

**INTEGRATED SAFEGUARDS DATA SHEET
CONCEPT STAGE**

Date ISDS Prepared/Updated: December 2, 2016

Report No.: 112331

I. BASIC INFORMATION

A. Basic Project Data

Country: FEDERAL REPUBLIC OF NIGERIA	Project ID: P160430
	Additional Project ID (<i>if any</i>):
Project Name: BETTER EDUCATION SERVICE DELIVERY FOR ALL OPERATION	
Task Team Leaders: Dina Abu-Ghaida, Roland Lomme	
Estimated Appraisal Date: February 27, 2017	Estimated Board Date: June 8, 2017
Managing Unit: GED13	Lending Instrument: Hybrid PforR with TA IPF component
Sector: Primary Education; Secondary Education; Public Administration – Education; Pre-Education	
Theme: Education for All; Managing for Development Results	
IBRD Amount (US\$m.): IDA Amount (US\$m.): 500 GEF Amount (US\$m.): PCF Amount (US\$m.): Other financing amounts by source:	
Environmental Category: C	
Simplified Processing	Simple <input checked="" type="checkbox"/> Repeater <input type="checkbox"/>
Is this a transferred project	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>

B. Project Objectives [from section 2 of PCN]:

To strengthen accountability for results to increase equitable access for out-of-school children and improve the quality of basic education in Nigeria.

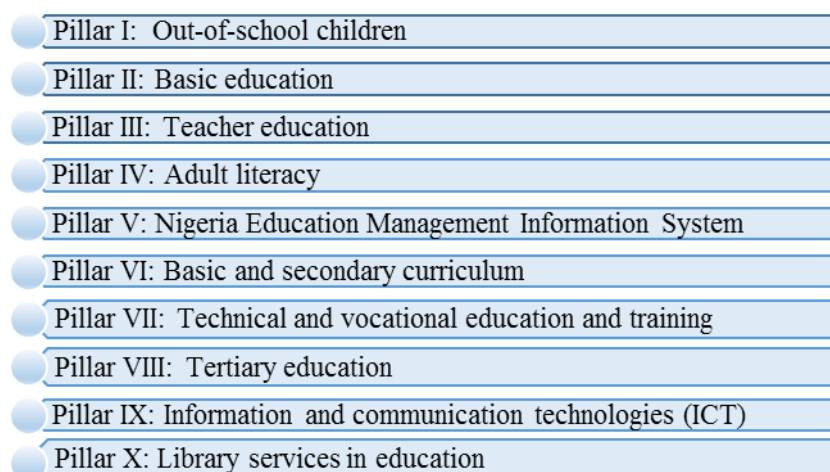
C. Project Description [from section 3 of PCN]:

A. PforR Program Boundary

1. **The Ministerial Strategic Plan (MSP) 2016-2019 is built around the three results areas of access, quality, and systems strengthening; is comprised of ten pillars; and spans all levels of education – starting with early childhood through tertiary education and even adult literacy** (see Figure 4). The access results area includes the pillars of out-of-school children (Pillar 1); adult literacy (Pillar 4); and technical and vocational education and training

(TVET, Pillar 7). The outcome statement for the access results area reads: *enhanced capacity of Nigeria’s formal and non-formal education systems that provide qualitative access to 100 percent of out-of-school and school-age children, boys and girls, in basic education; 70 percent of eligible youths to TVET and tertiary education; and 75 percent of adults to non-formal education and lifelong learning opportunities.* The quality results area includes the pillars of basic education (Pillar 2); teacher education (Pillar 3); basic and secondary curriculum (Pillar 6); and tertiary education (Pillar 8). The outcome statement for the quality results area reads: *strengthened human capacity for child-centered interactive teaching and quality assurance at all levels of educational development in Nigeria; enhance innovativeness, functionality, relevance, market-driven knowledge and skills acquisition and transitioning into formal and non-formal education.* The final systems strengthening results area includes the pillars of Nigeria Education Management Information System (NEMIS, Pillar 5); information and communication technologies (ICT) in education (Pillar 9); and library services in education (Pillar 10). The outcome statement for the systems strengthening results area reads: *improved evidence-based decision making that will assist transparency, governance, accountability, and innovation in education delivery.* Each of the ten MSP pillars includes a series of activities to be completed and associated targets to be achieved over the 2016-2019 period.

Figure 1: Ministerial Strategic Plan 2016-2019 Pillars



2. **The MSP is a strategy document that defines activities to be implemented by various federal as well as state-level actors and programs, notably the UBE program when it comes to basic education reforms.** The MSP was adopted by the National Council on Education, but its national goals have not yet been translated to state-level goals and activities. In addition, costing of foreseen interventions has only been completed for federal activities – and to date, no budgetary allocations have been made towards these activities. But as a strategy, the MSP makes an important contribution towards alleviating constraints on achieving education sector outcomes by including a focus on system strengthening, and in particular on evidence-based decision making and improved transparency and accountability.

3. **The UBE program, funded by the UBE Intervention Fund that is channeled through UBEC, represents the relevant government program as well as the PforR Program**

boundary. The objectives of the UBE program, as most recently spelled out in the *UBE Programme 5-Year (2015-2020) Road Map* are (page 48):

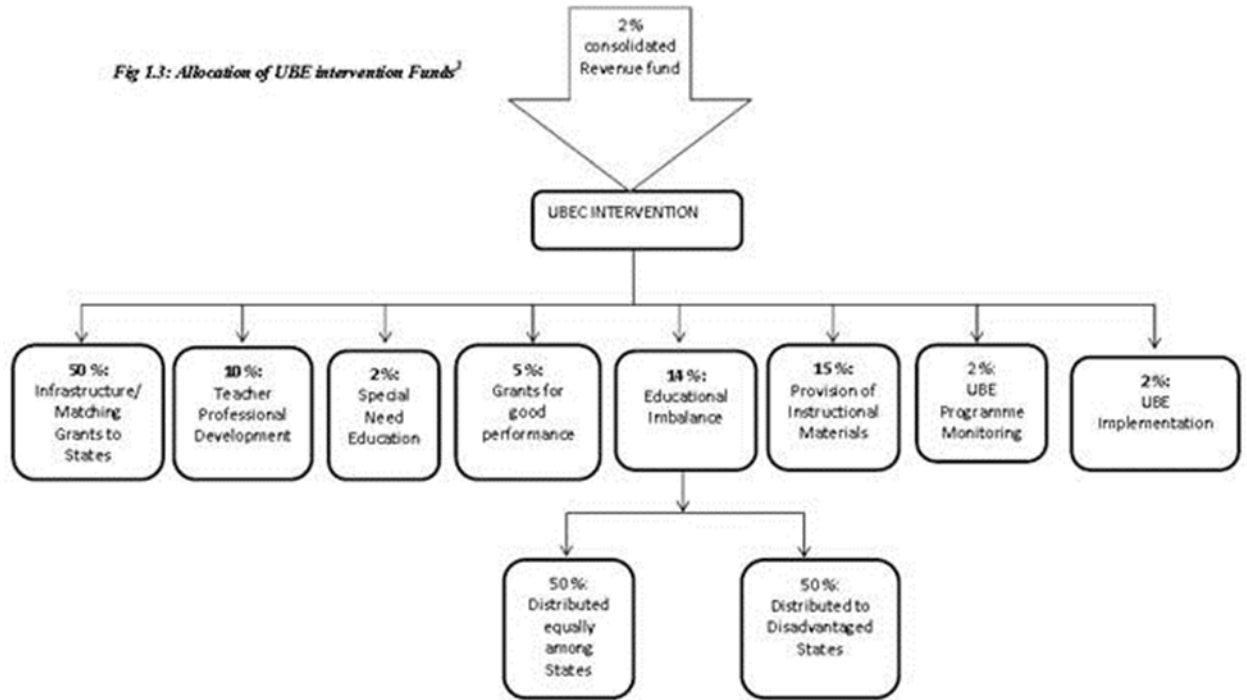
- Ensure unfettered access to free and compulsory nine years of formal basic education for children aged 6-14+ (primary and junior secondary school);
- Reduce drastically the incidence of drop-out from the formal school system, through improved relevance, quality and efficiency; and
- Ensure the acquisition of appropriate levels of literacy, numeracy, manipulative, communicative, and life skills as well as ethical, moral, and civic values needed for laying a solid foundation for life-long learning.

Based on these objectives, the UBE Intervention Fund sharing formula for funding to the states is as follows (page 53 of the Road Map – see also Figure 5):

- 50% as Matching Grants Fund for the provision of infrastructure such as classrooms, furniture, toilets, workshops, libraries, equipment, etc.;
- 14% as Educational Imbalance Fund for maintaining equity and inclusiveness and eliminating all forms of disparities and disadvantages;
- 15% as Instructional Materials Fund for the provision of textbooks in the core subjects and reading materials;
- 10% as Teacher Professional Development Fund for the training of the serving teachers and education managers on various aspects of school activities;
- 5% as Good Performance Fund to encourage states doing well in the implementation of the UBE program;
- 2% as Special Education Fund for those with special needs;
- 2% as UBE Monitoring Fund; and
- 2% as UBE Implementation Fund.

Figure 2: Allocation of Universal Basic Education Intervention Fund

Fig 1.3: Allocation of UBE intervention Funds²



Source: World Bank. 2015. *Governance and Finance Analysis of the Basic Education Sector in Nigeria*.

4. **The proposed Basic Education Service Delivery for All (BESDA) Operation will therefore aim to support and improve the UBE program, by strengthening its accountability mechanisms, in order to better address out-of-school children in basic education in a holistic manner, i.e. by tackling access and quality of basic education.** The Operation’s support to the government’s plan can, therefore, be described as building on the ongoing interventions under the UBE program while simultaneously incentivizing increased system accountability, as defined around the three related results areas:

5. **Results Area 1: Strengthening basic education sector accountability for results.** A key set of interventions, given the results-based nature of the Operation, revolves around ensuring adequate M&E mechanisms at the federal and state levels. There will be need to ensure implementation in all states of the Annual School Census under the NEMIS, supporting its transformation into school-based record-keeping, as well as fielding household surveys that allow determination of the out-of-school population and its characteristics. In addition, interventions under this results area will support regular national student learning assessments that may initially be limited in scope, i.e. focusing on literacy and numeracy (for which the 2015 NEDS provides a benchmark), as well as assessment of teacher competencies (for which the 2013 SDI provides a benchmark). Other interventions include strengthening the capacity for strategic planning and program management, including FMOE’s capacity to exercise oversight over its executive agency UBEC, and to align education sector reforms at the state level with federal priorities. Additional interventions will revolve around improving budget management by leveraging already available personnel management and other financial management tools and strengthening expenditure effectiveness for service delivery.

6. **Results Area 2: Increasing equitable access to basic education for out-of-school children.** The interventions supported by the Operation would vary by state depending on the specific challenges the state is facing and on its policy initiatives, and they would include, on the demand side: high-level advocacy and sensitization regarding the importance of education for both boys and girls; conditional cash transfers to needy households to compensate for direct costs of education (e.g. parent-teacher association fees, costs of uniforms or textbooks) and opportunity cost of education (e.g. decrease in child labor, decrease in petty trading by girls); scholarships, particularly at the junior secondary level; and school feeding, which is a stated government policy that has begun implementation in some states. On the supply side, the Operation would support school mapping to determine infrastructure needs, including those catering to specific populations, such as nomads; expansion of school infrastructure, focusing on rehabilitation, renovation, and extension of existing schools, as opposed to new construction; provision of furniture and equipment for classrooms; and recruitment of teachers and their deployment in under-served areas, with a focus on female teachers to encourage girls' enrolment.

7. **Results Area 3: Improving quality of basic education.** In many instances, out-of-school children will be enrolling in existing schools and learning from already active teachers, while in other instances new schools and/or classrooms will be required and new teachers recruited and deployed. The interventions supported by the Operation would, therefore, address both possible scenarios, and different states and geographic areas will require different interventions, including: ensuring that schools have the necessary textbooks and other learning and teaching materials; providing incentives to recruit suitable students into teacher education programs; expanding teacher upgrading programs so that a greater share of teachers have formal qualifications, while at the same time ensuring that these formal qualifications impart true pedagogical and subject matter competencies; strengthening in-service teacher training; and providing incentives to attract and retain competent teachers in disadvantaged areas.

8. **In terms of implementation arrangements, the Operation is national in scope and managed at the federal level, with all states able to tap into the funds.** PDO-level indicators will have national targets, into which states will feed with their state-level targets. The FMOE will be in charge of ensuring collection of the required data, relying on both the National Bureau of Statistics and the National Population Commission as well as third-party verification of results achieved. Funds for the Operation will remain at the federal level and be disbursed to the states upon achievement and verification of agreed results. At the state level, given the overlapping mandates for basic education, implementation will entail coordination across the public entities in charge, i.e. SMOEs, SUBEBs, and other existing ministries and executive agencies in charge of basic education. This coordination is presently sorely lacking so that setting up coordination mechanisms will not be sufficient: instead, actual Operation design will have to incentivize all entities concerned to ensure that the coordination takes place. In other words, Operation design must ensure that the federal level has a stake in states achieving certain results, and that all state-level actors have a stake in demonstrating to the federal level the achievement of these results.

9. **The FMOE requested feedback on the draft MSP from its development partners, including on potential areas that partners might support.** Prior to the MSP, development partners provided extensive technical assistance for basic education, both at the federal and state

levels: for strategic planning, institutional effectiveness, social accountability, M&E, and teachers' development. They have also engaged in policy dialogue and supported the drafting of the MSP document itself, noting that it has four key areas that require strengthening: implementation plan, M&E framework, costing, and governance framework. UNICEF, DFID, and the Bank coordinated their support on the M&E framework and costing and the MSP was revised and strengthened in these aspects prior to its discussion with all states at the September 27-29, 2016 meeting of the National Council on Education.

10. In terms of potential partners for the proposed PforR, it is likely that both UNESCO and UNICEF will remain partners on strengthening the MSP, building statistical capacity in the education sector, and ensuring that regular and reliable education sector data are available (Annual School Census, national learning assessment). In addition, DFID is a key education sector partner both for FMOE as well as the Bank, especially as relates to efforts to improve governance and accountability in the education sector (including through TA to UBEC and institutionalization of school-based management committees). The Bank team will, therefore, be exploring partnership with DFID on the proposed Operation, in particular on the required technical assistance. USAID has also supported improved education sector data by funding the 2010 and 2015 NEDS and the Bank will explore partnering with USAID for its annual updating. Finally, the Bank team will be exploring the possibility of a partnership with the African Development Bank in terms of support to the proposed Operation.

11. This Operation is proposed as a hybrid Program for Results (PforR), consisting of two parts: the Program and a technical assistance (TA) component, which uses the Investment Project Financing (IPF) approach. The design of the proposed Operation builds on the track record of recent collaboration between the Nigerian government and the Bank using results-based financing in the education sector: the State Education Program Investment Project (IPF using a results-based financing approach), which highlights the need for a strong technical assistance component to support the implementation of the government's programs.

12. The Program (tentatively US\$480 million). The PforR instrument is considered the best fit for present purposes in order to support the implementation of the government's UBE program; focus on education outputs and outcomes, as opposed to inputs; and incentivize performance at the federal, state, and local levels. A major challenge is to design and implement a national program, led by FMOE (essentially through its executive agency, UBEC) but working across all states, that funds, monitors, evaluates, and adjusts diverse activities across the states. By focusing on achievement of an agreed set of results yet allowing flexibility and incentivizing home-grown solutions, including at the state and local levels, the PforR instrument accommodates Nigeria's federal nature best. Given the fact that there is variation across states in Nigeria in the specific set of education sector challenges they face, there will be wide variation in states' priority concerns and the reforms they choose to address these concerns. A PforR instrument seems the most appropriate one to incentivize performance and results along the delivery chain at a systemic level given the specifics of Nigerian federalism, i.e. with a distribution of responsibility which vests the federal government with only a limited role in basic education. The PforR instrument also leverages and strengthens key country and sector systems, including public financial management, procurement management, social and environmental

management, as well as monitoring and evaluation – all needed for the Program to achieve its desired results.

13. **The IPF (TA) Component (tentatively US\$20 million).** This component would finance a set of technical assistance activities both at the federal and state levels aimed at strengthening the capacities of federal and state governments for program implementation, coordination, policy development, human resource management, and monitoring and evaluation. It would also support a set of activities to strengthen the capacities of federal and state governments for 1) statistical capacity and the use of data in policy making; 2) institutional effectiveness and strategic planning (with a focus on executive agencies at the federal, state, and local levels as well as on intergovernmental policy coordination); 3) transparency and accountability (including the operationalization of established social accountability institutions at the school level); and 4) mainstreaming of key budget management tools. Parallel technical assistance provided by other donors (see Table 3) will also be leveraged. Finally, the TA component would pilot innovative approaches, e.g. to address demand-side constraints to education for girls, with the aim of evaluating and rolling those approaches out if deemed successful.

Table 1: Technical assistance provided by other education sector development partners

Area	Activities	Donors
Institutional capacity	Ministerial Strategic Plan (costing and results framework)	DFID
	UBEC institutional review	DFID
	State sector plans	UNICEF
Budget management	FMOE Medium-term Sector Strategy	DFID
	State Education Accounts	USAID
M&E	National Education Data Survey	USAID
	Annual School Census	UNICEF
	Community mapping of out-of-school children	USAID
Teacher effectiveness	Teacher training	French government
	Teacher development	DFID/UNICEF
Social accountability	Operationalizing school-based management committees	DFID/UNICEF/USAID

14. Environmental and Social Systems Assessment will be the primary analytical instrument that will be used to evaluate environmental and social risks and benefits associated with the proposed operation. The proposed TA component will not support program activities that are judged to be likely to have significant adverse impacts that are sensitive, diverse, or unprecedented on the environment and/or affected people. This ISDS was prepared to address the TA component of the proposed operation.

D. Project location and salient physical characteristics relevant to the safeguard analysis (if known):

15. The proposed TA component under the Operation has no physical footprint and there will be no adverse environmental and social risks and impacts. The TA component activities do not trigger any of the Bank’s safeguards policies.

E. Borrower’s Institutional Capacity for Safeguard Policies:

16. While this TA does not trigger environmental and social safeguards policies, Nigeria has demonstrated its commitment to mitigating adverse social and environmental impacts in the implementation of a range of World Bank projects, including category A projects. There are adequate legal and institutional frameworks in the country to ensure compliance with World Bank safeguards policies. In Nigeria, the Federal Ministry of Environment (FMEnv) is responsible for setting policy guidelines on environmental issues and ensuring compliance with national environmental standards. It has different departments with field offices in every region of the country. At state level, the State Ministry of Education will be responsible and accountable for all safeguard issues.

F. Environmental and Social Safeguards Specialists on the Team:

Alexandra Bezeredi, Aki Tsuda (Social Safeguards); Hocine Chalal and Amos Abu (Environmental Safeguards).

II. SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies Triggered <i>(please explain why)</i>	Yes	No	TBD
Environmental Assessment (OP/BP 4.01)		X	
Natural Habitats (OP/BP 4.04)		X	
Forests (OP/BP 4.36)		X	
Pest Management (OP 4.09)		X	
Physical Cultural Resources (OP/BP 4.11)		X	
Indigenous Peoples (OP/BP 4.10)		X	
Involuntary Resettlement (OP/BP 4.12)		X	
Safety of Dams (OP/BP 4.37)		X	
Projects on International Waterways (OP/BP 7.50)		X	
Projects in Disputed Areas (OP/BP 7.60)		X	
Piloting the Use of Borrower Systems to Address Environmental and Social Safeguard Issues in Bank-Supported Projects (OP/BP 4.00)			

III. SAFEGUARD PREPARATION PLAN

- A. Target date for the Quality Enhancement Review (QER), at which time the PAD-stage ISDS would be prepared: January 30, 2017
- B. For simple projects that will not require a QER, the target date for preparing the PAD-stage ISDS: January 30, 2017
- C. Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing¹ should be specified in the PAD-stage ISDS:
N/A

IV. APPROVALS

<i>Signed and submitted by:</i>		
Task Team Leaders:	Dina Abu-Ghaida, Roland Lomme	December 2, 2016
<i>Approved by:</i>		
Regional Safeguards Adviser:	Maman-Sani Issa	December 2, 2016
Comments:		
Sector Managers:	Halil Dundar, Hisham Waly	December 2, 2016
Comments:		

(Template Version November 2007)

¹ Reminder: The Bank's Disclosure Policy requires that safeguard-related documents be disclosed before appraisal (i) at the InfoShop and (ii) in-country, at publicly accessible locations and in a form and language that are accessible to potentially affected persons.