<sup>41</sup> Including in the participating states, which are developed/updated with support from the IDA-funded Better Education Service Delivery for All (BESDA) Operation (P160430). World Bank. 2017. <http://documents.worldbank.org/curated/en/839251498183393835/Nigeria-Better-Education-Service-Delivery-for-All-Operation-Project>



29. **Legal frameworks.** Some of the states' commitments to girls' education and empowerment are reflected in recent legislation – for example, a law was passed in Kano state which requires girls to complete secondary education before getting married. Further, the Nigeria civil law Marriage Act (1990)<sup>42</sup> has set the legal age of marriage for women and men at 21 years of age. The consent of a legal authority (parent, court, or administrative officer) is required for a person under the legal age to marry. Nigeria has statutory laws that criminalize rape under the Violence against Persons Prohibition Act 2015<sup>43</sup>; and female genital mutilation is also prohibited.

30. **The Federal Government is committed to the provision of quality education for all.** The vision of the Federal Ministry of Education (FME) is “to provide universal and equal access to quality basic and secondary education that will ensure self-reliance, preparedness for further education, good citizenship, and effective participation in democratic governance”.<sup>44</sup> This is expected to be realized through efforts supported by and aligned with the Government's Universal Basic Education Program. Education efforts aim to be inclusive of all children, including girls, children with disabilities, and indigenous populations.<sup>45</sup>

31. **The Government has requested World Bank support to undertake a transformative initiative to improve education outcomes and the overall wellbeing and life trajectory of adolescent girls in northern Nigeria.** The Adolescent Girls Initiative for Learning and Empowerment (AGILE) Project seeks to improve adolescent girls' access to secondary education opportunities. The project aims to support the Government through a holistic and multisectoral approach to unlock binding demand- and supply-side constraints to girls' empowerment in northern Nigeria. The project will use secondary schools as a platform to empower girls through education, life skills, health education (e.g. nutrition, reproductive health) GBV awareness and prevention, negotiations skills, self-agency and digital literacy skills.

**Box 2: The World Bank's Support to the Government on Girls' and Women's Empowerment**

There are a number of World Bank-financed operations that aim to improve the lives of adolescent girls and women. Overtime, the utilization of World Bank financing by the Government to implement interventions that support girls and women is growing (annex 4). In the education sector, World Bank-supported/financed projects have focused on increasing girls' enrolment in primary school (Global Partnership for Education-funded Nigeria Partnership for Education Project (NIPEP) (P143842) being carried out in five states for which the World Bank is the Grant Agent) as well as the BESDA Operation (P160430) being implemented in 17 states to promote equitable access for out-of-school children, increasing literacy and improving the quality of basic education, with a strong emphasis on out-of-school girls.

Operations such as the Accelerating Nutrition Result in Nigeria (ANRiN) Project (P162069) and the Saving One Million Lives Operation (P146583) are supporting an increase in the utilization of quality nutrition and health services by pregnant and lactating women, adolescent girls and children and of reproductive health services for women. The World Bank has also supported innovative approaches to community service delivery through the Community and Social Development Project (CSDP) (P090644) which aims to improve social infrastructure services through communities in a sustainable manner for the poor with a focus on girls and women, the National Social Safety Nets Project (NASSP) which aims to provide access to targeted financial transfers to poor and vulnerable households, the Nigeria for Women Project (P161364) which aims to improve the livelihoods of women ages 18 to 64 in agriculture and the Youth Employment and Social Support Operation (YESSO) (P126964) which aims to provide youth, including young women with employment opportunities as well as to provide a safety net for poor households and the Developing Innovative Solutions to Improve Access to Finance for Women Entrepreneurs in Nigeria (WE-FI) (P168390) which aims to increase women's access to financial capital.

<sup>42</sup> [www.nigeria-law.org/Marriage Act.html](http://www.nigeria-law.org/Marriage%20Act.html)

<sup>43</sup> [https://www.law.cornell.edu/women-and-justice/resource/violence\\_against\\_persons\\_%28prohibition%29\\_act](https://www.law.cornell.edu/women-and-justice/resource/violence_against_persons_%28prohibition%29_act)

<sup>44</sup> The constitution states that, “the Government shall as and when practicable provide (a) free, compulsory and universal primary education; (b) free secondary education; (c) free university education; and (d) free adult literacy programme.”

<sup>45</sup> The Discrimination against persons with disabilities (prohibition) Act includes commitments to inclusive education as an unfettered right to education without discrimination or segregation in any form.



## B. Relevance to Higher Level Objectives

32. **The AGILE Project is aligned with the SCD priorities and Country Partnership Framework (CPF) objectives.** The 2020 SCD identified building human capital and bridging the North-South divide as a key pathway for Nigeria to overcome its development challenges, with an understanding that increased access to and higher completion rates in girls' secondary education are expected to have a positive and lasting impact on the health, nutrition and overall standard of living for girls and their families, as well as on broader social and economic development, bridging the gaps between the North and the South. The project supports one of the pillars of the World Bank Group's Country Partnership Strategy for FY14-19 (Report No. 82501-NG) for efficiency of social service delivery. The project's focus on equitable access to education is aligned with the CPF covering 2020-2024 (currently under preparation and planned to be presented to the World Bank Board of Executive Directors in FY21) and its goals of improving the quality and efficiency of social service delivery, promote social inclusion and strengthen governance and public sector management, with gender equity and conflict sensitivity as essential elements of good governance.

33. **The project is aligned with the objectives of the ERGP and the states' own education initiatives and programs.** The ERGP recognizes that the shifts in the global economy, the emergence of new sectors and the digital revolution have changed the skills required of the work force and that Nigeria needs to reposition its education sector to prepare its young people to cope with the changing technological and economic environment. Thus, the ERGP aims to ensure quality universal education for Nigerian children and youth, increase the number of youth and adults with the skills required to secure employment and/or become entrepreneurs, and prioritize education for girls. Further, the project is aligned with the aims and priorities articulated in the States' Education Sector Plans, as described earlier.

34. **The project's design is aligned with the World Bank's larger corporate objectives.** Its emphasis on building human capital in disadvantaged areas reflects the World Bank's twin goals of reducing extreme poverty and building shared prosperity. Its focus on empowering girls through, among other activities, increasing access to education is aligned with the World Bank Gender Equality, Poverty Reduction and Inclusive Growth Strategy (2016-2023)<sup>46</sup> as it will address an important gender gap in human endowments and will enhance voice and agency as the girls transition to adulthood. The project's design is also aligned with the focus and aims of the World Bank Group Strategy for Africa (2019) which emphasizes strengthening human capital as an important strategy – through, among others, increasing female education, reducing child marriage, and promoting gender equity and female employment and access to job opportunities and the Human Capital Business Plan for Africa (2019)<sup>47</sup> which identifies 'a focus on women's empowerment' as a strategic pillar. The project also reflects the World Bank's aim to support the social and economic integration of persons with disabilities by aiming to addressing gaps in access to education among children with disabilities.<sup>48</sup>

<sup>46</sup> World Bank. 2017. Gender Equality, Poverty Reduction, and Inclusive Growth: 2016-2023 Gender Strategy - 2017 Update to the Board (English). Washington, D.C.: World Bank Group.

<http://documents.worldbank.org/curated/en/207481489888852225/Gender-Equality-Poverty-Reduction-and-Inclusive-Growth-2016-2023-Gender-Strategy-2017-Update-to-the-Board>

<sup>47</sup> <https://www.worldbank.org/en/region/afr/publication/africa-human-capital-plan>

<sup>48</sup> Children with disabilities have significant disadvantages in "ever enrolling in school, completing primary or secondary school, or being literate." Male, C., and Q. Wodon (2017). Disability Gaps in Educational Attainment and Literacy, The Price of Exclusion: Disability and Education Notes Series, Washington, DC: The World Bank.



## II. PROJECT DESCRIPTION

### A. Project Development Objective

35. **Project Development Objective (PDO) Statement:** To improve secondary education opportunities among girls in targeted areas in participating states.<sup>49</sup>

36. Progress towards PDO achievement will be measured using the following key results indicators:
- Students benefitting from direct interventions to enhance learning (number disaggregated by gender);
  - Girls currently enrolled in JSS and SSS in participating states (number);
  - Girls transitioning to secondary school in participating states (percent);
  - Students trained who demonstrate digital literacy (percent); and
  - Girls completing life skills program (number)

### B. Project Components

37. **The AGILE Project will work with the Federal Government and support participating states to improve secondary education opportunities among girls. The AGILE Project aims to achieve its objective through targeted assistance following key project principles (see box 3).** The following seven states will participate: Borno, Ekiti, Kaduna, Kano, Katsina, Kebbi, and Plateau; and any other state that may be selected to participate in the project. Nasarawa state expressed interest in joining during the appraisal stage, and may join following the midterm review. The selection of *participating states* was conducted through a consultative process involving the FME, the Federal Ministry of Finance (FMF), state governors and SMEs. The following criteria was used to select participating states: (a) a high number of out-of-school girls; (b) low transition rates to JSSs and SSSs; (c) existence of *enabling policies* on girls' education; and (d) a state's engagement and commitment to improving girls' educational attainment and empowerment. AGILE-supported interventions will reach about 182 Local Government Authorities (LGAs) and all public JSS and SSS, while prioritizing targeted areas that are poor and have the lowest secondary transition rates among girls in participating states.<sup>50</sup> The AGILE project aims to benefit all adolescents (boys and girls) in public secondary schools (state/Local Government Authority, integrated *Islamiyaa* schools and community schools.<sup>51</sup>)

<sup>49</sup> Opportunities in the PDO entails the wide range of multi-sectoral interventions the project supports beyond traditional education, in particular school will be used as a platform to empower girls through life skills, health education (e.g. nutrition, reproductive health) GBV, negotiations skills, self-agency, confidence and digital literacy skills.

<sup>50</sup> The LGAs in each state are ranked. Those that rank in the bottom half are currently targeted by the project.

<sup>51</sup> Definition based on data from the NPA 2018.



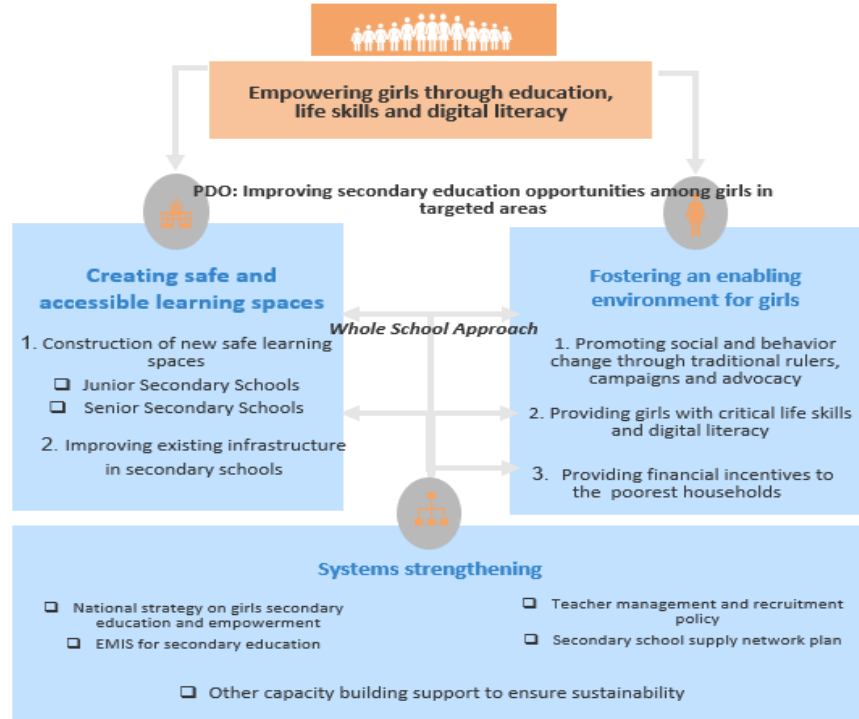
### Box 3: Key Project Principles

- **Government commitment:** State governments have shown a strong commitment to increase girls' access to secondary education; this is evident in recent legislation such as the introduction of free secondary education for girls in Kano and Kaduna states.
- **Multi-sectorality, flexibility and performance based:** The project will use schools as a platform to deliver multi-sectoral services for adolescent girls in school, including: (a) education; (b) life-skills training (self-determination, gender awareness and confidence); (c) GBV and health awareness (reproductive health, hygiene and nutrition); and (d) digital literacy. These key specific interventions were carefully selected as building blocks for empowering girls to reach their full potential. Further, the project will provide financial incentives to the poorest households. In order to provide maximum flexibility and disbursement based on performance, US\$10 million of project funds will remain unallocated to be allocated to states based on performance during midterm.
- **Conflict sensitivity and adaptation:** Given the conflict and fragility in the Northeast of Nigeria, the project design is adjusted to account for needs of specific states which have been most affected, such as Borno. Implementation measures have been adapted to accommodate these settings, including for example, the use of third-party monitoring and implementation in hard-to-reach areas. To this end, the project will mainstream the use of third-party monitoring including information and communications technology (ICT). Geo-enabling technology will also be used to help enhance accountability and transparency and systematize the analysis of collected field data in an integrated M&E system. The use of security personnel will mainstream Environmental and Social Standard (ESS4) requirements. As such, a Security Risk Assessment (SRA) will be carried out and the project will take steps to ensure proper identification and mitigation of conflict risks while also supporting resilience measures working with existing programs in Borno (Multi-Sectoral Crisis Recovery Project for North Eastern Nigeria) (P173104).
- **Building on existing systems and programs:** The project has linkages with and draws on experiences and achievements in other projects in Nigeria, for example, under Subcomponent 1.1, the project builds on the community structure and approach used under the CSDP and the use of the NSR under NASSP.

38. The project consists of the following three components: (i) Creating Safe and Accessible Learning Spaces; (ii) Fostering an Enabling Environment for Girls; and (iii) Project Management and System Strengthening (see figure 5). Each component is described below and in further detail in annex 2.



Figure 5: AGILE Approach to Improving Secondary Education Opportunities Among Girls in Targeted Areas



**Component 1: Creating Safe and Accessible Learning Spaces (US\$315 million equivalent)**

39. This component will address supply-side constraints to girls’ education. Specifically, the component will support: (a) the construction of new classrooms (climate-smart infrastructure) to expand existing primary and JSSs to include JSSs and SSSs, respectively; and (b) the rehabilitation of dilapidated classrooms/facilities as well as the provision of teaching and learning materials (TLMs) to make schools functional, safe, inclusive and conducive to teaching and learning.

**Subcomponent 1.1: Creating new safe learning spaces in secondary schools (US\$180 million equivalent)**

40. This subcomponent will support increased access of adolescent girls to secondary education in rural communities within targeted LGAs by constructing climate-smart infrastructure. New learning spaces will be provided by expanding existing<sup>52</sup> primary schools and JSSs to include JSSs and SSSs<sup>53</sup>, respectively. In targeted primary schools, junior secondary classrooms (sections) for each grade (JSS1 – JSS3)<sup>54</sup> will be built and, in targeted JSSs, senior secondary classrooms (sections) for each grade (SSS1-SSS3) will be built. Under this subcomponent, about 5,556 new JSS and 3,324 SSS classrooms will be built, translating to 440 JSSs and 220 SSS schools, at an estimated unit cost of US\$180,000 and US\$300,000, per school respectively, to be constructed in six of the participating states (Borno, Kaduna, Kano, Katsina, Kebbi and Plateau). The allocation of the new schools across the states will consider states’ primary-to-secondary school ratio and student population, as well as security concerns.

<sup>52</sup> JSS sections will be constructed within the compound of an existing primary school which is identified by the community as a safe location.

<sup>53</sup> A minimum of 6 new classrooms to accommodate two streams, while the expansion of a JSS to include an SSS is expected to require a minimum of 12 classrooms to accommodate four streams.

<sup>54</sup> JSS consists of JSS1–JSS3 grades and SSS consists of SSS1–SSS3



41. Funding for the JSS and SSS construction will be provided in tranches based on verification for completion of activities on construction work and implementation of a teacher recruitment costed action plan. It will also align with each state's network of secondary school expansion strategy which will be developed with technical assistance (TA) provided under Component 3.

42. In addition to new classroom construction, the package will include other basic amenities as described below. The construction will adhere to specific standards<sup>55</sup>, follow cost-effective design models and ensure that each school will have: (i) functional classrooms with adequate light, good ventilation, storage and furniture; (ii) an office; (iii) a multipurpose hall; (iv) separate toilets for girls and boys; (v) WASH facilities (WASH facility construction will follow the technical guidelines and standards that have been established by the FME); (vi) admin block and staff toilet; and (vii) perimeter fences (where applicable). In SSSs, each new school will also have (viii) a computer room or science lab; and (ix) other school complementary interventions. The buildings will be designed and oriented on sites according to climatic considerations to minimize solar heat gain. See more details in annex 6 on climate change considerations in construction. The project will use only public lands, free of squatters, for the construction purposes. All buildings will be accessible for children and youth with disabilities, will be in a location deemed safe by the community (with a safe pathway for access from the communities to schools to minimize isolated and unsafe routes to schools) and will follow the crime prevention through environmental design (CPTED) principles<sup>56</sup> for adequate safety measures and provisions.

43. **Implementation arrangements for JSS construction.** A community-led school construction modality will be used for JSS construction – an approach which has been successfully implemented under the CSDP wherein a community structure was established which successfully managed community civil works.<sup>57</sup> As such, an existing community structure or newly-elected<sup>58</sup> Community Project Management Committee (CPMC) for each targeted community or up to a maximum of three targeted communities will work closely with the relevant departments and the SPIU<sup>59</sup> to manage and oversee the construction process, including: the expression of interest, identification of primary schools for expansion with SPIU support, construction management, and overall supervision. Disbursement of funds will be provided in tranches based upon verification of completion of activities and implementation of the teacher recruitment costed action plan. The CPMC will build on existing SBMC structure, register with LGA, open a bank account, prepare a proposal and obtain the respective SPIU's approval to procure a building contractor according to the agreed procurement procedures. The list of schools where new construction will be undertaken will be validated by the SPIU and approved/ endorsed by the State Project Steering Committee (SPSC). Training will be provided to the CPMC on construction management and environmental and social (E&S) compliance based on a manual to be developed by specialized consultants hired by the SPIU to support this subcomponent.<sup>60</sup>

44. Specifically, in terms of construction, officers from SUBEB and the Departments of Physical Planning of the SME/SSEB responsible for school construction in the states will serve as technical focal points to the CPMC. The E&S officers of the SPIU will review Environmental and Social Impact Assessments

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<sup>55</sup> Constructions will adhere to minimum standards developed by UBEC which will be reviewed, updated and agreed before project effectiveness.

<sup>56</sup> The four main principles of CPTED are: natural surveillance, natural access control, territorial reinforcement and maintenance.

<sup>57</sup> CSDP has established a fully functional community structure at the community level, validated by the community and state government. The structure has proven to be effective in carrying out civil works in their communities.

<sup>58</sup> The SPIU and Community and Social Development Agency in the LGA would facilitate the formation of CPMC in communities selected for school construction/rehabilitation in communities where they do not already exist.

<sup>59</sup> In each of the participating states, an SPIU will be established to coordinate the overall implementation of the project. A detailed overview of the roles and responsibilities of SPIU is provided under the Implementation arrangements subsection and in Annex 1.

<sup>60</sup> Consultants will be hired by the SPIU to support the CPMC.



(ESIAs)/ Environmental and Social Management Plans (ESMPs) prepared by the specialized consultants to ensure that all E&S issues are adequately addressed in accordance with the World Bank's ESS. The roles and responsibilities of CPMC, SPIU, SUBEB and the Departments of Physical Planning of the SME/SSEB will be further defined in the Project Implementation Manual (PIM).

45. **Implementation arrangements for SSS construction.** An SME- and SPIU-led approach will be used for the construction of SSSs. Specifically, the SPIU will manage the construction process including: the selection of sites for new construction (requiring confirmation of land availability within the candidate JSS); engagement with design consultants to adapt the standard design to be site-specific and prepare the bidding documents; undertaking of the bidding process and awarding of contracts; supervision of the construction process by the contractor and consultants; providing payments based on the Bill of Quantities (BoQ); and undertaking of efforts to ensure that the E&S safeguards standards are applied. The NPCU would appoint a third-party monitor to visit the construction sites on an agreed frequency to review the construction quality for both JSSs and SSSs.

46. **Teacher recruitment and deployment for new schools:** As part of this subcomponent, participating state governments will be responsible for the recruitment, deployment and financing of approximately 2,000 secondary school teachers (not less than 50 percent of whom should be female) estimated to be needed in each state for the new JSSs and SSSs to be constructed under this subcomponent. Under Component 3, each participating state will be provided with TA to develop a detailed and costed action plan for the recruitment, deployment and training of these new secondary school teachers.<sup>61</sup> The process of recruitment and deployment of teachers is expected to start as soon as the construction sites have been identified and should be completed at least six months before the first school year starts in the newly built schools. Further, construction efforts will be aligned with each state's network of secondary school expansion strategy the development of which will be supported under Component 3. Funding for construction will be linked to the implementation of teacher recruitment costed action plan in the states.

***Subcomponent 1.2: Improving existing infrastructure in secondary schools (US\$135 million equivalent)***

47. The objectives of this subcomponent are to: (i) accommodate an increase in girls' enrolment and girls' transition to secondary schools; and (ii) make the school environment safe, accessible, inclusive and conducive to teaching and learning. It will provide school improvement grants (SIGs) to improve existing infrastructure in about 2,786 JSSs and 1,914 SSSs. Two types of SIGs will be provided:

- a) **Large infrastructure expansion SIGs** to support JSSs and SSSs that will receive beneficiaries of the Girls' Scholarship Program (GSP) supported under Subcomponent 2.3 to reduce overcrowding of existing schools/ensure adequate spaces for students in schools. Schools that have more than 50 students per functional classroom who receive an additional 50 girls or more from the GSP will receive from US\$30,000 to US\$60,000 to build or rehabilitate a block of three classrooms.
- b) **Small SIGs** to support: (i) improvement of WASH facilities; (ii) provision of school furniture and TLMs; and (iii) the adoption and implementation of an environmentally friendly and 'whole school approach' for violence prevention and response (see box 4). The amount of these grants will depend on the size of the school. Schools that have fewer than 250 students

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<sup>61</sup> The action plan will include, among others: the commitment of each state (Governor) to hire and finance the required number of new teachers, school administrators and non-teaching staff for new junior and senior secondary schools to be constructed under the project in their respective state (including a commitment to actively hire qualified female teachers including those with disabilities) with a view to ensuring an adequate teacher-student ratio and an appropriate number of teachers by subject areas needed.



will receive US\$8,000, those that have between 250 and 400 students will receive US\$12,000, and the schools that have more than 400 students will receive US\$16,000.

48. The larger grants for building/rehabilitation of classrooms (described in (a) above) will be targeted towards schools in LGAs where scholarships for girls will be provided under Subcomponent 2.3 (GSP) to accommodate increased enrolment. More than 760 schools will receive these grants. The small grants (described in (b) above) will be provided to all 4,700 JSSs and SSS schools to be managed by School Based Management Committees.

#### Box 4: Whole School Approach- Safe Schools under the AGILE Project

The project will support a **whole school approach** that involves empowering all stakeholders (for example, school heads, teachers, administrative staff, students, parents and community members) working towards a shared vision of violence prevention and reduction and is comprised of comprehensive activities with the involvement of stakeholders who are important in a young person's life. Such an approach is supported through activities under all project components as described below. For more details, see annex 8.

- **Focal points, policies and teachers' CoCs:** Schools will develop a specific policy against violence and will set positive behavior expectations and a CoC (that will include an administrative Accountability and Response Framework with enforcement mechanisms that, among other elements, prohibits sexual harassment and identifies GBV Reporting and Allegation Procedures referral pathways to GBV service providers, enforcement mechanisms and sanctions. These CoCs will be comprehensive and will be reviewed periodically and updated as needed. Beyond the strengthening and signing of CoCs, training will be provided to new and existing teachers, school staff and SBMCs on the CoCs. Female counselors who will provide Life Skills Training under Subcomponent 2.2 will be trained in GBV/SEA prevention and response, and they will be a focal point of contact for both students and teachers who may experience violence, to ensure confidential support without any repercussions.
- **GBV/SEA awareness:** One module of the curriculum will focus on GBV awareness and prevention. Girls will be provided with a 'safe space' to discuss their shared experiences and perceptions with peers and a trained female counselor. Girls will learn how to identify abusive situations and avoid risky situations and will be informed about their rights and where to seek help from identified people in the school community, such as the female counselors. Boys will also be trained in GBV prevention and awareness, including issues related to toxic masculinity and unequal power and gender dynamics and how they can support violence prevention efforts. Further, it is expected that as part of the social mobilization campaigns, conversations and workshops at the LGA/community-level will strengthen community knowledge and capacity to identify and confidentially refer incidents to the appropriate GBV providers and if survivors wish to report the incident, refer them to the appropriate authorities.
- **Grievance Redress Mechanism (GRM) for reporting/responding to violence and other issues:** Clear, safe, and accessible procedures to report GBV or other complaints will be established. The Project-specific GRM will include protocols specific to GBV complaints that will respect informed consent and confidentiality and will connect survivors to women's and children's rights organizations or GBV service providers that understand and operate within a survivor-centered approach. Provisions to escalate these issues through the GRM, where survivors wish to issue a complaint, will be integrated in the school and GRM systems. In addition, a referral pathway for students to access GBV and other social services (health, psychosocial support, etc.) will be established at the school level. GBV-related complaints will only provide information on the nature of the complaint (what the complainant says in her/his own words). GRM operators will be trained on how to deal with violence and especially GBV-related complaints.
- **Adapting school buildings/grounds:** SBMCs and students will participate in mapping exercises to identify safe/unsafe zones within and going to/from school and to ensure rehabilitation/construction design accounts for how students and teachers conceive a safer school, including well-lit and separate toilets and perimeter fencing. This mapping will be conducted before construction/rehabilitation to inform design features. Construction is expected to adhere to CPTED principles. SBMCs will work closely with the Safety Sub-Committee to ensure these elements are integrated into the construction plans and/or SIP, as appropriate. Each SBMC will establish a Safety Sub-Committee whose primary role will be to ensure that CoCs and other policies established to prevent violence, enhance positive discipline practices and ensure that schools are: inclusive of all children, including, children with disabilities; well known by various stakeholders; and implementing policies as required and documented. Support will be provided to the Safety Sub-Committee by the SPIUs gender desks.



49. **Implementation arrangements:** The SIGs will be provided to finance an approved school improvement plan (SIP) to be developed by each school's School-Based Management Committees (SBMC) (which are already in place for many schools) and endorsed by the SPIU. SBMCs will be responsible for both SIP development and SIG management and will be provided training in both SIP development and SIG utilization and management. To be eligible for a grant, an SBMC must: (a) be fully functional; (b) have a bank account at a commercial bank; (c) have received training as described earlier; and (d) have a costed SIP, approved by the SPIU. Grants will be provided to the SBMC in two to three tranches, first when the grant is approved and second and third when an agreed percentage of the output has been completed. A key required element of the SIP will be efforts/activities to facilitate the 'whole school approach.' It is critical that the SIP include measures to increase girls' attendance and include activities and measures to promote inclusion and prevent violence and promote safety – in line with the "whole school approach" as described in box 4 below. The SIPs will include establishment of confidential and student-friendly reporting mechanisms for referral, and counselling and support systems for students who feel unsafe or who have experienced violence including GBV. SBMCs will be responsible for implementing construction under this subcomponent and if the SBMC lacks technical capacity, it will appoint a local engineer consultant for technical support after obtaining approval from the SPIU.

#### **Component 2: Fostering an enabling environment for girls (US\$140 million equivalent)**

50. **This component aims to galvanize support for girls' education and empowerment among families, communities and schools by addressing demand-side constraints to girls' participation in education.** Specifically, this component will: (a) support information, awareness and communication activities to shift social norms and community's perceptions of the role of girls and the value of girls' secondary education; (b) provide girls with relevant life skills and digital literacy; and (c) provide assistance to families to remove financial barriers to secondary education.

##### ***Subcomponent 2.1: Promoting social and behaviour change through communications campaigns, engagement with traditional rulers, and advocacy (US\$25 million equivalent)***

51. **The objective of this subcomponent is to promote a shift in social and cultural norms and perceptions which act as barriers to girls' schooling through communications campaigns and advocacy to promote girls' education and empowerment.** Specifically, the subcomponent seeks to address the cultural, social and religious norms that may impede girls' access to education and to emphasize the need to provide a safe and inclusive learning environment for all children. The project will carry out strategic communications campaigns at the federal and state levels with an overall objective of behavioral change, awareness-raising and project information dissemination. Campaigns will also promote the importance of the need for a safe, enabling and inclusive learning environment, including prevention and mitigation of GBV/SEA, and ensuring a specific focus on the inclusion of children with disabilities to help dispel existing myths and to address discrimination. State level awareness campaigns will promote social acceptance of girls' education and promote hygienic practices to prevent COVID-19 transmission.

- a) **Communications campaign at the national level (US\$10 million equivalent).** This campaign will be carried out at the national level using media, and special brand and digital platforms focusing on the benefits of girls' education and empowerment. The campaign will feature a series of *edutainment* activities which will include a national debate, television dramas, sports competitions, and an awareness-raising platform to showcase the benefits of girls' education and empowerment. Girls will feature on different platforms to promote education and this will be aired on national media platforms for wider publicity.



- b) **State-level community engagement and communications/awareness campaigns (US\$12 million equivalent).** Each state will carry out state-level community engagement and awareness campaigns. Messages will be conveyed to parents, families, traditional rulers and community members by key stakeholders including local religious and traditional leaders (RTLs), women's groups<sup>62</sup>, ward development committees and SBMCs. These messages will be conveyed through community dialogue and fora, house to house campaigns and engaging specific groups (for example, boys' and men's groups) on barriers girls face in accessing secondary education and the community's role in making schools safe and inclusive. Messages from influential RTLs, media personalities, and leaders on social media will be amplified using digital platforms and these messages will be integrated into radio dramas, jingles, TV soap operas, and social media. Students will also be encouraged to carry out social responsibility activities in their neighbourhood communities to increase climate change awareness. TA will also be provided by a consulting firm with expertise on communications in each state to work with the respective departments and the SPIU in designing and producing creative local media content and messaging.
- c) **National and state-level engagement, advocacy and sensitization (US\$3 million equivalent).** These efforts aim to expand and technically strengthen networks and platforms of influential voices to advocate for policies at the national and state levels towards increased coordination and effective policies for girls' education and empowerment. The networks comprising RTLs and civil society advocates will strategically expand engagement at the Federal and state levels using evidence to deepen consideration, adoption and implementation of key policy decisions by key stakeholders to include government. To this end, this subcomponent will: (a) develop new platforms and strengthen existing ones to support strategic policy advocacy that will encourage formal institutions to adopt policies and implement activities supporting girls' education and empowerment; (b) provide capacity-building support to relevant government officials to ensure effective and impactful communications on these issues; and (c) support opportunities for high-level policy dialogue, fora for communications among key stakeholders, and national and state level relevant activities. A communications firm with expertise in policy advocacy will be contracted to support the implementation of some of the advocacy elements of the subcomponent at the federal level and states.

52. **Implementation arrangements:** The communication campaigns at the national level and the advocacy for policy implementation at the national and state levels will have a wide reach covering all participating states and will be implemented by the Communications Department and Gender Unit within the FME with the support of the National Project Coordination Unit (NPCU). Community engagement and awareness campaigns at the state level will cover six states (excluding Ekiti where the junior-to-senior secondary transition rates are relatively higher) and will reach all LGAs in these states. Increased attention will be given to poor LGAs and communities benefitting from the GSP supported under Subcomponent 2.3. The Social Mobilization and Communications Departments within the SMEs and SUBEB will be responsible for the implementation of this activity with the support of SPIUs. Non-governmental organizations (NGOs) will be engaged in each state to implement the community engagement and mobilization aspects.

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<sup>62</sup> Group of mothers from communities forming associations to support their daughters' retention in school and encouraging other parents in the community to do the same. Mothers' Association are strong and active in states like Kebbi.



***Subcomponent 2.2: Empowering girls with critical life skills knowledge for navigating adulthood and digital literacy skills (US\$35 million equivalent)***

53. The objective of this subcomponent is to empower girls with different skill sets which will be useful as they transit to adulthood. The subcomponent has two main activities: (a) life skills, and (b) digital literacy skills. Life skills<sup>63</sup> are critical in building girls' capacity and confidence to effectively navigate the transition to adulthood and the workplace. In addition, elements to raise awareness of climate change and effective actions will be integrated into the life skills training programs. Under this subcomponent, support will also be provided to implement a training program to promote digital literacy for all girls and boys in targeted schools.

***Life Skills Training (US\$15 million equivalent)***

54. **A safe space<sup>64</sup> approach will be used to deliver life skills training in schools.** The life skills training program curriculum will cover four main modules: (i) life skills key topics (for example, conflict resolution, self-determination, confidence, negotiations and leadership); (ii) health awareness (e.g., basic health promotion, nutrition, reproductive health, basic hygiene, menstrual hygiene management [MHM]); (iii) GBV/SEA awareness and safety (e.g., approaches to prevent, mitigate and respond to GBV/SEA, linkages to a referral system for additional social services); and (iv) climate change (including awareness-raising and climate change adaptation approaches and skills). Trainings will also incorporate non-discrimination sensitization focused on marginalized groups, such as girls with disabilities. Teachers, with a focus on female counsellors from guidance and counselling units, will receive training in identifying children and youth who are experiencing psychological distress and in providing psychosocial support, particularly in the context of trauma in conflict affected states and due to the COVID-19 crisis. The training will be provided to all girls in schools to build their knowledge, skills and confidence in navigating life's challenges while building their confidence and social networks.

55. **Implementation arrangements:** This activity will be implemented by the Guidance and Counselling Unit within each SME (supported by the SPIU and an identified implementing partner) in a phased manner. In the first year of project implementation, the curriculum will be developed followed by the training of trainers and training of female counsellors in at least 10 percent of junior and senior secondary schools in targeted areas. Following an evaluation of the training, it will be adjusted accordingly, and scaled up to cover all secondary schools in participating states.

***Digital Literacy Training and Remote Learning Platform (US\$20 million equivalent)***

56. The objective of this activity is to support the provision of basic digital literacy training and to establish a remote learning platform for secondary school students.

57. Specifically, digital literacy training will equip students with digital literacy skills and knowledge that includes: (a) using digital mobile devices; (b) searching, locating, assessing and critically evaluating information found on the web; (c) navigating successfully the non-linear medium of digital space; (d) learning, reading and deducing information from visuals and audio; (e) creating new learning outputs

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<sup>63</sup> Life skills are a 'broad set of social and behavioral skills – also referred to as 'soft' or 'non-cognitive' skills that enable individuals to deal effectively with the demands of everyday life.' Life skills include those related to decision-making, community living, and personal awareness and management such as self-determination.

<sup>64</sup> A safe space refers to an adolescent girls' group that meets over an extended period to learn under the mentorship of a trained female community member on a range of topics – including health, menstruation, hygiene, self-confidence and leadership. The safe space groups are female only spaces comprised of groups of girls and young women who meet on a weekly basis at a designated time and location of their choice for two hours with a mentor. The groups are segmented by age (10 to 14, 15 to 19 and 20-year-olds). They are also grouped according to characteristics and social circumstances so that the girls and young women can interact with others with whom they share similar life experiences.



using digital technology; (f) accessing online content; and (g) networking and collaborating. Training will also be provided in online safety to prevent adolescents from predatory behavior and exploitation. Training will be provided on electronic tablets with relevant applications and an internet connection. It is expected that students will receive at least two to three hours of basic digital literacy training per week. The subcomponent will finance costs and equipment of the training, appropriate applications and internet connectivity. The digital literacy training will initially be provided in 760 SSSs.

58. To respond to the needs that have become increasingly apparent during the COVID-19 crisis, this subcomponent will also support a blended learning approach using technology and media (TV and radio) to implement remote and distance learning programs. This activity will establish a remote distance learning platform to ensure that the gender divide is not further exacerbated during and after the extended lock down periods. All students, particularly young girls, will have access to education regardless of their geographical location. Specifically, they will be provided with a digital platform that includes: (i) a remote learning program; (ii) accessibility in both an offline and online environment ensuring that students benefit from inclusive learning experiences in both content and access to digital materials; and (iii) lessons to be broadcast by subject and grade through radio and TV for students to catch up on the learning they lost due to COVID- 19 school closures.

59. An integrated remote learning method will be developed to provide access to quality learning in both an offline and online environment ensuring that students benefit from inclusive learning experiences in both content and access to digital materials. As such, a learning management system (LMS) will be designed for the centralized administration and management of the courses and curriculum content based on students' performance. A digital curriculum will be developed that includes syllabus and content across digital learning streams to enable conversion of physical content into digital forms for students' remote learning. The content will be rebuilt into media audio-visual content (which can also be used for broadcasting on TV and radio). The design of this activity will consider the poor power supply and limited internet connectivity. To ensure inclusive access regardless of connectivity, students will be able to access learning material that can be downloaded offline. Lesson that are uploaded will be pre-recorded in both audio and video formats, using interactive platforms to respond to questions from students. Under this component, other relevant skills training could be piloted in selected communities.

60. **Implementation arrangements:** The project, through a technical implementing partner, will provide training to computer teachers in schools to build their capacity to use technology for remote teaching, to enhance their digital literacy skills, and to develop their capacity on the relevant digital literacy curriculum. The LMS platform designed under this activity will be managed centrally by the SME and SUBEB. The digital literacy training will be provided through an eco-system approach utilizing expertise in the FME/SME, local universities' information technology (IT) departments, local IT training firms and NGOs. The SPIU and relevant departments will engage with the Ministry of Communications and Digital Economy and the Nigeria Communications Commission to ensure that any infrastructure roll out or special projects will factor in the connectivity needs for the participating schools.

***Subcomponent 2.3 Providing financial incentives to the poorest households (US\$80 million equivalent)***

61. **The objective of this sub-component is to address demand side financial barriers to girls' entry to and completion of secondary school.** To reduce direct and indirect costs related to girls' enrolment, attendance and completion, the proposed subcomponent will provide support to alleviate the financial burden households face in sending their girls to school through a GSP. The subcomponent will financially incentivize girls' transition to JSS and SSS and their attendance and completion of secondary school.



62. The incentive will include an initial amount of NGN 5000 (US\$14) which will be provided upon a girl's registration in the program at the end of primary school (P6) or at the end of JSS. The second tranche of NGN 10,000 to NGN 15000 (US\$42) will be provided on successful transition to the next grade (that is, JSS1 or SSS1), respectively. The remaining two tranches of NGN 5000 will be provided at the end of each school term to incentivize retention upon verification of fulfilment of scholarship conditions. Priority for accessing the financial incentive will be given to eligible poor and vulnerable households captured in the National Social Registry (NSR), (established by the NASSP). In addition, other households in the same LGAs not captured in the NSR but residing in wards and communities with a high level of poverty and other forms of vulnerability including a low level of school transition rate for girls will be supported. For details on targeting criteria, see annex 2. To address risks related to social conflicts over the perceived unfairness of who is eligible to participate in the GSP, extensive stakeholder engagement with parents/guardians and communities will be undertaken to clearly communicate criteria for the GSP.

63. This intervention will be implemented in targeted LGAs in six states participating in the project (excluding Ekiti), initially focusing on LGAs included in the NSR. Within these LGAs, girls enrolled in primary schools that are within 6 km of a JSS and girls enrolled in JSSs will be eligible to participate in the program. Girls in primary 6 (P6) and JSS 3 (JSS3) will be registered to be eligible for the scholarship. Girls who have dropped out but re-enrolled, will also be eligible. Those from poor and vulnerable households registered through the NSR will be targeted as a priority. Further, wards and communities that have high levels of poverty and vulnerability will also be targeted. Four cohorts of 105,000 girls transitioning from P6 to JSS1 (a total of 420,000 girls) will be targeted effectively doubling the junior secondary enrolment in these LGAs. Further, three cohorts of 45,000 girls transitioning from JSS3 to SSS1 (a total of 135,000 girls) will also be targeted. The unit cost per girl ranges from US\$70 to US\$196 depending on the number of years the girl stays in the program during the project years. Additional details are provided in annex 2.

64. **Implementation arrangements:** The Department of Scholarships within the SME and other relevant departments will be responsible for managing the program supported by the SPIU. Activities will include the registration of eligible girls, verification of achievement of conditions, and authorizing transfers (through financial service providers [FSPs]) to mothers of beneficiary girls or their caregiver. During the targeting and implementation process, the SPIU will work closely with the relevant departments and partners on the NASSP in the states and LGAs. The scholarship program guidelines will be developed and will include all relevant program details (for example, targeting process at the household level, minimum requirements girls must meet to be eligible related to school attendance and performance, and so on to be tracked by the school<sup>65</sup> as well as the payment processes, monitoring, and reporting). Guidelines will be included in the PIM.

### **Component 3: Project management and system strengthening (US\$35 million equivalent)**

#### ***Subcomponent 3.1. System strengthening for sustainability and TA (US\$15 million equivalent)***

65. **This subcomponent will support efforts to strengthen the institutional capacity of federal and state governments to support girls' education and empowerment.** It will support the federal government and participating states in establishing a comprehensive secondary EMIS to collect data on an annual basis for planning and decision making. Data will be used to track progress on girls' education outcomes including diagnosing gender gaps and identifying girls who might need targeted support. TA will be provided to the federal and state governments to include: (i) capacity building in key functional areas at

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<sup>65</sup> During project preparation, states have expressed their preference for specific achievements that they would like to incentivize under this sub-component, for example, Kaduna state would like to incentivize student performance in school (not specifically retention while Kano would like to incentive girls' retention through this financial support package.



the federal and state levels to support program implementation; (ii) strategy development on girls' empowerment, the secondary school network expansion, disarticulation of secondary school among others; (iii) strengthening data collection and analysis on secondary education data, including support to the EMIS; (iv) research and evaluation activities to inform scale up of project-supported activities; (v) support for policies and interventions to respond to COVID-19 and its impact on the education sector; (vi) support other key ministries (including the Federal Ministry of Women Affairs (FMWA), Federal Ministry of Youth (FMY), Federal Ministry of Health (FMH), Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development (FMHDMSD) on key coordination activities on girls education and empowerment; and (ix) communication activities to be undertaken at the federal and state levels. It will also support and facilitate knowledge transfer and sharing through trainings and learning events to bring federal and state governments and other stakeholders together towards commitment to girls' education and empowerment. This subcomponent will be implemented by relevant departments (EMIS, policy and research) supported by the NPCU and each SPIU.

### ***Subcomponent 3.2. Project management, monitoring and evaluation (M&E) (US\$20 million equivalent)***

66. The main objectives of this subcomponent are to support both federal and participating state governments for effective project coordination, procurement, financial management (FM), E&S, M&E, and project communications. This subcomponent will also finance the investment and non-salary operating costs associated with both the NPCU and the SPIUs including office equipment, software, furniture, vehicles, auditing services, training and seminars related to project implementation, and operating costs of the NPCU and SPIUs. Technical support for project management and implementation will be provided by consultants or firms specializing in project implementation (for example, FM, procurement, and engineers), E&S, specialized areas (including GBV/SEA)<sup>66</sup> and M&E (for example, M&E specialist and third-party monitoring),<sup>67</sup> as needed.

### **Covid-19 Pandemic and AGILE Response**

67. COVID-19 has brought serious disruptions to the education sector in Nigeria, with more than 45 million students' learning coming to a halt. Even before the crisis, Nigeria has a stubbornly high number of girls out of school. With the COVID-19 shock, girls who are forced out of school may not return; those who do return will have lost valuable time for learning and will find their schools weakened by budget cuts and economic damage to communities. The gender divide in education will be further exacerbated due to the extended lockdown periods particularly for girls from the poorest households. In times of such crises, when schools close and economic opportunities diminish, adolescent girls' vulnerability can be heightened. The Government is stepping up with solutions to keep students learning amid school closures. Federal and state governments have developed COVID response plans that include key interventions to deliver some form of alternate home-based learning to students such as; remote learning platform for secondary school teachers to deliver short lessons and tutorials; broadcast of recorded lessons on TV and radio stations; psycho-social support to girls; safe school operation through communities and home support; media sensitization for parents and SBMCs to prepare for a long-term school closure and opening after COVID 19; and supporting mass media sensitization activities on COVID 19, including social distancing and hygiene. Box 5 summarizes COVID-19's expected impact and measures that will be supported under the project to mitigate its impact on learning and the overall well-being of children.

<sup>66</sup> TA to interagency mechanisms will also focus on strengthening their ability to prevent and respond to GBV/SEA

<sup>67</sup> Third party monitoring will also be used to ease implementation and supervision in Borno state and other hard-to-supervise areas, including ensuring measures to prevent and mitigate GBV/SEA are adhered to.



### Box 5: COVID-19 Pandemic and AGILE Responses

Under the project, in addition to technically supporting government on the above, the following short, medium- and long-term measures will be supported to cope with the COVID-19 pandemic:

- **Component 1:** Support will be provided to facilitate school re-opening and to ensure that each school has WASH facilities and adequate sanitation measures in place. Schools will be encouraged to include sensitization measures to promote hygiene in schools (e.g., awareness-raising on handwashing, purchase of soap and other cleaning materials).
- **Component 2:** As part of the communications campaigns, awareness raising will focus on promoting hygienic practices to prevent COVID transmission; providing parents with strategies to support positive coping among children; and encouraging adolescents, including girls, to return to school. In the COVID-19 context, mobile delivery modes (text messaging, chatlines, and apps) and virtual mentoring/student meeting groups will be supported to help diffuse information on a range of topics and connect girls to important education platforms. Under the life skills training, female teachers will be trained in providing not only health information (as part of the life skills training) but in identifying children experiencing psychological distress and providing psychosocial support. Specific focus will be given to mentoring, support networks, and relevant life skills topics, e.g., health, nutrition (including having it in a virtual format to help reach girls in the context of confinement due to COVID). Under the financial incentives' subcomponent cash transfers to poor households can also be used as a tool for economic recovery to fuel household economy. Digital skills training and the creation of a remote distance e-learning platform will facilitate continued long-term learning through, among others, a blended learning approach, access to online and offline learning (with access to digital materials) and lessons broadcast on radio and TV.
- **Component 3:** TA will be provided to the FME and SME in developing policies and approaches to respond to the crisis in the short, medium and longer term – including the development of school re-openings strategies, identifying and addressing learning gaps, encouraging re-enrollment with a focus on vulnerable youth and undertaking communications related to these areas. FME and SME will also be supported to respond to COVID-19 in the short term through broadcasting of lessons on TV and radio stations for students to catch up on lost time for learning and to support education systems that are expected to be weakened as a result of budget cuts and economic damage. It will also support increasing preparedness of the sector to respond to future crises such as this, including the re-emergence of COVID.

**Implementation:** The implementation of all project components will be flexible to accommodate changes that may arise in order to cope with or respond to the crisis, including the use of implementing partners, advances and retroactive financing, and to support school readiness for reopening.

68. **Project costs.** The overall budget of the project over five years is US\$500 million (see table 3). The budget by component includes unallocated funds of US\$10 million. The utilization of the unallocated funds will be determined during the mid-term review (MTR) and can be allocated to any of the components or sub-components based upon the performance of the individual states. Out of the total allocated budget, US\$470 million is allocated to states while the share of federal is US\$30 million. Budget allocations by state are provided in Annex 2. The Government contribution to the sub-sector is estimated at US\$435 million per year (about US\$2.2 billion over five years) (see annex 3 for the detailed financial analysis).<sup>68</sup> The project preparation benefitted from Project Preparation Advance (PPA) of US\$2,162,377 to cover baseline data collection, carryout capacity building/training for NPCU and SPIUs, capacity building activities for procurement staff and to conduct institutional Environmental and Social Standards capacity assessment of implementing agencies in selected states and other relevant project preparation activities

<sup>68</sup> Expenditure or budget data that is separated by levels of education is not readily available. The government allocation is estimated using state budget allocated to the SME, SUBEB, and Senior Secondary Education Management Board for the 2019 fiscal year. As the budget allocation for SUBEB and SME may also cover primary education, the amount that goes to junior secondary and senior secondary levels is expected to be less.



**Table 3: Estimated Costs by Component/Subcomponent**

Component/Subcomponent	US\$ million
<b>Component 1: Creating Safe and Accessible Learning Spaces</b>	<b>315</b>
1.1 Creating new safe learning spaces in secondary schools	180
1.2 Improving existing infrastructure in secondary schools	135
<b>Component 2: Fostering an enabling environment for girls</b>	<b>140</b>
2.1 Promoting social and behavioral change through communications campaigns, engagement with traditional rulers, and advocacy	25
2.2 Empowering girls with critical life skills and knowledge for navigating adulthood and digital literacy	35
2.3 Providing financial incentives to the poorest households	80
<b>Component 3: Project management and system strengthening</b>	<b>35</b>
3.1 System strengthening for sustainability and technical assistance	15
3.2 Project management, monitoring and evaluation (M&E)	20
<b>Unallocated</b>	<b>10</b>
<b>TOTAL</b>	<b>500</b>
<b>Project Preparation Advance</b>	<b>2.1</b>

69. **Counterpart funds.** No counterpart funds from the Federal Government or state governments are anticipated, apart from teacher and staff salaries (including for newly recruited staff).

### C. Project Beneficiaries

70. The primary beneficiaries of the project are adolescent girls<sup>69</sup> ages 10 to 20 years in participating states, with a strong focus on disadvantaged adolescent girls from poor LGAs with low secondary transition rates for girls from poorest households. AGILE-supported interventions such as school construction and SIGs are likely to benefit 6.02 million girls and boys and will continue to benefit many more cohorts of students following the end of the project; hence the number of beneficiaries targeted by the project is a lower bound estimate. Direct project beneficiaries will also include families and communities in participating states (an estimated total of 15.5 million people)<sup>70</sup> and staff in existing and newly constructed schools (estimated at over 13,400 teachers and administrative staff).<sup>71</sup>

<sup>69</sup> Given overage enrollment, the beneficiary age group might include young women (in their early 20s).

<sup>70</sup> The widest reach of the project will come from the social and behavioral change campaign, which will engage with all members of communities in targeted LGAs to change behavior. A lower bound for the number of beneficiaries among families and community members is calculated as follows. During the project time, an estimated 2.8 million girls will go through the secondary education system. Assuming an average household size of 5, which is a conservative estimate in many of the participating states, over 14 million people will benefit as they will be receiving information that will help them make better decisions regarding girls' education. This is a lower bound estimate as change in social norms will continue to benefit girls, their families, and communities in the long run.

<sup>71</sup> Evidence on the effect of secondary school construction is lacking as there have not been many large-scale school construction programs. However, the lessons learned from primary school construction are arguably applicable. Sperling, G.B. and Winthrop, R., 2015. What works in girls' education: Evidence for the world's best investment. Brookings Institution Press.



**D. Results Chain (see figure 6)**

**E. Rationale for World Bank Involvement and Role of Partners**

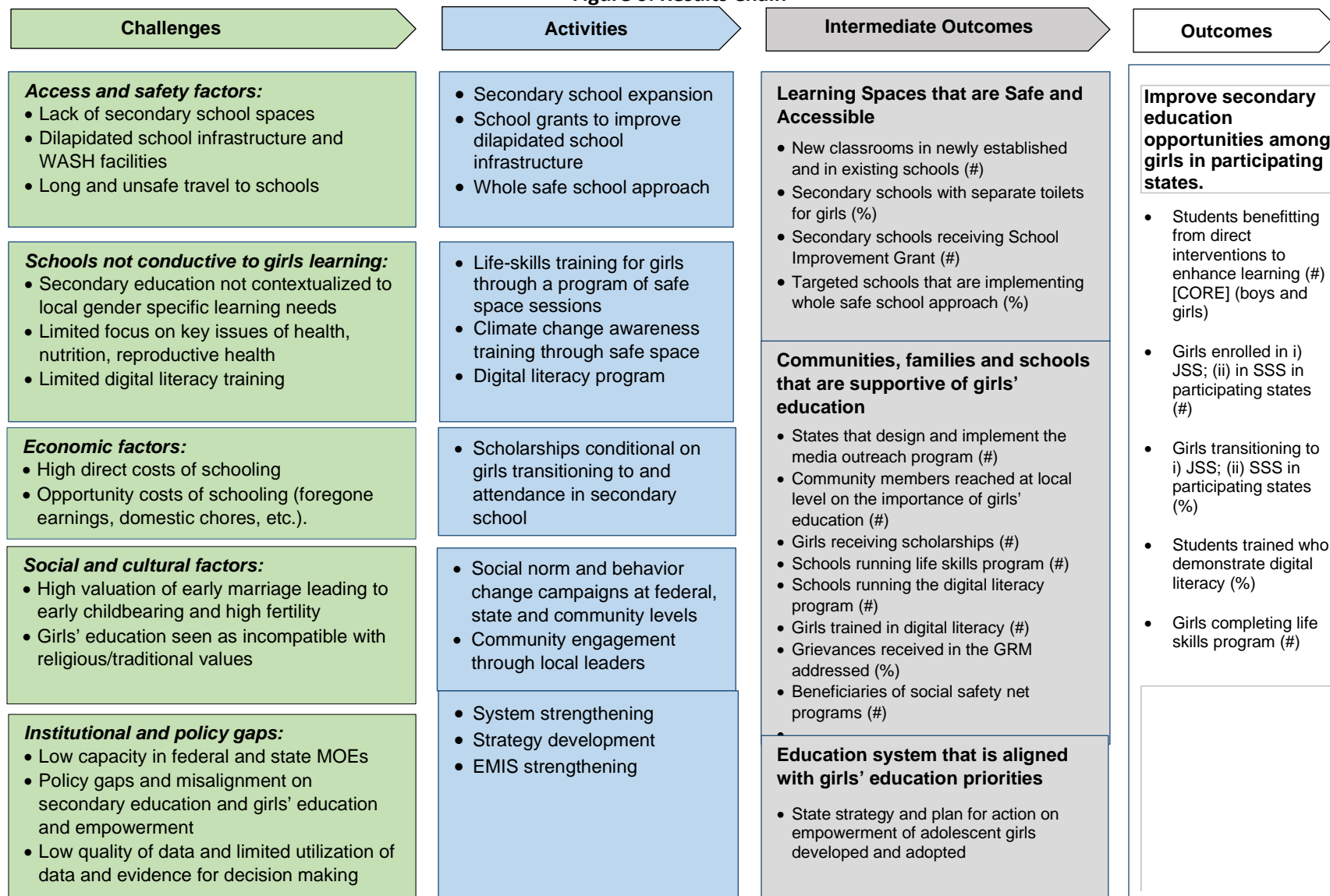
71. The rationale for the World Bank's support for Nigeria's adolescent girls education includes: (a) the World Bank's long-term and systemic engagement in education and other sectors in Nigeria to empower girls, increase their educational attainment, and equip them with a broad set of skills; (b) its global knowledge and expertise to increase the effectiveness of government investment in girls' education and empowerment; (c) its ability to leverage investments in other sectors for education, including multisectoral programs such as the project; and (d) its ability to crowd-in DP financial and technical support. The World Bank has been a consistent and significant funder of education and other human development sectors in Nigeria for the past two decades. While DPs have been providing some support for girls' education, their support has focused mostly on basic education (including junior secondary) in a few selected states. Technical and financial support for secondary education, especially for adolescent girls' education, has been limited.

72. The AGILE Project is multisectoral with strong links with other World Bank and DP-funded initiatives/projects to support adolescent girls' empowerment through education and skills (see annex 4 for a mapping of ongoing initiatives in participating states that are funded by the World Bank). The project will collaborate closely with other ongoing initiatives and will draw upon lessons learned. During implementation, opportunities to leverage additional funding from other DPs will be sought.

73. All DPs together with the Government have been coordinating closely in basic education. The project will also coordinate with relevant projects focusing on girls' education funded by other DPs (for example, the UK DFID-funded *Mafita*, *ENGINE*, *Fitila*, Girl Education Program, and Girls' Challenge projects). DPs will also be invited to participate in consultative workshops and advisory groups and monitoring and policy discussions focusing on girls' education and empowerment.



Figure 6: Results Chain





## F. Lessons Learned and Reflected in the Project Design

74. The technical design and focus of the project have benefited from regional and global evidence focusing on adolescent girls' education and empowerment and lessons learned from similar operations in Nigeria and in other countries. Specific lessons and their application to the project design are as follows:

- a) **Global evidence shows that reducing the distance to schools, especially through school construction in rural and disadvantaged areas, boosts girls' enrollment.** Many countries including Indonesia, Egypt and Afghanistan have increased girls' enrollment and achieved almost universal enrollment through the construction of schools in underserved and rural areas (Sperling and Winthrop, 2015).<sup>72</sup> However, as emphasized in the Africa Regional Report (WDR, 2018)<sup>73</sup>, fragmented and incoherent supply-side interventions have limited effectiveness. Incorporating this lesson, through a package of school infrastructure, TLMs and teachers, the AGILE Project will provide a coherent intervention to address access gaps and ensure learning in newly created learning spaces.
- b) **Community-led school construction and rehabilitation has been effectively used in several countries in Sub-Saharan Africa, including Togo, Ghana, and Sudan.** In Nigeria, this model of community-led school construction has been successfully implemented under CSDP, upon which the project will build. Available evidence shows that community-led approaches to school construction are cost-effective. However, to be effective, capacity building of communities to manage construction is required and strengthening of the supervision process for quality assurance is critical.
- c) **Beyond supply-side interventions, a holistic approach is critical to tackling the complex economic and social constraints adolescent girls face in their education.** Reducing cost of schooling (for example, through cash-transfers and scholarships) has been found effective in improving girls' enrollment and attendance (Evans and Yuan 2019<sup>74</sup>; Sperling and Winthrop, 2015). Interventions aimed at shifting social norms are needed to more effectively tackle the detrimental effect of gender discriminating norms and misinformation on girls' education and empowerment. The literature also suggests that teaching a wide set of skills, including academic, livelihoods and life-skills (including GBV/SEA awareness and prevention) rather than focusing on a narrow set of skills may lead to overall better outcomes. The Berhane Hewan Program (Ethiopia), the BRAC Program (Uganda), and the Economic Empowerment of Adolescent Girls and Young Women (EPAG) Program (Liberia) all provided lessons, where a wide range of support to girls and their families, including life-skills training, financial support and social norms interventions, has had positive impacts on education and labor market outcomes.
- d) **Flexibility is critical in a multi-state project such as this.** Several cash transfer schemes aimed at supporting poor households are being implemented in Nigeria through projects such as NIPEP, Youth Employment and YESSO and the NASSP across several states in Nigeria, and so the project's design is flexible and can be adjusted at the state level to determine the

<sup>72</sup> Evidence on the effect of secondary school construction is lacking as there have not been many large-scale school construction programs. However, the lessons learned from primary school construction are arguably applicable. Sperling, G.B. and Winthrop, R., 2015. What works in girls' education: Evidence for the world's best investment. Brookings Institution Press.

<sup>73</sup> World Bank. 2018. World Development Report 2018: Learning to Realize Education's Promise. Washington, DC: World Bank. © World Bank. <https://openknowledge.worldbank.org/handle/10986/28340> License: CC BY 3.0 IGO.

<sup>74</sup> Evans, D.K. and Yuan, F., 2019. What We Learn about Girls' Education from Interventions that Do Not Focus on Girls. The World Bank.



- appropriate amount of transfer under this project on the basis of existing schemes which are operating in the state. Flexibility in project design can be used to tailor interventions to meet states' specific needs. While there are many similarities across participating states in the challenges faced by adolescent girls, there are also some differences in states' priorities and the types of interventions that are needed to address these priorities.
- e) **Robust prevention and response to violence in schools including GBV/SEA requires a whole-school approach involving students, teachers, school administrators and communities (Fancy and McAslan Fraser, 2014<sup>75</sup>; Tol et al., 2013<sup>76</sup>).** Whole-school approaches are needed to make schools safer and more learner-centered and to provide a better environment for children to learn. This may be achieved by promoting strong messages that GBV/SEA is not acceptable and enforcing Codes of Conduct for school staff. When GBV/SEA does occur, there should be clear, safe and accessible procedures and mechanisms in place for reporting incidents, assisting victims and referring cases to the appropriate authorities. At the community level, influential community members could be involved in workshops and other behavioral change campaigns that will strengthen community knowledge and capacity to respond to and prevent GBV. The project design reflects these lessons across demand and supply-side interventions.
  - f) **Capacitating community members and community service organizations (CSOs) to become agents of transparency and accountability is critical to achieving results.** Global evidence, insights from stakeholder consultations, and lessons from World Bank-financed projects highlight the valuable role that the community can play in ensuring effective implementation of project activities that are designed to benefit them. Therefore, a key feature of the project implementation arrangements is building and strengthening mechanisms to increase involvement of parents and community members in school management, including implementation and monitoring of project-supported activities, through SBMCs.
  - g) **A robust M&E system is critical to achieving results and building the strong foundation for future reforms based on successful interventions.** While evidence on successful interventions to educate and empower adolescent girls is growing, there are still serious gaps in monitoring performance and refining interventions through evidence-based decision making particularly in the Nigerian context. Recognizing this, the project design supports the development of a robust M&E system, including a strong learning agenda, to rigorously evaluate the impact of key interventions.
  - h) **Sustained leadership and commitment are critical in making girls' education a priority among policy makers and community leaders.** Strong federal and state government commitment exist for the proposed initiatives and their longer-term commitment and support to girls' education will be reflected through the development of strategies under the project. The project will also further increase awareness through community engagement and policy advocacy.

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<sup>75</sup> Fancy, K. and E. Fraser McAslan. 2014. DFID Guidance Note: Part B Practical Guidance: Addressing Violence against Women and Girls in Education Programming. London, DFID.

<sup>76</sup> Tol, W.A., V. Stavrou, M. C. Greene. C. Mergenthaler. C. Garcia-Moreno. and M. Van Ommeren. 2013. "Mental Health and Psychosocial Support Interventions for Survivors of Sexual and Gender-based Violence during Armed Conflict: A Systematic Review." *World Psychiatry* 12 (2):179.



### III. IMPLEMENTATION ARRANGEMENTS

#### A. Institutional and Implementation Arrangements

75. The project will be implemented at the federal and state levels. In each participating state, the implementation of the project will be carried out by the state and local governments, working closely with communities and participating schools. Additional details on implementation arrangements can be found in annexes 1 and 2.

76. *Federal level.* The FMF will be the representative of the Borrower as it relates to the financial and legal obligations of the Government. The FME will have oversight and a coordinating and monitoring role in the project and will be responsible for the implementation of specific activities (e.g., communications activities under Subcomponent 2.1 and Component 3). Financial arrangements at the federal level (and FM related to Subcomponent 2.1) will be managed by the Federal Project Financial Management Department (FPFMD).

- a) The National Project Steering Committee (NPSC) will be established at the federal level to provide oversight of the project and review and share information about project performance at the federal and state levels. It will be chaired by the Honorable Minister of Education or his or her representative and would include representatives from key ministries relevant to the project design, including the FMF, FMWA, FMY, FMH, and Federal Ministry of Humanitarian Affairs, FMHDMSD, and Commissioners of Education from the participating states. The FMF will be a member of the NPSC and will be expected to provide support to the project through participation in joint annual reviews. The NPSC will meet, at a minimum, semi-annually, and the meeting will include key stakeholders responsible for project implementation and monitoring.
- b) The NPCU will be established at the federal level. It will be responsible for (a) project coordination; (b) overall project M&E; (c) reporting on project progress to the Bank and aggregating the reporting coming from the SPIUs; (d) knowledge sharing and dissemination of information among project supported states; and (e) implementation of specific activities at the federal level (e.g., communications activities under Subcomponent 2.1 and Component 3). The NPCU will be composed of about 15 staff of the FME, representatives from UBEC, FMWA, and FMY, and other FME staff who would serve as project officers to provide support to states in project implementation, monitoring of the project, TA and capacity-building activities.

77. **State level.** Most project activities will be implemented at the state level. The SME in each participating state will be the agency responsible for implementation of the project in close coordination with the relevant parastatals (e.g., SUBEB, LGEAs, and federal agencies) supported by the SPIU. For project FM, the SME will be assisted by the State Project Financial Management Unit (SPFMU) responsible for the management of donor-funded projects.

- a) The SPSC will be responsible for project oversight at the state level. The SPSC, chaired by the State Commissioner of Education or the Permanent Secretary, would comprise Executive Secretaries from SSEB (where they exist, such as in Kano), SUBEB Chairperson, and Commissioners of relevant state ministries (SME, SMWA, SMY, SMH, and State Ministry of Finance).



- b) The SPIU for each participating state will be established within the SME. It will be responsible for leading and supporting the overall implementation of the project activities. Relevant departments within the SME (e.g., Physical Planning, Research and Statistics, Social Mobilization, Communications, etc.) will be responsible for the implementation of key activities to be supported by the SPIU, including facilitating school rehabilitation/construction activities, awarding of school grants to schools and scholarships to female students, and community engagement and advocacy through relevant departments. In addition to being responsible for effective implementation of activities at the state level, the SPIU will liaise with various implementing partners, closely track progress, and monitor compliance with World Bank requirements, including safeguards. It will also play a key role in planning, implementing, monitoring and reporting, as well as acting as a focal point for coordination with the World Bank and other agencies including relevant CSOs. The SPIU will be headed by a State Project Coordinator and will comprise representatives of the SSEB, as applicable, SUBEB, and relevant state ministries that would serve as state project officers (see SPIU composition in annex 1).

78. **LGA level.** The LGEA,<sup>77</sup> the decision-making body for the education sector for each LGA, is responsible for assisting with the monitoring and support of educational activities in the targeted LGAs. LGEAs assess school educational inputs requirements through basic school data collection and they act as an intermediary for disseminating information to schools/SBMCs (including policy notifications and instructions). They coordinate capacity-building for SBMCs, conduct school visits, and perform some monitoring of school activities. They will assist SMEs/SPIU in project coordination and implementation.

79. **Community and school levels.** For the construction of JSSs, the CPMC, supported by the SPIU, will be responsible for identifying schools for construction. They would manage contract, monitor and supervise construction work in communities. Responsibility for the SIG (supported under Subcomponent 1.2) will lie with the SBMCs to develop the SIPs and manage the SIGs and SIG-funded activities as described in the approved SIP. SBMCs will be responsible for organizing meetings with relevant community members to discuss school performance against their SIPs and targets and will be responsible for record keeping (including on enrollment and attendance) and will report to the SPIU and LGEA. All relevant details on the design and implementation of the SIG activity will be included in the SIG manual.

## B. Results Monitoring and Evaluation Arrangements

80. **Results Framework:** The Results Framework (RF) has been designed to represent the underlying strategy for achieving the PDO based on the theory of change and to include measures that can be used to assess progress towards achievement of the PDO. All indicators are specific, measurable, actionable, realistic and time bound. Reporting formats will be developed for each component by the NPCU and modified as needed by states. In some instances, progress on indicators will be measured using data which will be provided by the relevant government entity. The RF will be updated every six months in the context of the semi-annual implementation support missions (ISMs) and will be reported in the Implementation Status and Results Reports (ISRs).

81. **Multi-layered M&E grounded in existing country systems:** Given the federal/state system in which the project will be implemented with information flowing in both directions (top-down and bottom up) a multi-layered and robust M&E system will be established to monitor progress and achievements

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<sup>77</sup> LGEA officers are staff from Ministry of Education and SUBEB based at each local government responsible monitoring and inspection of all schools- primary, junior secondary and senior secondary schools in the locality.



under the project. To the extent possible, M&E under the project will build on existing M&E arrangements at the federal and state levels including, for example, drawing on data from the EMIS managed by the Department of Planning and Research (DPR) of the FME. Data collected at the local level (by schools, SBMCs, and LGAs) will be collated and/or tabulated (relying to the extent possible, on available ICT, including electronic tablets) and then will be transferred to the state level. These data will then be collated, analyzed and reported to the DPR supported by the NPCU.

82. **Supervision and reporting:** ISMs will be carried out by the Federal Government of Nigeria /World Bank joint team, every six months, at a minimum. The World Bank will also continuously monitor compliance with World Bank fiduciary requirements and safeguards. Joint progress reviews will be carried out on an annual basis. An MTR and end-term review of the project will be carried out roughly half-way through project implementation and leading up to and following the closing of the project, respectively.

83. **Third-party monitoring (TPM), ICT and technology including use of security.** The project will be implemented in fragile and conflict-affected states such as Borno—a known conflict-affected state of the country where Boko Haram/farmer-herders conflicts are ongoing. Also, in most of the project's states in the north, apart from ongoing farmer-herders conflicts, data is limited, and the capacity for project supervision is severely constrained. To this end, the project will mainstream the use of TPM including ICT and technology. Geo-enabling technology will be used to help enhance accountability and transparency and systematize the analysis of collected field data in an integrated M&E system.

84. **Responsibilities for monitoring will lie with both the federal and state levels as follows:**

- a) **Federal level.** The NPCU will be responsible for coordinating and reporting on all project M&E activities and consolidating the information necessary for the RF from all implementing partners, including state governments. An M&E specialist, within the NPCU, will be responsible for: (a) undertaking periodic sector and project progress reviews; (b) preparing and disseminating project progress reports (based on information collected from the state and LGA levels including reporting on the fiduciary and safeguards requirements of the project); and (c) providing guidance and oversight for studies and evaluations, reports and their dissemination.
- b) **State level.** Designated M&E specialists will provide support at their respective levels and be tasked to monitor implementation of interventions. The M&E specialist (officer) within each SPIU will, on a regular basis, analyze data provided at the LGA-level and provide information to the federal level related to progress on each of the PDO-level and intermediate-results indicators, and will draft a report that will be submitted to the federal level.
- c) **Local level.** Designated M&E officers within each relevant LGA will support the collection/transmission of data from the schools, communities, etc. to the state-level. This information will then be compiled by the M&E officer within the SPIU and NPCU to be included in progress reports.

85. **Standardized tools and measures:** Project-supported activities will benefit from targeted M&E efforts including among others, the provision and use of SIGs and girls' scholarships – which will rely on standardized tools and measures. In addition to the template format for reporting on RF indicators, a standardized planning process and related tools will be developed and rolled out for the design and review of SIPs and assessment of performance to trigger disbursement under component 1t.

86. **Studies:** Targeted efforts will focus on assessing and evaluating the implementation and impact of the activities supported under the project (e.g., digital literacy and life skills training) as well as to



identify the elements essential for their success, information which will be useful in guiding scale up. Data related to these activities will be collected, cleaned, and analyzed and will serve as the basis for reports with findings and recommendations discussed during stakeholder workshops.

87. **Monitoring mechanism:** At the federal level, the M&E officer in the NPCU will be responsible for carrying out regular checks to ensure the reliability and validity of the data collected at the local, state and federal levels. For those project-supported activities which are conditional (e.g., girls' scholarships), regular monitoring and verification will be undertaken by designated M&E specialists and third party monitors, as needed and specified in the PIM.

88. **Available data:** The NEDS was carried out in 2019 with the results expected to be available in the spring of 2020. The NEDS is funded by BESDA and will be carried out again in two years (2022). Data from the NEDS will be used to assess progress and gaps in services as part of the learning agenda.

89. **Capacity-building and skills transfer:** A core feature of the M&E system under the project will be its emphasis on capacity building and skills transfer and will support the further strengthening of the EMIS at the federal-level and the EMIS at the state level. The project will invest substantially in the development of government staff and M&E capacities within the relevant implementing agencies, including reporting, to ensure data collection and analysis techniques are used for decision making and for guiding any necessary adjustments to project-supported/or other interventions in the education sector.

### C. Sustainability

90. **The fiscal position of all state governments in Nigeria is being affected by the COVID-19 global spread which has induced an over 70 percent cut in oil prices in 2020.** This has reduced the value of projected Federation Account Allocation Committee (FAAC) allocations for the state governments (and other tiers of government). On average, state government FAAC allocations are projected to be 48 percent lower, relative to projections preceding the oil price shock but the decrease is not uniform across states. The decrease is higher for oil producing states. For state governments that collect sizeable Internally Generated Revenues, the impact of the oil price effect on the FAAC revenues will be lower.

91. Despite the decline in FAAC revenues to state governments, fiscal sustainability for Borno, Kaduna, Kano, Katsina, Kebbi and Plateau is being maintained to ensure that critical expenditure such as education expenditure is being preserved.

92. The project is closely aligned with the Government's overall objective of improving adolescent girls' education and empowerment. The project aims to generate national momentum and provide incentives for the Federal Government to continue and/or expand project activities. The sustainability of the project will be enhanced by several factors: (a) the use of country systems and processes; (b) the high level of government ownership and commitment to advancing gender sensitive and equitable education; (c) the inclusion of salaries for additional teachers in the budget to ensure sustained funding; and (d) the possibility for the sector to mobilize additional resources through the envisaged partnership with DPs. The project is expected to generate further alignment and synergy between the efforts of government and partners and minimize duplication, reduce transaction costs accruing to the Government, and encourage further collaboration among DPs. Component 3 will also provide essential support to strengthen implementation capacity and strengthen the M&E system, including building a strong learning agenda to make evidence-based informed decisions and contribute to the sustainability of project interventions. On the design of the GSP, the targets and amount for scholarships have been agreed with states to ensure ownership and affordability for sustainability. The fiscal impact of the project is estimated at 8.2 percent annually when all the new schools and new classrooms become functional.



## IV. PROJECT APPRAISAL SUMMARY

### A. Technical Analysis

#### Technical Analysis

93. **Strategic relevance:** The project design is well aligned with the Government’s strategy for sustainable and inclusive growth and poverty reduction. The project’s focus on increasing girls’ access to and retention in secondary school is aligned with the aims of the ERGP and the more recent Human Capital Development Vision which identify investment in the human capital of youth as a key strategy to achieving Nigeria’s development objectives.<sup>78</sup>

94. **Technical soundness:** The project’s technical design responds to some of the most binding constraints faced by adolescent girls and is informed by evidence from the education and economics literature, experience from the World Bank and DP-supported projects within Nigeria and lessons learned from other countries in the region. Experience from other countries shows that a comprehensive set of demand and supply-side interventions if implemented properly can improve girls’ transition to and completion of secondary education (Sperling et al., 2016).<sup>79</sup>

95. **Evidence on improving girls’ education:** In a recent meta-analysis study, Evans and Yuan (2019)<sup>80</sup> show that interventions that benefit both girls and boys significantly improve girls’ education compared to many interventions that focused only on girl-targeted interventions. The authors argue that by narrowing on girl-targeted approaches, many interventions miss some of the best investments for improving educational opportunities for girls in absolute terms. Thus, this project will benefit both girls and boys. They also emphasize that girl-targeted interventions, such as conditional cash transfer (CCT) programs, are critical in addressing barriers that are specific to girls.

96. **Creating new learning spaces:** Sperling, et al. (2016) document that many countries, including Indonesia, Egypt and Afghanistan, have increased the enrollment of girls in primary schools substantially through the construction of schools in underserved and rural areas. While the literature evaluating the impact of secondary school construction programs is currently sparse, the findings from the primary level provide important evidence in support of the intervention, particularly given the lack of secondary schools in many targeted communities. Available evidence from Mauritania, Uganda, Zambia, India, Laos, and Vietnam suggests that the delegation of school construction management to local communities is effective in reducing cost and improving production compared to centralize management approaches at the primary and lower secondary levels (Theunynck, 2009).<sup>81</sup>

97. **Improving existing school infrastructure through school grants:** A meta-analysis by Glewwe et al (2011)<sup>82</sup> shows that having a well-functioning school – “one with better quality roofs, walls or floors, with desks, tables and chairs, and with a school library” – provides a conducive environment for learning and

<sup>78</sup> The ERGP recognizes that building the human capital of youth, through targeted and increased investments in education and health, needs to be at the foundation of Nigeria’s medium-term to long-term growth. More recently, the Government has renewed its commitment to invest in the human capital of youth through the launch of Nigeria’s Human Capital Development Vision, setting ambitious targets including those related to family planning and girls’ education.

<sup>79</sup> Sperling, G.B. and Winthrop, R., 2015. What works in girls’ education: Evidence for the world’s best investment. Brookings Institution Press.

<sup>80</sup> Evans, D.K. and Yuan, F., 2019. What We Learn about Girls’ Education from Interventions that Do Not Focus on Girls. The World Bank.

<sup>81</sup> Theunynck, Serge. 2009. School Construction Strategies for Universal Primary Education in Africa: Should Communities Be Empowered to Build Their Schools?

<sup>82</sup> Glewwe, P.W., E. A. Hanushek, S. D. Humpage, and R. Ravina, 2011. “School Resources and Educational Outcomes in Developing Countries: A Review of the Literature from 1990 to 2010 (No. w17554).” National Bureau of Economic Research.



is linked with improvements in student outcomes. School grants are an important mechanism employed in many countries to ensure that schools are well resourced and functional.

98. **Financial support for households:** In many developing countries, cash-transfers or in-kind transfers often conditional on enrollment, school attendance, learning outcomes, or a combination, have been employed to alleviate the financial burden of schooling on families and incentivizing them to invest in their daughters' education. Programs in Kenya, Burkina Faso, Bangladesh, Mexico, Brazil, Malawi, Ethiopia, and Egypt have employed a mix of interventions at primary and secondary school levels. There is evidence indicating that these interventions reduced dropouts, improved school enrollment and attendance rates, improved test scores, and delayed marriage (Sperling, et.al., 2016; Evans and Yuan, 2019).

99. **Life-skills education through safe spaces:** Research provides evidence that equipping girls with life skills and RH knowledge can have significant positive impacts on a range of outcomes including psychosocial skills, knowledge of sexual and reproductive health (which can lead to increase in the use of contraception), social networks, and economic opportunities. There are a number of life-skills and empowerment programs in Sub-Saharan Africa, including in Ethiopia, Uganda, and Liberia, that have successfully implemented life-skills interventions and have achieved positive impact on girls' education, health and economic outcomes (Kwauk et al., 2018).<sup>83</sup> Training teachers to identify children and youth experiencing psychological distress and provide psychosocial support has been effective particularly in crisis situations, including in Nigeria under the State Education Program Investment Project (SEPIP).

100. **Social norm and behavior change campaigns:** Evidence on effective interventions aimed at changing social and gender norms in a developing country context mainly comes from the health sector, where mass media and community-based approaches have been used. For example, mass-media, edutainment, and social marketing have been used to reach a large number of people in a number of countries, including Ethiopia, The Gambia, Tanzania and Mali, and have been effective in improving knowledge and attitudes about family planning and the use of RH services.

### Economic Analysis

101. **Rationale for public sector investment:** There are several interrelated efficiency and equity arguments that justify public investment in girls' secondary education. The most salient are as follows:

- a) ***Alleviating supply-side barriers under limited private sector involvement.*** In many of the participating states, weak institutional capacity, the lack of a business-friendly environment, fragility and conflict, and economies of scale in sparsely populated areas have significantly diminished the potential role of the private sector in education service delivery. Without public investment to address supply-side gaps, girls' educational attainment will remain woefully low.
- b) ***Mitigating impacts of information asymmetry.*** Information asymmetry on girls' education related to the low perceived benefits of girls' education and the high value society places on early marriage and childbearing are critical obstacles girls face in pursuing secondary education. Public interventions to change social norms and behaviors that are detrimental to girls are critical to improving girls' access to school.
- c) ***Addressing the effects of poverty and credit market constraints.*** A lack of access to credit markets often prevents poor households from overcoming budget constraints, even when

<sup>83</sup> Kwauk, C., A. Braga, H. Kim, K. Dupuy, S. Bezu, and A. Knudsen. 2018. Non-formal Girls' Life Skills Programming.



they perceive the return to schooling as high. Public support (e.g., through CCT) will be essential to ensure that girls from poor households attend secondary school.

- d) **Capturing positive externalities of girls' education.** Studies show that education rewards the individual (e.g., through improved labor market outcomes) but also is associated with a number of positive externalities for society. In Nigeria, women with a secondary education or higher are less likely to start childbearing in adolescence and, on average, have fewer children and their children have better health outcomes, compared to those with lower levels of education.
- e) **Promoting social and economic equity.** Stewart (2011)<sup>84</sup>, in a background paper for the WDR 2012<sup>85</sup> argues that within countries horizontal inequalities across groups (e.g., across gender, states, ethnic groups, and religious groups) including inequalities in access to services such as education, health care and housing, are highly correlated with increased instability and onset of conflict and violence. Targeted public investment in the secondary education sector has the potential of curbing widening inequalities, including the persistent North-South divide.

102. **Estimated economic returns:** The economic returns associated with the project investments are high. First, the demand- and supply-side interventions are expected to increase the number of girls completing junior secondary and senior secondary education. The benefits are proxied by the premiums earned in the labor market from the project beneficiaries reaching these higher levels of education. Project costs are estimated taking into account one-time and recurrent costs that arise with project investments. Assessed at the time of graduation, the present value of the increase amounts to US\$1,369 and US\$2,000 for female junior secondary and senior secondary completers, respectively. The estimates for male junior secondary and senior secondary completers are US\$2,020 and US\$2,950, respectively. Based on these estimates, a cost-benefit analysis (CBA) over a 25-year period shows that the net present value (NPV) of the project is US\$540 million. The estimates also suggest an internal rate of return (IRR) of 20 percent, which is comparable to similar interventions in the region. The results from the CBA provide strong evidence that the project is financially viable.

103. The project also supports interventions aimed at integrating life-skills and digital literacy in secondary education in targeted schools through a phased approach.

- a) **Life-skills:** There is growing evidence that life-skills interventions that empower girls, including by equipping them with interpersonal skills (communications, negotiations, and leadership) and health and nutrition knowledge, can help them make informed decisions and improve their long-term outcomes. For example, the evaluation of the BRAC Program in Uganda, Bandiera et al. (2012)<sup>86</sup> shows that as the result of the life-skills intervention through girls' clubs, the number of girls engaged in economic activity increased by 48 percent, teen pregnancy fell by one-third, early marriage/cohabitation dropped rapidly and the share of girls reporting sex against their will dropped by almost one-third. Based on these findings, the authors conclude that multifaceted programs that provide life-skills can be cost-effective interventions to improve girls' economic and social outcomes.

<sup>84</sup> Stewart, F., 2011. Horizontal inequalities as a cause of conflict: A review of CRISE findings.

<sup>85</sup> World Bank. 2012. World Development Report 2012: Gender Equality and Development: Main report (English). World Development Report. Washington, DC.

<sup>86</sup> Bandiera, O., N. Buehren, R. Burgess, M. Goldstein, S. Gulesci, I. Rasul, and M. Sulaiman. 2012. Empowering Adolescent Girls: Evidence from a Randomized Control Trial in Uganda. World Bank.



- b) **Digital literacy:** While the economic literature examining the labor market returns of digital skills in developing countries is nascent, a few studies in India and in developed countries shows that digital literacy skills are positively linked with improved employment rates and increased earnings. For example, a study by Liu and Mithas (2016)<sup>87</sup> shows that in India, individuals who have digital skills earn 10.9 percent higher wages than those without digital skills. Studies in developed countries estimate a 3-10 percent increase in earnings linked with acquisition of basic digital skills.

### Financial Analysis

104. The financial analysis explores the long-term fiscal implications of project investments by examining the ability of participating states to sustain key interventions supported by the project in the medium to long-term. While financial data disaggregated by levels of education are not readily available, budget data for the seven states for the 2019 fiscal year suggest that states allocate about US\$435 million per year for the sub-sector implying an expected allocation of US\$2.2 billion over the project timeline.<sup>88</sup> The project investments overall will represent about 23 percent of states' budget during this period.

105. Many of the project interventions are one-time investments (e.g., construction of JSSs and SSSs and addition of classrooms to existing schools). However, they are linked with recurrent costs that must be financed by the federal or state governments (e.g., teachers' salaries and school operation costs) to sustain the investments and results. The financial analysis shows that the annual budget needed to sustain project interventions by the end of the project (that is when all the new schools become operational) represents about 8.2 percent of the budget of the seven participating states. Careful reallocation of resources or mobilization of new sources of financing will be required to sustain the interventions in the long run. A detailed economic and financial analysis can be found in annex 3.

## B. Fiduciary

### (i) Financial Management

106. The project uses an Investment Project Financing (IPF) instrument; therefore, all aspects of project implementation will follow the World Bank's policies and procedures for IPF. While the Federal Government will be the Borrower, the FMF will provide financial oversight in ensuring timely effectiveness of the various phases of the project implementation and maintenance of funds flow. To facilitate implementation at the state level, the Government will make funds available to the participating states under a subsidiary agreement between the Borrower and each participating state, under the terms and conditions approved by the World Bank. The FPFMD including its Project Financial Management Units (PFMUs) will handle the fiduciary responsibilities of the project at both the federal and the state levels. The NPCU and SPIUs will be responsible for ensuring compliance with the FM requirements of the Government and the World Bank. The World Bank will disburse the funds into Designated Accounts (DAs) opened by the NPCU and SPIUs. These disbursements will be triggered based on work plans approved by the Steering Committees (Federal and State) and performance frameworks.

<sup>87</sup> Liu, C.W., and S. Mithas. 2016. The Returns to Digital Skills: Evidence from India, 2005–2011.

<sup>88</sup> To estimate the budget for the secondary education sector, budget allocated to the SSME, SUBEB, and Senior Secondary Education Management Board for the 2019 fiscal year is used. As the budget allocation for SUBEB and SME may also cover primary education, the amount that goes to junior secondary and senior secondary levels is expected to be less.



107. The FM Assessment undertaken concluded that subject to the mitigation measures and the action plan being implemented according to the agreed time frame, the project has met the minimum FM requirements in accordance with the World Bank's IPF Policy and Directive. Further, this objective will be sustained by ensuring that strong and robust FM arrangements are maintained for the project throughout its duration. Detailed FM reviews will also be carried out regularly, either within the regular proposed supervision plan or on a more frequent schedule, if needed, to ensure that expenditures incurred by the project remain eligible.

108. **Disbursement arrangements:** The World Bank will disburse funds in US dollars into DAs opened by NPCU and SPIUs. FME will open one DA in US dollars and one Naira Draw down account with the Central Bank of Nigeria (CBN) and SPIUs of each participating state will each open one DA in US dollars and one in Naira with reputable commercial banks acceptable to the World Bank and in consultation with the accountant general of the states. The eligible expenditures will be paid by SPIUs in naira from draw down accounts. Any government budget contributions will be directed through separate current accounts opened by the NPCU and SPIUs with commercial banks acceptable to the World Bank. The project shall have available for project execution all methods of disbursement approved by the World Bank as may be required. These disbursement methods are: (i) advance and replenishment; (ii) direct payment; (iii) reimbursement; and (iv) special commitment.

#### **(ii) Procurement**

109. **Procurement under the project will be carried out in accordance with the following World Bank procedures:** (a) the World Bank Procurement Regulations for IPF Borrowers (July 2016, revised in November 2017 and August 2018), and (b) "Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants", dated October 15, 2006 and revised in January 2011, and other provisions stipulated in the FAs. The national procurement procedures will apply to the project where necessary. For each contract to be financed by the Credit, the different procurement methods or consultant selection methods, estimated costs, prior review requirements, and time frame will be agreed between the Borrower and IDA in the Procurement Plan.

110. **The Government, with assistance from the World Bank, has prepared the Project Procurement Strategy for Development (PPSD).** The PPSD and final version of the Procurement Plan was agreed during negotiations, it will be disclosed on the World Bank's external website and will be updated at least annually, or as required, to reflect the actual project implementation needs and improvements in institutional capacity.

111. **About 90 percent of all procurements will be carried out by the participating States through either a community-driven development (CDD) or Request for Bids or Request for Quotations (RfQs).** To determine the level of preparedness, the World Bank conducted procurement assessments in the following four states: Kaduna, Kano, Kebbi and Katsina and relied on the latest assessments conducted by the World Bank within the last two years for the remaining three participating states of Ekiti, Plateau, and Borno and at the FME. Findings from the assessments have informed the allocated risks associated with implementing procurement at the FME and at each of the participating states as well as the measures designed to mitigate against such risks.

112. **The AGILE Project will be implemented by the FME supported by the NPCU at the federal level and by the SMEs in the seven participating states.** The hiring of each of the procurement officers identified to support the implementing agencies will have to be cleared by the World Bank. The World Bank will ensure that such officers possess the requisite academic and procurement professional experience. The procurement officers cleared by the World Bank will be retained as members of the NPCU



at the FME and at the SPIU throughout project implementation to ensure continuity and to enhance capacity development of the procurement officers. All implementing units must ensure that sufficient and adequately qualified procurement staff are available to support project implementation. The FME will competitively hire an experienced procurement consultant to provide procurement support to the implementing agencies within the first year of project implementation. The procurement consultant will assist in building the capacity of the procurement officers and other members of the NPCU and SPIU on the new Procurement Regulations and the use of Systematic Tracking of Expenditures in Procurement (STEP) and provide necessary procurement support to the SPIUs when necessary. All procurement activities at the FME and at participating States’ level are below prior review threshold and as such, will be subject to the World Bank’s Procurement Post Reviews (PPR) to ensure that the procurement arrangements are consistent with the project design.

113. **At the federal level, the NPCU will engage a consultant with appropriate review and monitoring skills and experience, using Quality and Cost Based Selection (QCBS) procedures.** Experience has shown that in community-based projects with multiple small contracts, procurement reviews are very limited in redressing shortfalls of the project as they are usually based on random samples conducted in a very limited time frame. It is, therefore, important to have an on-going independent review of project activities. The independent consultant’s report will be shared with the World Bank’s procurement specialist on a regular basis who, in turn, will use the reported data to plan his post review program efficiently. At the state level, each SPIU will organize appropriate training on CDD contracting and monitoring before funds are released for approved sub-projects. As indicated earlier, each SPIU will have a channel of communication where beneficiaries and/or citizens can report any abnormalities and/or concerns found during project implementation.

**C. Legal Operational Policies**

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

**D. Environmental and Social**

114. **The overall E&S risk of the project is Substantial.** The project’s primary beneficiaries are vulnerable adolescent girls and the project will be implemented in seven participating states (including states affected by conflict and violence) where there is potential for a wide range of impacts to occur and the Borrower having limited, capacity to manage. In addition, because the number of people likely to be affected is significant, there will also be potential for social conflict and safety issues given that some communities may be in conflict regarding the social norms being advocated, and others may feel aggrieved if they do not benefit from the construction of schools in their communities. Furthermore, the laws underpinning E&S requirements for the project are weakly enforced.

115. Supervision of the project will also represent a challenge for the NPCU due to the need to monitor a range of impacts in seven states. Furthermore, challenges in project implementation could include GBV SEA risks, potential for social conflict, and limited local capacity to systematically mitigate these risks. To identify and prevent potential E&S risks and impacts, the project has prepared and disclosed an Environmental and Social Management Framework (ESMF), Stakeholder Engagement Plan (SEP),



Resettlement Policy Framework (RPF) and Labor Management Procedures (LMPs) to identify and mitigate social risks and impacts (SEP was updated and disclosed on World Bank and Government platforms on June 30, 2020 and the rest of the documents were disclosed on the World Bank platform on February 21, 2020 and Country platform on January 29, 2020). To actively address the social risks, the Borrower has prepared an expanded ESMF within which a social assessment is embedded. The assessment helps the Borrower understand the key social inclusion and social risk issues and determine the potential impacts on different stakeholders. Similarly, as required by the World Bank's Good Practice Note for Addressing GBV, the Borrower undertook a GBV assessment which identifies risks and mitigation measures, and appropriate mitigation plans have been incorporated into the project design and the assessment and costed action plan that will inform measures to prevent and respond to GBV during implementation. These plans will be adjusted as needed during the life of the project.

### **ESS1: Assessment and Management of Environmental and Social Risks and Impacts**

116. Assessment and management of E&S risks and impacts are required for the whole project, but at this stage, the activities of Subcomponent 1.1 are identified as the most likely to generate E&S risks and impacts. Subcomponent 1.1 will include civil works to build new or rehabilitate existing secondary schools (classrooms, offices, multi-purpose labs, and latrines), while Subcomponent 1.2 will improve learning conditions. Furthermore, the project will also engage in behavioral change campaigns, which will be instrumental in mitigating some exclusion and community conflict risks, along with an early, continuous and inclusive SEP which the Borrower has prepared. The project will make use of ESS1 to assess and manage risks and impacts such as waste and wastewater, sewage, and safety (e.g., electrical, fire, safe materials such as no lead-based paint, and traffic safety) of the students. The Borrower has prepared an ESMF that outlines the principles, procedures, timing and steps that will be taken in preparing site specific safeguards instruments (ESIA, ESMP site-specific Resettlement Action Plans (RAPs), and so on) during project implementation. In addition, an Environmental and Social Commitment Plan (disclosed on June 30, 2020) has been prepared by the Borrower and sets out the Client's commitments to prepare and implement E&S instruments throughout the lifecycle of the project.

117. The site-specific ESMPs will include clearly defined mitigation measures for construction and operational phases, roles and responsibilities, timetables, budgets and implementation arrangements for each mitigation measure recommended, and will be prepared once sites are identified and before civil works begin. Construction contractors will be required, as a condition of their contracts with the project, to implement and comply with the ESMP, including LMP and occupational health and safety measures outlined in the ESMF. The site-specific ESMPs developed by the SPIUs will define mitigation measures in addressing social risks/impacts, with assigned responsibilities including procedures for responding to risks of SEA. The ESMP will make use of the general and sector-specific Environmental Health and Safety Guideline for the identified activities in relation to occupational and community health and safety.

118. The project is expected to primarily benefit adolescent girls to improve their secondary education opportunities. It proposes to do so through the construction and rehabilitation of schools, the provision of financial packages to families, engaging in behavioral change campaigns and providing girls with life and digital literacy training. The major social risks could include: school-based violence that may be inflicted by fellow students (e.g., bullying) or teachers (e.g., corporal punishment); and acquisition of land for the rehabilitation/construction of schools that may result in physical and/or economic displacement (due to the potential of displaced persons occupying derelict school facilities); exclusion of persons with disabilities and other vulnerable groups (e.g., internally displaced people - IDPs) from the benefits of the project; labor influx that may heighten risks of SEA and GBV associated with any construction workforce, teachers, fellow students and community members; intercommunity/intra-community level conflicts that



may arise from the promotion of social norms given existing patriarchal norms and/or isolation or stigmatization of persons/communities (especially adolescent girls) who endorse norms; intimate partner violence (IPV) arising from, or exacerbated by, the distribution of financial support packages to families; risks of elite capture/corruption in the transfers of SIGs managed by SBMCs and/or support packages to families; community disputes about the rationale for beneficiary targeting; and challenges to adequate implementation supervision and risks to beneficiaries in conflict/fragile states.

119. These risks are however largely site-specific and not likely cumulative and so can, therefore, be mitigated. Cognizant of these social risks, the project has prepared relevant instruments, plans and actions to address social risks flagged and associated with the project. To address GBV risks, the project will develop CoCs, and an accountability and response framework that identifies clear enforcement mechanisms and a CoC that, among other elements, prohibit sexual harassment, sexual contact with students, or other abuses of students/teachers and provide training and sensitization to teachers, students, parents and the wider community on the CoCs. This training is currently underway and will be completed in the initial phase of the project. The project will establish clear, confidential, safe, accessible procedures to report GBV and determine information-sharing agreements that could be communicated to the project GRM. Further details on the GBV-related processes for the project-level GRM are included in annex 8.

120. Use of security personnel. A Security Risk Assessment (SRA) will be carried out by the Federal Project Management Unit. The SRA will then inform the Security Management Plan (SMP) which will be developed as part of the site specific ESMP

121. For other project-specific grievances, the project will set-up a GRM to allow all aggrieved persons to lodge their complaints and receive feedback on time. The GRM will: (a) provide information on project implementation; (b) provide clear procedures for resolving grievances and disputes in the communities where the sub-projects will be implemented; (c) resolve disputes on time and effectively; (d) build trust with project beneficiaries and stakeholders for their buy-ins; and (e) allow communities to express views, on project activities (for example, civil work quality and malpractices). The mechanism is envisaged to operate at multiple levels (community, LGA, state, national) and will address complaints, including lodging, tracking, and resolving grievances during project implementation according to a specific GRM timeframe. Detailed procedures for the project GRM will be provided in the PIM and in annex 8. During implementation, the project will identify and designate at least one counselor (for instance, the female counselors for the 'safe spaces') who can be a first point of contact for students who report sexual harassment in each school. This will ensure that students can be provided confidential support and tools to help them without any negative repercussions. Teachers, with a focus on counselors, will also receive training in identifying children and youth experiencing psychological distress and in providing psychosocial support. In case beneficiaries wish to escalate some complaints, the project GRM will include protocols specific to GBV complaints that would allow for confidential reporting and can connect survivors to women's and children's rights organizations (preferably specialized in GBV) or groups who can refer them to support services. Provisions to escalate these issues through the GRM will be integrated so that the SPIU and the NPCU can respond in real time.

122. The Government has developed a costed GBV action plan. This plan will be included as part of the PIM. The plan details how the participating states and other partners will put in place the necessary protocols and mechanisms to address the GBV risks and how to address any GBV incidents that may arise. Further, the plan provides an indication of resources required to implement risk mitigation measures. To address labor related risks, an LMP have been developed as a chapter in the ESMF. The LMP will be further updated as required in the PIM. In addition, a GRM specifically for direct and contracted community



workers will be provided. As mentioned above, the project will build on existing structures to set up a project specific GRM for people to report concerns or complaints, if they feel unfairly treated or are negatively affected by the project.

123. To address security risks, notably in Borno but also in other states affected by violence, an SRA will be conducted within the first six months of effectiveness. A Security Management Plan will be prepared as a part of the site-specific ESMPs to address potential security risks and issues in managing the risks of the use of security personnel. Third party monitoring will also be used in hard to supervise areas of the projects, with special attention to monitoring the implementation of the GBV/SEA Action Plan (that is, prevention and mitigation measures developed on the basis of the GBV Assessment).

124. **Inclusive education.** The project will support the Government in integrating people with disabilities in school. The school construction, SIGs, scholarships and other interventions supported under the project aiming at increasing the participation of girls have been designed to promote inclusion of children and adolescents with disabilities. To fill prevailing knowledge gaps, the project will fund a study assessing barriers and opportunities for girls with disabilities to access secondary education. On the basis of study findings, the project will try to address some of the issues identified during the MTR; specifically targeting adolescent girls with disabilities under the GSP ensuring qualified female teachers with disabilities are well supported and ensuring counselors leading the ‘safe space sessions’ incorporate non-discrimination sensitization related to persons with disabilities and other marginalized groups (e.g., IDPs). Close co-operation with other donors supporting inclusive education and providing targeted support to vulnerable groups will also inform the project’s efforts to promote inclusion.

125. **GBV/SEA.** The project will support a whole safe school approach to preventing violence including GBV/SEA in schools. As described earlier, this approach supports the development of a shared vision towards violence reduction and response. Elements of this approach are integrated into project-supported activities, including online learning where training will also be provided in online safety to prevent adolescents from predatorial behavior and exploitation. The whole school approach which includes ‘comprehensive activities to help prevent violence and which involve stakeholders who are important in a young person’s life’ has been found to be more effective than focusing on one particular group. These activities and efforts will be aligned with the safe space sessions, where girls will be provided with GBV awareness and information, and a referral pathway for girls wanting additional support or needing access to additional social or health services will be established. This approach has been implemented in a number of low-resource settings and will be adapted to the Nigerian context. In addition, the states’ action plans on GBV (based on findings from the borrower-led GBV assessment in annex 7) will guide specific actions to prevent and mitigate GBV moving forward. A detailed description of activities and implementation will be included in the PIM.

126. The project will also conduct a mapping of GBV service providers in the relevant participating states and will liaise with, and build on, ongoing World Bank-supported projects. Service mapping will include medical care and care for survivors of IPV), case management and psychosocial support services, safety and security, including availability of safe accommodation arrangements for temporary physical safety of survivors at risks of physical harm, protection, and legal services, informal resources (including services such as the existing community based mechanisms, and actors such as community based organizations [CBOs] and women’s groups and trusted individuals such as people who have been champions to speak out about positive male norms, and the unacceptability of SEA and other forms of



GBV). Also survivors of SEA and other forms of GBV<sup>89</sup> can have access to religious leaders and community leaders in the intervened area of the project using the survivor-centered and rights-based approach.

127. **Citizen engagement.** Citizen engagement (CE) will be crucial to achieving the project's objectives, addressing social and environmental risks and building citizens buy-in to enhance sustainability. CE mechanisms are integrated in the project to also ensure the inclusion of the most vulnerable and excluded beneficiaries. Engaging beneficiaries will allow for changing non-positive attitudes and behaviors about girls access to secondary education – primarily through the use of the SEP and Subcomponent 2.1 Promoting social and behaviour change through communications campaigns, engagement with traditional rulers and advocacy. CE mechanisms will be key in ensuring that communities concerns and feedback are acknowledged and addressed; informing better targeting mechanisms for financial packages, school identification, management of school improvement grants and provision of scholarships. This will be achieved through identifying the appropriate community monitoring mechanisms that will enhance citizens voice, participation and oversight. Through CE, the project will seek inputs from stakeholders on the School Improvement Plans which will be developed and managed by School Based Management Committees (SBMCs comprised of members from school management, parents and community), on how to develop an adaptive behavioural change campaign and their feedback will be taken into account or integrated into the school improvement plans and activities show to develop an adaptive behavioral campaign that addresses differentiated concerns in communities, and the likely varied adoption rates of social norms as well as how to strengthen the management of the school and the project's 'whole school approach.'

128. **Climate Screening.** Nigeria is highly vulnerable to climate change and is classified as one of the ten most vulnerable countries in the world, according to the 2017 Climate Change Vulnerability Index as described in annex 6. For women and girls, the impact is frequently magnified as there is a direct relationship between women's empowerment and climate change. Women and girls are more exposed and vulnerable to climate change because they depend more on natural resources for their livelihoods, receive less education and are often poorer. Mainstreaming climate change adaptation and mitigation skills in the education system will help accelerate growth, create jobs and prepare the country to combat climate change.

129. The overall risk to the outcome of the project is considered Substantial as project design will incorporate efforts to reduce risks associated with the project, avoid geophysical hazards and mitigate against these risks. The project approach to construction aims to ensure that construction is 'climate safe' by building and replacing or improving inadequate or degraded school infrastructure and promoting the use of climate resilience infrastructure in the event of future extreme weather events. The project also aims to increase awareness of climate change and support the beneficiaries in acquiring climate change adaptation skills through the life skills training program. Interventions under the project also support measures to limit the potential impact of the project on the environment, for example, using energy-saving measures when possible (including the use of solar systems and energy saving bulbs). Further, the project aims to build awareness and action in schools and communities through applying a climate-safe approach to construction, ensuring school activities supported under the SIP are environmentally friendly, and identifying a climate champion at the school level. More details are provided in annex 6.

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<sup>89</sup> Sexual exploitation and abuse (SEA) will be understood as a facet of GBV that is defined as any actual or attempted abuse of a position of vulnerability, differential power, or trust for sexual purposes, including but not limited to, profiting monetarily, socially, or politically from the sexual exploitation of another. Sexual abuse is further defined as 'The actual or threatened physical intrusion of a sexual nature whether by force or under unequal or coercive conditions' (IASC 2016). In the context of World Bank-supported projects, SEA occurs against a beneficiary or member of the community. The United Nations considers all sexual activity with someone younger than 18 to be sexual abuse.



## V. GRIEVANCE REDRESS SERVICES

130. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond.

131. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit [www.inspectionpanel.org](http://www.inspectionpanel.org).

## VI. KEY RISKS

132. **The overall risk rating for the project is Substantial.** Although the Government commitment to the education sector is strong, the macro-economic risks, risks related to institutional capacity for implementation and sustainability, fiduciary risks and E&S risks – are all considered Substantial. These risks and accompanying mitigation measures are described in the following paragraphs.

133. **Macro-economic risks under the project are assessed as Substantial.** The current macroeconomic environment in Nigeria is challenging which directly affects the subnational governments, especially given the predominant role that federal allocation of fiscal revenues plays in the fiscal equation of each tier of government. Nigeria's emergence from the recession and diversification away from oil remain slow though efforts by the Federal Government to strengthen non-oil revenues – including the FMF's Strategic Revenue Growth Initiative and the re-establishment of the National Tax Policy Implementation Committee to drive tax policy reforms, a new Finance Bill which was passed into Law in January 2020 – are positive developments. Specifically, for the states the governments not being able to recruit and pay teachers considering the huge reduction in revenue from federal allocation and domestic revenue is a risk to achieving the PDO. This has been mitigated by securing governors' ascent/approval on teachers' recruitment as a disbursement condition.

134. **The risks related to institutional capacity for implementation and sustainability are rated Substantial.** Institutions involved in project implementation have some capacity limitations and often encounter difficulties in coordinating with other entities which could impede effective implementation of the project. To mitigate against this risk, the project design has been kept as simple as possible with capacity-building support to be provided to ensure effective implementation of project-supported activities, and significant TA to be provided at the state and federal levels to support implementation. Further, capacity building efforts will emphasize skills transfer to ensure sustainability of impact.

135. **The E&S risks of the project are rated Substantial.** The key environmental risks identified relate to hygiene and management of waste, wastewater, sewage, noise, and dust during minor construction works and the safety of the students (e.g., electrical, fire, safe materials, and no lead-based paint). The



key social risks identified include: labor influx that may heighten the risks of SEA and GBV associated with any construction workforce, teachers, fellow students and community members; exclusion of persons with disabilities and other vulnerable groups (e.g., IDPs) from the benefits of the project and conflicts at the intercommunity or intra-community level that may arise from the promotion of social norms given existing patriarchal norms and/or isolation or stigmatization of persons/communities (especially adolescent girls) who endorse the norms. The nature of the potential E&S risks and impacts are not irreversible, unprecedented or complex and are easy to manage.

136. **Fiduciary risks under the project are considered Substantial.** Key procurement issues include a lack of experienced procurement government staff, lack of training and updating of skills and knowledge of World Bank procurement procedures, inadequate contract management skills, and inadequate working environment, including limited space for staff and for records keeping/filing. Mitigation measures will include the provision of: (i) training on World Bank Procurement Regulations and STEP; (ii) training on contract management; and (iii) training on procurement. It will be critical that the project ensures that government FM systems that are in place provide reasonable resources and assurance that World Bank funds will be used for the intended purposes. Mitigation measures will include continuous building of fiduciary capacity at all levels and strengthening regular monitoring and supervision through periodic interim financial reports (IFRs) and audits. Social accountability mechanisms will be employed, including the involvement of SSEBs consisting of parents, school and community representatives in school governance and the use of SBMCs to manage SIGs.



**VII. RESULTS FRAMEWORK AND MONITORING**

**Results Framework**

**COUNTRY: Nigeria**

**Adolescent Girls Initiative for Learning and Empowerment**

**Project Development Objectives(s)**

To improve secondary education opportunities among girls in targeted areas in participating states.

**Project Development Objective Indicators**

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
<b>Improve secondary education opportunities among girls in targeted areas in participating states</b>							
Students benefiting from direct interventions to enhance learning (CRI, Number)		0.00	0.00	2,800,000.00	3,900,000.00	4,980,000.00	6,020,000.00
Students benefiting from direct interventions to enhance learning - Female (CRI, Number)		0.00	0.00	1,300,000.00	1,800,000.00	2,300,000.00	2,820,000.00
Students benefiting from direct interventions to enhance learning- Boys (Number)		0.00	0.00	1,500,000.00	2,100,000.00	2,680,000.00	3,200,000.00
Girls currently enrolled in JSS and SSS in participating states (Number)		925,785.00	925,785.00	1,111,000.00	1,330,000.00	1,589,000.00	1,692,000.00
Girls currently enrolled in		548,992.00	548,992.00	675,000.00	820,000.00	990,000.00	1,000,000.00



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
JSS in participating states (Number)							
Girls currently enrolled in SSS in participating states (Number)		376,793.00	376,793.00	436,000.00	510,000.00	599,000.00	692,000.00
Girls transitioning to secondary school in participating states (Percentage)		43.00	43.00	45.00	50.00	55.00	60.00
Students trained who demonstrate digital literacy (Percentage)		0.00	0.00	40.00	45.00	50.00	55.00
Girls completing life skills program (Number)		0.00	0.00	85,000.00	170,000.00	255,000.00	340,000.00

**Intermediate Results Indicators by Components**

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
<b>Component 1: Creating Safe and Accessible Learning Spaces</b>							
New JSS classrooms in newly established and existing schools (Number)		0.00	0.00	1,826.00	3,493.00	5,160.00	5,556.00
In newly established schools (Number)		0.00	0.00	1,188.00	2,376.00	3,564.00	3,960.00
In existing schools (Number)		0.00	0.00	638.00	117.00	1,596.00	1,596.00
New SSS classrooms in newly established and existing schools (Number)		0.00	0.00	1,066.00	2,063.00	3,024.00	3,324.00



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
In newly established schools (Number)		0.00	0.00	792.00	1,584.00	2,376.00	2,640.00
In existing schools (Number)		0.00	0.00	274.00	479.00	648.00	684.00
JSS and SSS receiving School Improvement Grants based on School Improvement Plans developed and managed by School Based Management Committees (Number)		0.00	900.00	1,800.00	3,500.00	4,700.00	4,700.00
Secondary schools in participating states with separate toilets for girls (Percentage)		39.00	39.00	45.00	50.00	60.00	70.00
Targeted schools that are implementing the whole school approach (Percentage)		0.00	10.00	30.00	50.00	70.00	70.00
<b>Component 2: Fostering an enabling environment for girls</b>							
Community members reached at local level on the importance of girls' education (Text)		Baseline will be established in year 1	Baseline will be established in year 1	5 percent increase	5 percent increase	5 percent increase	5 percent increase
States that design and implement the media outreach program (Number)		0.00	0.00	2.00	5.00	3.00	6.00
Scholarship program operational: (i) targeting completed; (ii) monitoring mechanisms established; (iii) scholarship payment options organized (Number)		0.00	0.00	2.00	4.00	5.00	6.00
Scholarships (Number)		0.00	0.00	150,000.00	300,000.00	450,000.00	555,000.00
to girls transitioning (in P6)		0.00	0.00	105,000.00	105,000.00	105,000.00	105,000.00



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
to JSS (Number)							
to girls staying in JSS (Number)		0.00	0.00	0.00	105,000.00	210,000.00	210,000.00
to girls transitioning in (JSS3) to SSS (Number)		0.00	0.00	45,000.00	45,000.00	45,000.00	105,000.00
to girls staying in SSS (Number)		0.00	0.00	0.00	45,000.00	90,000.00	135,000.00
Beneficiaries of social safety net programs (CRI, Number)		0.00	0.00	150,000.00	300,000.00	450,000.00	555,000.00
Schools running life skills program (Number)		0.00	0.00	240.00	960.00	1,900.00	2,400.00
Schools running the digital literacy program (Number)		0.00	0.00	150.00	340.00	600.00	760.00
Girls trained in digital literacy (Number)		0.00	0.00	60,000.00	135,000.00	240,000.00	300,000.00
Number of grievances received and addressed through the project GRM system (Percentage)		0.00	50.00	60.00	70.00	80.00	90.00
<b>Component 3: Project management and system strengthening</b>							
State strategy and plan for convergent action on the empowerment of adolescent girls developed and adopted (Number)		0.00	2.00	4.00	6.00	7.00	7.00

**Monitoring & Evaluation Plan: PDO Indicators**

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Students benefiting from direct interventions to enhance learning		Annual	EMIS /NPA/Annual school census	School level regular reporting on enrollment using school census	School and Department of Research and Statistics at State Ministry of Education.
Students benefiting from direct interventions to enhance learning - Female		Annual	EMIS /NPA/Annual school census	School level regular reporting on enrollment using school census	School and Department of Research and Statistics at State Ministry of Education.
Students benefiting from direct interventions to enhance learning- Boys	Number of direct project beneficiary boys in participating states including: (i) boys enrolled in P6 in public primary schools and have increased likelihood of transitioning to secondary school due to demand and supply side project interventions including social norms interventions, (ii) boys enrolled in public junior and senior secondary schools will benefit from one or more of project interventions. The indicator targets are calculated based on the project activities with	Annual	EMIS /NPA/Annual school census	School level regular reporting on enrollment using school census	School and Department of Research and Statistics at State ministry of education



	the greatest reach including school grants and social norms interventions. Baseline is estimated using NPA, 2018 data for JSS and ASC for SSS.				
Girls currently enrolled in JSS and SSS in participating states		Annual	EMIS /NPA/Annual school census	School level regular reporting on enrollment using school census	School and Department of Research and Statistics at State ministry of education.
Girls currently enrolled in JSS in participating states	Number of girls enrolled in public schools in JS1, JS2 and JS3 in participating states. Baseline is estimated using NPA, 2018 data	Annual	EMIS /NPA/Annual school census	School level regular reporting on enrollment using school census	School and Department of Research and statistics at State ministry of education.
Girls currently enrolled in SSS in participating states	Number of girls enrolled in public schools in SS1, JS2 and JS3 in participating states. Baseline is estimated using data reported by states based on annual school census.	Annual	EMIS /NPA/Annual school census	School level regular reporting on enrollment using school census	School and Department of Research and statistics at State ministry of education.
Girls transitioning to secondary school in participating states		Annual	EMIS /NPA/Annual school census	School level regular reporting on enrollment using school census	School and Department of Research and Statistics at State ministry of education.
Students trained who demonstrate digital literacy	The percent of girls receiving the digital literacy training with higher digital competencies as compared to competencies measured	Annual	Project reporting	Sample based independent survey	SPIU / IT department in SME



	at baseline. Competence areas that are relevant for digitally literacy and the assessment that will be used to assess girls will be develop as part of the training program.				
Girls completing life skills program	Number of girls who complete the safe space curriculum per year	Annual	Project reporting	School and government level regular reporting	SPIU

**Monitoring & Evaluation Plan: Intermediate Results Indicators**

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
New JSS classrooms in newly established and existing schools	Number of classrooms constructed; in newly established junior secondary schools under Subcomponent 1.1 and in existing junior secondary schools under Subcomponent 1.2..	Quarterly	Progress reports	LGEA level regular reporting corroborated with routine monitoring and supervision Department of Physical Planning monitoring and SPIU	Department of Physical Planning and SPIU
In newly established schools	Number of classrooms constructed in newly established junior secondary schools under Subcomponent 1.1.	Quarterly	Progress reports	LGEA level regular reporting corroborated with routine monitoring and supervision Department of Physical Planning monitoring and SPIU	Department of Physical Planning and SPIU



In existing schools	Number of classrooms constructed in existing junior secondary schools under Subcomponent 1.2.	Quarterly	Progress reports	LGEA level regular reporting corroborated with routine monitoring and supervision Department of Physical Planning monitoring and SPIU	Department of Physical Planning and SPIU
New SSS classrooms in newly established and existing schools	Number of classrooms constructed; in newly established senior secondary schools under Subcomponent 1.1 and in existing senior secondary schools under Subcomponent 1.2.	Quarterly	Progress reports	LGEA level regular reporting corroborated with routine monitoring and supervision Department of Physical Planning monitoring and SPIU	Department of Physical Planning and SPIU
In newly established schools	Number of classrooms constructed in newly established senior secondary schools under Subcomponent 1.1.	Quarterly	Progress reports	LGEA level regular reporting corroborated with routine monitoring and supervision Department of Physical Planning monitoring and SPIU	Department of Physical Planning and SPIU
In existing schools	Number of classrooms constructed in existing senior secondary schools under Subcomponent 1.2	Quarterly	Progress reports	LGEA level regular reporting corroborated with routine monitoring and supervision Department of Physical Planning monitoring and SPIU	Department of Physical Planning and SPIU



<p>JSS and SSS receiving School Improvement Grants based on School Improvement Plans developed and managed by School Based Management Committees</p>	<p>Public junior and senior secondary schools receiving at least one of the School Improvement Grants made available under the project that's being managed by School Based Management Committee based on School Improvement Plan which has taken into account feedback from community and all stakeholders into the school activities.</p>	<p>Quarterly</p>	<p>Progress reports</p>	<p>LGEA level regular reporting corroborated with routine monitoring and supervision Department of Physical Planning monitoring and SPIU</p>	<p>SPIU</p>
<p>Secondary schools in participating states with separate toilets for girls</p>	<p>Percent of junior public schools &amp; senior public schools in participating states receiving School Improvement Grants as part of the project with separate toilets for girls. Baseline is NPA, 2018.</p>	<p>Annual</p>	<p>EMIS /NPA/Annual school census</p>	<p>School level regular reporting on school infrastructure using school census</p>	<p>School and Department of Research and Statistics at State ministry of education</p>
<p>Targeted schools that are implementing the whole school approach</p>	<p>The whole school approach to safe schools is a comprehensive and participatory approach to promoting school safety. The approach can include each of the following elements: (i) school safety policies, (ii) teachers' codes of conduct (including training), (iii) establishment of a safety sub-committee,</p>	<p>Quarterly</p>	<p>Progress reports</p>	<p>LGEA level regular reporting corroborated with monitoring by SPIU and State Ministry of Women Affairs corroborated by independent survey</p>	<p>SPIU and Ministry of Women Affairs</p>



	(iv) GBV/SEA awareness activities, a confidential reporting mechanism with referral pathway, (v) adaptation of school buildings and grounds for safety. A school that is implementing at least (ii) and (iv) is considered as implementing the approach.				
Community members reached at local level on the importance of girls' education	Community members reached a local level on the importance of girls' education	Quarterly	Progress reports	State level regular reporting by SPIU corroborated with monitoring by NPCU	SPIU and NPCU
States that design and implement the media outreach program	States design and implement the media outreach program	Quarterly	Progress reports	State level regular reporting by SPIU corroborated with monitoring by NPCU	SPIU and NPCU
Scholarship program operational: (i) targeting completed; (ii) monitoring mechanisms established; (iii) scholarship payment options organized	Number of states that have operationalized the scholarship program by (i) Completing targeting including establishment of beneficiary register (ii) Established monitoring mechanisms (iii) Establish payment modalities including contracting of FSP	Quarterly	Progress reports	State level regular reporting by SPIU corroborated with monitoring by NPCU	SPIU and NPCU
Scholarships	Number of girls meeting the eligibility criteria and receiving the scholarship	Quarterly	Progress reports	LGEA level regular reporting corroborated with monitoring by	SPIU and FME



	upon; transitioning to JSS, continuing their education in JS2 or JS3, transitioning to SS1 and continuing their education in SS2 or SS3.			SPIU with independent survey based verification	
to girls transitioning (in P6) to JSS	Number of girls meeting the eligibility criteria and receiving the scholarship upon transitioning to JSS	Quarterly	Progress reports	LGEA level regular reporting corroborated with monitoring by SPIU with independent survey based verification	SPIU and FME
to girls staying in JSS	Number of girls meeting the eligibility criteria and receiving the scholarship upon continuing their education in JS2 or JS3	Quarterly	Progress reports	LGEA level regular reporting corroborated with monitoring by SPIU with independent survey based verification	SPIU and FME
to girls transitioning in (JSS3) to SSS	Number of girls meeting the eligibility criteria and receiving the scholarship upon transitioning to SS1	Quarterly	Progress reports	LGEA level regular reporting corroborated with monitoring by SPIU with independent survey based verification	SPIU and FME
to girls staying in SSS	Number of girls meeting the eligibility criteria and receiving the scholarship upon continuing their education in SS2 or SS3	Quarterly	Progress reports	LGEA level regular reporting corroborated with monitoring by SPIU with independent survey based verification	SPIU and FME



Beneficiaries of social safety net programs		Quarterly	Progress reports	LGEA level regular reporting corroborated with monitoring by SPIU with independent survey based verification	SPIU and FME
Schools running life skills program	The number of schools with trained teacher-counselors who conduct weekly safe space sessions for adolescent girls	Quarterly	Progress reports	LGEA level regular reporting corroborated with monitoring by SPIU with independent survey data	SPIU and Guidance Counseling unit of SME
Schools running the digital literacy program	Schools that (i) have been equipped with tablets, (ii) have teachers who have been trained (iii) are training students in digital literacy for at least one hour per week	Quarterly	Progress reports	LGEA level regular reporting corroborated with monitoring by SPIU and IT department and independent survey based verification	SPIU and IT department in SME
Girls trained in digital literacy	The number of girls receiving the digital literacy training from trained teachers and on electronic tablets, at least one hour per week for a minimum of 80% of the academic year	Quarterly	Progress reports	LGEA level regular reporting corroborated with monitoring by SPIU and IT department and independent survey based verification	SPIU and IT department in SME
Number of grievances received and addressed through the project GRM system	This indicator tracks the percent of grievances received and addressed using the grievance	Quarterly	Progress reports	The SME and FME will use the GRM system to consolidate quarterly grievance redress	SPIU and NPCU



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	redressal mechanisms that currently exist or will be established by each participating state.			reports for participating states.	
State strategy and plan for convergent action on the empowerment of adolescent girls developed and adopted	Strategic plan that will be prepared through a cross-sectoral collaboration, involving key sectors including Education, Health, Women’s Affairs and Social Development, to empower adolescent girls.	Annually	Progress report	State level regular reporting by SPIU corroborated with monitoring by NPCU	SPIU and NPCU

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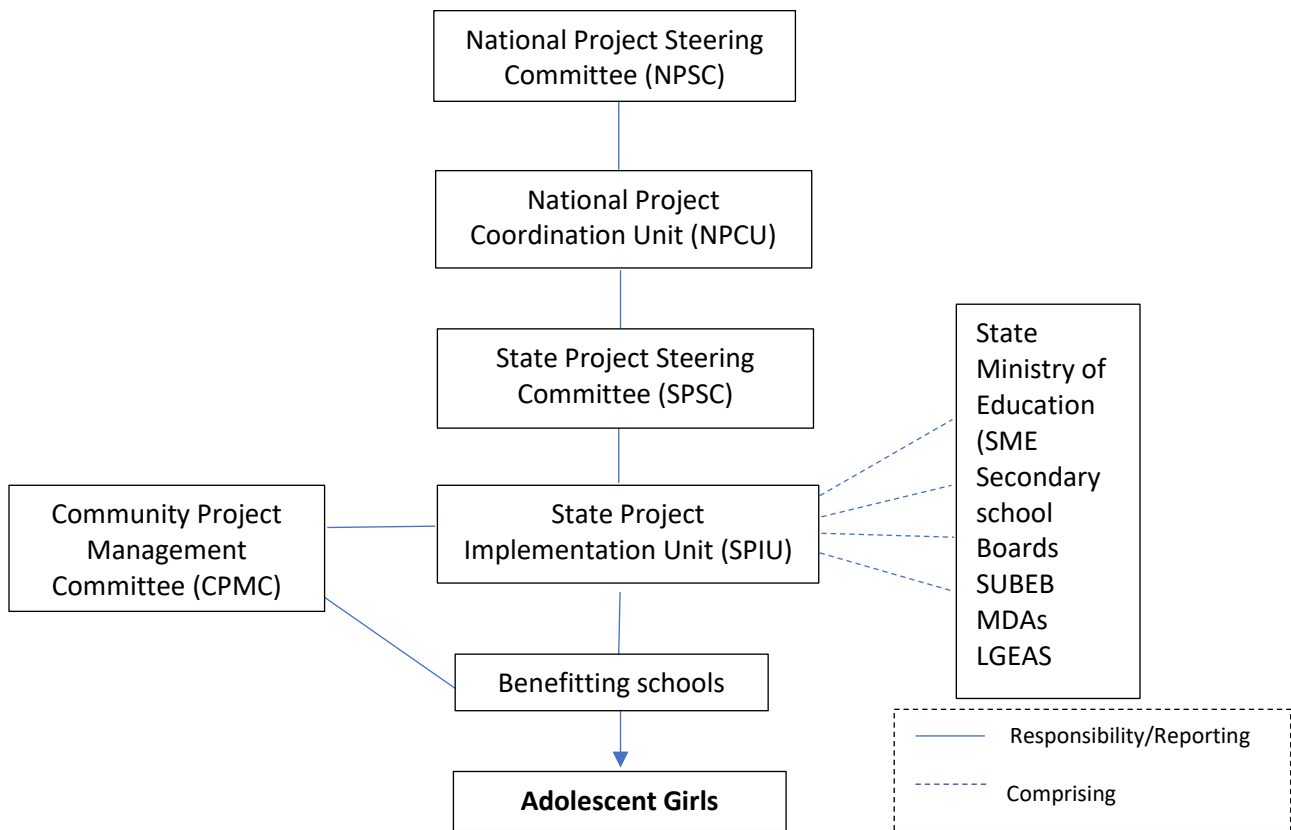


ANNEX 1: IMPLEMENTATION ARRANGEMENTS AND SUPPORT PLAN

A. Institutional and Implementation Arrangements

1. The project will be implemented at the federal and state levels. The following states will participate in the project: Borno, Ekiti, Kaduna, Kano, Katsina, Kebbi, and Plateau. Nasarawa state, which has expressed interest in joining the AGILE Project during the appraisal stage, may join following the midterm review. In each participating state, the implementation of the project will be carried out by the state and local governments, working closely with LGAs and participating schools. The implementation arrangements for the AGILE Project are shown in figure A1.1. These arrangements are designed based on the Nigeria federal system and its relevant agencies, drawing on arrangements used in other World Bank-financed/supervised projects.

Figure A1.1: Institutional and Implementation Arrangements



2. The following paragraphs provides an overview of the composition, roles and responsibilities of each of the organizations involved in project implementation. See also tables A1.1 and A1.2 which include further details on the organizations and responsibilities by component/subcomponent, respectively.



### ***Federal level***

3. **An NPSC will be established under the project.** The NPSC will be chaired by the Honorable Minister of Education and will comprise ministers from the FMF, FMWA, FMY, FMH, FMHDMSD, and Commissioners of Education from the participating states. The FMF will be a member of the NPSC and will be expected to provide support to the project through participation in joint annual reviews. The NPSC will be responsible for overall oversight of project implementation and for providing guidance on the project and will meet, at a minimum, semi-annually, and the meeting will include key stakeholders responsible for project implementation and monitoring. It will be responsible for sharing information about project performance on the state and federal levels.

4. **NPCU:** The FME, through the NPCU, will be responsible for coordinating project activities at the federal level. The NPCU will be headed by a National Project Coordinator who will have the rank of a director or deputy director in the civil service He/she must have adequate experience and expertise in project management. The NPCU will also include FME officers who will serve as one of the following: (a) procurement officer; (b) internal auditor; (c) accountant; (d) M&E officer; (e) gender/GBV officer; (f) environmental safeguards officer; (g) social safeguards officer/GRM; and (h) communications officer and other key officers to coordinate activities under each component/subcomponent. The NPCU would also have representatives from (a) FMWA; (b) FMY; (c) UBEC; and (d) FMH to jointly coordinate interventions. Specific responsibilities of the NPCU include: (i) coordinating the project at the federal level; (ii) overall project M&E; (iii) knowledge sharing and dissemination of information among project supported states; and (iv) implementation of specific activities at the federal level (e.g., communications activities under Subcomponent 2.1 and Component 3); (v) providing implementation support to the states; (vi) organizing annual and mid-term reviews, coordinating, consolidating and disseminating information from participating states, facilitating knowledge and experience sharing among states; (vii) arranging for monitoring of project activities and financial audit of project finances; (viii) providing oversight on ESS compliance; (ix) providing regular updates on progress, quality assurance, and M&E including progress and monitoring reports submitted by states; (x) consolidating state reports at the federal level and ensuring submission to the Bank within the stipulated period; and (xi) supporting active platforms focusing on girls.

The NPCU will be composed of about 15 staff of the FME, representatives from UBEC, FMWA, FMoY, and other FME staff who would serve as project officers to provide support to states in project implementation, monitoring of the project, technical assistance and capacity-building activities. They will work with representatives of relevant DPs, CSOs and NGOs on all these activities including third party monitoring. The roles of the NPCU would be carried out under the guidance of the Permanent Secretary and Director of Basic and Secondary Education in close collaboration with UBEC. The Department of Secondary Education/ Secondary Education Commission (when established) under the FME will provide policy guidance to the unit.

### ***State Level***

5. Under the project, each respective SME is responsible for project implementation in close coordination with the relevant parastatals (for example, SUBEB, LGEAs and federal agencies). For project FM, the SME will be assisted by the SPFMU responsible for the management of donor-funded projects.

6. **SPSC.** The overall responsibility for project oversight at the state level rests with the SPSC. The Permanent Secretary or State Commissioner of Education will chair the SPSC. The committee will meet on a quarterly basis. The committee will be composed of Executive Secretaries from the SSEB (in states



where they are present), SUBEB Chairperson, and commissioners of relevant ministries in the state: the SMWA; the SMY; the SMH, SMF and representatives from SUBEB, LGEAs and relevant NGOs and CSOs. The SPSC will be responsible for project oversight at the state level and for providing overall guidance on project implementation in each participating state.

7. **SPIU.** The SME will be responsible for project implementation with support from the SPIU to be established within the SME. The SPIU will be headed by a State Project Coordinator who will not be less than the rank of a director/deputy director in the civil service. He/she must possess adequate experience and expertise in project management. The SPIU will also have a deputy project coordinator and SPIU members will be comprised of representatives of the SSEB, as applicable, SUBEB, and relevant state ministries that would serve as state project officers: (a) the SSEB; (b) the SMWA; (c) the SMY; and (d) the SMH. In the SPIU, officers from the SME (SSEB, etc.), SUBEB, SMH and SMWA will serve as (i) leads for each component and/or subcomponent; (ii) procurement officer; (iii) internal auditor; (iv) accountant; (v) M&E officer; (vi) GBV or gender officer; (vii) environmental safeguards officer; (viii) communications officer; and (ix) social safeguards/GRM officer.

**Box A1.1: SPIU Composition**

- Project coordinator
- Deputy project coordinator
- Lead for each of the:
  - a. project components
  - b. project subcomponents;
- Procurement officer
- Internal auditor
- Project accountant
- M&E officer
- Gender/GBV officer
- Environmental safeguards officer
- Social and GRM officer
- Communications officer

8. The SME (relevant departments) will be responsible for implementing project activities at the state level while the SPIU will liaise with various implementing partners, closely track progress, and monitor compliance with World Bank requirements including safeguards. It will also play a key role in planning, coordinating, monitoring and reporting, as well as acting as a focal point for coordination with the Bank and other agencies including relevant CSOs. To support implementation, the SPIU will be responsible for procuring consultants, facilitating school rehabilitation/construction activities, while ensuring compliance to E&S requirements and supporting the department/scholarship board in awarding of SIGs to schools and scholarships to girls. Representatives from the SMWA and SMH and their agencies would serve as technical focal points for the implementation of Subcomponent 2.2 focusing on empowering girls with life skills (including health education) and digital literacy for students (boys and girls), respectively, at the state level. The state ministries will work with the SPIU and other relevant stakeholders to develop policy reforms and prepare a plan for convergent action on the empowerment of adolescent girls. The strategy and plan will lay a path forward for cross-sector collaboration and coordination across different agencies. The state team will not have fewer than the positions listed in box A1.1.

9. **LGA level.** The LGEA, with oversight mainly from the SPIU and in collaboration with SUBEBs, is responsible for assisting with the monitoring and support of educational activities in the targeted LGAs. They will also act as an intermediary for disseminating information to schools/SBMCs (including policy notifications and instructions). They will coordinate capacity-building for SBMCs, conduct school inspection visits, and perform some monitoring of school activities. They will also assist SMEs/SPIU in project coordination. Furthermore, they will assist the CPMC and SPIU in monitoring activities notably in school construction/rehabilitation and teacher deployment.



***Community- and School-Level***

10. **CPMC.** At the community level, the CPMC will be responsible for identifying schools for construction (of JSSs /sections) jointly with the SPIU. In communities where CPMCs (or a similar community structure) do not exist, community members will be engaged, and a committee established. The construction of JSSs will be managed by the CPMC. They will monitor project activities, supervise project work and ensure the achievement of agreed milestones with support from the SPIUs, SBMCs, and individual school parent-teacher associations (PTAs). The CPMC will sign financing agreements with their respective SPIU on project agreed milestones and the disbursement of funds in tranches based on milestone achievements. All communities receiving support under the project will be trained. Construction guidelines for the CPMC will be developed as part of the PIM.

11. **SBMCs.** At the school level, the responsibility for the implementation of SIGs activities will lie primarily with the SBMCs which exist in most schools. SBMCs comprised of representatives from school management, parents, civil society organizations and community members. The SBMC will develop SIPs on rehabilitation/additional classrooms, improving learning conditions, and elements of the whole school approach, among others, and will manage activities under such plans as approved by the SPIUs. Responsibility for the SIG (supported under Subcomponent 1.2) will require the SBMCs to develop the SIPs and manage the SIGs and SIG-funded activities as described in the approved SIP. In addition, the SBMCs will be responsible for organizing meetings with relevant community members (e.g., PTA meetings, parents' assemblies, social audits, etc.) to discuss school progress against their improvement plans and targets. Independent firm, NGOs or CSOs will be hired to support monitoring and supervision of school level implementation by the SPIU. All relevant details on the design and implementation of the SIG activity will be included in the SIG manual.

12. **Implementation readiness:** States have set up SPIUs and have started identifying consultants needed to support the project start up. The PIM has been drafted which includes guidelines on FPM and SIG it will be finalized prior to project effectiveness.



**Table A1.1: Organizational Bodies**

	Name	Meetings	Chair/ Director	Members
Federal	NPSC	Semi-annually	Minister of Education	FMFFMWA, FMY, FMH, FMHDMSD and Commissioners of Education from the participating states.
	NPCU	Monthly	National Project Coordinator, FME	Representatives of the FMH, FMF, FMWA, FMY, and UBEC, and officers in the FME to serve as procurement officer, internal auditor, accountant, M&E officer, gender/GBV officer, environmental safeguards officer, social safeguards/GRM officer, and communications officer and other key officers to coordinate activities under each component/sub-component.
State	SPSC	Quarterly	State Commissioner of Education (Permanent Secretary of the SME as deputy)	Executive Secretaries from the SSEB (in states where they are present), Executive Secretaries of SUBEBs, Commissioners of the SMWA, the SMY, the SMH, and representatives from SUBEB, LGEAs and relevant NGOs and CSOs.
	SPIU	Monthly	State Project Coordinator Deputy Project Coordinator	Representatives of the SSEB, SMWA, SMY; SMH; and SUBEB. In the SPIU, officers from the SME (SSEB, etc.), SUBEB, SMH and SMWA will serve as (i) leads for each component and/or subcomponent, (ii) procurement officer, (iii) internal auditor, (iv) accountant, (v) M&E officer, (vi) GBV or gender officer, (vii) environmental safeguards officer, (viii) communications officer, and (ix) social safeguards/GRM officer.
	SPFMU	n.a.	n.a.	Project financial officer
Local Government	LGEA	n.a.	Head of Section, LGEA	n.a.
Community	CPMC	n.a.	Head of CPMC	Community members, RTLs, SBMCs, etc.
School	Head Teacher	n.a.	n.a.	n.a.
	SBMC	Monthly	Traditional ruler/parent	Parents, head teacher, community leaders, teachers, and principal.



**Table A1.2: Roles and Responsibilities by Agency and Component**

<b>Component 1: Creating Safe and Accessible Learning Spaces</b>	
<i>Subcomponent 1.1: Creating new safe learning spaces in secondary schools</i>	
<b>Construction of JSSs</b>	
<p><b>Responsible: Department of Physical Planning / Secondary school within the SME and SUBEB</b></p>	<p><b>Departments supported by the SPIU</b></p> <ul style="list-style-type: none"> <li>• Support the establishment of the CPMC in targeted communities</li> <li>• Verify that the CPMC exists and is functional</li> <li>• Work with the CPMC to monitor and oversee all construction processes</li> <li>• Validate list of selected schools for construction provided by the CPMC</li> <li>• Draw agreement on activity milestones and disbursement schedule for the CPMC</li> <li>• Engage consultants to provide the CPMC with capacity-building training on construction management and E&amp;S management</li> <li>• Provide information on required school standards and construction standards to the CPMC</li> <li>• Review ESAs/ESMPs prepared by E&amp;S consultants</li> <li>• Ensure that E&amp;S issues triggered by the project are adequately addressed</li> <li>• Verify works completed according to the BoQ</li> <li>• Transfer funds in tranches from project account to the CPMC's account</li> </ul> <p><b>CPMC</b></p> <ul style="list-style-type: none"> <li>• Sign agreement with the SPIUs on activity milestones and fund disbursement (in tranches based on achievement of milestones)</li> <li>• Manage and oversee the expression of interest</li> <li>• Identify primary schools for expansion</li> <li>• Manage and supervise construction</li> </ul> <p><b>SPSC</b></p> <ul style="list-style-type: none"> <li>• Endorse list of selected schools for construction</li> <li>• Approve the CPMC-proposed construction plan</li> <li>• Continuously oversee implementation of the component</li> </ul> <p><b>LGEA</b></p> <ul style="list-style-type: none"> <li>• Monitor school construction activities</li> </ul>
<b>Construction of SSSs</b>	
<p><b>Responsible: Department of Physical Planning/secondary school within the SME and SUBEB</b></p>	<p><b>SME</b></p> <ul style="list-style-type: none"> <li>• Identify JSSs for expansion</li> <li>• Hire consultants on the construction design and adapt the standard design to be site-specific</li> <li>• Prepare bidding documents, undertake bidding process and award the contract</li> <li>• Supervise the construction process</li> <li>• Make payments to consultants/ firm based on the BoQ</li> <li>• Undertake efforts to ensure that the E&amp;S safeguards standards are applied</li> </ul> <p><b>SPSC</b></p> <ul style="list-style-type: none"> <li>• Endorse list of selected schools for construction</li> </ul>
<i>Subcomponent 1.2: Improving existing infrastructure in secondary schools</i>	
<b>SIGs</b>	
<p><b>Responsible: Department of Secondary School Services/Scholarships</b></p>	<p><b>Departments supported by SPIU will perform the following activities</b></p> <ul style="list-style-type: none"> <li>• Verify that the SBMC exists and is functional</li> <li>• Organize capacity building for SBMCs on the development of SIPs</li> <li>• Approve/endorse SIPs</li> <li>• Manage and oversee construction</li> <li>• Hire consultants/firms to monitor and validate completion of activities</li> <li>• Ensure that the E&amp;S safeguards standards are applied</li> </ul>



	<p><b>SBMC</b></p> <ul style="list-style-type: none"> <li>• Develop the SIP</li> <li>• Implementation of school grant activities with supervision of activities at the school</li> <li>• Follow all guidelines and procedures, FM, and E&amp;S</li> <li>• Organize meetings with relevant community members on school improvement planning and development</li> </ul> <p><b>LGEA</b></p> <ul style="list-style-type: none"> <li>• Monitor activities in the schools</li> </ul>
<p><b>Component 2: Fostering an enabling environment for girls</b></p>	
<p><b>Subcomponent 2.1: Promoting social and behaviour change through communications campaigns, engagement with traditional rulers, and advocacy</b></p>	
<p><b>Responsible: Department of Communications and Gender supported by the NPCU will perform the following activities:</b></p> <ul style="list-style-type: none"> <li>• Hire technical communication firm</li> <li>• Develop National Advocacy and Communications Plan</li> <li>• Develop a communications framework for states</li> <li>• Implementation of the Advocacy and Communications Plan</li> <li>• Facilitate and support high level policy dialogue with stakeholders</li> <li>• Support knowledge sharing and learning events among states and agencies</li> <li>• Support RTLs to leverage on Sahel Women's Empowerment and Demographic Dividend (SWEDD) and other national and regional platforms</li> </ul>	<p><b>Responsible: Department of Communications and Social Mobilization supported by the SPIU will perform the following activities:</b></p> <ul style="list-style-type: none"> <li>• Hire NGOs to support facilitating community engagement sessions with community leaders</li> <li>• Work with community groups to spread positive messages on girls' education and empowerment</li> <li>• Facilitate the sensitization of parents to re-enrol out-of-school girls</li> <li>• Engage a communications firm to design and produce creative media content and messaging</li> <li>• Use media and digital platforms to promote a behaviour change campaign</li> <li>• Facilitate and support high-level state policy dialogue with stakeholders</li> <li>• Support existing campaigns promoting girls' education</li> </ul>
<p><b>Subcomponent 2.2: Empowering girls with critical life skills and knowledge for navigating adulthood and digital literacy</b></p>	
<p><b>NPCU</b></p> <ul style="list-style-type: none"> <li>• Engage survey firm to carry out impact evaluation</li> </ul>	<p><b>Department of Secondary School Services/Scholarships supported by the SPIU will perform the following activities:</b></p> <ul style="list-style-type: none"> <li>• Hire an implementing partner (NGOs, CSOs, etc.) to support the delivery of this intervention</li> <li>• Identification of female counsellors (<i>female teacher mentors</i>)</li> <li>• Facilitate the training of female teacher mentors on life skills curricula and psychosocial needs by implementing partners</li> <li>• Establish referral pathway between schools and relevant agencies (GBV)</li> <li>• Monitor implementation of the program</li> </ul> <p><b>Implementing partner</b></p> <ul style="list-style-type: none"> <li>• Provide capacity building for female counselors, including in psychosocial support</li> <li>• Develop age appropriate life skills curriculum</li> <li>• Co-facilitate safe space sessions</li> <li>• Support social referral pathways services for gender related issues</li> <li>• Monitor sessions and tracking of attendance</li> <li>• Regular review of program</li> </ul>
<p><b>Subcomponent 2.3: Providing financial incentives to the poorest households</b></p>	
<p><b>SME: The SPIU will work with scholarship boards and other relevant department within the SME and SUBEB</b></p>	<p><b>Department of Secondary School Services/Scholarships supported by the SPIU will hire a consultancy firm to perform the following activities:</b></p> <ul style="list-style-type: none"> <li>• Develop scholarship conditions</li> <li>• Identify and register beneficiary girls from school registers</li> <li>• Verify the list of beneficiaries</li> <li>• Engage FSPs for funds transfer</li> <li>• Ensure account opening by beneficiaries</li> <li>• Verify scholarship conditions</li> <li>• Monitor and supervise scholarship payments</li> </ul> <p><b>FSPs</b></p> <ul style="list-style-type: none"> <li>• Timely payment of scholarships</li> </ul>



	<p><b>Schools</b></p> <ul style="list-style-type: none"> <li>• Proper record keeping of school attendance</li> <li>• Verify girls comply with scholarship conditions (transition and school attendance)</li> </ul>
<p><b>Component 3: Project management and system strengthening</b></p>	
<p><b>Sub-component 3.1: System strengthening for sustainability and TA</b></p>	
<p><b>NPCU</b></p> <ul style="list-style-type: none"> <li>• Engage technical consultants for capacity building at the federal and state level</li> <li>• Train federal and state staff on E&amp;S, M&amp;E, FM and procurement</li> <li>• Provide TA on transfer of technical skills and knowledge to local ministry</li> <li>• Coordinate and monitor project activities across participating states</li> <li>• Provide of implementation support to states</li> <li>• Facilitate annual reviews and MTRs</li> <li>• Organize annual technical audit of project activities and financial audit of project finance</li> <li>• Provide regular updates on progress and consolidation of M&amp;E reports</li> <li>• Support policy activities of the FME and other relevant ministries on girl's education</li> <li>• Support knowledge-sharing and information transfer among relevant stakeholders</li> <li>• Perform technical audits of project activities and project financial audits</li> </ul>	<p><b>SPIU</b></p> <ul style="list-style-type: none"> <li>• Engage consultants to fill gaps in technical and operational areas in the states</li> <li>• Provide TA on transfer of technical skills and knowledge to staff, LGEA, SBMCs and other relevant stakeholders</li> <li>• Engage third-party monitoring for project activities</li> <li>• Training and build capacity for SPIU members and local government staff members on E&amp;S, M&amp;E, FM, and procurement</li> </ul>
<p><b>Subcomponent 3.2: Project management, monitoring and evaluation (M&amp;E)</b></p>	
<p><b>NPCU</b></p> <ul style="list-style-type: none"> <li>• Provide training and goods to strengthen the secondary EMIS at the federal level</li> <li>• Support FME and all relevant agencies on the development of a national strategy on girls' education and empowerment</li> <li>• Organize studies, pilots and assessment of key activities on girl's education for scaling up and enhanced implementation of the project</li> <li>• Disseminate and facilitate sharing of information on project progress and other activities across participating states as well</li> <li>• Undertake cross-state studies on technical, education, social, and economic aspects of the project</li> </ul>	<p><b>SPIU</b></p> <ul style="list-style-type: none"> <li>• Provide training and goods to strengthen the secondary EMIS at the state level</li> <li>• Undertake state-specific studies, policy review and assessment of key activities on girl's education for scaling up and enhanced implementation of the project</li> <li>• Support state policy (on girls) in developing effective implementation modalities (e.g., 12-year free education for girls)</li> </ul>



**B. Financial Management**

13. **The project will use the IPF lending instrument; therefore, all aspects of project implementation will follow the World Bank's policies and procedures for IPFs.** The Federal Government of Nigeria will be the Borrower for the project and the FMF will provide financial oversight in ensuring timely effectiveness of the various phases of the project implementation and maintenance of funds flow.

14. To facilitate implementation at the state level, the Federal Government will make funds available to the participating states under a subsidiary agreement between the Borrower and each participating state, under the terms and conditions approved by the World Bank. The FPFMD including its PFMUs will handle the fiduciary responsibilities of the project at the Federal level. The federal (NPCU) and state-level PIUs (SPIUs) will, among other things, be responsible for ensuring compliance with the FM requirements of the Government and the World Bank. The World Bank will disburse the funds into DAs opened by the NPCU and SPIUs. Disbursements at both the federal (NPCU) and state level (SPIUs) will be triggered based on work plans approved by the Steering Committees (federal and state) and performance frameworks.

15. To mitigate the risks arising from unretired advances and inadequate documentation for incurred eligible expenditures, adequate procedures for the handling of advances against expenses including remedial actions in the event of default will be elaborated in the update of the Financial Procedures Manual (FPM); an indicative check list of appropriate supporting documents for incurred eligible expenditures will be developed and included in the project PIM before effectiveness; and capacity of the project staff on World Bank FM procedures will be built.

16. **Fiduciary risks.** Currently, Nigeria is experiencing a significant fiscal deficit due to decline in oil revenue, stagnated non-oil revenue, inflation, and poor domestic tax revenue mobilization. In view of this, recruitment of teachers by each participating state will definitely pose a serious financial challenge to the state governments which are already experiencing dwindling revenue. The project involves a lot of construction at various levels with low capacity. The SBMCs, similar to the CPMCs, do not have much capacity handling FM matters on construction. At all levels, the capacity to capture and report on the funds is low. This is considered a substantial risk because if adequate numbers of teachers are not recruited, deployed, and paid to teach in the newly constructed schools and the existing schools have an insufficient number of teachers, there will not be value for money and the PDO may not be fully achieved. Again, the activities at school and community levels will require a lot of money to be handled by the community and SBMCs which have very low capacity in FM.

17. Component 3 also supports the capacity building and monitoring of the project activities by the FME, SME and LGEAs to ensure adequate planning, reporting and auditing of the project activities. Equally the internal auditor within the SPIU will ensure reviews are conducted and report on the use of project funds submitted before the release of each tranche of funds. An independent external audit firm will be engaged by each SPIU based on a term of reference acceptable to the World Bank to conduct an annual audit of the project.

18. All of the states are using the Federal Government financial and reporting regulations and have adopted the national chart of accounts. The accounting reports are prepared following the International Public Sector Accounting Standards cash basis while auditing is conducted using the International Auditing Standards.

19. **Planning and budgeting.** Budget preparation will follow the federal or state government's procedures, as appropriate. On an annual basis, the project accountants at the SPIUs and NPCU, respectively, in consultation with key members of these implementing units, will prepare the budget for



the fiscal year based on the approved work program. The budget will be submitted to the World Bank at least two months before the beginning of the project fiscal year. Detailed procedures for planning and budgeting will be documented in the FPM.

20. **Funds flow:** Project funding will consist of an IDA credit in the amount of US\$500 equivalent. Disbursement for all categories of expenditure will follow standard World Bank procedures. IDA will disburse the credit through a DA and one naira draw down account opened with the CBN which will be managed by the FME/FPFMD. At the state level, one DA and one naira draw down account will be opened with a reputable commercial bank and managed by the SME/PFMU.

21. The specific banking arrangements are as follows:

**At the federal level**

- One DA in U.S. dollars to which the initial deposit and replenishments from IDA will be lodged. One current (draw-down) account in naira to which drawdowns from the DA will be credited for incurred eligible expenditures, maintaining balances on this account as close to zero as possible after payments.
- One U.S. dollar interest account and one-naira interest account.

**At the state level**

- One DA in U.S. dollars to which initial deposit and replenishments from IDA will be lodged.
- One current (drawdown) account in naira to which draw-downs from the DA will be credited for incurred eligible expenditures, maintaining balances on this account as close to zero as possible after payment. The account in naira to which drawdowns from the DA will be credited for beneficiaries, maintaining balances on this account as close to zero as possible after payment.
- One U.S. dollar interest account and one-naira interest account.



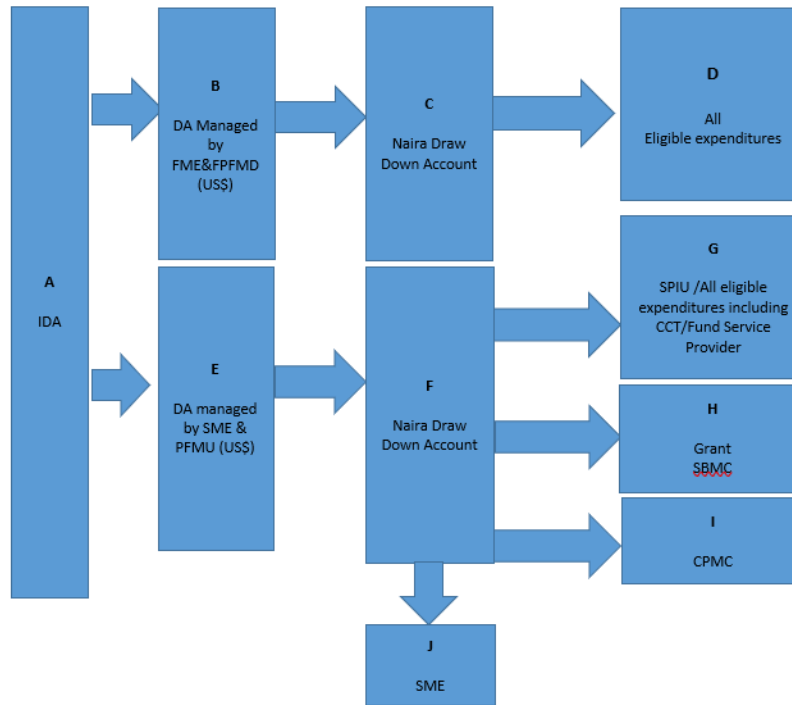
**Table A1.3: Expenditure Categories**

Components	Activities	Budget (US\$, millions)	Responsibilities	Funds Flow <sup>a</sup>
<b>Component 1</b>	<b>Creating Safe and Accessible Learning Spaces</b>	<b>315</b>		
	<i>New Construction</i>	Z=180		
Goods, works and consultant services	Construction of JSSs	55% of Z = 99	CPMC	A E F I
Goods, works and consultant services	Construction of SSSs	45% of Z = 81	SPIU	A E F G
Goods, works, and consultant services (grants)	<i>Improving existing infrastructure in secondary schools (SIGs)</i>	135	SBMC/SPIU	A E F H/G
<b>Component 2</b>	<b>Fostering an enabling environment for girls</b>	<b>140</b>		
Goods and consultant services	Promoting social and behavior change through communications campaigns, engagement with traditional rulers and advocacy	25	SPIU	A E F G
Goods and consultant services	Empowering girls with critical life skills and knowledge for navigating adulthood and digital literacy	35	NPCU/SPIU	A B C D/ A E F G
Consultant services (grant)	Providing financial incentives to the poorest households	80	SPIU	A E F G
<b>Component 3</b>	<b>Project management and system strengthening</b>	<b>35</b>		
Consultant services, trainings and goods	System strengthening for sustainability and TA	15	NPCU/SPIU	A B C D/ A E F G
Goods, consultant services and capacity building activities	Project management, and M&E	20	NPCU/SPIU	A B C D/ A E F G
	Unallocated	<b>10</b>		
	Total	<b>500</b>		
Goods, consultant services and capacity building activities	Project Preparation Advance from total amount	<b>2.1</b>	NPCU/SPIU	A B C D/ A E F G

Note: For details in Funds Flow column, refer to figure A1.2.



Figure A1.2: Funds Flow Arrangement



22. **Accounting.** IDA funds will be accounted for by the project on a cash basis, using a computerized accounting system. The accounting software to be deployed will consider the project implementation arrangements and accounting system. Annual financial statements will be prepared in accordance with the relevant International Public Sector Accounting Standards.

23. Accounting and control procedures will be documented in the FPM, a living document which will be subject to review as appropriate. As part of the mitigating measures to reduce the risk of misuse of funds and achieve value for money, the project accountants will prepare monthly and semi-annual IFRs and annual financial statements. The project will be audited annually by an independent external auditor appointed by the NPCU and SPIU at the federal and state levels, respectively, based on terms of reference acceptable to the World Bank. The NPCU and SPIUs will be responsible for submission of audited annual financial statements to the World Bank within six months from the end of the government fiscal year.

24. **Financial reporting.** Calendar semester IFRs will be prepared by FME and SMEs and submitted within 45 days after the end of each calendar semester. The annual project financial statements will be prepared and submitted to World Bank within six months of the end of the government fiscal year by the FME and SMEs, respectively. Regular periodic returns will be made to the office of the accountant general for consolidation in the government accounts.

25. **Internal control.** Adequate internal controls are in place at both PFMUs and FPFMD but will be strengthened further. The control features at both PFMUs and FPFMD include a robust FPM, professionally qualified staff, robust segregation of functions/duties, and independent internal auditors. Capacity of the internal auditors at the FME and SMEs will be built to use a risk-based internal audit approach involving risk mapping, and so on. FM staff are appointed by each state accountant-general and the accountant general for the Federation.



26. Following the findings of a detailed FM review—conducted primarily on soft expenditures such as workshops, training, travel and operating expenses in some World Bank-financed projects—an enhanced accountability framework will be implemented in the project to provide increased assurance that funds are used for the intended purposes with economy and efficiency and attain value for money.

27. **Audit/oversight arrangement.** The annual financial statements will be audited by an independent audit firm appointed on the basis of terms of reference acceptable to IDA to audit the entire project and certify the financial statements for the project. The auditor will express an opinion on the annual financial statements in compliance with International Standards on Auditing. In addition to the audit report, the external auditors will prepare a Management Letter. A copy of the audited financial statements along with the Management Letter will be submitted to IDA not later than six months after the end of each financial year.

28. **Specific accountability framework for training, workshops, and study tours.** Project implementation will be carried out based on work plan, procurement and training plans. An enhanced accountability framework is put in place over expenditures in the areas of training, workshops, study tours, and so on, as follows: at the beginning of each fiscal year, a separate training summary plan shall be developed and shared with the task team leader (TTL) for review as part of the annual work plan.

29. All trainings (i.e., local and international) will require prior clearance (no objection) from the World Bank before being undertaken. The request for clearance should, at a minimum, include the following:

- A demonstrated link between the rationale for the workshop/training/etc. and the PDO.
- An annual work program under which the activity falls.
- The number of trainees, their function, and mode of selection. This should also include the number of times during the past 18 months that listed trainees had benefitted from other trainings.
- Number of years before retirement from service of each of the proposed trainees.
- The process used for selection of the training provider and if foreign training, rationale for not proposing local training.
- Training prospectus and reference to the beneficial outcome of the training.
- Detailed cost of the event. If local, the following additional information will need to be provided: venue location, how venue was/is proposed to be selected, venue rental cost, refreshment/lunch costs, per diem costs, and transport costs (air or land travel cost per trainee).
- No residential local training program will be allowed where the venue of the training is in the locality of the trainees; the preferred choice of locality should be the location of the majority of officials to be trained.

30. Only based on these submissions and the World Bank's prior clearance will expenses be committed and become eligible for financing under the project.

31. The SME and FME will ensure that a formal process of accountability is instituted on training expenditures which will include the following:

- Submission of training report by the trainee
- Certificate of attendance from the training institution
- Relevant travel certifications such as air tickets, boarding passes for air travel, hotel bills, etc.



- Consistent with the Government’s cashless policy, air tickets shall be procured directly from the airline through electronic payment or cheque (no cash payments shall be allowed).
- Similar practice shall also be applied in the payment to vendors and tuition fees to training providers.

32. A reduced amount of daily subsistence allowance will be paid where training/workshop organizers provide meals and accommodation. Cash advances granted to project staff must be retired by the concerned staff within the timeline specified in the PIM before a new advance is granted. Where retirement of an advance is past due, an automatic payroll deduction of the unretired amount should be affected. To keep track of cash advances disbursed, an advances register shall be maintained as a control measure.

33. The project internal auditor shall include in his/her work program periodic random audits of travel advances and retirement thereof, and a review of the training/workshop conducted. A report of this review shall be provided to the project coordinator as well as the World Bank TTL.

**C. Disbursement arrangements**

34. The World Bank will disburse the funds into DAs opened by the NPCU and SPIUs. The NPCU will open one DA in U.S. dollars and one naira draw down account with the CBN and SPIUs in the SMEs of each participating states will each open one DA in U.S. dollars and one naira account with reputable commercial banks acceptable to the World Bank and in consultation with the Office of the Accountant General of each participating state. The eligible expenditures will be paid by the NPCU and SPIUs in naira from draw down accounts. Any government budget contributions will be directed through separate current accounts opened by the NPCU and SPIUs (FME and SMEs) with commercial banks acceptable to the World Bank. The project shall have available for project execution all methods of disbursement approved by the World Bank as may be required. These disbursement methods are (i) advance and replenishment; (ii) direct payment; (iii) reimbursement; and (iv) special commitment.

35. The initial advance to each eligible state shall be six months cash forecast of the SPIU. At least once a month, each state will submit replenishment requests to IDA based on actual incurred eligible expenditures. Each request will be supported by the SOE schedule for prior and post review expenditures while the original copies of supporting documents will be retained at the project offices for future review.

36. **Disbursement at the community level for community construction:** A current account in naira will be opened in a commercial bank into which IDA funds will be deposited. All bank accounts will be reconciled with bank statements on a quarterly basis. Detailed banking arrangements including control procedures will be documented in the FPM. For the Community sub-projects, proposals submitted will include a simple subproject plan complete with basic specifications and budget plans indicating the financial requirements for the activities. The plan should identify the actions needed to complete subproject activities and their approximate cost and timing requirements at each stage. If approved, this will be disbursed in three tranches (within 1-2 years) as detailed in table below.



Table A1.4: Disbursement Table

Tranche	% Disbursement	Basis
I	30	Approved subproject proposal cleared by the SPIU and SPSC
II	50	Physical and financial progress report. Upon verification of the achievement of stated milestone in SIP. Supporting documents for payments under the first tranche should be provided before release of this tranche. This would have been verified by the SPIU internal auditor
III	20	Physical and financial progress report. Upon final completion of the activities in the SIP. Supporting documents for payments of second tranche should be provided before release of this tranche

37. For proper accountability of this component, a trained bookkeeper/treasurer should be appointed in the community. Social accountability, public disclosure and complaints handling arrangements will be documented in the Memorandum of Understanding/agreements of the CPMCs/SBMCs. This will include disclosure of the accounts and project activities at a public place in the community and design of a simple complaints’ mechanism by community members to the SPIUs. Accountability will include the following: (i) SBMC/CPMCs will report to communities in an open place and prepare simple accounts on a public board for members of the community to view; and (ii) routine simple reports will be issued from the SPIUs to the SBMCs/CPMCs so they can compare their progress and performance with that of other communities.

38. Issues to be addressed in the community financing agreements include simple financial and progress reporting requirements, terms, conditions and timing of payments, community contributions and measures mitigating risks in the community sub-projects.

39. **FM requirements for community eligibility**

- Acceptable and approved Community School Construction Plan
- Designate treasurer to maintain bank account and books of account
- Open naira account and deposit community contribution as agreed

**Management of SIGs by the SBMC**

40. School-level disbursement. There must be a functioning SBMC that will contribute towards improved school governance and accountability. Responsibility for project implementation at the school level will reside with the SBMCs/PTAs, headmaster and teachers. SBMCs and other relevant stakeholders will develop SIPs and manage related activities as approved by SMEs in compliance with the SIG manual. In addition, SBMCs will be responsible for organizing meetings with relevant community level stakeholders (e.g., PTA meetings, parents’ assemblies, etc.) to discuss the performance of schools in line with approved SIPs. The head teacher or principal and the chairman of the SBMC will be the co-signatories of the school bank account at a commercial bank. All schools’ SBMCs receiving support under the project will be trained to ensure familiarity with and effective implementation of activities in line with the SIG manual.



41. **Requirement for recipient school.** A recipient school must have the following:

- An active SBMC
- SBMC trained on school grants management
- A completed and approved SIP
- A functioning bank account
- PFMU internal audit report on the previous tranche before release of subsequent tranche

42. **Scholarship fund transfers to payment agents:** Where the FPFMD/PFMU do not have the geographical spread to effect payment of girls' scholarships to the beneficiaries, commercial banks acceptable to IDA may be used as payment agents. Upon receipt of a list of grantees from the SME, the PFMU team will confirm that eligible criteria have been met based on the criteria and eligibility set out for the project, and the total sum will be transferred to the Payment Agent (a commercial bank) who will then pay upon producing acceptable means of identification.

43. Each girl in targeted areas will receive approximately NGN 5,000 (approximately US\$14) when enrolling in the program in P6 or JSS3. Each girl will then receive NGN 10,000- NGN 15,000 (US\$42) (depending on the state) upon transition to JSS1 or SSS1. The disbursement will be preceded by a validation exercise of the girl's attendance rate, which should be a minimum of 80 percent.

44. **Requirement for recipient beneficiary**

- Registration of the female student
- Registration of the mother/caregiver
- Bank account opened by the caregiver

#### **Disbursement Condition**

45. Under the project, the IPF lending instrument will be used to finance the implementation of the annual work plan of each of the participating states and FME. Notional allocations to each state and the FME are shown in table A1.5; US\$10 million notional allocation to components will remain unallocated. At mid-term, states' performance and progress under each project component will be assessed. Findings of these assessments will be used to guide the allocation of this US\$10 million.



**Table A1.5: Notional Allocation by Participating State and FME**

Participating State/FME	Notional IDA Credit Allocation (US\$, millions)
Borno	50
Ekiti	25
Kaduna	80
Kano	100
Katsina	85
Kebbi	80
Plateau	35
FME, system strengthening for sustainability, project management and monitoring and technical assistance to states and FME	35
<b>Unallocated</b>	10
<b>Total</b>	500

46. **Disbursement condition.** No disbursement will occur to any State for activities under Sub-component 1.1 until a costed action plan for the recruitment and deployment of new teachers to JSSs and SSSs to be constructed under the project is submitted to the World Bank in form and substance acceptable to the World Bank<sup>90</sup> and formally endorsed by the State Governor.

47. **Unallocated.** The utilization of unallocated funds of US\$10 million will be determined during the MTR and can be allocated to any of the components or sub-components based upon the performance of the individual states.

48. **The project preparation benefitted from Project Preparation Advance (PPA)** of US\$2,162,377 to cover baseline data collection, carryout capacity building/training for NPCU and SPIUs, capacity building activities for procurement staff and to conduct institutional Environmental and Social Standards capacity assessment of implementing agencies in selected states and other relevant project preparation activities.

49. **Implementation condition.** Funding for Junior and Senior secondary school construction will be provided to states in tranches upon verification of activities completed on construction work and implementation of teacher recruitment action plan. This is being done to incentivize the states to perform. If a state does not perform well, the tranches will not be released and would be available for reallocation to other states at the MTR.

<sup>90</sup> It means that it is not simply filling in a template but should give assurance that it is a credible commitment, acceptable to the Association.



**Table A1.6: Disbursement Categories**

Category	Amount of the Credit Allocated (expressed in SDR)	Percentage of Expenditures to be Financed (inclusive of Taxes)
(1) Goods, works, non-consulting services, consulting services and School Community Construction Grants under Part 1(a) of the Project.	131,220,000	100 %
(2) Goods, works, non-consulting services, consulting services, Training and Operating Costs, School Improvement Grants and Girl Scholarship Grants under Parts 1(b), 2 and 3 of the Project.	224,340,000	100 %
(3) Refund of Preparation Advance	1,650,000	Amount payable pursuant to Section 2.07(a) of the General Conditions
(4) Unallocated	7,290,000	
<b>TOTAL AMOUNT</b>	<b>364,500,000</b>	

**FM Action Plan**

50. Actions to be taken for the project to further strengthen its FM system are listed in the table A1.7.

**Table A1.7: FM Action Plan**

	Action	Timeline	Responsibility
1	Agreement of format of IFR, annual financial statement and external auditor terms of reference	Completed	FME/FPFMD and SME/PFMU with support and guidance of IDA task team
2	Designate Project Accountant, Project Internal Auditor and support accounting technicians to NPCU and SPIUs	Completed	FME/FPFMD and SME/PFMU
3	Train designated FPFMD staff in World Bank FM procedures and Disbursement Guidelines.	Within 6 months after project effectiveness	FME/FPFMD and SME/PFMU
4	Engage Office of the Auditor General	Within 6 months after project effectiveness	FME/FPFMD and SME/PFMU
5	Deploy computerized accounting systems at the NPCU and SPIUs	Within 6 months after project effectiveness	FME/FPFMD and SME/PFMU
6	MoU on financial services and service standards between the FPFMD and FME; and the PFMU and SME	Within 6 months after project effectiveness	FME/FPFMD and SME/PFMU

51. **FM Implementation Support Plan:** FM supervision will be consistent with a risk-based approach, and will involve collaboration with the World Bank. The supervision intensity is based initially on the assessed FM risk rating and subsequently on the updated FM risk rating during implementation. On-site review will cover all aspects of FM, including internal control systems, the overall fiduciary control environment, and tracing transactions from the bidding process to disbursements, as well as statement of expenses review. Additional supervision activities will include desk review of semester IFRs, quarterly



internal audit reports, audited annual financial statements and Management Letters as well as timely follow up of issues that arise, and updating the FM rating in the ISR and the portfolio and risk management system. Additional target reviews may be conducted depending on emerging risks. The World Bank will support monitoring the timely implementation of the action plan.

52. The FM Assessment conclusion is that, subject to the mitigation measures and the action plan being implemented according to the agreed time frame, the financial management arrangements for the project meet the requirements of the World Bank's Policy and Directive for IPF in that these provide reasonable assurance that the proceeds of the Credit will be used for the purposes intended. Further, this objective will be sustained by ensuring that strong and robust FM arrangements are maintained throughout the project life. Detailed FM reviews will also be carried out regularly, either within the regular proposed supervision plan or more frequently, if needed, to ensure that expenditures incurred by the project are for eligible expenditures.

#### D. Procurement

53. **Procurement under the project will be carried out in accordance with the following World Bank regulations and procedures:** (a) the World Bank Procurement Regulations for IPF Borrowers (July 2016, revised in November 2017 and August 2018), and (b) Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants, dated October 15, 2006 and revised in January 2011, and other provisions stipulated in the FA. The national procurement procedures will apply to the project where necessary. For each contract to be financed by the Credit, the different procurement methods or consultant selection methods, estimated costs, prior review requirements, and time frame will be agreed between the borrower and IDA in the procurement plan.

54. The Government, with assistance from the World Bank, has prepared the PPSD. The final version of the procurement plan agreed during negotiations will be disclosed on the World Bank's external website and will be updated at least annually, or as required, to reflect the actual project implementation needs and improvements in institutional capacity.

55. About 90 percent of all procurements will be carried out by the participating states through either CDD or by Request for Bids or RfQs. To determine the level of preparedness, the World Bank conducted a procurement assessment in the following four states: Kaduna, Kano, Kebbi and Katsina and relied on the latest assessments conducted by the World Bank within the last two years for the remaining three states of Ekiti, Plateau, Borno, and at the FME. Findings from the assessments have informed the allocated risks associated with implementing procurement at the FME and in each of the participating states as well as the measures designed to mitigate against such risks.

56. The procurement assessment reviewed the existing organizational structure and procurement capacity of both the FME and the seven participating States. The assessment provided information on procurement arrangements, legislative and regulatory framework, institutional framework, tools for implementing procurement (e.g., Standard Bidding Documents and Manuals), procurement capacity of staff in the implementing agencies, M&E of procurement activities, and fraud and corruption.

57. The FME is familiar with the World Bank procurement regulations and procedures and has successfully implemented previous World Bank-supported projects. Currently, the Ministry is implementing the SEPIP, NIPEP and BESDA Projects. The main procurement risks, weaknesses and mitigation measures for each of the implementing agencies are described in the following table.



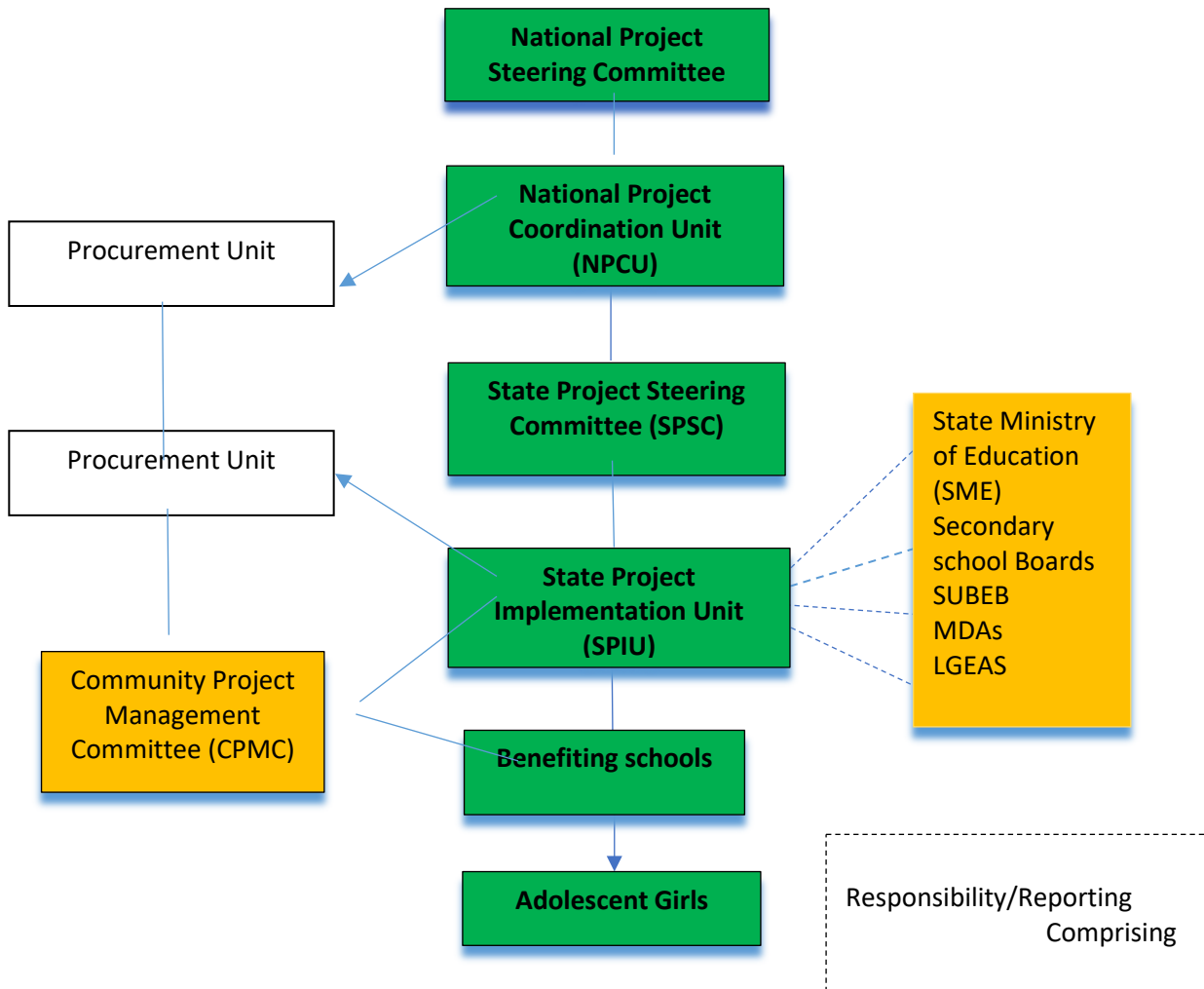
**Table A1.8: Summary of Risk Assessments at the Implementing Agencies**

Risks / Weaknesses	Implementing Agencies								Mitigation Measures
	FME	Kaduna	Kano	Kebbi	Katsina	Ekiti	Plateau	Borno	
Lack of sustainable procurement capacity			✓	✓	✓		✓	✓	Continuous engagement with relevant government agencies to discourage arbitrary re-deployment of procurement officers assigned to project.  The World Bank to ensure that any procurement officer cleared to work on the project still has a minimum of five years to spend in service
Lack of procurement capacity on the New Procurement Framework	✓	✓	✓	✓	✓	✓	✓	✓	Conduct training on the New Procurement Framework before project effectiveness
Lack of contract management capacity	✓	✓	✓	✓	✓	✓	✓	✓	Conduct training on contract management within three months after project effectiveness
Lack of knowledge in procurement filing system/record keeping			✓	✓	✓		✓	✓	Conduct general training on procurement filing system before project effectiveness and assess level of compliance during implementation support missions
Lack of knowledge in the use of STEP	✓	✓	✓	✓	✓	✓	✓	✓	Conduct training on the use of STEP and ensure follow-up support through regular interactions
Political Interference	✓	✓	✓	✓	✓	✓	✓	✓	Continuous engagement with the political class and intervention of anti-corruption agencies such as the Economic and Financial Crimes Commission
Lack of knowledge in the use of CDD procurement	✓	✓	✓	✓	✓	✓	✓	✓	There will be a need to leverage on the knowledge and lessons learned during the implementation of Fadama Project and institutionalization of the CSDP
Delay in payment			✓	✓	✓	✓	✓	✓	Engage with government officials and political heads to discourage introduction of unnecessary layers of approval



58. **Procurement Implementation Arrangements:** The AGILE Project will be implemented by the relevant departments at FME supported by NPCU and SME /SUBEB departments in the seven participating states of Kaduna, Kano, Kebbi, Katsina, Ekiti, Plateau and Borno supported by their respective SPIUs. All the procurement officers will have to be cleared by the Bank. The Bank will ensure that such officers possess the requisite academic and procurement professional experience. The procurement officers cleared by the World Bank will be retained as members of the NPCU and at the SPIU throughout the project implementation to ensure continuity and to enhance capacity development of the procurement officers. All implementing units must ensure that sufficient and adequately qualified procurement staff are available to ensure project implementation. It is proposed that the FME will hire, on a competitive basis, an experienced procurement consultant to provide procurement support to the implementing agencies within the first year of project implementation. The procurement consultant will assist in building the capacity of the procurement officers and other members of the NPCU and SPIU on the new Procurement Regulations and the use of STEP, and will provide necessary procurement support to the SPIUs when necessary.

Figure A1.3: Procurement Implementation Arrangements





59. The project involves a large number of small procurement transactions in terms of shopping, minor works and consultancy services especially at the community level. Therefore, a large volume of procurement will be carried out through the use of CDD. The use of CDD arrangements could be abused as it is susceptible to fraud and corruption which could arise from unwholesome practices such as exploitation by the elite and civic leaders, if undetected. To mitigate this risk, the NPCU and SPIUs will provide opportunities to stakeholders to report any irregularity and establish a built-in system to monitor these transactions.

60. **Procurement Plan Implementation:** All annual work plans and procurement plans for FME and participating states will be reviewed and cleared by the World Bank every year; however, the plans being living documents, are amenable to revision as at when necessary. To the extent possible, the World Bank's Standard Procurement Documents for works, goods and non-consulting services and Standard Request for Proposals, as well as all standard evaluation forms, will be used throughout project implementation. The Construction of Senior Secondary Schools shall be procured by Request for Bids (RfB) advertised in National Newspapers, especially those with wide readership in the region of the participating states. The construction of JSS shall be procured by RfQ obtained from not fewer than three qualified firms (per contract) obtained from the database of the Department of Physical Planning of SME/SSEB (or equivalent at State level). As much as feasible, the Project shall take advantage of Economies of Scale in packaging of contracts, considering proximity of schools and security situation of each environment. The roles of the CPMC, SPIU, SUBEB and the Department of Physical Planning in Procurement Implementation will be defined in the PIM.



**Table A1.9: Summary of Typical Procurement Activities at the States and NPCU**

S/No.	Procurement Activity	Category	Responsible Entity	Estimated Cost (US\$) / Unit and Risk Rating
<b>Component 1</b>				
1	Construction of 450 new JSS Schools across 6 states)	Works	SPIU, CPMC	180,000 (High)
2	Construction of 195 new SSS Schools across 6 states	Works	SPIU, SME	300,000 (High)
3	Procurement of Classroom Furnitures for new JSS schools across 6 states	Goods	SPIU, CPMC	25,000 (Moderate)
4	Procurement of ICT equipment and Teaching aids for SSS Schools across 6 states	Goods	SPIU	11,000 (moderate)
5	Engagement of Consultancy Firm on Capacity building Training of CPMC on Construction Management, ES Management & Development of Training Manuals	Consulting Services	SPIU	200,000 (Low)
6	Rehabilitation and Refurbishment of 786 schools (JSS/SS) across the state (typical)	Works	SPIU	12,000 (High)
7	Engagement of Consultancy Firm for Verification and Training of SBMC	Consulting Services	SPIU	100,000 (Low)
8	Engagement of Consultancy Firm on the Continuous Professional Development of School teachers in Participating LGAs	Consulting Services	SPIU	150,000 (Low)
<b>Component 2</b>				
9	Engagement of Consultancy Firm for the registration of Primary 6 and JSS 3 female Students	Consulting Services	SPIU	50,000 (Moderate)
10	Engagement of a Financial Service Provider (FSP) for School grant disbursement process	Consulting Services	SPIU	50,000 (Moderate)
11	Engagement of Consultancy Firm for Monitoring of School grant Disbursement process	Consulting Services	SPIU	50,000 (High)
12	Engagement of Communication & Behavioural change Consultant to develop National Advocacy and Communication Plan	Consulting Services	SPIU	75,000 (Moderate)
13	Engagement of NGO/CSO to support facilitating community engagement sessions with community leaders	Consulting Services	SPIU	25,000 (Low)
14	Engagement of Consultancy Firm for Impact Evaluation & Data Collection on Life Skills and Digital Skills	Consulting Services	SPIU	50,000 (Low)
15	Engagement of NGO/CSO to support the design & delivery of training of Students on Life Skills	Consulting Services	NPCU	25,000 (Moderate)
16	Engagement of Consultancy Firm/CSO to support the design & Implementation of Digital Skills	Consulting Services	SPIU	25,000 (Moderate)
17	Engagement of Consultancy Firm/ CSO on "The Whole School Approach" to prevent violence in Schools	Consulting Services	NPCU	25,000 (Moderate)
<b>Component 3</b>				
18	Procurement of Office Furnitures & Equipment to Support Implementation Agencies	Goods	SPIU	50,750 (Moderate)
19	Procurement of Computers & Office Related Equipment to Support Implementation Agencies	Goods	SPIU	59,350 (Moderate)
20	Procurement of Operational Vehicles to Support Implementation Agencies	Goods	NPCU, SPIU	250,000 (Low)
21	Engagement of a Recruitment Firm to hire required Technical Specialists (M & E, GBV, E & S at federal states and Local Levels etc)	Consulting Services	NPCU, SPIU	100,000 (Low)
22	Engagement of Consultancy Firm to design and develop the EMIS & Impact Evaluation System	Consulting Services	NPCU/ SPIU	150,000 (Moderate)



61. **PPR.** Most procurement activities at the FME and at participating States’ level are below prior review threshold and as such, will be subject to the World Bank’s PPRs to ensure that the procurement arrangements are consistent with the project design.

62. At the Federal level, the NPCU will engage an independent consulting firm with appropriate review and monitoring skills and experience, using QCBS procedures. Experience has shown that on community-based projects with multiple small contracts, procurement reviews are very limited in redressing shortfalls of the project as they are usually based on random samples conducted in a very limited time frame. It is therefore important to have an on-going independent review of the project activities. The independent consultant’s report will be shared with the World Bank’s procurement specialist on a regular basis who in turn will use the reported data to plan his post review program efficiently. At the state level, each SPIU will organize appropriate training on CDD contracting and monitoring before funds are released for approved sub-projects.

**Table A1.10: Procurement Action Plan**

S/No	Action	Responsibility	Due Date	Remarks
1	Procurement Plan for the first 18 months prepared and agreed with the World Bank	NPCU and SPIU	Negotiations	Completed
2	Preparation of PIM, Procurement Manual and CDD Contracting Manual	NPCU and SPIU	Negotiations	Completed
3	Training of Communities on CDD contracting and monitoring arrangement to promote accountability and transparency	SPIU and World Bank	After project effectiveness	Training to be carried out by SPIUs on regular basis
4	Organize training on the use of STEP and New Procurement Framework	NPCU, SPIU and World Bank	Before Project effectiveness	Required for procurement efficiency
5	Establish proper procurement filing system and develop procurement tracking system	NPCU and SPIUs	Before project effectiveness	Required for procurement efficiency
6	Publication of contract awards and list of grant beneficiaries	SPIUs	On quarterly basis	Throughout project duration
7	Organize contract management training for participating States project staff and the FME	NPCU, SPIUs and World Bank	After project effectiveness	To improve project staff contract management skills

**Table A1.11: Threshold for Procurement Methods and Prior Review**

Expenditure Category	Contract Value Threshold (US\$, thousands)	Procurement Method	Contracts Subject to Prior Review (US\$, thousands)
<b>Works</b>	20,000 or more	ICB	All
	Below 20,000	NCB	Above 10,000
	200 or less	RfQ or National Shopping	None
<b>Goods, IT and non-consulting services</b>	5,000 or more	ICB	All
	Less than 5,000	NCB	Above 2,000
	100 or less	RfQ or National Shopping	None
<b>Consultants (Firms)</b> <ul style="list-style-type: none"> <li>• Consulting Services</li> <li>• Engineering and construction supervision</li> </ul>	Less than 300	Shortlist of national Consultants	None
	500 or less	Shortlist of national Consultants	None
<b>Consultants (Individuals)</b>	100 or more	IC	All
	Less than 100	IC	None

**Note:** IC = International Consultant; ICB = International Competitive Bidding; NCB = National Competitive Bidding  
*The threshold for procurement methods under the CDD contracts will be indicated in the Procurement Manual and PIM..*



## E. Strategy and Approach for Implementation Support

63. The strategy for implementation support has been developed based on the nature of the project and its risk profile. It aims to make implementation support to the client flexible and efficient and focuses mainly on implementation of the risk mitigation measures defined in the SORT. The World Bank's approach to implementation support strongly emphasizes open and regular communication with all actors directly involved in the project, constant information exchange, and adequate flexibility to accommodate the specificities of the project.

64. The implementation support strategy is based on several mechanisms that will enable enhanced implementation support to the Government and timely and effective monitoring. The implementation support thus comprises: (a) joint review missions; (b) regular technical meetings and field visits by the World Bank between the formal joint review missions; (c) NPCU reporting based on the RF; and (d) internal audit and FM reporting.

### Implementation Support Plan and Resource Requirements

65. The World Bank will provide timely implementation support as well as guidance on technical, fiduciary, social, and environmental issues. The World Bank, together with the NPCU and SPIUs, will formally review project progress semi-annually, with more frequent missions expected in the first year of the project. These joint review missions will be complemented by visits from World Bank country office staff and technical consultants, and continuous communication and follow-up between missions. The scope of supervision will also include monitoring compliance with stipulated FM, procurement, and E&S safeguards guidelines. Missions will review progress and any issues related to M&E and compliance with safeguards. Before each joint implementation support mission, the NPCU will provide the World Bank a comprehensive progress report on project activities and an updated plan and budget.

66. In addition to the review missions, other support missions will be carried out, especially during the first year, to help accelerate implementation. During those missions, field visits will be conducted to assess reform outcomes and corrective actions will be taken if required. The World Bank will also participate in consultations with project stakeholders (e.g., private sector, technical teachers). To ensure high-quality supervision, The NPCU can hire third party monitoring consultants or a firm and the World Bank team will comprise not only skills development and implementation specialists but also specialists in FM, procurement, safeguards, and governance and anticorruption, with the team composition for each mission determined based on supervision requirements at that time.

67. TA will be provided in a number of areas (see annex 2 for description of TA to be provided under the project).

68. Formal implementation support missions and field visits will focus on the following:

- a) **Technical inputs.** The World Bank will solicit inputs from international and local experts in construction, SIG, safe space, skills development, ICT/e-learning and EMIS development to support the implementation of the components under the project.
- b) **Fiduciary requirements and inputs.** The FME has been responsible for implementing World Bank-supported projects before (e.g., STEP-B) and is therefore familiar with World Bank FM and procurement procedures. The SMEs have implemented various externally funded projects and are conversant with the requirements of managing funding from DPs. In addition, the World Bank's FM specialist and procurement specialist will provide training before project effectiveness and during project implementation. This will allow building sufficient capacity



among implementing agencies. Supervision of FM and procurement arrangements will be carried out as required as part of the project supervision plan, and support will be provided on a timely basis to respond to project needs.

- c) The World Bank will monitor compliance with E&S requirements during the joint review missions, and technical guidance will be provided accordingly.

**Table A1.12: Task Team Skills Requirements**

Skills Needed	Number of Staff Weeks	Number of Trips Annually	Comments
Gender/ Education specialist	4 weeks in first year	One trip first year	HQ /Externally based
ICT/e-learning specialist	4 weeks in first year, then 2 weeks annually in the following years	Two trips first year, then one trips annually in the following years	HQ/Externally based
Management Information System specialist	2 weeks in first year, then 1 week annually in the following years	one trip first year	HQ/Externally based
Operations specialist	10 weeks in first year	Field trips as required	Country office based
M&E specialist	4 weeks in first year, then 2 weeks annually in the following years	Field trips as required	Country office based
Procurement specialist	4 weeks annually	Field trips as required	Country office based
Social specialist	2 weeks in first year, then 1 week annually in the following years	Field trips as required	Country office based
Environment specialist	2 weeks in first year, then 1 week annually in the following years	Field trips as required	Country office based
FM specialist	4 weeks annually	Field trips as required	Country office based
Co-task team leaders	30 (TTL) and 12 (Co-TTL) weeks first year, then 12 weeks annually in the following years	Field trips as required	Country office based



**ANNEX 2: DETAILED PROJECT DESCRIPTION**

1. **The PDO is to improve secondary education opportunities among girls in targeted areas in participating states.** The AGILE Project will work with the Federal Government and support the education programs of participating states to improve secondary education opportunities among girls.

**Selection of Participating States**

2. The selection of participating states was conducted through a consultative process involving the FME, FMF, state governors, and SMEs. Criteria used included, among others: the number of out-of-school girls, secondary school transition rates, the existence of enabling policies on girls’ education as well as the state’s engagement and commitment to improving girls’ educational attainment and empowerment. Within participating states, AGILE-supported interventions will prioritize those targeted areas (or LGAs) that have the lowest primary-to-secondary transition rates among girls.<sup>91</sup>The project aims to benefit all adolescents (boys and girls) in public schools (state/LGA, integrated Islamiyaa schools, and community schools)<sup>92</sup>in the targeted LGAs in participating states. However, the family financial incentive package will only be provided to girls.

3. Within the seven participating states, all 182 LGAs and all public JSSs and SSSs will benefit from AGILE. However, priority will be given to LGAs that are poor (that is, as identified in the NSR) and have the lowest primary-to-secondary transition rates among girls. Table A2.1 shows the number of LGAs in each state and the number of public JSSs and SSSs in these LGAs.

**Table A2.1: Number of LGAs, Public JSSs and SSSs, and Budget Allocation by State**

State	Number of LGAs	Number of public JSSs	Number of public SSSs	Allocation (US\$ millions)	Estimated Beneficiaries
Borno	27	229	70	50,000,000	456,428
Ekiti	16	190	199	25,000,000	242,478
Kaduna	23	364	340	80,000,000	1,139,069
Kano	44	1150	590	100,000,000	2,098,021
Katsina	34	302	245	85,000,000	1,277,874
Kebbi	21	280	162	80,000,000	413,946
Plateau	17	271	308	35,000,000	392,185
<b>FME, System strengthening, project management and monitoring and technical assistance for state and federal</b>				35,000,000	
<b>Unallocated</b>				10,000,00	
<b>Total</b>	<b>182</b>	<b>2,786</b>	<b>1,914</b>	<b>500,000,000</b>	<b>6,020,000</b>

**Project Beneficiaries**

4. Through a combination of interventions, the AGILE Project is expected to reach almost all adolescent girls and boys in the participating seven states who will attend public JSSs and SSSs (state/LGA,

<sup>91</sup> The LGAs in each state are ranked, those that rank in the bottom half are currently targeted by the project.

<sup>92</sup> Definition based on NPA 2018. Universal Basic Education Commission. 2018. National Personnel Audit Survey. Abuja, Nigeria (data obtained from UBEC directly).



integrated Islamiyya schools and community schools) during the project implementation period. For example, all public JSSs and SSSs in participating states will receive SIGs and will benefit from the social norms and behavioral change campaigns. Girls and boys in priority LGAs (that is, LGAs that are poor and have low secondary transition rates) will benefit from additional interventions (for example, the scholarship program in targeted LGAs will benefit girls and additional school grants for classroom construction will benefit both boys and girls). Further, targeted communities that currently do not have access to secondary school will benefit from new school construction.<sup>93</sup>

5. Overall, AGILE-supported interventions are expected to benefit 6.02 million girls and boys during the project timeline. Direct project beneficiaries will also include families and communities in participating states (an estimated total of 15.50 million people)<sup>94</sup> and staff in newly constructed schools (estimated at 13,400 teachers and administrative staff). AGILE-supported interventions such as school construction and improvements to school infrastructure will continue to benefit many more cohorts of students following project closing; hence the number of beneficiaries presented here are lower bounds.

### **Component 1: Creating Safe and Accessible Learning Spaces (US\$315 million equivalent)**

6. **This component aims to increase adolescent girls' access to secondary education by addressing supply-side constraints.** Specifically, the component will support: (a) the construction of new classrooms to expand existing primary and JSSs to include JSSs and SSSs, respectively; and (b) the rehabilitation of dilapidated classrooms/facilities and provision of TLMs to make schools functional, safe, inclusive, and conducive to teaching and learning.

#### ***Subcomponent 1.1: Creating new safe learning spaces in secondary schools (US\$180 million equivalent)***

7. **This subcomponent will support increased access of adolescent girls to secondary education in remote and rural communities within targeted LGAs, by constructing new JSSs and SSSs.** New learning spaces will be provided by expanding existing<sup>95</sup> primary schools and JSSs to include JSS and SSS, respectively. In targeted primary schools, junior secondary classrooms (sections) for each grade (JSS1–JSS3) will be built and in targeted JSSs, senior secondary classrooms (sections) for each grade (SSS1–SSS3) will be built. Given the urgent need to address the severe shortage of JSSs, it is expected that in each of the participating states, approximately 65 percent of the schools constructed under the project will be JSSs and the remaining 35 percent will be SSSs. Under this subcomponent, about 440 JSSs and 220 SSSs, at an estimated unit cost of US\$180,000 and US\$300,000, respectively, will be constructed in six of the participating states (Borno, Kaduna, Kano, Katsina, Kebbi, and Plateau).

8. Funding for the JSS and SSS construction will be provided in tranches based on verification for completion of activities on construction work and implementation of teacher recruitment costed action plan. It will also align with each state's network of secondary school expansion strategy which will be developed with TA provided under Component 3.

9. The expansion of a primary school to include JSS is expected to require a minimum of nine new classrooms to accommodate three streams, while the expansion of a JSS to include SSS is expected to

<sup>93</sup> See sections below for detailed discussion on the targeting of these interventions.

<sup>94</sup> The widest reach of the project will come from the social and behavioral change campaign, which will use mass-media and social media to disseminate information on girls' education and empowerment. A lower bound for the number of beneficiaries among families and community members is calculate as follows. During the project time, an estimated 2.8 million girls will go through the secondary education system. Assuming an average household size of 5, which is a conservative estimate in many of the participating states, over 14,000,000 million people will benefit as they will be receiving information that will help them make better decision regarding the girls' education. This is a lower bound estimate as change in social norms will continue to benefit girls, their families, and communities in the long run.

<sup>95</sup> JSS section will be constructed within the compound of an existing primary school which is identified by the community as a safe location.



require a minimum of 12 classrooms to accommodate four streams. In addition to classrooms, the construction package will include other basic amenities as described below. The construction will adhere to specific standards and will follow cost-effective design models to ensure that each school will have (a) functional classrooms (a minimum required number, as described above) with adequate light, good ventilation, storage, and furniture; (b) an office; (c) a multipurpose hall; (d) separate toilets for girls and boys; (e) WASH facilities; (f) admin block and staff toilet; and (g) perimeter fences (where applicable). In SSSs, each new school will also have a computer room or science lab and buildings will be designed and oriented on sites according to climatic considerations to minimize solar heat gain. Use of diesel generators will be avoided to avoid emission of CO<sub>2</sub>. Nontoxic building materials will be used for construction and the use of asbestos will be prohibited. See additional details on actions to reduce environmental impact in annex 6.

10. All construction under the project will be accessible for children and youth with disabilities, will be in a location deemed safe by the community (with a safe pathway for access from the communities to schools to minimize isolated and unsafe routes to schools), and will follow the CPTED principles<sup>96</sup> for adequate safety measures and provisions. The process for construction will be as detailed in the following paragraphs.

11. **JSS construction.** A community-led school construction modality will be used for JSS construction. This modality was used under the World Bank-funded CSDP under which a community structure has been established and successfully managed through community civil works.<sup>97</sup> An existing community structure or newly established<sup>98</sup> CPMC for each targeted community will work closely with relevant departments and the SPIU<sup>99</sup> to manage and oversee the construction process, including: the expression of interest, identification of primary schools for expansion and submission to the SPIU, construction management, and overall supervision. The CPMC would obtain the respective SPIU's approval to procure a building contractor according to the agreed procurement procedures. The list of schools will be validated by the SPIU and approved/endorsed by the SPSC. Training will be provided to CPMC members on construction and E&S management and compliance by specialized consultants based on a training manual to be developed by them (see below).<sup>100</sup> Specifically, in terms of construction, officers from SUBEB and the Departments of Physical Planning and Research and Statistics of the SME/SSEB would serve as technical focal points to the CPMC while E&S officers of the SPIU would review all ESIA/ESMPs prepared by the specialized consultants to ensure adherence to World Bank safeguard policies as well as to ensure that all E&S safeguard issues are adequately addressed. Funding for the construction will be transferred from the project account to the school or the CPMC's bank account in three tranches: 30 percent upon approval of the construction project by the SPSC, 50 percent upon verification of works completed according to the BoQ, and 20 percent upon verification of the accumulated work completed according to the BoQ; this applies for the construction of both JSSs and SSSs. A training manual will be developed by consultants hired by the SPIU to support the implementation of the community-led construction based on existing training manuals used for similar projects.

<sup>96</sup> The four main principles of CPTED are natural surveillance, natural access control, territorial reinforcement, and maintenance.

<sup>97</sup> The CSDP has established a fully functional community structure at the community level, validated by the community and state government. The structure has proven to be effective in carrying out civil works in their communities.

<sup>98</sup> The SPIU and Community and Social Development Agency in the LGA would facilitate the formation of the CPMCs in communities selected for school construction/rehabilitation in communities where they are not already existing.

<sup>99</sup> In each of the participating states, an SPIU will be established to coordinate the overall implementation of the project. A detailed overview on the roles and responsibilities of SPIU is provided under the Implementation arrangements subsection and in annex 1.

<sup>100</sup> Consultants will be hired by the SPIU to support the CPMC.



12. Construction activities will adhere to existing school construction standards or ones that will be developed under the project. The SPIU will be responsible for managing and providing general oversight of the activities under this subcomponent. Implementation responsibilities of each entity will be as follows: the SPIU together with the SPSC will validate the list of selected primary schools to be expanded, which has been put forth by the CPMC and SME (for SSSs). The SPIU will provide capacity-building training to communities in key areas including construction management as well as E&S safeguards management by E&S consultants. Each CPMC will sign a Memorandum of Understanding on activity milestones and disbursement schedule and requirements drawn by the SPIU. The CPMC will be responsible for managing and overseeing the procurement processes (including the expression of interest) and supervising construction at the school-level. The SPIU will verify that works have been completed according to the agreement and BoQs. The SPSC will be responsible for the approval of the list of schools and the construction plan (including number of classrooms to build) to facilitate fund disbursement to the school or the CPMC’s bank account. The SPIU will transfer funds in tranches (as described above) from the project account to the CPMC’s account based upon verification of completion of activities and implementation of teacher costed action plan. The LGEA would assist in regular monitoring of the construction activities in the communities. Details on roles and responsibilities will be included in the PIM.

13. **Targeting for new JSSs and SSSs.** Under AGILE, a total of 440 JSSs and 220 SSSs will be constructed in six states (Borno, Kaduna, Kano, Katsina, Kebbi, and Plateau). The allocation of the new schools across states will be done based on demand, considering the primary-to-secondary school ratio in each state, student population, as well as considering security concerns that may affect the construction process. Table A2.2 presents the number of new schools allocated to each state. Based on projection of primary and junior secondary enrollment data, a minimum of three sections (nine classrooms) will be needed for new JSSs and four sections (that is, 12 classrooms) for new SSSs. Increasing the number of sections per school also allows for a more optimal allocation of teachers, considering the large number of subjects taught at the junior and senior secondary levels.

**Table A2.2: Allocation of New Schools Across States, Budget, and Number of Beneficiaries**

State	Budget+20% (US\$)	Staff Required	Beneficiaries During Project Timeline
Borno	12,240,000	800	18,480
Kaduna	41,400,000	2,600	46,200
Kano	35,280,000	2,200	36,960
Katsina	39,600,000	2,500	46,200
Kebbi	31,680,000	2,000	36,960
Plateau	14,040,000	900	18,480
Total before rounding	<b>180,000,000</b>	<b>11,000</b>	203,280

14. **Within state targeting for JSSs,** the project will adopt the following protocol for identifying communities that will benefit from a new JSS under the project. Within participating states, LGAs that have low transition to secondary rates and have a high number of primary schools that are underserved will be identified. The primary schools in these LGAs will be sorted in terms of distance JSS and enrollment. Schools that are far from a JSS (with a distance of approximately 4 km or more to the nearest JSS) and have enough primary students that can feed into at least two JSS sections (proxied as having 60 primary



students<sup>101</sup> that can transition to JS in a given year) are candidates for expansion (the construction of a new JSS under the project). Schools with fewer than 60 primary students who can transition into JSS in a given year will be clustered with each other to become feeder schools for a new JSS to be constructed under the project. Communities with schools that are candidates will be consulted on: (a) their desire to have a JSS; (b) availability of land for construction within the existing school; (c) commitment to manage and oversee the construction process; and (d) commitment to send their children, in particular girls, to the new school when completed.

15. Figure A2.2 presents the current status of school networks in some of the participating states and illustrates the gap in access to JSS. In Panel A, the red dots indicate schools that do not have a JSS within 4 km. Overall, the figures show that targeted LGAs (that is, those having the lowest transition to secondary rate for girls [ranked in the bottom 50 percent], indicated in dark orange) have a high share of underserved primary schools in most of the states. In Panel B, the blue dots indicate schools that are candidate schools for expansion (that is, primary schools that are 4 km or more away from the nearest JSS and meet the selection criteria).<sup>102</sup> Potential feeder primary schools (that is, primary schools that do not have JSS within 4 km, do not meet the selection criteria, but are within 2 km of a candidate school [for expansion]) are also identified.

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<sup>101</sup> The latest available school level data that can be used for targeting was collected through the 2017/18 UBEC Personnel Audit Survey. Given this data limitation, enrollment in P3 from this survey was used to project the potential number of P6 students that can be immediately served by the newly established JS schools in the second year of the project. This projected enrollment number is used as a proxy for the primary school size. Total enrolment data (boys and girls) is used to determine eligibility for expansion.

<sup>102</sup> In Kaduna, Kano, and Katsina, the number of candidate schools is large. Next steps will include refining the selection protocol using LGA and community-level poverty data and assessing the availability of land in the candidate schools for immediate expansions. In Kebbi and Plateau, many of the underserved primary schools are very small. Hence the number of candidate schools that meet the criterion on number of students (that is, schools that have 60 or more primary students that could fill 2 or more JSS sections) are not many. The targeting strategy will be refined by identifying candidate schools that can serve a cluster of primary schools and have land for expansion.



Figure A2.2: Candidate Schools for School Expansion under Subcomponent 1.1

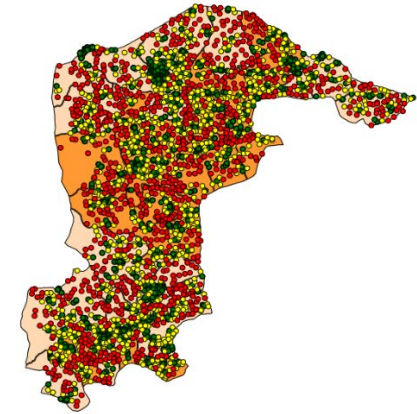
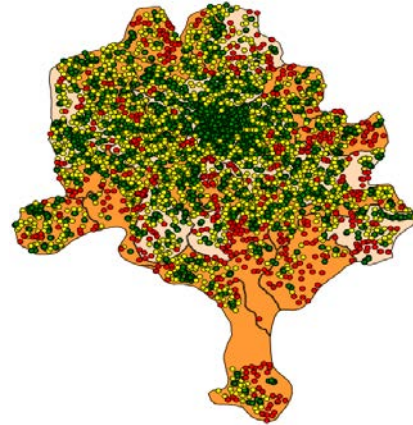
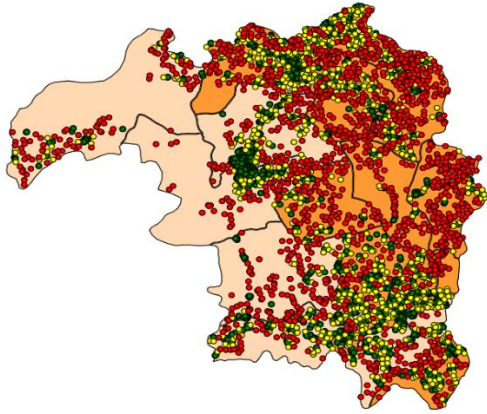
	<ul style="list-style-type: none"> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #e67e22; border: 1px solid black; margin-right: 5px;"></span> Transition rate <math>\leq 50^{\text{th}}</math> percentile</li> <li><span style="display: inline-block; width: 15px; height: 10px; background-color: #f1c40f; border: 1px solid black; margin-right: 5px;"></span> Transition rate <math>&gt; 50^{\text{th}}</math> percentile</li> </ul>	<ul style="list-style-type: none"> <li><span style="display: inline-block; width: 10px; height: 10px; background-color: #27ae60; border-radius: 50%; border: 1px solid black; margin-right: 5px;"></span> Nearest JSS <math>\leq 2</math> KMs away</li> <li><span style="display: inline-block; width: 10px; height: 10px; background-color: #f1c40f; border-radius: 50%; border: 1px solid black; margin-right: 5px;"></span> Nearest JSS 2-3 KMs away</li> <li><span style="display: inline-block; width: 10px; height: 10px; background-color: #e74c3c; border-radius: 50%; border: 1px solid black; margin-right: 5px;"></span> Nearest JSS <math>\geq 4</math> KMs away</li> </ul>	<ul style="list-style-type: none"> <li><span style="display: inline-block; width: 10px; height: 10px; background-color: #add8e6; border-radius: 50%; border: 1px solid black; margin-right: 5px;"></span> Expansion candidate</li> <li><span style="display: inline-block; width: 10px; height: 10px; border: 1px solid black; margin-right: 5px;"></span> Potential feeder schools</li> </ul>
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Kaduna

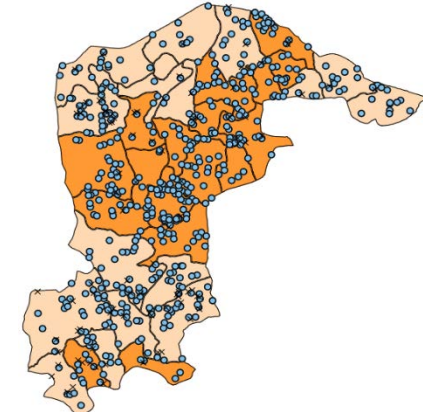
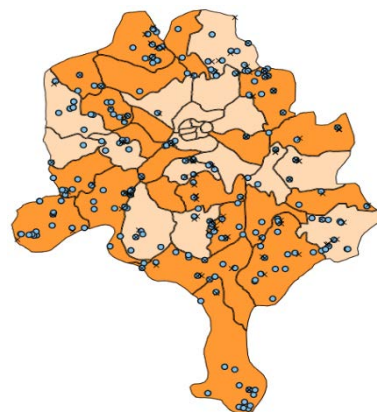
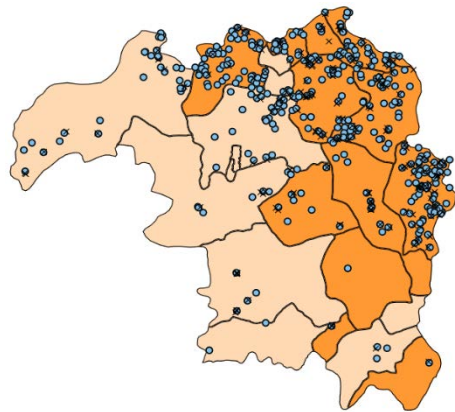
Kano

Katsina

A. All primary schools (public and private)



B. Expansion and feeder candidate school (public)





16. **SSS construction.** An SME-and SPIU-led approach to construction will be used for the construction of SSSs. Specifically, the SPIU will manage the construction process including the selection of sites (requiring confirmation of land availability within the candidate JSS), engagement with design consultants to adapt the standard design to be site-specific and prepare the bidding documents, undertaking of the bidding process and awarding of contracts, supervision of the construction process by the contractor and supervision of consultants, providing of payments based on the BoQ, and undertaking of efforts to ensure that the E&S safeguards standards are applied. The World Bank would appoint a third-party monitor to visit the construction sites on agreed frequency to review the construction quality for both JSSs and SSSs.

17. **Within state targeting for SSSs to be constructed under the project.** Currently, school-level data for SSSs are not available to undertake in-depth analysis of school networks and targeting. Given this limitation, the first step in targeting for expansion to include SSSs will be undertaking an assessment in the participating states to identify communities that have JSSs but lack SSSs within 4–6 km. Once these JSSs and catchment communities are identified, the same approach as earlier will be followed to identify and prioritize JSSs that will be eligible for immediate expansion to include an SSS.

18. **Teacher recruitment and deployment for new schools.** As part of this subcomponent, participating state governments will be responsible for the recruitment, deployment, and financing of approximately 2,000 secondary school teachers (not less than 50 percent of whom should be female) estimated to be needed in each state for the new JSSs and SSSs to be constructed under this subcomponent. Under Component 3, each participating state will be provided with TA to develop a detailed and costed action plan to be endorsed by the FME for the recruitment, deployment, and training of the new secondary school teachers.<sup>103</sup> The process of recruitment and deployment of teachers is expected to start as soon as the construction sites have been identified and should be completed at least six months before the first school year starts in the newly built schools. Further, construction efforts will be aligned with each state's network of secondary school expansion strategy the development of which will be supported under Component 3 of the project.

***Subcomponent 1.2: Improving existing infrastructure in secondary schools (US\$135 million equivalent)***

19. This subcomponent will provide SIGs to improve existing infrastructure in secondary schools (in 2,786 JSSs and 1,914 SSSs) to accommodate an increase in the number of girls progressing to secondary schools and to make the school environments safe, accessible, inclusive, and conducive to quality teaching and learning.

20. Two types of SIGs will be provided:

- ***Large infrastructure expansion grants*** to support JSSs that will receive beneficiaries of the GSP (see Subcomponent 2.3) to reduce overcrowding of existing schools/ensure adequate spaces for students in schools. Schools that have more than 50 students per functional classroom who receive an additional 50 girls from the GSP will receive average of US\$60,000 to build or rehabilitate a block of three classrooms.
- ***Small grants*** to support improvements to: (i) WASH facilities (ii) provision of school furniture and TLMs, and (iii) ensure the adoption of an environmentally friendly and 'whole school

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<sup>103</sup> The action plan will include, among others, the commitment of each state (governor) to hire and finance the required number of new teachers, school administrators, and non-teaching staff for new JSS and SSSs to be constructed under the project in their respective state (including a commitment to actively hire qualified female teachers including those with disabilities) with a view to ensuring an adequate teacher-student ratio and an appropriate number of teachers by subject areas needed.



approach’ to violence prevention and response (see box 4 in main text). The amount of these grants will depend on the size of the school. Schools that have fewer than 250 students will receive US\$8,000, those that have between 250 and 400 students will receive US\$12,000, and those schools that have more than 400 students will receive US\$16,000.

21. The SIGs will be managed by the SBMCs. The SBMCs in targeted schools will be provided training in SIP development and implementation, grant management, M&E, and in critical considerations and options for making schools safer and inclusive. Each SBMC will develop and agree on a costed-SIP which will include priority activities for funding. SIP activities will be aligned with overall SIG objectives and cover only eligible expenditures (to be provided in the SIG manual). It is critical that the SIP include measures to increase girls’ attendance and include activities and measures to promote inclusion and prevent violence and promote safety – in line with the ‘whole school approach’ as described in box 4 in the main text. The SIPs will be required to establish confidential and student-friendly reporting mechanisms for referral, counseling and support systems for students who feel unsafe or who have experienced violence, including GBV.

22. To be eligible for a grant, an SBMC must (a) be fully functional; (b) have a bank account at a commercial bank; (c) have received training as described earlier; and (d) have a costed-SIP, approved by the SPIU. School grants will be paid to the SBMC account upon approval of the SIP in tranches. The first tranche (50 percent) will be paid at the beginning. The second tranche (50 percent) will be paid the following year upon confirmation by the SBMC and verification by the SPIU of the completion of 50 percent of the proposed SIP work plan. Detailed information on the SIG program will be included in the PIM (with a simplified version of SIG manual/ guidelines for the community) to be developed before project effectiveness. These manuals will draw on existing manuals for similar SIG programs.

23. **Targeting for school grants.** The larger grants for building/rehabilitation of classrooms (US\$60,000) will be targeted toward overcrowded schools in LGAs where scholarships for girls will be provided. A total of 760 schools will receive these grants. The small grants (US\$8,000–US\$16,000) will be provided to all public JSSs. See table A2.3 for details.

**Table A2.3: Number of Schools to Benefit from SIGs**

State	No of public JSSs	No of public SSSs	School Grants for WASH Including 20% Operation Cost (US\$)	School Grants for Classroom Construction (US\$)
Borno	229	70	4,444,800	2,003,803
Ekiti	190	199	6,192,000	8,276,577
Kaduna	364	340	12,139,200	5,227,312
Kano	1150	590	26,961,600	14,941,400
Katsina	302	245	9,878,400	4,399,654
Kebbi	280	162	7,344,000	3,746,240
Plateau	271	308	8,952,000	11,805,013
<b>Total (budget is rounded)</b>	<b>2786</b>	<b>1914</b>	<b>80,000,000</b>	<b>55,000,000</b>



24. The SPIU will be responsible for the verification of the status of the SBMCs and will facilitate the training of the SBMCs by consultants or a firm hired by the SPIU. The head teacher, as a member of the SBMC, would collaborate with other committee members to develop the SIP which will be verified and approved by the SME. The SPIU will be responsible for hiring consultants/firm to monitor and validate the achievements of agreed milestones before payments to the SBMC accounts. The SBMC will manage the SIGs.

25. The state government would be responsible for development and endorsement of the detailed and costed action plan which would be incorporated in the state budget and the budget for teacher recruitment and deployment. The SME will be responsible for the recruitment and deployment of the new teachers to JSS and SSS (sections) to be constructed by the project (estimated at around 2,000 per state).

***Component 2: Fostering an enabling environment for girls (US\$140 million equivalent)***

26. **This component aims to galvanize support for girls' education and empowerment among families, communities and schools by addressing demand-side constraints to girls' participation in education.** Specifically, under this component the project will (a) support information, awareness, and communication activities to shift social norms and community's perceptions of the role of the girl child and the value of girls' secondary education; (b) provide girls with the opportunity to acquire relevant life skills and digital skills; and (c) provide assistance to families to remove financial barriers to secondary education.

*Subcomponent 2.1: Promoting social and behaviour change through communications campaigns, engagement with traditional rulers and advocacy (US\$25 million equivalent)*

27. **This sub-component aims to promote a shift in social and cultural norms and perceptions which act as barriers to girls' schooling through community mobilization, multi-channel media communications campaigns and advocacy, establishing a safe and enabling environment for girls' education and empowerment.** Specifically, the subcomponent seeks to address the cultural and social barriers to girls' education and to emphasize the need to provide a safe and inclusive learning environment for all children. The project will carry out a strategic communications campaign with an overall objective of behavioral change, awareness generation and project information dissemination. In doing so, the campaign will focus on promoting behavior change and create an enabling environment for girls to enroll and complete secondary school.

28. The social and behavior change will be designed and implemented at the federal, state, LGA, and community levels to create an enabling environment to influence change in social norms that reproduce gender stereotypes and are detrimental to girls' well-being. The component will aim to affect large-scale acceptance of girls' education, encourage girls to stay in and re/enroll in school, and ensure that schools are both safe (including prevention and mitigation of GBV/SA) and inclusive (with a focus on promoting the inclusion of children with disabilities), through messages provided concurrently at three different levels to ensure intensity of exposure to messages and their reach. Stakeholders will be actively engaged in the design of campaigns to ensure that the language, pace, and targeting of the campaigns are appropriate and do not exacerbate existing exclusion, stigmatization or violence against girls, female teachers, parents, or others within the community who either attend schools or wish to encourage the attendance of girls in school.



- a) **Communications campaign at the national level (US\$10 million equivalent).** This campaign will be carried out at the national level using media and special brand and digital platforms focusing on the benefits of girls' education and empowerment. The campaign will feature a series of *edutainment* activities which will include a national debate, competitions and an awareness-raising platform to showcase the benefits of girls' education and empowerment. Girls will feature on different platforms to promote education and this will be aired on media platforms for wider publicity.
- b) **State-level community engagement and awareness campaigns (US\$12 million equivalent).** Each state will carry out state-level community engagement and awareness campaigns. Messages will be conveyed to parents, families, traditional rulers, and community members by key stakeholders including local RTLs, women's groups<sup>104</sup>, ward development committees and SBMCs. These messages will be conveyed through community dialogue and fora, house to house campaigns, and engaging specific groups as appropriate (for example, boys' and men's groups) on barriers girls face in accessing secondary education and the community's role in ensuring that schools are both safe and inclusive, with a focus on girls with disabilities. Messages from influential RTLs, media personalities, and leaders on social media will be amplified using digital platforms and these messages will be integrated into radio dramas, jingles, TV soap operas, and social media. As part of extra-curricular activities, students will also be encouraged to carry out social responsibility activities in their neighbourhood communities to increase climate change awareness, including having climate change (eco) champions in school clubs. TA will also be provided by a consulting firm with expertise on communications who will be engaged in each state to work with the respective departments and the SPIU in designing and producing creative local media content and messaging.
- c) **National and state-level engagement, advocacy and sensitization (US\$3 million equivalent).** These efforts aim to expand and technically strengthen networks and platforms of influential voices to advocate for policies at the national and state levels towards increased coordination and effective policies for girls' education and empowerment. The networks comprising RTLs and civil society advocates will strategically expand engagement at the federal and state levels using evidence to deepen consideration, adoption and implementation of key policy decisions by key stakeholders to include government. To this end, this subcomponent will: (a) develop new platforms and strengthen existing ones to support strategic policy advocacy that will encourage formal institutions to adopt policies and implement activities supporting girls' education and empowerment; (b) provide capacity-building support to relevant government officials to ensure effective and impactful communication on these issues; and (c) support opportunities for high-level policy dialogue, fora for communication among key stakeholders, and relevant national and state level activities. A communications firm with expertise in policy advocacy will be contracted to support the implementation of some of the advocacy elements of the subcomponent at the federal level.

29. **Targeting:** Communication campaigns at the national level and the advocacy for policy implementation at the national and state levels will have a wide reach covering all participating and non-participating states and will be implemented by the Communications Department and Gender Unit within the FME with the support of the NPCU. Community engagement and awareness campaigns at the state

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<sup>104</sup> Group of mothers from communities forming associations to support their daughters' retention in school and encouraging other parents in the community to do the same. Mothers' Association are strong and active in states like Kebbi.



level will cover six states (excluding Ekiti where the transition to secondary rate is relatively higher) and will reach all LGAs. Increased attention will be given to poor LGAs and communities included in the GSP (subcomponent 2.3). The Social Mobilization and Communications Departments within the SMEs and SUBEB will be responsible for the implementation of this activity with the support of the SPIUs. NGOs will be engaged in each state to implement the community engagement and mobilization aspects.

30. Technical partners will support the Government in developing an overall national campaign and a framework for states during the first year of the project. At the national level, a plan will be developed which will be implemented by the NPCU and a framework for state level campaigns developed that will be implemented by the SPIU. The FME through the NPCU will be responsible for the implementation of the national campaign and advocacy, while the SPIU with the support of local consultants/firm will develop state specific content building on the state framework to design and implement community campaigns and produce creative media content and messaging specific to the local context. The SPIU will be responsible for the implementation and monitoring of state level community engagement and communications campaign plan.

***Subcomponent 2.2: Empowering girls with critical life skills and knowledge for navigating adulthood and digital literacy (US\$35 million equivalent)***

31. Under this subcomponent, the project will aim to provide girls with an opportunity to acquire skills which will be useful as they transition to adulthood – each of which can play an important role in their future. Specifically, this subcomponent will provide life skills<sup>105</sup> which are critical in building their skills and confidence to effectively navigate challenges they may encounter, including in the workplace as it will also support students in achieving basic digital literacy which can better position them for entry into the labor market.

32. **Safe spaces<sup>106</sup> in school to deliver life skills training in schools (US\$15 million equivalent).** Under this subcomponent, the project will provide life skills training and the curriculum will focus on a number of topics, including conflict resolution, self-determination, negotiations, and leadership; health awareness and information and GBV/SEA awareness and safety; and climate change awareness focusing on climate change adaptation approaches and skills. The training will be provided to all girls in schools. Such an approach of providing traditional life skills training in tandem with health education (including on reproductive health) and GBV awareness has been implemented in various settings.<sup>107</sup> These trainings will include and will provide health information including basic health promotion, disease prevention, nutrition, reproductive health including menstrual hygiene management, and GBV awareness/prevention, among others. Training will also incorporate non-discrimination sensitization focused on marginalized groups, such as girls with disabilities, among others.<sup>108</sup> This activity will include working with boys' groups that will be established to address issues related to GBV as well as the

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<sup>105</sup> Life skills are a broad set of social and behavioral skills—also referred to as ‘soft’ or ‘noncognitive’ skills—that enable individuals to deal effectively with the demands of everyday life. Life skills include those related to decision-making, community living, and personal awareness and management. Life skills: What are they? Why do they matter and How are they taught? Adolescent Girls’ Initiative (AGI). Learning from Practice Series. June 2013.

<sup>106</sup> A safe space refers to an adolescent girls’ group that meets over an extended period of time to learn under the mentorship of a trained female community member on a range of topics—including health, menstruation, hygiene, self-confidence, and leadership. The safe space groups are female-only spaces comprising groups of girls and young women who meet on a weekly basis at a designated time and location of their choice for two hours with a mentor. The groups are segmented by age (10 to 14, 15 to 19, and 20-year-olds). They are also grouped according to characteristics and social circumstances so that the girls and young women can interact with others with whom they share similar life experiences.

<sup>107</sup> See Dupuy, K et al. 2018. Life Skills in Non-formal Context for Adolescent Girls in Developing Countries. CMI Report, Number 5.

<sup>108</sup> Among the recommendations from the GBV Assessment.



establishment of referral pathways for girls who will need support on GBV or other health and social services.

33. These trainings will be provided by female counselors<sup>109</sup> (female teachers identified by the SPIU through its Guidance and Counselling Unit to lead this activity) who will be trained by technical experts, hired by the SPIU, on curriculum to be developed under this subcomponent and a training of trainers approach will be followed. The training curriculum will include information on CoCs, GBV/SEA prevention and support, as well as counseling, mentoring, and gender-sensitive pedagogic approaches. Further, and similar to effective approaches used in the Nigeria fragility, conflict, and violence (FCV) context, some teachers with a focus on female counselors will also receive psychosocial training<sup>110</sup> to identify and provide psychosocial support and respond to the variety of girls' needs, including those related to GBV or other traumatic events with a particular emphasis on Borno.

34. This activity will be implemented by the Guidance and Counselling Unit within each SME (supported by the SPIU and an identified implementing partner) in a phased manner. In the first year of project implementation, the curriculum will be developed followed by the training of trainers and training of female counselors in at least 10 percent of JSSs and SSSs. Following an evaluation of the training, it will be adjusted accordingly and scaled up to cover all secondary schools in each participating state.

35. **Digital literacy and distance learning platform (US\$20 million equivalent).** To respond to the needs that have become increasingly apparent during the COVID-19 crisis, this subcomponent will provide relevant digital literacy training through a blended learning approach using technology to implement remote and distance learning programs. All students in project schools will be provided basic digital training to achieve basic digital literacy which includes the ability to (a) use digital mobile devices; (b) search, locate, assess, and critically evaluate information found on the web; (c) navigate successfully the non-linear medium of digital space; (d) read and deduce information from visuals; (e) create new learning outputs using digital technology; and (f) access online content, networking, and collaborating. Training will also be provided in online safety to prevent adolescents from predatorial behavior and exploitation. This activity will also establish a remote distance learning platform to ensure that the gender divide is not further exacerbated during extended lockdown periods. All students particularly young girls will have access to education regardless of their geographical location. Specifically, they will be provided with a digital platform that includes (a) a blended learning approach, using technology to implement remote and distance learning programs; (b) accessibility in both an offline and online environment ensuring that students benefit from inclusive learning experiences in both content and access to digital materials; and (c) lessons to be broadcast by subject and grade through radio and TV for students to catch up on the learning they lost due to the COVID-19 school closure.

36. For the remote learning platform, an integrated remote learning method will be developed to provide access to quality learning in both an offline and online environment ensuring that students benefit from inclusive learning experiences in both content and access to digital materials. As such, an LMS will be designed for the centralized administration and management of the courses and curriculum content based on students' performance. A digital curriculum will be developed that includes syllabus and content across digital learning streams to enable conversion of physical content into digital forms for students' remote learning. The content will be rebuilt into media audiovisual content (which can also be used for broadcasting on TV and radio). The design of this activity has considered the poor power supply and

<sup>109</sup> Female counselors will also serve as mentors to the girls.

<sup>110</sup> Similar training is provided to teachers in states supported by the IDA-funded State Education Program Investment Project (SEPIP) (P122124). If teachers have already received training under SEPIP, they will be provided a refresher training.



limited internet connectivity. To ensure inclusive access regardless of connectivity, students will be able to access learning material that can be downloaded offline. Lesson that are uploaded will be prerecorded in both audio and video formats using interactive platforms to respond to questions from students. Under this component, relevant skills training can be piloted in selected communities.

37. The project, through a technical implementing partner, will provide training of trainers to computer teachers in schools to (a) build their capacity to use technology for remote teaching and (b) enhance their digital literacy skills to teach the relevant digital literacy curriculum to students. The LMS platform designed under this activity will be managed centrally by the SME and SUBEB. The digital literacy training will be provided through an ecosystem approach utilizing expertise in the FME/SME, local universities’ IT departments, local IT training firms, and NGOs. The SPIU and relevant departments will engage with the Ministry of Communications and Digital Economy and Nigeria Communications Commission to ensure that any infrastructure rollout or special projects will factor in the connectivity needs for the participating schools.

38. **Targeting.** The safe space intervention to deliver life skills will be implemented in all the participating states. The unit cost per girl is about US\$18. The digital literacy training will initially target 760 secondary schools. The number of targeted beneficiaries by state is listed in table A2.4. The unit cost per school is estimated at US\$10,000 to US\$15,000 including equipment and training with additional budget allocated to add flexibility.

**Table A2.4: Coverage of Life Skills and Digital Literacy Interventions and Budget**

State	Life Skills		Digital Skills	
	Number of Schools (JSSs and SSSs)	Budget including 20% Operation Cost (US\$)	Number of Schools	Budget including 20% Operation Cost (US\$)
Borno	149	1,066,069	80	2,080,000
Ekiti	194	1,275,531	100	2,600,000
Kaduna	351	2,275,948	150	3,900,000
Kano	868	5,339,725	150	3,900,000
Katsina	273	1,719,466	100	2,600,000
Kebbi	221	1,494,373	100	2,600,000
Plateau	289	1,828,887	80	2,080,000
Total (budget rounded)	2,345	15,000,000	760	20,000,000
Total beneficiary girls (estimated)	850,000		300,000	

**Subcomponent 2.3 Providing financial incentives to the poorest households (US\$80 million equivalent)**

39. **The objective of this subcomponent is to address demand-side financial barriers to girls’ entry to and completion of secondary school.** To reduce direct and indirect costs related to girls’ enrolment, attendance and completion, the subcomponent will provide support to alleviate the financial burden households face in sending their girls to school. The subcomponent will financially incentivize girls’ transition to JSS and SSS and for their attendance and completion.



40. To incentivize girls' transition, an initial amount of NGN 5000 (US\$14) will be provided upon a girl's registration in the GSP at the end of primary school (P6) or at the end of JSS. The second tranche of NGN 10,000–NGN 15,000 (US\$42) will be provided on successful transition to the next grade (that is, JSS1 or SSS1), respectively. The remaining two tranches of NGN 5,000 will be provided at the end of each school term to incentivise retention upon verification of fulfilment of scholarship conditions. Priority for accessing the financial incentive will be given to eligible poor and vulnerable households captured in the NSR (established by the NASSP). In addition, other households in same LGAs not captured in the NSR but residing in wards and communities with high level of poverty and other forms of vulnerability including low level of school transition rate for girls will be supported. To address risks related to social conflicts over the perceived unfairness of who is eligible to participate in the scholarship, extensive stakeholder engagement with parents/guardians of parents and community will be undertaken to clearly communicate criteria for the GSP and options to ensure sustainability beyond funds provided.

41. The Department of Scholarships within the SME and other relevant departments will be responsible for managing the program supported by the SPIU. This will include the registration of eligible girls, verification of achievement of conditions, and authorizing of transfers (through FSPs) to mothers of beneficiary girls or their caregiver. During the targeting and implementation process, the SPIU will work closely with the relevant departments and partners on the NASSP at the states and LGAs. The guidelines will be developed which will include all relevant program details (for example, targeting process at the household level, minimum requirements girls must meet to be eligible related to school attendance and performance, and so on to be tracked by the school<sup>111</sup> as well as the payment processes, monitoring, and reporting). These guidelines will be developed as part of the PIM. Given potential change in household power dynamics when funds are given to mothers of beneficiaries, risks of IPV will need to be mitigated. As such, the project will participate in extensive engagement with mothers and the wider community to understand risks to IPV and to identify locally relevant mitigation measures.

**42. Targeting for financial incentives to families**

- a) This intervention will be implemented in targeted LGAs in states participating in AGILE, initially focusing on 81 LGAs included in the NSR. Within these LGAs, girls enrolled in primary schools that are within 6 km of JSSs and girls enrolled in JSSs will be eligible to participate in the program. Girls in P6 and JSS3 will be registered to be eligible for the scholarship. To identify beneficiaries, eligible girls from poor and vulnerable households registered through the NSR will be targeted as a priority. Girls from households not captured in the NSR but residing in wards and communities with higher poverty and other forms of vulnerability will also be targeted. In instances where the primary school is farther away (distance greater than 6 km), girls in these primary schools will be targeted for the financial support package upon the completion of construction of a new JSS under the project at or near the primary school.<sup>112</sup> These girls will become eligible and start to benefit from the financial support package upon completion of the construction of the new JSSs. Girls that have dropped out but re-enrolled, will also be eligible.

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<sup>111</sup> During project preparation, states have expressed their preference for specific achievements that they would like to incentivize under this subcomponent, for example, Kaduna state would like to incentivize student performance in school (not specifically retention while Kano would like to incentive girls' retention through this financial support package).

<sup>112</sup> If the primary school is identified as an expansion candidate, the new JSS may be added to it. Otherwise, the primary school will become a feeder school to a new JSS nearby. In both case, girls enrolled in these primary schools will become eligible upon completion of the construction.



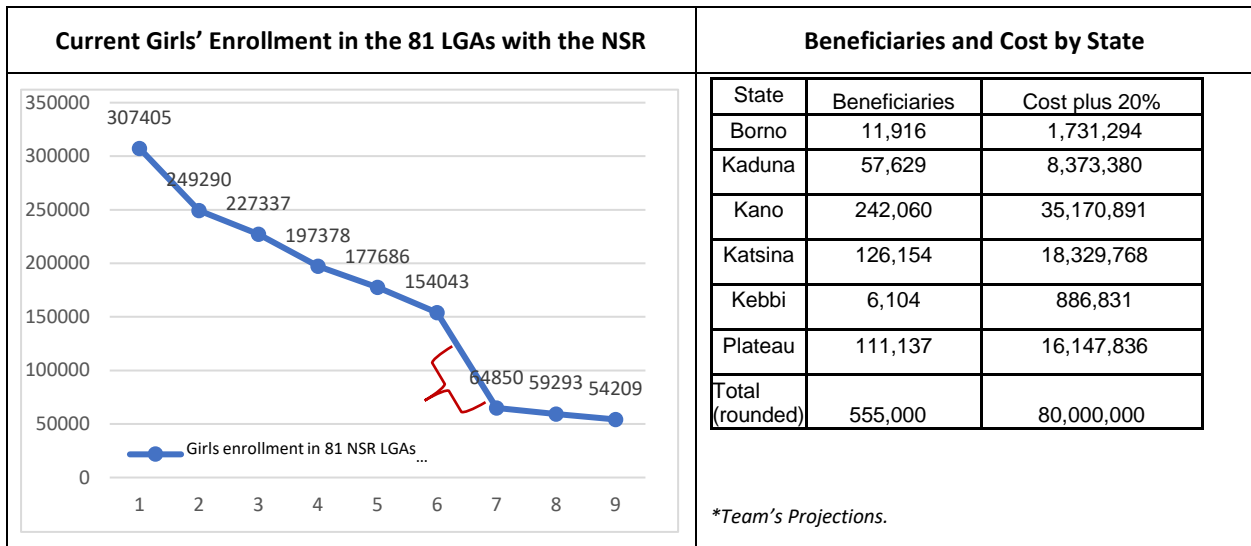
- b) **Cohort targeting.** Within these schools which are targeted under (a), four cohorts of 105,000 girls transitioning from P6 to secondary (a total of 420,000 girls with minimum of one cohort reaching all the way to SSS1) and about three cohorts of 45,000 girls transitioning from JSS3 to SSS1 (a total of 135,000 girls) will be covered during the life of the project (see table A2.5). Figure A2.3 (and accompanying table) illustrates the cohorts, number of years they will be in the program, and the unit cost. The unit cost per girl ranges from US\$70 to US\$196 depending on the number of years the girl stays in the program during the project years.

**Table A2.5: Illustration of Cohorts that Will Benefit from Financial Support Package and Beneficiaries**

	Grade in 2019/20	Grade during Project Implementation Years					No of Years of Support	Unit cost (US\$) for full time
		2020/21	2021/22	2022/23	2023/24	2024/25		
Junior secondary cohorts	P5	P6	JSS1	JSS2	JSS3	SSS1	4	196
	P4	P5	P6	JSS1	JSS2	JSS3	3	126
	P3	P4	P5	P6	JSS1	JSS2	2	98
	P2	P3	P4	P5	P6	JSS1	1	70
Senior secondary cohorts	JSS2	JSS3	SSS1	SSS2	SSS3		3	126
	JSS1	JSS2	JSS3	SSS1	SSS2	SSS3	3	126
	P6	JSS1	JSS2	JSS3	SSS1	SSS2	2	98

Note: NGN 5000 (US\$14) upon registration into the program at P6 or JSS3 at the very beginning. NGN 10,000 (US\$28) upon transition. NGN 10,000 (US\$28), paid twice a year at the end of each term in each grade. Example: First cohort receives US\$14 in P6 at registration, US\$28 upon transition to JSS1, US\$28 every year in JSS1, JSS2, JSS3, disbursed at the end of each semester. They receive US\$14 upon registration to move to the SSS level and US\$28 upon transition to SSS1 and US\$28 during SSS1.

**Figure A2.3: Beneficiaries and Budget**





43. The SPIU with the relevant scholarship department would be responsible for the registration of girls in P6 and JSS3 with the support of a consultancy firm. Relevant information will be collected for beneficiary and recipient (parent/caregiver of child beneficiary). The SPIU will verify fulfilment of scholarship conditions/requirements and will transmit the list of names to the FSPs (to be identified by the SPIU) which will either (a) open a bank account for the caregiver/parent or (b) collect bank account details of the registered girls' parent/caregiver who will receive the scholarship on the girls' behalf. The FSP will then transfer the scholarship payments to these accounts (conditioned on their transition/attendance). The SPIU with relevant departments will be responsible for the monitoring and supervision of the payment process. The SPIU will also hire third-party monitors to carry out spot checks.

44. To address potential risks related to social conflicts over the perceived unfairness of which student is eligible to participate in the scholarship program, extensive stakeholder engagement with parents/guardians of parents and community will be undertaken to clearly communicate criteria for the scholarship program and options to ensure sustainability beyond funds provided.

**Component 3: Project management and system strengthening (US\$35 million equivalent)**

***Subcomponent 3.1. System strengthening for sustainability and TA (US\$15 million equivalent)***

45. This subcomponent will fund efforts to strengthen the institutional capacity of the Government and participating states to support girls' education and empowerment. The component will support the federal and participating states in establishing a comprehensive secondary EMIS to collect data on an annual basis for planning and decision making. The EMIS will be used to track progress on key girls' education outcomes, including diagnosing gender gaps which might be useful in identifying girls at risk of dropping out or who might need targeted support.

46. TA will be provided in a number of areas (see table 2.4) to the Federal Government and participating states to include (a) capacity building in key functional areas at the federal and state levels to support program implementation; (b) strategy development (on girls' empowerment, the secondary school network expansion, and disarticulation of secondary school, among others); (c) strengthening of data collection and analysis on secondary education data, including support to the EMIS); (d) research and evaluation activities to inform scale-up of project-supported activities; (e) introduction of policies and interventions to respond to COVID-19 and its impact on the education sector; and (f) communications activities to be undertaken at the federal and state levels. It will also support and facilitation of knowledge transfer and -sharing through trainings and learning events to bring federal governments, state governments, and other stakeholders together toward promoting a sense of collaboration and shared commitment to girls' education and empowerment. This subcomponent will be implemented by relevant departments (EMIS, policy, and research) supported by the NPCU and each SPIU.

***Subcomponent 3.2. Project management, monitoring and evaluation (US\$20 million equivalent)***

47. The main objectives of this subcomponent are to support both federal and participating state governments for effective project coordination, procurement, FM, ESS,<sup>113</sup> M&E, and project communications. This subcomponent will also finance the investment and non-salary operating costs associated with both the NPCU and the SPIUs, including office equipment, software, furniture, vehicles, auditing services, training, and seminars related to project implementation and operating costs of the

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<sup>113</sup> Notably, GBV specialists supporting the SPIUs/Federal Government will be provided TA to ensure GBV-related measures are implemented following international best practice and ethical considerations.



NPCUs and SPIUs. Technical support for project management and implementation will be provided by consultants or firms specializing in project implementation (for example, FM, procurement, and engineers); E&S; specialized areas (including GBV/SEA);<sup>114</sup> and M&E (for example, M&E specialist and third-party monitoring),<sup>115</sup> as needed.

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<sup>114</sup> TA to interagency mechanisms will also focus on strengthening their ability to prevent and respond to GBV/SEA.

<sup>115</sup> Third-party monitoring will also be used to ease implementation and supervision in Borno state and other hard-to-supervise areas, including ensuring measures to prevent and mitigate GBV/SEA are adhered to.



**Table A2.6: TA Areas, Activities, and Funds Requirements (US\$15 million)**

Areas	Tentative Funds Required	Outline of Activities
<b>Program Support at Federal Level</b>		
Support to the Ministry of Education, the NPCU and relevant ministries (Women affairs, health, youth, and social development)	US\$5,000,000	<p>The NPCU would receive capacity strengthening for the following roles performed by government-designated staff as needed:</p> <ul style="list-style-type: none"> <li>• The National Project Coordinator. He/she will be responsible for overall intergovernmental coordination and heading the day-to-day operations of the NPCU</li> <li>• M&amp;E. Strong monitoring and tracking system for states implementation activities</li> <li>• Consolidation and publication of states’ annual progress reports</li> <li>• Support on secondary education EMIS</li> <li>• FM. Tracking and consolidating fund flows, supporting the preparation of basic education consolidated budget execution/expenditure reports at federal and state levels, and supporting internal audits</li> <li>• Procurement. He/she will be responsible for supporting the preparation of Procurement Plans for project-related activities, capacity building on procurement procedures and contract management, training of procurement staff on electronic filing of procurement documents, procurement of goods and works, and contract management</li> <li>• Implementation of ESF tools at the federal and state levels</li> <li>• Communications. Undertaking project-related communications, supporting information, education, and communication campaigns to include stakeholder engagement</li> <li>• Governance. He/she will be responsible for managing the grievance redress system and process, responsible for formal policy and procedural guidance prepared and approved as applicable to the Program</li> <li>• Policy research. He/she will be responsible for guiding the research agenda</li> <li>• Support for interagency collaboration and peer learning</li> <li>• Support for emergency response and preparedness, return to school, and sector approaches in context of COVID-19 to guide responses in the short-, medium, and long-term phase</li> </ul>
<b>Program Support at State Level</b>		
Direct support to all SPIUs on program implementation	US\$6,000,000	<ul style="list-style-type: none"> <li>• TA and capacity building for project-supported activities including construction, SIG, social norms, CCT, skills, and system strengthening.</li> <li>• TA to support states to develop and implement plan for teacher recruit</li> <li>• Support to states to develop a teacher policy as a bigger plan for the states</li> <li>• Support the preparation of state-/site-specific ESMPs, ESAs, and Environmental and Social Audits</li> <li>• Change in the PAD where GSP, to financial incentives</li> <li>• Support to states to map survivor-centric GBV service providers and to establish GBV referral pathways in schools</li> <li>• GBV: Support to develop and implement GBV action plan</li> <li>• Development of the SRA and Security Management Plan, particularly for Borno</li> <li>• Support to states to establish GBV pathways in schools</li> <li>• Support to states in setting up monitoring and tracking system</li> <li>• Support to states in establishing EMIS</li> <li>• Safeguards. He/she will be responsible for E&amp;S safeguards and effective functioning of the GRM</li> </ul>



Areas	Tentative Funds Required	Outline of Activities
		<ul style="list-style-type: none"> <li>• Communications. He/she will be responsible for undertaking project-related communications, supporting information, education, and communication campaigns to include stakeholder engagement</li> <li>• IT support: IT support for Program implementation</li> <li>• Procurement: He/she will be responsible for supporting the preparation of Procurement Plans for project-related activities, capacity building on procurement procedures and contract management, training of procurement staff on electronic filing of procurement documents, procurement of goods and works, and contract management</li> <li>• Technical support on disarticulation of secondary schools and development of state network of secondary school expansion strategy</li> <li>• Peer learning for states on state education sector planning organized in collaboration with key education agencies</li> <li>• Support to all states on a functional review in the areas of planning and policy analysis on girls and secondary education</li> <li>• Support to states for emergency response and preparedness and return to school and sector approaches in context of COVID-19 to guide responses in the short-, medium-, and long-term phases</li> </ul>
Support for development of policies and strategies	US\$500,000	<ul style="list-style-type: none"> <li>• Support to states in developing an implementation strategy/ policy on girls' empowerment</li> <li>• Support to states to develop a secondary school network</li> <li>• Support to states to develop teacher management policy</li> <li>• Support to states on disarticulation of secondary schools</li> </ul>
Support for training program for the SBMCs	US\$1,000,000	<ul style="list-style-type: none"> <li>• Support for the implementation of training programs</li> <li>• Development of training modality</li> <li>• Selection and training of master trainers</li> <li>• Support to the SBMCs in preparation of SIPs, selection of schools/teachers, and selection of trainers</li> <li>• Support to schools in developing mentoring and coaching plan and CoC for teachers</li> <li>• System for monitoring of attendance of teachers and students</li> <li>• Support to schools in working with communities on sensitization activities and safeguards including GBV</li> </ul>
Strengthen public FM at the national and state levels	US\$500,000	<ul style="list-style-type: none"> <li>• Support for FM and audits for fiduciary assurance</li> </ul>
<b>Technical Assistance for Implementation and Strategy Development</b>		
TA to strengthen implementation and scale up support to develop a 10-year vision document on girls	US\$1,000,000	<ul style="list-style-type: none"> <li>• Support to the states in developing a strategy on girls and implementation of relevant policies</li> <li>• Support for impact evaluation on activities in collaboration with other DPs</li> <li>• Use information to guide any course corrections and to inform future programs and scale-up</li> </ul>
<b>Communications</b>		
Program communications at the national and state levels	US\$1,000,000	<ul style="list-style-type: none"> <li>• Support for workshops, media events, sensitization campaigns, and award ceremonies managed by the NPCU</li> </ul>



### ANNEX 3: ECONOMIC AND FINANCIAL ANALYSIS

1. The economic and financial analysis undertaken for the AGILE Project aims to (a) provide rationale for public sector investment in adolescent girls' secondary education and empowerment; (b) highlight the estimated project development impact; (c) provide a CBA of project investments, and (d) assess the long-term fiscal implications of project investments.

#### **Rationale for Public Sector Investment in Adolescent Girls' Secondary Education and Empowerment**

2. The Government of Nigeria and participating states are committed to the equitable provision of basic and secondary education.<sup>116</sup> However, the secondary education sector continues to suffer from low and inequitable access, inefficiencies, and poor quality and relevance. There are also significant disparities and inequities across states and socioeconomic groups, with girls from northern Nigeria and the poorest households having extremely low levels of enrollment in secondary education.<sup>117</sup> There are several interrelated efficiency- and equity-related arguments that justify public investment in girls' secondary education and empowerment. The most salient arguments are as follows:

- a) **Alleviating supply-side barriers under limited private sector involvement.** Girls in Nigeria face formidable supply-side barriers to accessing secondary education, even when their families are willing and able to send them to school, including long distances to school, poor infrastructure, and a lack of basic amenities (for example, separate toilets and safe drinking water source), and low quality and limited relevance of secondary education. In many of the participating states, weak institutional and regulatory capacity, lack of a business-friendly environment, and conflict has significantly diminished the potential role of the private sector in education service delivery. There are also significant economies of scale in providing education services which may limit private provision of education in remote and sparsely populated areas. Without public investment to address the aforementioned supply-side gaps, the level of girls' educational attainment will remain woefully low.
- b) **Mitigating impacts of information asymmetry.** Information asymmetry on girls' education related to low perceived benefits of girls' education, western education being perceived as incompatible with religious and traditional beliefs, and the high value that society places on early marriage and childbearing are critical obstacles girls are facing in pursuing secondary education. Public intervention to change social norms and behaviors that are detrimental to girls and addressing misinformation on the value of education is critical to increasing girls' educational attainment.
- c) **Addressing effects of poverty and credit market constraints.** Lack of access to credit markets often prevents households from overcoming budget constraints by borrowing for their children's education, even when they perceive the return to schooling as high. The credit market constraint is particularly detrimental for girls from poor households as they are unable to cover the direct cost of schooling or overcome the high opportunity cost of attending school in the short run, to reap benefits that mainly arise in the long run. Public support (for example, through subsidies to cover the cost of schooling including through CCT and

<sup>116</sup> This commitment is illustrated by the implementation of several federal and state level flagship programs including the UBE Program and more recent moves by several states in extending free and compulsory education to senior secondary level.

<sup>117</sup> In the North East and North West regions, almost all states have a JSS GAR of less than 50 percent. Moreover, in North East and North West regions, girls secondary school attendance is extremely low. For example, the lowest GARs for girls are recorded in Sokoto (15.8 percent), Borno (21.6 percent), and Katsina (21.7 percent). Many of these states also have a gender parity index in JSS GAR that is significantly lower than 1.



scholarships) will be essential to ensure that girls from poor households attend secondary school.

- d) **Capturing positive externalities of girls’ education.** There is an established body of work showing that education not only rewards the individual (for example, through improved labor market outcomes) but also creates a wide set of positive externalities for society (for example, benefits related to better fertility outcomes, improvements in health of the individuals, their offspring and families, increased social engagement and cohesion, and so on) In Nigeria, women with secondary education or higher are less likely to start childbearing in adolescence and they have fewer children, on average, compared to women with lower levels of education. They are more likely to have their children vaccinated and their children have significantly better health outcomes (see table A3.1 below). Given these significant and far-reaching positive impacts, there is a strong argument to be made for continued public investment in girls’ secondary education.
- e) **Promoting social and economic equity.** A related argument for public sector investment in girls’ education and empowerment is social and economic equity. Stewart (2011), in a background paper for the 2012 WDR argues that within countries, horizontal inequalities across groups (for example, across genders, states, ethnic groups, and religious groups) including inequalities in access to services such as education, health care, and housing are highly correlated with increased instability and onset of conflict and violence. Targeted public investment in the secondary education sector has the potential of curbing widening inequalities, including the persisting North-South divide.

**Table A3.1: Fertility and Child Health Outcomes by Mother’s Education**

Mothers Education Group	Percentage of 15–19 year-olds who have Started Childbearing	Total Fertility Rate (Number of Children per Woman)	Under-five Mortality Rates by Mothers’ Education	Under-five Severe Stunting by Mothers’ Education	Full Vaccination by Mothers’ Education
None	45.0	7.22	145	31.2	23.9
Non-formal	44.3	7.58	164	34.3	33.4
Primary	26.4	6.24	110	18.7	60.7
Secondary	7.1	4.77	73	11.4	82.2
Higher	0.4	3.67	55	5.6	93.9

*Source: MICS 2017. NBS (National Bureau of Statistics) and UNICEF (United Nations Children’s Fund). 2017. Multiple Indicator Cluster Survey 2016–17, Survey Findings Report. Abuja, Nigeria: National Bureau of Statistics and United Nations Children’s Fund.*

**Project Development Impact**

3. The AGILE project will contribute toward Nigeria’s long-term development, among other things, by (a) increasing Nigeria’s youth human capital; (b) opening the window of opportunity for demographic dividend; and (c) improving future earning of beneficiaries as follows:

- a) By making secondary school more accessible in the most disadvantaged and marginalized communities, the project contributes toward building human capital of adolescent girls and youth in participating states.



- b) Girls' secondary education is one of the most salient ways to reduce fertility and child mortality, which are critical to bringing about a demographic transition and opening a window of opportunity for achieving a demographic dividend. By improving girls' secondary education attainment in participating states which have some of the highest child marriage and fertility rates in the country, the project is expected to contribute toward Nigeria's achievement of a demographic dividend.
- c) Poverty rates are high in the participating states and reducing poverty will require several interventions including increasing access to and completion of secondary education. It is expected that girls (and boys) who have increased educational attainment because of the project will be able to earn higher wages.

### Cost-benefit Analysis (CBA)

4. The project supports demand- and supply-side interventions to achieve the PDO. The CBA aims to quantify the monetary benefits of outcomes produced through these interventions. To this end, the economic rate of return for the project investment is assessed by estimating (a) the NPV of the stream of benefits and (b) the IRR that equates the stream of benefits and costs resulting from the project investments over a 25-year period. In addition, analysis of benefits that arise through positive externalities of girls' education and empowerment are examined.
5. While the PDO focuses on adolescent girls, both boys and girls will benefit from some or all of the interventions (for example, both boys and girls will benefit from the newly constructed schools and improved learning environments through SIGs, as well as the digital literacy subcomponent. Only girls will benefit from the financial incentives, that is, GSP). The CBA will include both adolescent girls and boys as project beneficiaries, while considering that only girls will benefit from some of the interventions.
6. Project interventions are classified into two categories:
  - a) **Access-related interventions.** These include most of the interventions in the project which aim to increase JSS and SSS enrollment and completion. Specifically, Component 1 will create new learning spaces by constructing new schools, new classrooms, and renovate existing spaces. Component 2 will focus on alleviating demand-side constraints on girls' enrollment and completion of secondary education by supporting behavioral change campaigns and providing a financial support package to families. As both components are critical to improving access, the CBA for Components 1 and 2 is conducted under access-related interventions.
  - b) **Life skills and digital literacy.** The project also supports participating states on integrating life skills and digital literacy in secondary education. The economic analysis draws from literature to provide justification for these interventions.



### CBA of Access-related Interventions

7. Given the majority of project funding is allocated to these two components (that is, in-line with the PDO), it is expected that most of the economic benefits from the project investments will come through improving access to secondary schools. Interventions under Components 1 and 2 are expected to lead to increase in the number of adolescent girls completing junior and senior secondary education, both during the project time line and after the project closes, as long as the project interventions are sustained (for example, newly constructed schools and classrooms are operational). The analysis will focus on the stream of benefits that will be generated through increase in the number of male and female JSS and SSS graduates.

8. The main economic benefit of the project investments comes from the higher future earnings of beneficiaries because of increased schooling. To qualify this benefit, an earnings function needs to be estimated, which will then be used to predict what a girl will earn in the future due to the increased schooling because of the project intervention and, as a comparison, in the absence of the project interventions (in this case, her earnings with only primary education). For this analysis, data from the latest GHS (2015–16)<sup>118</sup> are used to estimate a basic Mincerian earnings function and the results are presented in table A3.2.<sup>119</sup>

**Table A3.2: Estimates of Mincerian earnings functions**

	Dependent Variable: ln (Wage)	Standard errors
Years of schooling	0.120***	0.010
Female	-0.363***	0.069
Experience	0.063***	0.023
Experience square	-0.001	0.001
Experience cube	0.000	0.000
Constant	11.118***	0.205
Observations	1,023	
R squared	0.201	
<i>Source:</i> Authors' estimation using GHS, 2016		
Nigeria National Bureau of Statistics. General Household Survey, Panel (GHS-Panel) 2015-2016. Reference. NGA_2015_GHSP-W3_v02_M. Dataset downloaded from <a href="http://www.microdata.worldbank.org">www.microdata.worldbank.org</a> on September 30, 2019		

9. In the GHS, earnings information is readily available only for workers with wage income. This restriction excludes farm and business owners as well as those who are self-employed and do not report wage/salary income.<sup>120</sup> Given this limitation with the data, an assumption is made that the estimated earnings function will hold for all, including those who may enter the informal labor market or the

<sup>118</sup> Nigeria National Bureau of Statistics. General Household Survey, Panel (GHS-Panel) 2015–2016. Ref. NGA\_2015\_GHSP-W3\_v02\_M. Dataset downloaded from [www.microdata.worldbank.org](http://www.microdata.worldbank.org) on Sep 30, 2019.

<sup>119</sup>  $\ln(Y_i) = \beta_0 + \beta_1 S_i + \beta_2 Female_i + \beta_3 Exp_i + \beta_4 Exp_i^2 + \beta_5 Exp_i^3 + \delta_i$ , where for individual  $i$ ,  $Y_i$  is earnings proxied by wage converted to annual amounts,  $S_i$  is years of schooling,  $Female_i$  is a dummy indicating female gender, and  $Exp_i$  is experience. This estimation does not establish a causal link between schooling and other covariates and wage, instead it captures only correlations. The function is estimated using a sample containing only wage earners and hence has a limitation as it does not capture those who are self-employed or work in the agricultural sector. Another approach to measure the additional benefit of completing JSS and SSS compared to primary is to estimate earnings function for the different educational groups separately and look at the difference. Unfortunately, the small sample size of wage earners in the data does not allow such separate estimation. Therefore, a single earnings function is estimated using the full sample. This approach assumes that experience affects the earning profile of different education groups the same way.

<sup>120</sup> Wage information in the 2015-16 GHS is expressed in Naira. To facilitate comparability with the project cost, these figures are converted to 2018 USD. Inflation figures for the 2015-2018 period for Nigeria is obtained from IMF. 1USD to 350 Naira is used as the exchange rate. Following the common practice in the literature, experience is measured as  $Age - Years\ of\ schooling - 5$ , assuming in the first five years of life children are neither in school nor working.



agricultural sector.

10. Based on these estimates, comparison of life-time earnings<sup>121</sup> for secondary school completers against primary completers is conducted to assess the expected increase in earnings due to increased schooling. Assessed at the time of graduation, the present value of the increase amounts to US\$1,369 and US\$2,000 for female JSS and SSS completers, respectively. The estimates for male JSS and SSS completers are US\$2,020 and US\$2,950, respectively.<sup>122</sup>

11. Project-related costs are estimated by considering one-time costs (including project investments), recurrent costs that arise with project investments, and opportunity costs. One-time costs accounted for in the analysis include the cost of classroom construction (through construction of new schools and additional classrooms to be constructed in existing schools through school grants). Additional limited-time costs related to social campaigns and scholarships (both of which are assumed to be provided only during project implementation) are also included. Recurrent costs that arise with project investments include teacher and school-administrative staff salaries and school operation costs. In addition, forgone income incurred by students during school years and households' expenditure are considered on the cost side.

12. The following assumptions are made for the analysis:

- a) Each JSS and SSS to be constructed by the project are assumed to become functional in the second year of the project. The first cohorts who will attend these schools will complete JSS and SSS education at the end of the 2023/24 academic year. The first beneficiary cohorts will complete JSS and SSS education at the end of the 2024/25 academic year.
- b) It is assumed that all JSS and SSS graduates coming through the newly created learning spaces will join the labor market the year after completing their respective level of schooling. Therefore, the economic return estimates are lower-bounds as some of these students may move to SSS and some may even attain tertiary education and earn significantly higher wages than estimated here.
- c) It is assumed that each classroom will accommodate 40- 60 students and through the demand-side interventions, there will be enough students to fill all the newly created spaces.
- d) All costs and benefits incurred over 25-year period are discounted at 13 percent.<sup>123</sup>

13. Based on these assumptions, table A3.3 presents the key results. A CBA over a 25-year period shows that the NPV of the project is at slightly less than US\$540 million. The estimates also suggest an IRR of 20 percent. The results from the CBA provide a strong evidence that the project is financially viable.

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<sup>121</sup> To undertake these comparisons, first the estimates for the correlation between wages, schooling and experience are used to construct the lifetime earnings profile of men and women with different levels of education. For these constructions, it is assumed that men and women will work up to age 60, which is a conservative assumption.

<sup>122</sup> Given that non-wage earners, who are more likely to be less educated and earn less are excluded from the sample, these figures are expected to be biased down.

<sup>123</sup> The discount rate is selected using the Central Banks benchmark interest rate in 2019.



Table A3.3: Cost-benefit Analysis

Beneficiaries	
Number of JSS graduates over 25 years	5,388,000
Number of SSS graduates over 25 years	1,872,000
Present value	
Present value of costs (US\$, millions)	1,840
Present value of benefits (US\$, millions)	2,379
NPV (US\$, millions)	539
IRR	20%

### Economic Return of Life Skills and Digital Literacy Interventions

14. AGILE-supported life skills interventions will be implemented through a safe space approach and will also include reproductive health and nutrition education, among others. There is growing evidence showing that interventions that empower girls by equipping them with interpersonal skills as well as health and nutrition knowledge, will help them make informed decisions about their health and sexual behavior and lead to improved long-term outcomes. For example, the evaluation of the BRAC Program in Uganda, Bandiera et.al (2012) shows that as the result of life-skills intervention, the number of girls engaged in economic activity increased by 48 percent, teen pregnancy fell by one-third, early marriage/cohabitation dropped rapidly and the share of girls reporting being forced to have sex against their will dropped by almost one-third. Based on these findings, multifaceted programs that provide life-skills can be cost-effective interventions to improve girls’ economic and social outcomes.

15. There is also a robust body of literature that shows that life skills, which are often linked to non-cognitive skills or social, emotional, and behavioral skills, are important determinants of labor-market outcomes. These non-cognitive skills include qualities such as motivation, leadership, self-esteem, and other social skills (Duckworth and Yeager, 2015).<sup>124</sup> Evidence suggests that the labor-market payoffs to non-cognitive skills is high particularly for individuals who possess both cognitive and non-cognitive skills (Deming 2015<sup>125</sup>; Weinberger 2014<sup>126</sup>). Heckman et al. (2006)<sup>127</sup> show that if an individual move from the 25th percentile to the 75th percentile in the distribution of non-cognitive skills, wages at age 30 improve by about 10 percent for males, and by more than 30 percent for females. In a developing country context, Nordman et.al. (2015)<sup>128</sup> show that in Bangladesh, non-cognitive skills have a significant positive impact on labor market outcomes and can also help explain the gender-wage gap especially in the upper parts of the wage distribution. Life-skills training under AGILE has the potential to help girls build non-cognitive skills and can potentially generate significant economic returns for beneficiaries.

16. **Digital literacy.** Being able to use ICT and digital technology has become a critical skill, and those who are lacking these skills are increasingly marginalized. In the labor market specifically, basic digital

<sup>124</sup> Duckworth, A.L. and Yeager, D.S., 2015. Measurement matters: Assessing personal qualities other than cognitive ability for educational purposes. *Educational Researcher*, 44(4), pp.237-251.

<sup>125</sup> Deming, D.J., 2017. The value of soft skills in the labor market. *NBER Reporter*, (4), pp.7-11.

<sup>126</sup> Weinberger, C.J., 2014. The increasing complementarity between cognitive and social skills. *Review of Economics and Statistics*, 96(4), pp.849-861.

<sup>127</sup> Heckman, J.J., Stixrud, J. and Urzua, S., 2006. The effects of cognitive and noncognitive abilities on labor market outcomes and social behavior. *Journal of Labor economics*, 24(3), pp.411-482.

<sup>128</sup> Nordman, C.J., Sarr, L.R. and Sharma, S., 2015. Cognitive, non-cognitive skills and gender wage gaps: Evidence from linked employer-employee data in Bangladesh.



skills are critical to boosting productivity. While the economic literature examining the labor market returns of digital skills in developing countries is nascent, a few studies in India and in a few developed countries show that digital skills are positively linked with an improved employment rate and increased earnings. For example, a study by Liu and Mithas (2016) shows that individuals who have digital skills earn 10.9 percent higher wages than those without digital skills.<sup>129</sup> Studies in developed countries estimate a 3 to 10 percent increase in earnings associated with basic digital skills.

### **Financial Analysis**

17. The financial analysis explores the long-term fiscal implications of project investments by examining the ability of participating states to sustain key interventions supported by the project in the medium to long-term. While financial data disaggregated by levels of education are not readily available, budget data for the seven states for the 2019 fiscal year suggest that states allocate about US\$435 million per year for the sub-sector implying an expected allocation of US\$2.2 billion over the project timeline.<sup>130</sup> The project investments overall will represent about 23 percent of states' budget during this time period. The Federal Government's recurrent budget for the education sector (latest data are from 2017) is about US\$1.1 billion per year.

18. Many of the project interventions are one-time investments (for example, construction of schools). However, they are linked with demand- and supply-side recurrent costs that must be financed by the federal or state governments on an annual basis (for example, teachers' salaries and school grants for the new schools). The analysis focuses on assessing the states' ability to continue financing these recurrent costs. Table A3.4 presents the Federal Government's and participating states' budget for education, focusing only on selected budget lines that are directly linked with secondary education. There is significant variation across states in the amount of money allocated to the secondary education sector, which is partly correlated with the number of schools and students in the public education system of each state. Table A3.4 presents the main newly added recurrent costs that are required to sustain the project interventions (salary of teachers and school administration to staff the new school and operation cost of the new schools). The analysis shows that when the new schools are fully functional, the recurrent cost represent about 8 percent of combined states' budget. Careful reallocation of resources or mobilization of new sources of finance is required to sustain the interventions in the long term.

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<sup>129</sup> United States and Germany (DiNardo and Pischke 1997; Krueger 1993)

<sup>130</sup> The government allocation is estimated using state budget allocated to State Ministry of Education, SUBEB, Senior Secondary Education Management Board for the 2019 fiscal year. As the budget allocation for SUBEB and SME may also cover primary education, the amount that goes to junior secondary and senior secondary levels is expected to be less.



**Table A3.4: Education Budget and Financial Sustainability of Project-supported Interventions**

		State Recurrent Budget (2019) (millions)								
		FME (Recurrent)	Borno	Ekiti	Kaduna	Kano	Katsina	Kebbi	Plateau	
1	SME	Recurrent		2,065	689	11,047	1,284	13,745	1,518	6,357
		capital		7,181	2,540	28,644	3,902	17,875	15,537	2,406
2	SUBEB	Recurrent		980	443	199	383	n.a.	1,965	499
		capital		1,498	1,660	6,753	2,023	n.a.	3,600	2,614
3	SSMB	Recurrent		n.a.	n.a.	n.a.	16,344	n.a.	1,660	n.a.
		capital		n.a.	n.a.	n.a.	275	n.a.	0	n.a.
4	Total (NGN, millions)		394,000	11,723	5,332	46,644	24,211	31,620	24,279	11,876
5	Total (US\$, millions)		1,094	33	15	67	130	88	67	33
<b>Recurrent cost required to sustain project interventions</b>										
<b>Total state budget</b>							432.5			
6	Teachers salary per year for new teachers (US\$, million)						28.9			
7	School operation costs per year for new schools (US\$)						6.4			
9	Total recurrent costs per year (US\$)						35.2			
11	Total recurrent cost as percent of state budget						8.2%			



ANNEX 4: SYNERGIES WITH ONGOING INTERVENTIONS

Table A4.1: Ongoing World Bank-financed Projects and Links with the AGILE Project

Operations	PDO	Geographic Scope and Target Beneficiaries	Links with the AGILE Project
Better Education Service Delivery for All (BESDA)- P160430 (US\$611 million)	To increase equitable access for out-of-school children and improve literacy in focus States, and strengthen accountability for results, in basic education in Nigeria.	<b>States:</b> Jigawa, Kaduna, Kano, Katsina, Kebbi, Sokoto, Zamfara, Adamawa, Bauchi, Borno, Gombe, Taraba, Yobe, Niger, Ebonyi, Rivers, and Oyo  <b>Direct beneficiaries:</b> Children of basic education age (5 to 15-year-olds since basic education includes pre-primary education). The focus is on out-of-school children/youth	→ Draw lessons on technical design and build on implementation arrangements for several similar interventions including: School infrastructure, teacher training, CCT, and Accountability systems
NIPEP (US\$100 million)	To improve access and quality of basic education in selected states, with attention to girls' participation.	<b>States:</b> Jigawa, Kaduna, Kano, Katsina, and Sokoto, AFCT  <b>Direct beneficiaries:</b> Pupils, particularly girls, in basic education and integrated Islamiyya schools and teachers working in government schools in the selected states	→ Draw lessons on technical design and implementation on the following areas: School grants, teacher professional development, CCT, SBMC, and community sensitization → For overlapping states, leverage existing Project Coordination Unit when appropriate
Innovation Development and Effectiveness in the Acquisition of Skills Project (IDEAS) P166239 (US\$ 200 million)	To enhance the capacity of the Nigerian skills development system to produce relevant skills for the formal and informal sectors.	<b>States:</b> (First Phase) Kano, Gombe, Benue, Abia, Edo and Ekiti  <b>Direct beneficiaries:</b> Basic school leavers opting for technical education, unemployed individuals and workers already in the labor market, informal apprentices, master crafts-persons, technical teachers and instructors	→ Draw lessons on technical design and implementation on market-relevant skills training → Collaboration with technical colleges, which are supported by IDEAS, on designing/ enhancing market-relevant skills training programs for secondary schools and training teachers
Nigeria for Women Project P161364 (US\$100 million)	The SOP Phase 1 project specific PDO is to support improved livelihoods for women in targeted areas of Nigeria.	<b>States (Phase 1):</b> Abia, Edo, Kebbi, Niger, Ogun, and Taraba  <b>Direct beneficiaries:</b> all women over the age of 18 in the selected LGAs for mobilization and participation in Women Affinity Groups; women who are currently active in subsistence level economic activities, including women engaged in informal, unipersonal, small-scale businesses and subsistence farming	→ Draw lessons on technical design and implementation arrangements for life-skills and market-relevant skills → Leverage analysis, studies, training materials and trained facilitators (for overlapping states) on life skills and market-responsive skills training
YESSO (US\$100 million)	Increase access of the poor to youth employment opportunities, social services, and strengthened safety net systems in participating states.	<b>States:</b> Niger, Kwara, Cross River, Bauchi, Osun, Ekiti, Oyo, Kano, Kogi, Abia, Adamawa, Borno, Ondo, Enugu, Gombe, Kaduna, Katsina, Imo, Yobe, and Ogun.  <b>Direct beneficiaries:</b> extremely poor households with children, pregnant women, physically challenged, semi-skilled, unskilled unemployed youths aged 18 to 35 years, and other unemployed youths in the same age bracket	→ Draw lessons on technical design and implementation arrangements for life-skills and market-relevant skills → Leverage analysis, studies, training materials and trained facilitators (for overlapping states) on life skills and market-responsive skills training
ANRiN (US\$225 million)	To increase utilization of quality, cost-effective nutrition services for pregnant and lactating women, adolescent girls and children under five years of age in select areas of the recipient's territory.	<b>States:</b> Abia, Akwa Ibom, Gombe, Kaduna, Kano, Katsina, Kogi, Kwara, Nasarawa, Niger, Oyo, and Plateau.  <b>Direct beneficiaries:</b> Pregnant and lactating women and children less than five years of age, with a strong emphasis on adolescent girls	→ Draw lessons on technical design and implementation arrangements for mass media and community campaigns, counseling for adolescent girls and on how to involve non-state actors → Leverage analysis, studies, training materials and trained facilitators (for overlapping states) on mass media and community campaigns



Operations	PDO	Geographic Scope and Target Beneficiaries	Links with the AGILE Project
Saving One Million Lives (P146583) <b>(US\$500 million)</b>	To increase the utilization and quality of high impact reproductive, child health and nutrition interventions.	<b>States:</b> Federal program  <b>Direct beneficiaries:</b> children, pregnant women, mothers, women of reproductive age group	→ Draw lessons on technical design for life-skills training
National Social Safety Nets Project (US\$500 million)	To provide access to targeted transfers to poor and vulnerable households under an expanded national social safety nets system.	<b>States:</b> Federal program  <b>Direct beneficiaries:</b> poor and vulnerable households in Nigeria	→ Draw lessons on targeted financial transfers to poor and vulnerable households
CSDP <b>(US\$415 million)</b>	To increase access by the poor to improved social and natural resource infrastructure services in a sustainable manner throughout Nigeria.	<b>States:</b> Kwara, Katsina, AFCT, Abia, Adamawa, Bayelsa, Ebonyi, Ekiti, Gombe, Nassarawa, Zamfara and Taraba <b>Additional Financing:</b> Borno, Yobe, Adamawa, Taraba, Bauchi, and Gombe  <b>Direct beneficiaries:</b> communities in participating LGAs	→ Draw lessons on technical design and implementation arrangements on community-based accountability systems → Leveraging the CDD approach and if possible, using the existing CSDP structures in overlapping states to involve communities on school expansion, school rehabilitation and school grant utilization

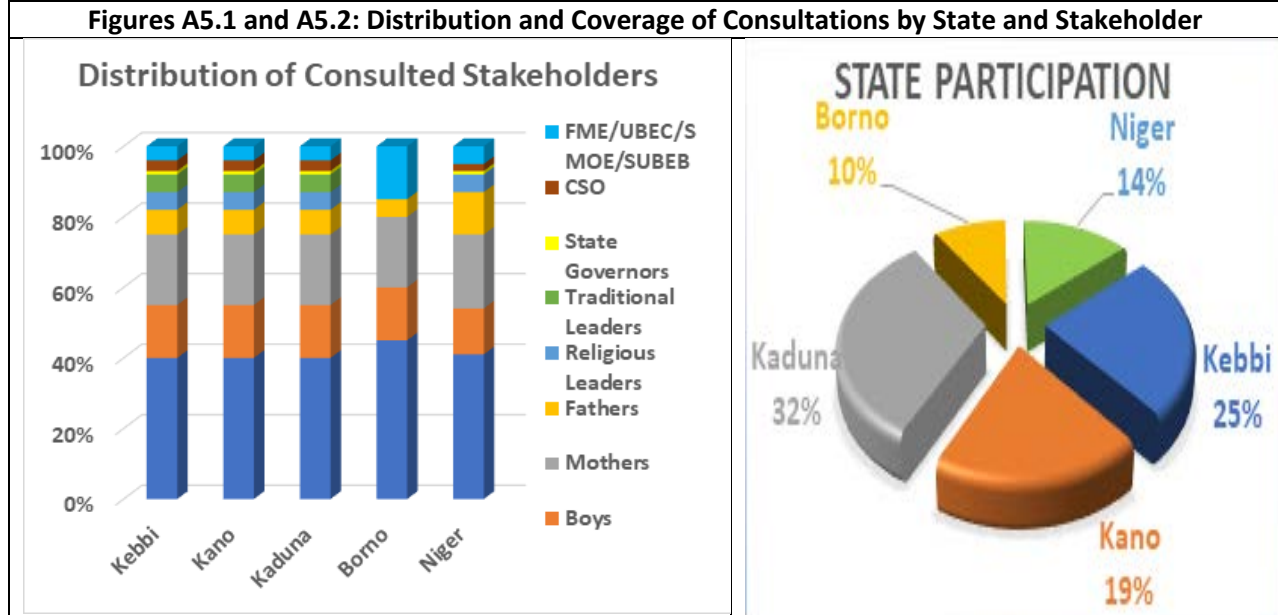


ANNEX 5: SUMMARY OF STAKEHOLDER CONSULTATIONS

1. The Government, in collaboration with the World Bank, conducted intensive stakeholders' consultations on adolescent girls' education and empowerment. The main objectives of the consultations were to better understand the challenges girls, their families, and their communities face with regards to ensuring girls' access and completion of education and their empowerment – and to identify ways that these challenges can be addressed from the perspective of girls, families and community members. The consultations were conducted in five northern states (Borno, Kaduna, Kano, Kebbi and Niger), involving traditional and religious leaders, in-school and out-of-school adolescent girls, boys, parents and teachers.

2. The process employed different methods, including community consultations, focus group discussions and questionnaire-based interviews. In total, 3,334 respondents participated in the community consultations, 2,607 respondents took part in focus group discussions, and 2,732 were interviewed using questionnaires (participation rates by type of stakeholder and by state are presented in figures A5.1 and A5.2, respectively. Some of the key issues/challenges faced and proposed solutions and recommendations are highlighted in figure A5.1 below

Figures A5.1 and A5.2: Distribution and Coverage of Consultations by State and Stakeholder





**Table A5.1: Consultation Highlights**

Stakeholders	Highlights of Consultation Findings
Girls	<p><b>Challenges:</b></p> <ul style="list-style-type: none"> <li>• Parents follow the culture of marrying girls off early; hence girls face peer pressure to get married early as many girls in the community are already married.</li> <li>• Girls do not have know how to convince their parents or husband to allow them to stay in school. For married girls, husbands often do not allow them to continue their education.</li> <li>• Girls do not have good examples of women or role models who are education and successful in their community and to whom they can look up to.</li> <li>• Secondary schools are very far from the communities and the existing schools are in dilapidated conditions. There are no toilets and drinking water.</li> <li>• Schools charge different kinds of fees and if the family cannot afford them, the girls are sent home.</li> <li>• Girls face harassment in certain areas, and they fear possible kidnappings and attacks (Borno).</li> <li>• Even if girls enroll in school, they do not learn much. Teachers are absent very often and are not skills in teaching and as a result, learning is very limited.</li> <li>• Schools do not provide vocational skills training, which they could use to make a living when they graduate. Girls do not have access to capital or opportunities to start a business after completing school.</li> </ul> <p><b>Suggested solutions:</b></p> <ul style="list-style-type: none"> <li>• Girls requested support from the school and community leaders to convince parents to keep them in school and not marry them off early.</li> <li>• They requested financial support to help cover the cost of schooling and help their families.</li> <li>• They requested for schools that are in good condition to be constructed close to their communities.</li> <li>• They requested for teachers to teach them well in the classroom.</li> <li>• They requested for vocational skills training and financial support to help them start a business after they complete school.</li> </ul>
Mothers	<p><b>Challenges:</b></p> <ul style="list-style-type: none"> <li>• Schools charge many different kinds of fees including exam fees which are very high for many families, forcing families to pull their girls out of school early. Transport and school materials are also too costly.</li> <li>• Mothers rely on their daughters earning money by working outside the home (by hawking goods and working in farms) to support the family.</li> <li>• They perceive little value and few benefits of education for girls because they cannot easily find jobs after school.</li> <li>• Schools are far off and mostly in bad condition. Travelling long distances to school is risky for girls.</li> <li>• Schools do not have vocational skills training such as home management, tailoring, baking, hair and body salon, etc., skills which the girls could use to earn money after completing their education.</li> </ul> <p><b>Suggested solutions:</b></p> <ul style="list-style-type: none"> <li>• Mothers requested financial support to pay for the costs of schooling and to support the families in meeting their basic needs.</li> <li>• They requested for schools to be constructed near their communities.</li> <li>• They wanted vocational skills training for their daughters.</li> </ul>
Fathers	<p><b>Challenges:</b></p> <ul style="list-style-type: none"> <li>• Marrying a daughter early is the culture and it is important for girls and the family’s status in the community.</li> <li>• Fathers fear their daughters will be exposed to immoral behaviors when they are at schools, especially when they reach puberty.</li> </ul>



Stakeholders	Highlights of Consultation Findings
	<ul style="list-style-type: none"> <li>• Even after completing their education, there are no opportunities for their daughters to get jobs.</li> <li>• Schools are very far, and they have concerns about the safety of their daughters, as they have to travel long distances to schools.</li> <li>• Existing schools are dilapidated, and children do not learn much even if they attend school as the teachers are often absent often and do not teach well.</li> </ul> <p><b>Suggested solutions:</b></p> <ul style="list-style-type: none"> <li>• Fathers requested that schools be constructed close to the communities and that community members be involved in keeping girls safe inside and outside school.</li> <li>• They asked for better education to be provided in schools.</li> </ul>
Boys/ male youth	<p><b>Challenges:</b></p> <ul style="list-style-type: none"> <li>• Cost of schooling is high for many families and girls have to work to earn money.</li> <li>• There are limited employment/ economic opportunities after completing education.</li> <li>• Quality of schools is poor and learning is limited.</li> </ul> <p><b>Suggested solutions:</b></p> <ul style="list-style-type: none"> <li>• Giving opportunities for boys to be involved in the school to support girls.</li> <li>• Support to help young people have access to job opportunities after school.</li> </ul>
Community members	<p><b>Challenges:</b></p> <ul style="list-style-type: none"> <li>• Community leaders are concerned that school exposes girls to immoral behavior.</li> <li>• Poor families in the community cannot afford the cost of schooling. Many of the girls have to work to earn money and support their family.</li> <li>• There are no secondary schools near the community. If there are schools, they are in very dilapidated conditions.</li> <li>• There are security concerns for girls who have to travel long distances to school.</li> <li>• Schools do not have an adequate number of teachers and teachers are absent most of the time.</li> <li>• The community is not involved in secondary school management, while they feel more ownership of and involvement in the management of schools.</li> </ul> <p><b>Suggested solutions:</b></p> <ul style="list-style-type: none"> <li>• Sensitization is needed involving traditional leaders and religious leaders to reverse the trend of early marriage.</li> <li>• Community leaders also requested for schools to be renovated and where they are lacking, for schools to be constructed near them.</li> <li>• They requested the government to provide better teachers.</li> <li>• They requested the community to be involved in school management including the monitoring of teachers' and students' attendance.</li> </ul>
Traditional rulers	<p><b>Challenges:</b></p> <ul style="list-style-type: none"> <li>• Lack of safe-guarding policy for all secondary schools</li> <li>• No safeguards; school staff should submit an appointment letter and report to the community leaders.</li> </ul> <p><b>Suggested solutions:</b></p> <ul style="list-style-type: none"> <li>• Make school staff work with communities</li> <li>• Provide for lack of school sanitary facilities (toilets)</li> <li>• Poverty alleviation (loans/ capital) for poor parents</li> </ul>



## ANNEX 6: CLIMATE CO-BENEFITS OVERVIEW

- 1. The risks of climate change are rapidly increasing.** According to data from the climate change 2017 vulnerability index, Nigeria is among the top 10 countries and Lagos is among the top 10 vulnerable cities in the world. Four major climate-related changes are predicted to occur over the next several decades that will have major economic and social implications for Nigeria. First, the average temperature is projected to rise by 1°C–2°C, by 2050, especially in the north. This has implications for agriculture and livestock, affecting livelihoods and increasing risks of malnutrition and heat strokes. Second, rainfall patterns are likely to become more variable and water flows will change—increasing in about half of Nigeria, falling in 10 percent, remaining the same in 8 percent, and uncertain in about one-third of the nation. Third, rising sea levels will affect the coastline and coast settlements, towns, and cities, such as Lagos. It is estimated that a 0.2-m rise in sea level would inundate 3,400 km of Nigerian coastland and a 1.0-m rise in sea level would cover 18,400 km. Fourth, Nigeria, like other countries, has been experiencing more frequent extreme weather events, such as flooding and drought as well as greater variability of climate, all because of global warming.
- 2. Climate change alone is estimated to reduce crop yields by 50 percent.** Access to water and irrigation will, therefore, be an important determinant of the stability of yields and the adaptation to the effects of climate change. Similarly, conflict is disrupting food supplies and contributing to the displacement of people. In Borno, most IDPs depend on agriculture for their livelihoods and are at risk of not meeting food requirements. Thus, improving productivity is a strong factor in the effort to stimulate growth, reduce poverty, and enhance food security.
- 3. Climate change inaction (business-as-usual) could cost the country an estimated 2 percent to 11 percent of GDP by 2020 and between 6 percent and 30 percent by 2050 (DFID 2009).** This is equivalent to a loss varying between US\$100 billion and US\$460 billion. The Government recognizes the significant threats climate change poses to the accumulation of the country's natural, physical, and human resources, and to the prosperity of its population. In signing the Paris Climate Agreement in September 2016, Nigeria committed to reducing greenhouse gas emissions unconditionally by 20 percent and conditionally by 45 percent. These targets are well articulated in the nationally determined contributions. Beyond the targets, Nigeria's broader aim is to build a climate-resilient society across the country's diverse landscapes. In December 2017, Nigeria issued Africa's first sovereign Green Bond (US\$30 million). The proceeds of the Green Bond issue are financing selected carbon-efficient projects mostly in the energy and forestry sectors, creating thousands of new jobs, greening the economy, and reducing carbon emission and deforestation. The selected projects have links to the ERGP and the nationally determined contributions. The Green Bond Program contributes to Pillar 47 of the ERGP, striving to build a climate-resilient economy across the country's diverse terrain.
- 4. There is a great opportunity for scaling up green issuance, crowding in private sector participation, unleashing green jobs, diversifying of the economy, and financing climate change programs in national and subnational budgets.**



**Box A6.1: Government Policies to Address the Risks to the Environment and Climate Change**

The Government has adopted a number of policies and frameworks relevant to climate change. The Federal Ministry of Environment Special Climate Change Unit published the National Adaptation Strategy and Plan of Action on Climate Change for Nigeria in 2011. These are integrative, comprehensive in scope, and inclusive of all stakeholders. In 2014, the National Agricultural Resilience Framework provided a robust implementation plan that incorporates innovative agricultural production strategies and risk management mechanisms to promote resilience. Additionally, the Federal Government has policies and guidelines such as the National Policy on Drought and Desertification and the National Policy on Erosion, Flood Control, and Coastal Zone Management.

More recently, the Government ratified the nationally determined contribution to the Paris Climate Agreement, which emphasizes the need for enhancing national mechanisms and capacities to effectively defend against climate change risks in key areas (such as agriculture and coastal areas) and strengthen early warning and emergency response systems and disaster prevention and reduction mechanisms. However, to make these multiple commitments effective, the Government needs to take concrete actions and provide sustained financing and technical support. While the Government’s policies on the environment and climate change are robust, implementation of adaptation measures is lagging. Unless Nigeria can implement measures to adapt to climate change, the long-term costs to the population and the economy are high.

Though Nigeria’s contribution to global carbon emissions is relatively small, Nigeria has proposed national strategies to address climate change. One of largest contributors to carbon emissions is gas flaring. In 2016, Nigeria ranked 7th out of the top 30 gas flaring countries; it is making progress in reducing flaring and outlines of target concrete strategies responding to climate change and carbon emission reduction, were adopted in 2015. The aim is to reduce CO<sub>2</sub> emission per unit of GDP by 20 percent to 45 percent, increasing the share of non-fossil fuel in energy consumption, increasing the forest stock, and importantly enhancing national capacity and resilience to climate change shocks.

5. During the preparation of the AGILE Project, climate change, necessary mitigation and adaptation measures and actions were discussed and identified. After several consultations including the FME and the seven participating states it was decided that the AGILE Project will focus on the following interventions: (a) building climate-resilient and ecofriendly schools through physical structures including rainwater harvesting structures in schools at the upper watershed; (b )promoting energy efficiency in school constructions and school rehabilitations; (c) creating/transforming school environments to mitigate climate change; (d) creating eco-clubs within schools and conducting training programs for communities responsible for school construction, school directors, and teachers; (e) revising curriculums for science courses both at the JSSs and SSSs to include climate change; (f) including extracurricular activities (as part of the eco-club) to help to promote climate change awareness; and (g) using green (clean) cookstoves by families receiving financial incentives to reduce pressure on forested areas and improve energy use, respiratory health, lack of access to education, and protecting the environment.

**Component 1: Creating Safe and Accessible Learning Spaces**

6. **This component aims to provide adolescent girls with equitable access to secondary education by addressing supply-side constraints to girls’ transition to and completion of secondary education.** Specifically, the component will support (a) the construction of new classrooms to expand existing primary schools to include JSSs and SSSs; and (b) rehabilitation of dilapidated classrooms and the provision of TLMs to ensure schools are fully functional, safe, and conducive to learning. Each of the subcomponents is described in the following paragraphs (additional details can be found in annex 1).



*Subcomponent 1.1: Creating new safe learning spaces in secondary schools*

7. The following climate change adaptation mitigation measures will be incorporated into the school construction operational manual:

- **School location.** School location plays an integral role in creating healthy, safe schools that support high-quality education and promote sustainable and healthy communities. Implications of the school location for transportation options will be considered. Options for developing safe routes to schools that can support alternative modes of transportation will also be considered so that the fuel consumption can be reduced.
- **School design.** The buildings will be located and oriented on sites according to climatic considerations to minimize solar heat, prevailing wind direction, and required protection from flash floods, soil erosion, and water flowing downstream. These will be designed to ensure optimized natural lighting to minimize the use of electric lighting and natural ventilation in buildings by using appropriate size window apertures; energy efficiency measures; and environment-friendly features including use of automatic controls for efficient lighting systems with controlled luminance, using LED bulbs and solar panels, where financially and technically feasible, to replace or reduce their current power source. Use of diesel generators will be avoided to avoid emission of CO<sub>2</sub> during service life. The water boreholes, if and where required, would be dug at safe distances from toilets to avoid contamination of ground water.
- **Ecofriendly school construction material.** Nontoxic building materials will be used for construction. Chemical exposures such as lead, mercury, polychlorinated biphenyls and, asbestos from building materials will be prohibited.
- **National Environmental Impact Assessment (EIA) Act for Green Buildings.** The current EIA Act lacks clarity on climate change adaptation and mitigation actions in projects. The EIA Act is being revised (now pending the approval of the National Assembly) to include greater integration of climate change adaptation and mitigation into development programs such as constructions (including building of schools). The revised EIA Act would specify the guidelines to build a climate-resilient school. The project will aim to utilize the updated EIA Act's new guidelines during school construction as soon as it is approved (estimated by June 2020).
- **Watershed management and rainwater harvesting.** The project will incorporate climate-resilient design measures in the construction of school facilities such as structural strengthening and rainwater harvesting for flood control and water conservation. Through the water harvesting, stormwater management (flood risk reduction), utilization of stored water for schools, and groundwater discharge will be managed. Constructions and rehabilitation of schools will integrate rainwater harvesting mostly for schools located at upper stream (upper watershed) considering relationship with downstream interventions.
- **The buildings will be designed and oriented on sites according to climatic considerations to minimize solar heat gain.** The areas of windows would be at least as defined in the national construction codes to ensure proper lighting and ventilation in the classrooms to reduce reliance on energy; and solar panels will be used where technically and financially feasible with adequate energy-saving bulbs for minimal use of electric lighting. Use of diesel generators will be avoided to avoid emission of CO<sub>2</sub> during service life. The water boreholes



if and where required would be dug at safe distances from toilets to avoid contamination of ground water. Nontoxic building materials will be used for construction; the use of asbestos or asbestos mixed materials will be prohibited.

***Subcomponent 1.2: Improving existing infrastructure in secondary schools***

8. Under this subcomponent, the following activities will be supported:

- **Energy efficiency measures.** School rehabilitation works will integrate design layouts of classrooms to ensure natural light and ventilation. This will also include energy efficiency improvements such as use of solar panels, low-energy light bulbs, automatic switch-off mechanisms, water-efficient toilets and sinks, better insulation materials, and other environment-friendly features.
- **Waste management.** Separating, reducing, reusing, recycling, and composting waste will be considered for managing school waste, to find ways to get rid of school waste with the least negative effects on the environment. Recycling and using organic waste for composting options will be carefully reviewed and the best option for the schools will be developed.
  - a) **Organic waste.** Students will be motivated to plant trees and to use the compost made out of the organic waste in the school gardens, which will reduce the use of fertilizer and other chemicals.
  - b) **Recycle waste.** For recycling, educating students and staff is essential, so some recycling programs that educate staff and students will be developed.
- **Eco-clubs** will be formed as part of safe space in schools to empower teachers and students to participate and take up meaningful environmental activities and projects to include (a) composting all non-animal based organic materials; (b) recycling materials, that is, installing recycling bins around the school and in classrooms—or have a recycling area; (c) making adjustments so that the school functioning is more ecofriendly; (d) encouraging change in purchasing habits—determining if there is a greener alternative to current/proposed purchases; and (e) promoting good practice measures such as water-harvesting, plantations drives, and so on. In addition, pupils and staff will be encouraged to walk or cycle to school as much as possible.

9. Under this component, in addition to the above, (a) communities that will be responsible for school improvement will be provided TA in climate issues and appropriate response measures and (b) teacher training activities will include information to enhance their knowledge about climate change and mitigation measures.

10. **Nigeria is vulnerable to flash floods.** Estimates from the National Emergency Management Agency indicate that the 2018 floods affected education in nine states. The project will train teachers to prepare and carry out evacuation protocols at the onset of climate change-induced emergencies, such as flash floods, and so on.

**Component 2: Fostering an enabling environment for girls**

11. Under this component, extracurricular activities will be organized for students to help raise their awareness of climate change (that is, planting trees to preserve the greenery), these activities will also help motivate the students through real life experience. As part of the extracurricular activities, students



will also be encouraged to conduct social responsibility activities in their neighborhood communities to increase climate change awareness.

**Table A6.1: Climate Actions Incorporated into Project Design, by Subcomponent**

Component	Climate Actions Incorporated
Subcomponent 1.1: (US\$180 million)	<p><b>Mitigation.</b> Construction of new or rehabilitated classrooms and toilets will integrate design layouts to ensure natural light, ventilation, seating, display, storage, energy efficiency measures, and environment-friendly features and construction materials.</p> <p><b>Adaptation.</b> The project will adapt guidelines on building a climate-resilient school as well as in the revised National EIA Act including the guidelines on School Safety Policy. Furthermore, the project will incorporate climate-resilient design measures in the construction of school facilities such as structural strengthening and rainwater harvesting for flood control and water conservation. Through the water harvesting, stormwater management (flood risk reduction), utilization of stored water for schools, and groundwater discharge will be managed. Constructions and rehabilitation of schools will integrate rainwater harvesting mostly for schools located at upper stream considering the relationship with downstream interventions.</p>
Subcomponent 1.2 (US\$135 million)	<p><b>Adaptation.</b> School grants: (a) eco-clubs in schools to empower students to participate and take up meaningful environmental activities and projects; (b) reach out to influence and engage their parents and neighborhood communities to promote sound environmental behavior; (c) build capacity in schools; and (d) promote good practice measures such as rainwater harvesting, tree planting, and so on. Given that the 2018 floods affected education in nine States (National Emergency Management Agency), the project will train teachers to prepare and carry out evacuation protocols at the onset of climate change-induced emergencies, such as flash floods, and so on</p>
Subcomponent 2.1 (US\$25 million)	<p><b>Adaptation.</b> Adaptation measures, including development of a new curriculum to include climate change and adaptation of extracurricular activities.</p> <p>While education facilities will mainstream or provide for energy-efficient improvements in buildings including implementation of solar systems, the subcomponent will support school-based community awareness programs to increase the community’s knowledge about climate-related hazards (for example, droughts, flooding, heatwaves, windstorms, and other extreme weather events) and the risks associated with these, including greater risks of heat strokes, injuries/deaths, food and water insecurity, as well as risks arising from changes in precipitation, such as increased risks of vector and water-borne diseases. In addition, information will be provided on measures to reduce these risks, including through programs such as wash services. Communities will also receive information on ways to reduce greenhouse gas emissions and to adopt climate-friendly approaches in their daily lives. This will significantly boost their overall awareness and resilience to climate change.</p>
Subcomponent 2.2 (US\$35 million)	<p><b>Green (Clean) Cookstoves.</b> Climate change is especially serious in the more arid northern savanna ecosystems and will become more serious as mean temperatures continue to rise, accompanied with more variable weather patterns such as higher-intensity rainfalls. The consequences of climate change will likely be seen in natural resources overreach. Households cope with cash and food shortages by cutting and selling more firewood, thereby exacerbating land degradation and accelerating the onset of desertification. Furthermore, climate change would have an impact on gender where risks associated with climate change threaten to reinforce inequalities and even erode progress that has been made toward gender equality, particularly in the arid and semi-arid areas of northern Nigeria, where a complex array of sociocultural, structural, and institutional inequities and practices have already created a wide gender gap. Climate change could lead to girls traveling longer distances to obtaining natural resources for their household thereby infringing on access to school (education).</p>
Subcomponent 2.3 (US\$80 million)	<p>Through the financial incentive component, the project will provide a social safety net (finances) to poor families and promote the use of low carbon green (clean) cookstoves by beneficiaries (households) to reduce pressure on forested areas and improve energy use, respiratory health, lack of access to education, and protect the environment. The promotion of these low emission green cookstoves will not only contribute to improved gender equality and inclusive development but also reduce green-house gas emissions.</p>



## ANNEX 7: RECOMMENDED GBV/SEA MITIGATION MEASURES

1. Table A7.1 provides recommendations on how to prevent/mitigate SEA risks for the AGILE Project, based on the findings of the government-led GBV/SEA assessment, risks identified by the World Bank GBV Assessment Tool, mitigation measures suggested through E&S instruments and lessons learned from other World Bank-funded projects. The mitigation measures form a part of the whole school approach to comprehensively prevent and mitigate violence in and around schools, including GBV/SEA.
2. **GBV Service Mapping:** The project will carry out a mapping of available services for survivors of GBV (medical care and care for survivors of IPV), case management and psychosocial support services, safety and security, including availability of safe accommodation arrangements for temporary physical safety of survivors at risk of physical harm, protection, and legal services) and informal resources (including services such as the existing community-based mechanisms, and actors such as CBOs, women's groups, and trusted individuals such as people who have been champions to speak out about positive male norms, and the unacceptability of SEA and other forms of GBV). This would also include religious leaders and community leaders that survivors of SEA and other forms of GBV<sup>131</sup> can have access to in the project area using the survivor-centered and rights-based approach.

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<sup>131</sup> SEA will be understood as a facet of GBV that is defined as any actual or attempted abuse of a position of vulnerability, differential power, or trust for sexual purposes, including but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. Sexual abuse is further defined as "The actual or threatened physical intrusion of a sexual nature whether by force or under unequal or coercive conditions" (IASC 2016). In the context of Bank-supported projects, SEA occurs against a beneficiary or member of the community. The UN considers all sexual activity with someone younger than 18 to be sexual abuse.



**Table A7.1: Identified GBV/SEA Risks and Considerations and Recommended Project Measures**

Project Components and Activities	Risks and Considerations	Project Measures (Including Recommendations from SEA Assessment)
<i>Component 1: Creating Safe and Accessible Learning Spaces</i>		
<b>Construction and expansion of classrooms</b>	<ul style="list-style-type: none"> <li>▪ Labor influx of male laborers in proximity to vulnerable populations</li> <li>▪ Girls hawking at construction sites</li> <li>▪ Increased demand for sex work</li> <li>▪ Construction that is not disability-friendly, making students with disability more vulnerable to SEA</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>SPIUs to develop site-specific ESMPs</b> which will define mitigation measures in addressing social risks/impacts, with assigned responsibilities including procedures for addressing risks to SEA</li> <li>▪ <b>Contractors to develop a Contractor’s ESMP (C-ESMP)</b><sup>132</sup>, as part of tender package and forms part of the construction contract. The C-ESMP should include the following: (a) <b>implementation of SEA Action Plan and accountability and response framework</b>, (b) <b>CoC</b><sup>133</sup> (c) <b>Training Plan</b>: The plan for training workers on SEA; (d) <b>Community Consultation Plan</b>: this describes how the contractor intends to engage with the community on SEA; (e) <b>Labor Influx Management Plan</b>: procedures for managing labor during civil works</li> <li>▪ <b>Supervision consultant firm should be engaged in each State</b>. A consultant should engage social officers to ensure all measures outlined in the C-ESMP and SEA action plan (on construction) are implemented effectively</li> <li>▪ Construction will ensure accessibility for persons with disabilities and will <b>follow crime-prevention through environmental design (CPTED) principles</b><sup>134</sup> (e.g. better lighting, natural surveillance etc.)</li> <li>▪ <b>Construction of perimeter fences</b> to help monitor movements of people in and out of the school premises</li> <li>▪ <b>Engage in stakeholder consultations</b> to create awareness about labor influx and CoCs and identify with community the best <b>timing for construction that will limit risks to SEA</b></li> <li>▪ <b>Sensitization of community, students etc. about project SEA-GRM</b></li> <li>▪ <b>Temporary toilet facilities for construction workers</b></li> </ul>
<b>Construction of basic amenities (including hygiene/sanitation facilities)</b>	<ul style="list-style-type: none"> <li>▪ Adequacy of new hygiene facilities for number of classrooms constructed</li> <li>▪ Location of the facilities in ‘safe zones’<sup>135</sup> within the school</li> <li>▪ Sustainable supply of power and water to ensure facilities are well lit and maintained</li> <li>▪ Long-term sustainability and maintenance of amenities</li> <li>▪ Availability of resources to support menstrual hygiene</li> </ul>	<ul style="list-style-type: none"> <li>▪ Before, and to inform, construction - engage students and teachers in <b>mapping exercise so they can identify safe and unsafe zones within and en route to school</b></li> <li>▪ Construction should consider <b>toilet to student ratio</b> and construct <b>separate toilets for boys/girls</b></li> <li>▪ <b>PTAs in conjunction with the SBMC should establish a ‘Safety Sub-committee’</b> whose primary role will be to ensure maintenance of school’s facilities - including monitoring water supply, clearing of bushes, maintenance of parameters, toilets, availability of sanitary products etc.</li> </ul>
<i>Subcomponent 2.1: Promoting social and behavior change through communications campaigns, engagement with traditional rulers and advocacy</i>		
<b>Social norms and behavioral change campaigns and community engagement</b>	<ul style="list-style-type: none"> <li>▪ Further isolation or violent targeting of school girls or those in favor of girls accessing education within the context of attending these campaigns or endorsing the campaign messages</li> <li>▪ Content that lacks attention to diversity of norms</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>Stakeholder engagement</b> should thoroughly assess the <b>ideal language, pace and targeting of the campaigns</b> to ensure they do not exacerbate existing exclusion, stigmatization or violence against girls, female teachers, parents or others within the community who either attend schools or wish to encourage the attendance of girls in school</li> <li>▪ <b>Engaging communities, notably men and boys—especially male teachers—in targeted campaigns on SEA prevention and response</b></li> </ul>

<sup>132</sup> The C-ESMP is adapted from the ESMP, which outlines how he/she will implement civil works throughout the contract according to the requirements of the ESMP. The C-ESMP is an instrument for ensuring oversight and management of SEA risks.

<sup>133</sup> The agreed CoC will include guidelines on appropriate behavior and will apply to contractor’s workers, including subcontractors and suppliers.

<sup>134</sup> CPTED) approaches combine aspects of social mobilization, spatial mapping and infrastructure design to improve safety and build a sense of community in a space (e.g. school). Its core principles include natural surveillance, better access, improved visibility and community participation with the aim to build trust within a community.

<sup>135</sup> Areas in the school premises that students and teachers have identified as areas they feel safe or unsafe



Project Components and Activities	Risks and Considerations	Project Measures (Including Recommendations from SEA Assessment)
	<ul style="list-style-type: none"> <li>▪ about women and girls empowerment and SEA across participating states</li> <li>▪ Content that does not consider the diversity of girls (e.g. girls with disabilities and displaced girls)</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>Each state to develop its own locally relevant content on social norms</b></li> <li>▪ <b>Participatory approach</b> to be used in developing content and delivery of sessions (i.e. inclusion of girls, boys, traditional leaders etc.)</li> <li>▪ <b>Identify champions in community – including prominent men</b></li> <li>▪ Campaigns should include the need for safe and enabling learning environments for <b>girls with disabilities</b> to help dispel existing myths and address discrimination against them that hinders access to, and completion of, education</li> </ul>
<b>Subcomponent 2.2: Empowering girls with critical life skills and knowledge for navigating adulthood and digital literacy</b>		
<b>Life skills training through ‘safe space sessions’</b>	<ul style="list-style-type: none"> <li>▪ Finding qualified female counsellors</li> <li>▪ Sessions run in a manner that girls from different backgrounds truly feel safe</li> </ul>	<ol style="list-style-type: none"> <li>1. Sessions will be led by female-counsellors –teachers in public secondary schools who are identified by the SME (through its Guidance and Counselling Unit) and will receive training of trainers training on life skills curricula and psychosocial support</li> <li>2. School-related GBV curriculum will be incorporated into training,</li> <li>3. Training will also incorporate non-discrimination sensitization focused on marginalized groups, such as girls with disabilities.</li> </ol>
<b>Subcomponent 2.3: Providing Financial incentives to the poorest households</b>		
<b>Providing financial support package to families</b>	<ul style="list-style-type: none"> <li>▪ Risks of IPV given potential change in household power dynamics when funds are given to mother of child</li> <li>▪ Sustainability plan for scholarship recipients so they do not return to hawking and/or face risks of forced marriage</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>Extensive stakeholder engagement</b> with parents/guardians of parents and community to clearly communicate <b>criteria for scholarship program</b> and options to <b>ensure sustainability</b> beyond funds provided</li> <li>▪ <b>Focus group/engagement with mothers to understand risks to IPV and potential mitigation measures</b></li> <li>▪ <b>Spot check monitoring</b> to ensure funds are being used as designed, including tracking school attendance</li> </ul>
<b>Component 3: Project management and system strengthening</b>		
<b>Capacity building at State and Federal Ministry to improve coordination</b>	<ul style="list-style-type: none"> <li>▪ Need for mapping of SEA service providers across participating states</li> <li>▪ Lack of clearly defined interagency collaboration to address SEA issues at schools</li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>Mapping of SEA service providers.</b> Project to liaise with ongoing World Bank-supported projects currently identifying service providers</li> <li>▪ <b>Engage SEA specialist to support the SPIUs/Federal</b> to ensure SEA-related activities and services are delivered following international best practice and ethical considerations.</li> <li>▪ <b>Conduct review of interagency mechanisms with a focus on strengthening SEA prevention,</b> response and girls’ empowerment in secondary education</li> </ul>
<b>In addition to the above: considerations for Borno State/conflict affected participating states</b>		
	<ul style="list-style-type: none"> <li>▪ Higher risks of SEA given hard-to-supervise areas</li> <li>▪ Higher risks of SEA for adolescent girls in humanitarian contexts<sup>136</sup></li> </ul>	<ul style="list-style-type: none"> <li>▪ <b>An SRA will be developed within six months of project effectiveness and a Security Management Plan</b> will be prepared as a part of the site-specific ESMPs during project implementation to address any FCV related risks and for the management of risks of the use of security personnel.</li> <li>▪ <b>Third-party monitoring</b> to be mainstreamed in project design for ease of implementation and supervision in Borno state and other hard-to-supervise areas</li> </ul>

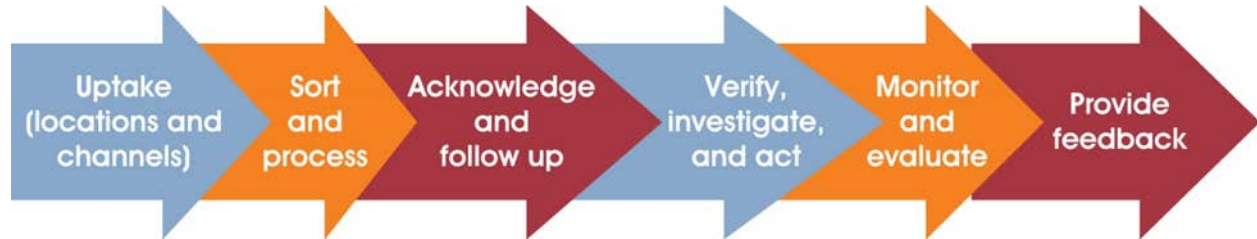
<sup>136</sup> *Standard Operating Procedures for SEA Prevention and Response – Nigeria*, SEA Sub Sector in Collaboration (Ministry of Women Affairs) with United Nations Population Fund (UNFPA), International Medical Corps (IMC), and Plan International, October 2019.



**ANNEX 8: GRIEVANCE REDRESS MECHANISM**

1. The AGILE Project will have two GRMs focusing on two main levels; the project-level GRM which will be managed by each participating SPIU and the labor-specific GRM for project workers (all direct workers, contracted workers, and community workers). The detailed processes of how to deal with internal and external grievances are included in the SEP/GRM document; however, some guidance is provided here.

**Figure A8.1: Dealing with Internal and External Grievances - Flowchart**



**Project Level GRM**

2. **A community GRM is the first level of grievance redress. Members include the Chairman of the SBMC, a representative of the CPMC,** school principal, PTA chairman, guidance counselor and community leader, all of whom shall be readily accessible to the project-affected person(s), students and members of the communities. This should include the LGEA officers from State Ministry of Education and SUBEB based at each local government responsible for monitoring and inspection of all schools – primary schools, JSSs and SSSs in the locality. They shall investigate all project related complaints and provide responses/solutions. Where the complaint is unresolved with the community, the complainant will be supported in escalating the grievance to the second level of GRM. However, efforts will be made to resolve all grievances at this level.

3. **Grievance Redress Committee (GRC) at the SPIU Level (SPIU-GRC).** This shall comprise members of the SPSC and SPIU including the State Project Coordinator, social safeguards/GRM officers, environmental safeguards officers, GBV or gender officer, and communications officer established within the SME. They will investigate all project-related complaints and provide responses/solutions. If the complainant does not accept the solution offered by the SPIU-GRC, then the complaint is referred by the State Project Coordinator to the NPCU.

4. **GRC at the NPCU Level (NPCU-GRC).** The NPCU will be required to intervene in grievances beyond the state level resolution. This will include members of the NPSC, and staff of the NPCU, including the National Project Coordinator, the social safeguards officers, gender/GBV officers, environmental safeguards officers and communications officer. The GRC will investigate all project related complaints and provide responses/solutions. If the complainant does not accept the solution offered by the NPCU-GRC, then the complainant will be advised to seek judicial process.

5. **Court redress of grievances.** While the aim of GRM is to resolve all issues caused by project implementation out of court and to save time, it is important to anticipate scenarios where the aggrieved person is not satisfied with the process and judgment given by the GRC. Therefore, the NPCU shall inform the aggrieved person(s) of their right to seek redress in the court of law as the final resort.



### **Project-level GRM and GBV**

6. The project-level GRM and labor-specific GRM will include GBV protocols to ensure responses to potential GBV incidents following ethical standards and international best practice. Protocols will be in place as soon as the GRM is established to ensure that informed consent and confidentiality are respected, and operators are trained in this regard. GBV-related complaints should provide information *only* on the nature of the complaint (what the complainant says in her/his own words) without further questions, and operators should link the complaint to a GBV service provision based on the project's mapping of providers. Mapped GBV providers will be vetted for quality of services and to ensure that they use a survivor-centric approach. The mapping of providers will be completed before the establishment of the GRM.

7. The following provides an overview of the processes to follow should a GBV complaint arise, including those processes internal to the World Bank.

#### **The GRM process for a GBV complaint will be as follows:**

- I. All survivors who come forward to report a case of GBV get a referral
  - a. If the survivor does not wish to place an official complaint with the offender, the complaint is closed and the GRM records the survivor's preference.
- II. If the survivor wants to file a complaint within the project GRM
  - a. The complaint is addressed according to the accountability and response framework of the alleged perpetrator's employer (i.e., the contractor, school, or implementing agency)
  - b. The employer takes the appropriate disciplinary action in accordance with local legislation, the employment contract and the CoC.
  - c. The GRM is notified and the case is closed

#### **The World Bank process for a GBV complaint is as follows:**

- I. Initial incident notification
  - a. Within 24 hours, report to the SPIU and TTL
  - b. Initiate procedures outlined within the PIM (based on GBV action plan)
- II. Internal response
  - a. Within 24 hours, TTL to notify practice manager, sector director and Country Management Unit (CMU) (including Country Director and Country Manager /Representative)
- III. Internal and external notification
  - a. Within 24 hours, inform appropriate government authorities and partners
  - b. Depending on severity, notify Sr. Management and VP
- IV. Monitoring
  - a. TTL to monitor accountability and response framework
  - b. For severe cases, e.g., sexual assault and rape, ensure referral to health services within 72 hours (as per the mapping)



**Labor-specific GRM**

8. For the labor-specific GRM, Table A8.1 summarizes the proposed levels of GRCs. Further details are provided in the LMP.

**Table A8.1: Levels of GRCs**

<b>GRM</b>	<b>Description</b>
First Level GRM: Grievance redress at the site/community level	The first level is the community level and easily accessible to workers. This will comprise community liaison officers, supervision consultant site engineer, and those representatives of school management among other identified persons. In addition, a complaint box will be placed in the school that will encourage aggrieved workers drop their complaints. This should be checked regularly (at least twice weekly) by a designated person in the committee. This committee will be expected to report to the SPIU.
Second Level of GRM: Grievance redress at the SPIU level	This committee shall comprise SPIU members including the project coordinator, social officer, among others, and other state-level representative from within the State Project Monitoring Committees. If the complainant does not accept the solution offered by the SPIU-GRC, then the complaint is referred by the State Project Coordinator to the NPCU
Third level of GRM: Grievance Redress at the NPCU Level	The NPCU will be required to intervene in grievances beyond the state level resolution.
Court redress of grievances	While the purposes of the GRM put in place by this project is to resolve all issues caused by the project implementation out of court and to save time usually spent in litigation matters, it is not out of place to anticipate a scenario where an aggrieved person is not satisfied with the process and judgment given by the GRC(s). Therefore, the SPIU shall inform aggrieved persons of their right to seek for redress in the court of law as the final resort.