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Report No: PAD634

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GLOBAL PARTNERSHIP FOR EDUCATION GRANT

IN THE AMOUNT OF US\$100 MILLION

TO THE

FEDERAL REPUBLIC OF NIGERIA

FOR A

NIGERIA PARTNERSHIP FOR EDUCATION PROJECT

May 8, 2015

Education Global Practice (GEDDR)
Africa Region



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CURRENCY EQUIVALENTS

(Exchange Rate Effective: April 30, 2015)

Currency Unit = Naira
198 Naira = US\$1
1 Naira = US\$.00505

FISCAL YEAR

January 1 – December 31

ABBREVIATIONS AND ACRONYMS

AESPR	Annual Education Sector Performance Report
AfDB	African Development Bank
ASC	Annual School Census
AWP	Annual Work Plan
BPP	Bureau for Public Procurement
CCT	Conditional Cash Transfer
CFAA	Country Financial Accountability Assessment
CGPs	Civil Society and Government Partnerships
CPAR	Country Procurement Assessment Review
CPS	Country Partnership Strategy
CSACEFA	Civil Society Action Coalition on Education for All
CSOs	Community Service Organizations
DAs	Designated Accounts
DfID	Department for International Development
DHS	Demographic Household Survey
ECD	Early Childhood Development
ECCE	Early Childhood Care and Education
EDOREN	Education Operational Research and Evaluation in Nigeria
EFA	Education for All
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESOP	Education Sector Operational Plan
ESP	Education Sector Plan
ESSPIN	Education Sector Support Program in Nigeria
EMIS	Education Management Information System
FCT	Federal Capital Territory
FM	Financial Management
FMOE	Federal Ministry of Education
FMOF	Federal Ministry of Finance
FMR	Financial Monitoring Report
FPFMD	Federal Project Financial Management Division
FPM	Financial Procedure Manual

FPSU	Federal Project Support Unit
FTTSS	Federal Teacher Training Scholarship Scheme
GAR	Gross Attendance Rates
GEP 3	UNICEF Girls Education Program
GDP	Gross Domestic Product
GNS	General Household Survey
GPE	Global Partnership for Education (formally Education for All – Fast Track Initiative)
GPI	Gender Parity Index
HDI	Human Development Index
HILWA	Higher Level Women Advocate for Education
HNLSS	Harmonized Nigeria Living Standards Survey
IAU	Internal Audit Unit
ICR	Implementation Completion and Results Report
ICT	Information and Communications Technology
IDA	International Development Association
IDP	International Development Partner
IE	Impact Evaluation
IECD	Integrated Early Childhood Development
IFRs	Interim Financial Report
ILO	International Labor Organization
IPF	Investment Project Financing
IQTE	Qur’anic Teaching and Education
ISP	Implementation Support Plan
JICA	Japan International Cooperation Agency
JSS	Junior Secondary School
KPI	Key Performance Indicator
LEG	Local Education Group
LGA	Local Government Area
LGC	Local Government Council
LGEA	Local Government Education Authority
MDG	Millennium Development Goal
MICS	Multiple Indicator Cluster Survey
MLA	Monitoring Learning Achievement
MTSS	Medium – Term Sector Strategy
NAR	Net Attendance Rate
NCCE	National Commission for Colleges of Education
NCE	National Certificate of Education
NDHS	Nigeria Demographic Health Survey
NEDS	Nigeria Education Data Survey
NEI	Northern Education Initiative
NERDC	Nigeria Education Research Development Council
NGHS	Nigeria General Household Survey
NGHSP	Nigeria General Household Survey - Panel
NGOs	Non-Governmental Organizations
NIPEP	Nigeria Partnership for Education Project
NLA	National Learning Assessment
NPSC	National Project Steering Committee
NTI	National Teachers’ Institute

OCHA	UN Office for the Coordination of Humanitarian Affairs
OOS	Out-of-School
ORAF	Operational Risk Assessment Framework
PAD	Project Appraisal Document
PCN	Project Concept Note
PCR	Primary Completion Rate
PDO	Project Development Objective
PEMFAR	Public Expenditure Management and Financial Accountability Review
PIM	Project Implementation Manual
PFMU	Project Financial Management Unit
PRS	Planning Research and Statistics
PSC	Project Steering Committee
PTA	Parent Teachers Association
PTR	Pupil Teacher Ratio
RARA	Reading and Access Research Activity
SBMC	School Based Management Committee
SDP	School Development Plan
SE	Supervising Entity
SIG	School Improvement Grant
SIP	School Improvement Plan
SMOs	Social Mobilization Officers
SMOE	State Ministry of Education
SPFMU	State Project Financial Management Unit
SPSC	State Project Steering Committee
SPTC	State Project Technical Committee
SRC	School Report Card
SSA	Sub-Saharan Africa
SPTC	State Project Technical Committee
STUP	Special Teacher Updating Program
SUBEB	State Universal Basic Education Board
SURE-P	Subsidy Reinvestment and Empowerment Program
TC-TPM	Technical Committee Third Party Monitoring
TDP	Teachers Development Program
TPD	Teacher Professional Development
TPV	Third Party Verification
TRCN	Teachers Registration Council of Nigeria
UBE	Universal Basic Education
UBEC	Universal Basic Education Commission
UNCITRAL	United Nations Commission on International Trade Law
UNESCO	United Nations Educational Scientific Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United State Agency for International Development

Regional Vice President:	Makhtar Diop
Country Director:	Marie Francoise Marie-Nelly
Senior Global Practice Director:	Claudia Maria Costin
Practice Manager:	Peter Nicholas Materu
Task Team Leader:	Olatunde Adekola

FEDERAL REPUBLIC OF NIGERIA

NIGERIA PARTNERSHIP FOR EDUCATION PROJECT

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PAD DATA SHEET
Federal Republic of Nigeria
Partnership for Education Project (P143842)
PROJECT APPRAISAL DOCUMENT

Education Global Practice
Africa

Report No.: PAD634

Basic Information			
Project ID P143842	EA Category B - Partial Assessment	Team Leader(s) Olatunde Adetoyese Adekola	
Lending Instrument Investment Project Financing	Fragile and/or Capacity Constraints []		
	Financial Intermediaries []		
	Series of Projects []		
Project Implementation Start Date 01-Jun-2015	Project Implementation End Date 29-Jun-2019		
Expected Effectiveness Date 01-Jun-2015	Expected Closing Date 29-Jun-2019		
Joint IFC No			
Practice Manager/Manager Peter Nicolas Materu	Senior Global Practice Director Claudia Maria Costin	Country Director Marie Francoise Marie-Nelly	Regional Vice President Makhtar Diop
Approval Authority			
Approval Authority RVP Decision please explain Global Partnership for Education Grant Trust Fund will be financing this project. The guidelines for trust funded projects are to seek RVP approval.			
Recipient: Federal Republic of Nigeria (through its Federal Ministry of Finance)			
Responsible Agency: Federal Ministry of Education			
Contact: Chike Nwaezuke	Title: Director, Basic and Secondary Education		
Telephone No.: 234-0-7067974678	Email: danniechyke@yahoo.com		
Responsible Agency: Universal Basic Education Commission			
Contact: Iro Umar	Title: Assistant Director, Partnerships in Basic Education		

Telephone No.: 234-0-8037011184

Email: umariro@yahoo.com

Project Financing Data(in USD Million)

<input type="checkbox"/> Loan	<input type="checkbox"/> IDA Grant	<input type="checkbox"/> Guarantee
<input type="checkbox"/> Credit	<input checked="" type="checkbox"/> Grant	<input type="checkbox"/> Other
Total Project Cost:	100.00	Total Bank Financing (as Supervising Entity of the Global Partnership for Education Fund)
		100.00
Financing Gap:	0.00	

Financing Source	Amount
Borrower	0.00
Global Partnership for Education Fund (World Bank as Supervising Entity)	100.00
Total	100.00

Expected Disbursements (in USD Million)

Fiscal Year	2015	2016	2017	2018	2019					
Annual	5.61	25.33	27.00	25.24	16.82					
Cumulative	5.61	30.94	57.94	83.18	100.00					

Institutional Data**Practice Area (Lead)**

Education

Contributing Practice Areas**Cross Cutting Topics**

- Climate Change
 Fragile, Conflict & Violence
 Gender
 Jobs
 Public Private Partnership

Sectors / Climate Change

Sector (Maximum 5 and total % must equal 100)

Major Sector	Sector	%	Adaptation Co-benefits %	Mitigation Co-benefits %
Education	Primary education	78		
Public Administration, Law, and Justice	Public administration-Education	11		
Public Administration, Law, and Justice	Sub-national government administration	11		

Total	100	
<input checked="" type="checkbox"/> I certify that there is no Adaptation and Mitigation Climate Change Co-benefits information applicable to this project.		
Themes		
Theme (Maximum 5 and total % must equal 100)		
Major theme	Theme	%
Human development	Education for all	75
Social dev/gender/inclusion	Gender	25
Total		100
Proposed Development Objective(s)		
The PDO is to improve access and quality of basic education in selected States, with particular attention to girls' participation.		
Components		
Component Name	Cost (USD Millions)	
Promoting School Effectiveness and Improved Learning Outcomes	42	
Increasing Access to Basic Education for Out-of-School Girls	40	
Strengthening Planning and Management Systems including Learning Assessment and Capacity Development	18	
Compliance		
Policy		
Does the project depart from the CAS in content or in other significant respects?	Yes []	No [X]
Does the project require any waivers of Bank policies?	Yes []	No [X]
Have these been approved by Bank management?	Yes []	No []
Is approval for any policy waiver sought from the Board?	Yes []	No [X]
Does the project meet the Regional criteria for readiness for implementation?	Yes [X]	No []
Safeguard Policies Triggered by the Project	Yes	No
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

Select Dated Legal Covenants

Name	Recurrent	Due Date	Frequency
Establishment of Federal Project Steering Committee		June 15, 2015	

Description of Covenant

The Recipient shall, not later than June 15, 2015, establish and thereafter maintain, throughout the implementation of the Project, a Federal Project Steering Committee with functions, composition and resources satisfactory to the Association.

Name	Recurrent	Due Date	Frequency
Establishment of the Federal Project Support Unit		June 1, 2015	

Description of Covenant

The Recipient shall, not later than June 1, 2015, establish and thereafter maintain, throughout the implementation of the Project, a Federal Project Management Unit within the Federal Ministry of Education with functions and resources satisfactory to the Association and with staff in adequate numbers and with terms of reference, qualifications and experience satisfactory to the Association.

Name	Recurrent	Due Date	Frequency
Procurement and contracting		3 months after Effective Date	

Description of Covenant

The Recipient shall, not later than three (3) months after the Effective Date: (a) establish a procurement records management system including procurement and grant tracking systems; (b) organize training for SBMCs on School Improvement Grant management including contracting and monitoring arrangements; and (c) establish a system for receiving and responding to procurement complaints, all of the above in form and substance satisfactory to the Association.

Name	Recurrent	Due Date	Frequency
External Auditor		6 months after Effective Date	

Description of Covenant

The Recipient shall, not later than six months after the Effective Date, engage external auditors for the purpose of verifying and validating the flow of funds under the Project in accordance with the provisions of the Grant Agreement.

Conditions

Name	Type
Subsidiary Agreements	Effectiveness

Description of Condition

Subsidiary Agreement has been executed on behalf of the Recipient and at least one Selected State in accordance with the provisions of Section I.B of Schedule 2 to the Grant Agreement and the same State has adopted the Project Implementation Manual, in form and substance satisfactory to the Association.

Name	Type
Project Implementation Manual	Effectiveness

Description of Condition

The Recipient, through the Federal Ministry of Education, has prepared and adopted the Project Implementation Manual, in form and substance satisfactory to the Association.

Team Composition

Bank Staff

Name	Role	Title	Unit
Olatunde Adetoyese Adekola	Team Leader (ADM Responsible)	Sr. Education Specialist	GEDDR
Daniel Rikichi Kajang	Procurement Specialist	Sr. Procurement Specialist	GGODR
Adewunmi Cosmas Ameer Adekoya	Financial Management Specialist	Sr. Financial Management Specialist	GGODR
Alexandra C. Bezeredi	Safeguards Specialist	Regional Environmental and Safeguards Advisor	OPSOR
Deborah Newitter Mikesell	Team Member	Sr. Operations Officer	GEDDR
Evarist F. Baimu	Counsel	Sr. Counsel	LEGAM
Hadiza Nyelong Eneche	Team Member	Team Assistant	AFCW2
Irajen Appasamy	Team Member	Sr. Operations Officer	GEDDR
Janet Omobolanle Adebo	Team Member	Program Assistant	GEDDR
Joseph Ese Akpokodje	Safeguards Specialist	Sr. Environmental Institutions Specialist	GENDR
Luis M. Schwarz	Team Member	Sr. Finance Officer	WFALA
Solomon Adebayo	Team Member	Education Consultant	GEDDR

Extended Team

Name	Title	Office Phone	Location
Flora Aderogba	Project Coordinator	0803-713-8757	FME
Judith Jupiter-Jones	Education Team Leader	09-0-461-9363	USAID
Esohe Eigbike	Education Advisor	0817-249-0662	DFID
Eva Ahlen	Chief, Basic Education	0706-418-4022	UNICEF

Locations

Country	First Administrative Division	Location	Planned	Actual	Comments
Nigeria	Sokoto	Sokoto State		X	
Nigeria	Katsina	Katsina State		X	
Nigeria	Kano	Kano State		X	
Nigeria	Kaduna	Kaduna State		X	
Nigeria	Jigawa	Jigawa State		X	
Nigeria	Abuja Federal Capital Territory	Federal Capital Territory		X	
Consultants (Will be disclosed in the Monthly Operational Summary)					
Consultants Required Consultants will be required					

I. STRATEGIC CONTEXT

A. Country Context

1. Nigeria is the largest economy in Africa with an estimated 2013 GDP at about US\$502 billion and also the most populous country in Africa with roughly 177 million people. Nigeria is a federal republic comprising 36 States and the Federal Capital Territory. It is a growing economy with oil as a dominant source of Government revenues and foreign exchange receipts for the past four decades although much of the economic growth experienced in recent years has been driven by agriculture, telecommunications and services. Nigeria's gross domestic product (GDP) grew at an average of six percent in the last eight years; however, the benefits of growth have been slow to reach many Nigerians. Since the return of democratic rule in 1999, the Nigerian government has initiated a series of major reforms supporting the rebuilding of institutions and the development of a more robust economy. While conservative fiscal management has helped to ensure greater stability, an increase in illegal oil bunkering in the Niger Delta, challenges with regard to meeting oil production targets, and the precipitous decline of the oil price through the last quarter of 2014, resulted in a decline in projected oil revenues and heightened fiscal and balance of payment pressures. In response, the Federal Government has adopted a more conservative medium-term fiscal stance, reducing the benchmark price for oil revenues used to determine federal, state and local government budgets from US\$77.5 per barrel in 2014 to US\$52 per barrel in 2015. This is expected to result in the downward review of budgets over the forecast period. Despite these challenges, inflation still remains in the single digits, at eight percent.

2. Recent economic growth has not resulted in an overall reduction of the unemployment rate, or a significant improvement in socioeconomic outcomes. Although growth rates averaged six percent, in the last couple of years, progress in improving living standards in Nigeria has been poor. Progress towards the achievement of the Millennium Development Goals (MDGs) is slow and, at its current pace (Table 1), Nigeria is unlikely to meet targets for eradicating extreme poverty and hunger, and reducing child and maternal mortality. Based on official poverty indicators,¹ between 2004 and 2010, progress was made in reducing absolute poverty, but these gains have been outstripped by population growth.

3. In Nigeria, inequality is on the rise, and there is a widening of income disparities between the Northern and Southern parts of the country. Conflict in the North East of the country has further exacerbated spatial economic disparities through the significant curtailment of business activities in affected areas, and the loss of life and property. Data show that spatial inequalities account for a large proportion of slow progress towards the achievement of MDG targets. In general, human development indices are lowest in the North, and are particularly poor in the North East where security challenges are greatest.

¹ The official poverty numbers are from the 2003/4 and 2009/10 Harmonized Nigeria Living Standards Survey (HNLSS). Panel data from two smaller General Household Surveys in 2010/11 and 2012/13 based on a smaller sample which is not representative at the state level indicate that poverty rates in Nigeria are most likely lower than estimated from the HNLSS. This will be confirmed in the 2015/16 HNLSS.

Table 1: Nigeria's progress towards the Millennium Development Goals (MDGs)

Context and MDG goals	Indicator Name	2000	2013
Economy and population	GDP growth (annual %)	5.3	5.4
	GNI per capita, PPP (current international \$)	1,950	5,360
	Population, total (millions)	122.9	173.6
Goal 2: Achieve universal primary education	Net Attendance rate, primary (% of primary school age children) ²	56.7 ^c	59.1
	Primary completion rate, total (% of relevant age group)	79.5 ^a	76 ^b
	Literacy rate, adult total (% of people ages 15 and above) ²	55.4 ^d	71.5
Goal 3.A: Eliminate gender disparity in primary and secondary education	Ratio of female to male primary enrollment (%)	81.5	91.6 ^b
	Ratio of female to male secondary enrollment (%)	85	88.8 ^b
Goal 4: Reduce child mortality	Mortality rate, under-5 (per 1,000 live births)	187.7	117.4
	Malnutrition prevalence, weight for age (% of children under 5)	27.3 ^e	24.4 ^f
	Immunization, measles (% of children ages 12-23 months)	33	59
Goal 5A: Improve maternal health	Maternal mortality ratio (modeled estimate, per 100,000 live births)	950	560
Goal 6A: Combat HIV/AIDS	Prevalence of HIV, total (% of population ages 15-49)	3.5	3.2
Goal 7C: Sustainable access to safe drinking water and basic sanitation	Improved water source (% of population with access)	54.8	64 ^g
	Improved sanitation facilities (% of population with access)	32.5	27.8 ^g
Goal 8.F: Make available the benefits of new technologies, especially information and communications	Mobile cellular subscriptions (per 100 people)	0.02	73.3
	Internet users (per 100 people)	0.06	38

Source: World Development Indicators, Nigeria Demographic Health Survey 2013.

Note:

¹ in per capita terms from the 2003/4 and 2009/10 Harmonized Nigeria Living Standards Survey (HNLSS).

² from the Nigeria Demographic Health Survey (NDHS)

2000 and 2013 statistics for some indicators are not available; therefore, we use the earliest and latest year available, with the footnotes indicating the year : (a) 2004; (b) 2010; (c) 1999; (d)1991; (e) 1999; (f) 2011; (g) 2012

4. The 2013 Nigeria Demographic Health Survey (NDHS) captured large disparities in educational indices between the North and South, with primary net enrollment rates varying from as low as 12.8 percent in the north eastern state of Yobe, to 85.6 percent in the southern state of Ebonyi. Since March 2014, schools in the north eastern part of Nigeria have been directly targeted by militants, leading to the closure of schools in affected areas, and significant displacement of the rural population. According to the Office for the Coordination of

Humanitarian Affairs (UN OCHA),² nearly 650,000 people in the north east were internally displaced by July 2014.

5. With an estimated population of 174 million people, Nigeria is the most populous country in Africa. A high rate of population growth at three percent annually, and a young demographic profile in which 44 percent of the population is under the age of 15, present additional challenges. Between 1990 and 2013, the population of Nigeria almost doubled from 96 million to 174 million. By 2050, the United Nations Department of Economics and Social Affairs projects that Nigeria will be the world's third most populous country, with 440 million people - higher than the projected figure for the United States, but with only a tenth of its territory. At this rate of population growth, about 11,000 babies will be born each day, overburdening health and education systems and presenting a significant challenge for the economy to create sufficient jobs for poverty reduction.

6. The Government of Nigeria has dedicated significant resources to improving human capital with support from international development partners. Vision 20:2020 aims to place Nigeria among the top 20 global economies by 2020, an achievement that will require, *inter alia*, significant improvement to the education sector and the strengthening linkages with the labor market. Aside from budgetary spending through the education ministries and their agencies, the Federal Government has established a separate fund, managed by the Office of the Senior Special Assistant to the President on MDGs, for the achievement of the MDGs. Savings from the reduction in the subsidy on petrol have been utilized for the creation of the Subsidy Reinvestment and Empowerment Program (SURE-P), which includes a Technical and Vocational Education and Training (TVET) component to be implemented at the federal level. In addition, international organizations including the United Kingdom's Department for International Development (DfID), the United States Agency for International Development (USAID), the Japan International Cooperation Agency (JICA), the World Bank, and local non-governmental organizations (NGOs) continue to support programs throughout the country, in particular in the Northern states where the majority of the poor, malnourished, and out-of-school (OOS) children reside.

B. Sectoral and Institutional Context

7. **Nigeria's Education System.** Education in Nigeria is structured around a 6-3-3-4 system, wherein the first nine years of basic education consist of six years of primary and three years of junior secondary education. This is followed by three years of senior secondary education, and four years of tertiary education. The introduction of one year of pre-primary education was recently announced by the Federal Ministry of Education (FMOE) as part of an effort to more effectively prepare children for school. Responsibility for the provision of education is divided between the federal, state, and local governments as outlined in the Constitution, although some responsibilities are shared (concurrent), rather than exclusive. The primary body tasked with the coordination of the education system is the National Council on Education, composed of the Federal Minister of Education, State Commissioners for Education, and the Education Secretary of the Federal Capital Territory (FCT). The National Assembly and relevant State Assemblies are responsible for enacting laws outlining political responsibility in

² <http://reliefweb.int/sites/reliefweb.int/files/resources/HB%20Nigeria%20July%20FINAL.pdf>

the education sector. Budgets for Federal and State Education, are ratified by the National and State legislative assemblies. Mandated by legislation, implementation of the FMOE’s policies is carried out by 22 parastatals. Some parastatals are financed by the Federal Government to run programs directly in support of the education sectors of the State and Local Governments (i.e., the Universal Basic Education Commission (UBEC) and the Tertiary Education Trust Fund (TETFund)). The education system at the State level is comprised of State Ministries of Education (SMOEs) and State Universal Basic Education Boards (SUBEBs), as well as a number of additional agencies responsible for implementation. At the local level, local government education authorities (LGEAs) are primarily responsible for education provision.

8. **Financing of Education.** Poor information with regard to state and local education spending in Nigeria undermines an accurate estimate of total spending on education, and there are no plausible estimates of the total financial resources that will be required to achieve universal basic education (Santcross et al 2009). Bank estimates put education expenditure (both capital and recurrent) as approximately 1.7% of GDP in 2013, an increase from 1,175 billion Naira in 2012 to 1,385 billion Naira in 2013 (see Figure 1). State education spending differences are sufficiently large that one cannot extrapolate from one state to another. Figure 1 shows education finance data in Nigeria, with federal, State, Local Government Authorities (LGAs) and UBEC capital and recurrent expenditure for 2012 and 2013 while Figure 2 reflects basic education expenditures disaggregated by State.

Figure 1: Education Expenditure (2012-2013) in Nigeria

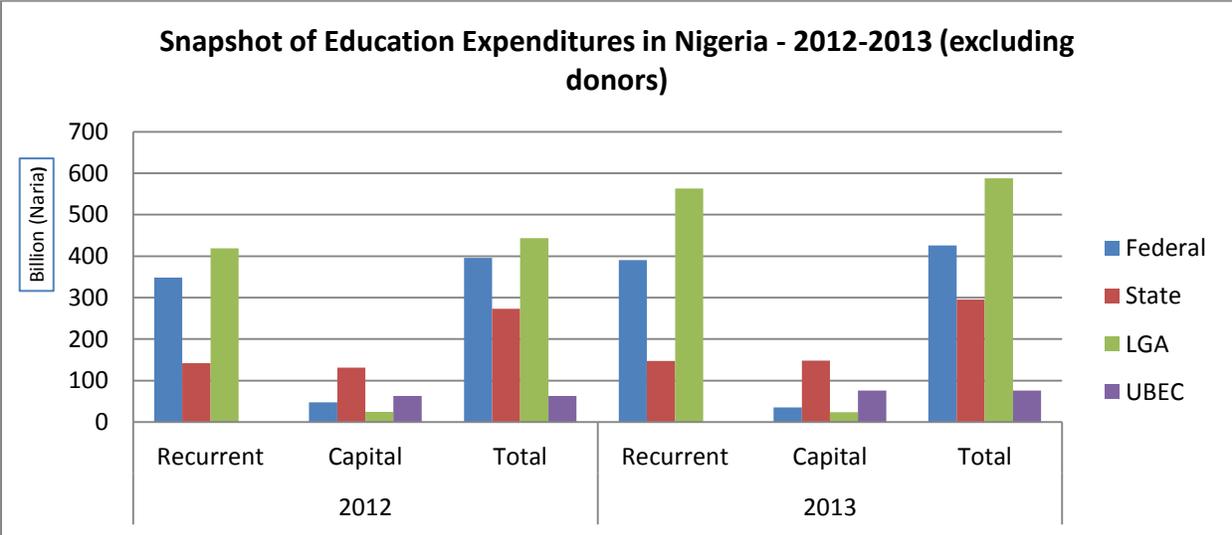
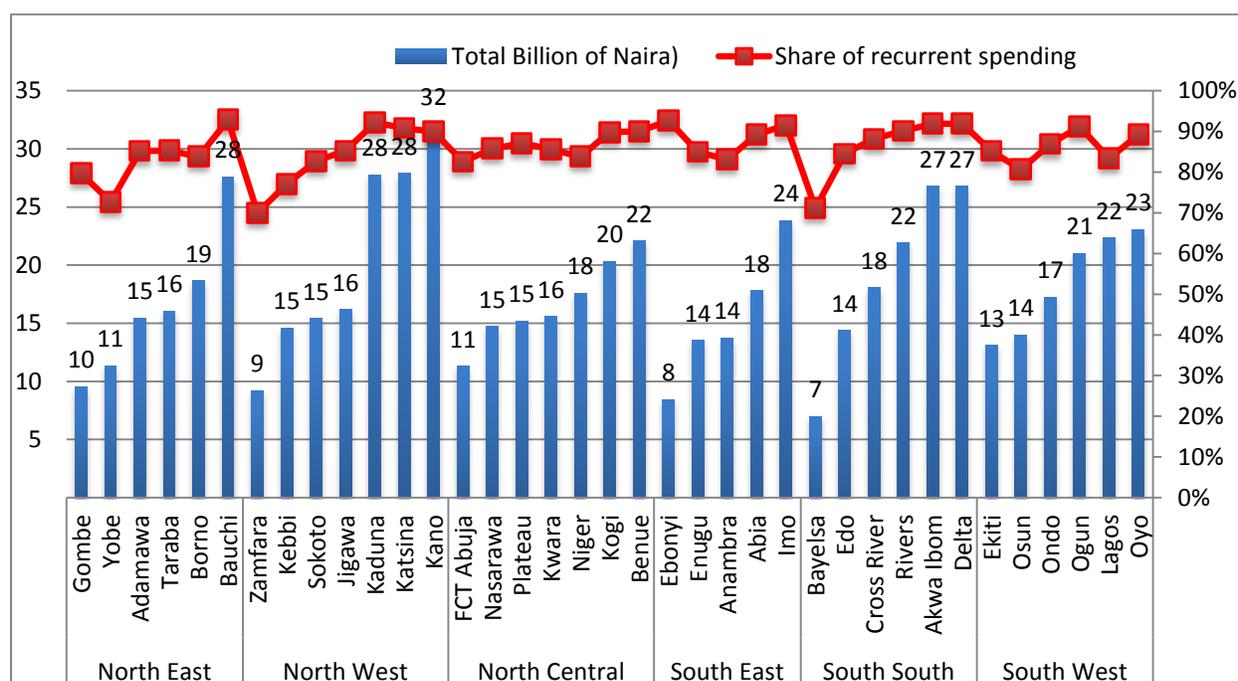


Figure 2: Basic Education Spending in Nigeria by State - 2013



Source: Central Bank of Nigeria Annual Economic Report For 2013:
<http://www.cenbank.org/Out/2015/RSD/CBN%202013%20Annual%20Report.pdf>

9. **Access to Schooling.** Nigeria’s Universal Primary Education policy, first implemented in 1976, and reinstated in 1999 and in 2004, mandates free, compulsory basic education; however progress in achieving universal enrollment has been slow. Trends in primary school gross attendance rates (GAR) and net attendance rates (NAR) demonstrate insignificant improvement between 1990 and 2010, with the primary NAR increasing by seven percentage points, from 54 percent in 1990 to 61 percent in 2010, and the primary GAR, including overage children, demonstrating significant improvement from 76 to 91 percent between 1999 and 2003 respectively, followed by a decline to 85 percent in 2008. While access to education has stagnated at the primary level, it has expanded substantially at the secondary and tertiary levels. Secondary NAR almost tripled from 20 percent in 1990 to 56 percent in 2010. Over the same period the tertiary GAR increased more than six-fold from 1.9 percent to 11.9 percent, setting Nigerian tertiary enrollment at double the average for African countries (6.8 percent) and comparable to the NAR average for South Asia (15.3 percent). The rapid expansion of enrollment in secondary and tertiary education could place additional pressure on the share of resources available for the pre-primary and primary sub-sectors.

10. **National primary enrollment has stagnated, and the national average masks significant differences between states.** Recent analysis suggests that a downturn in access to primary education in the South has been offset by improvements in the North, resulting in an overall stagnation of progress reflected in the national average. When disaggregating progress within the states, between 1999 and 2010 it is evident that the primary NAR increased significantly in the Northern states: Jigawa and Kaduna demonstrated the most significant gains (increasing by 30 percentage points), followed by Nasarawa and Plateau (increasing by 19

percentage points) and Kebbi (by 17 percentage points); while Kano, Sokoto and Katsina also made modest to substantial improvements. However, primary NARs in Southern and some middle belt states have deteriorated over the course of the last decade, especially in Kwara, Ondo, Oyo, Benue, Delta, and Anambra. Sub-national analysis and assessment will be required to more effectively understand the factors underlying these trends.³

11. **Out of School Children (OOS).** Despite progress through the course of the last decade, the five north-western states to be supported by the Nigeria Partnership for Education Project (NIPEP) remain the focus of the largest proportion of OOS children in the country: Jigawa (61 percent), Kaduna (23 percent), Kano (40 percent), Katsina (56 percent) and Sokoto (65 percent). About one half of children of school age (ages 6-16) in these states remain out of school, against a national average of approximately 25 percent. These OOS children are comprised of: (i) those who have never attended school; and (ii) those who attend religious schools that have not been integrated into the formal education system and do not teach formal academic subjects such as Mathematics, English, Social Studies or Science.⁴ Children who have never attended school account for between 64 and 76 percent of OOS girls and boys in NIPEP states.⁵ A factor that may be contributing to the large share of OOS children in these states is that it is likely that many children in the region commence school much later than the official school-going age of six years old. However, even when over-aged children are accounted for, between 41 percent of boys aged 12 to 16 in the North-West and 60 percent of girls in both the North-East and North-West have never attended school. These figures underscore the presence of demand barriers (such as poverty) hindering the entry of many children to school. The second biggest group of OOS children in the North are those who attend non-integrated religious schools. This sub-set of children account for approximately 18 percent of OOS boys and 27 percent of OOS girls in Nigeria, with the highest share of enrollment in non-integrated religious schools, particularly for girls, concentrated in the North-East and North-West of the country. Dropout rates for children of primary-school-age (ages 6-11) are only about one percent, but dropout rates increase to between 8 and 11 percent in the North for children of secondary-school-age (ages 12-16). The favoring of automatic cohort promotion policies over measures to improve system efficiency may explain low drop-out rates in primary education. Low transition rates to secondary school, and poor learning outcomes associated with secondary education may, in part, explain increased dropout rates among older children.

12. **Efficiency.** In addition to the presence of large numbers of OOS children, the education system demonstrates additional evidence of inefficiency. The practice of automatic cohort promotion between grades is widespread, and a large proportion of children commence school late or drop out by the end of primary school. Only 43.8 percent of children in Nigeria commence their schooling at the official starting age of six. Net intake rates to the first year of primary school, Primary 1, are lowest in the North-East (30.3 percent) and in the North-West states targeted as beneficiaries under NIPEP (28.7 percent). The average primary completion rate for Nigeria is about 73.4 percent, but falls to 54.6 percent in the states of the North-West. However, only 70 percent of children who attended Primary 6 continue to secondary school, with

³Nigeria Education and Skills Policy Notes - Policy Note 1: Education Access, Equity and Quality in Nigeria, 2013.

⁴ Non-integrated religious schools are those schools that focus on the study of the Quran and do not teach formal core subjects. Integrated Islamiyya schools are those schools that provide both religious and general secular education in core subject areas and receive some government support such as teachers.

⁵NIPEP States (Jigawa, Kano, Kaduna, Katsina and Sokoto).

the states of the North-East and North-West again weighing down the national average with a transition rate between the primary and secondary cycles of approximately 61 percent. Within the NIPEP States of the North-West, Sokoto demonstrates the lowest internal efficiency, with only 17.4 percent net intake in Primary 1, a 73.2 percent primary completion rate, and a transition rate to secondary school of 27.3 percent.⁶

13. **Learning outcomes are poor.** At the national level, on completion of grades Primary 4 and 6 only 60 and 44 percent of students respectively, could read a complete sentence in English.⁷ Poor learning outcomes are associated with: (a) poor content knowledge on the part of teachers; (b) low proficiency on the part of teachers in the language of instruction; (c) poor distribution of, and access to, quality instructional materials; (d) teacher absenteeism; (e) limited classroom space; and (f) direct and indirect costs associated with schooling (e.g., transportation cost, and family loss of income from children attending school).⁸ Approximately 10 percent of students cannot add numbers on completion of the primary education cycle. Poor learning outcomes are most severe in the North, where more than two-thirds of students are assessed to be illiterate following the completion of primary school (Primary 6), compared to approximately 18 to 28 percent of students in the South. In Jigawa and Sokoto 85 to 95 percent of grade-six students, respectively, could not read a complete sentence in their first language, Hausa. Hausa reading statistics are slightly better in Kaduna (60 percent), Kano (61 percent) and Katsina (76 percent), but continue to demonstrate poor learning outcomes.⁹ The results of an Early Grade Reading Assessment (EGRA) conducted by USAID's Northern Education Initiative Project, implemented in Bauchi and Sokoto in 2011 and 2013, reveal that more than 95 percent of pupils in Primary 1 and 3 had not acquired the foundational skills necessary to read Hausa fluently, with no change between the administration of the EGRAs in 2011 and 2013. A Monitoring Learning Achievement (MLA) survey conducted by DfID-ESSPIN (Education Sector Support Program in Nigeria) in 2010, provided further evidence of poor English literacy and numeracy skills for students enrolled in Primary 2 and 4 in Jigawa, Kaduna and Kano.

Challenges in the Education Sector and Consideration of Interventions

14. Key challenges in basic education in Nigeria include the insufficient supply of classrooms and associated infrastructure, poor learning outcomes, high enrolment leading to the overcrowding of classrooms, and the inefficient utilization of resources. Obstacles to improving access to education include the prevalence of poverty, gender biases, interpretations of religious teachings, and the inadequate supply of school infrastructure. The NIPEP project will support

⁶Nigeria Education and Skills Policy Notes, Policy Note 1: Education Access, Equity and Quality in Nigeria, June 10, 2013

⁷Nigeria Education and Skills Policy Notes, Policy Note 1: Education Access, Equity and Quality in Nigeria, June 10, 2013

⁸Literacy rate is measured using a simple Yoruba and Hausa test of showing a card with the language of instruction taught in the child's school, including English, Yoruba and Hausa test if the child 1) cannot read at all, 2) can read parts of the sentence and 3) can read the whole sentence. The literacy outcomes calculated capture the percentage of students who can read the whole sentence. The observations are excluded if the child is not taught in English or if the child is visually impaired.

⁹Nigeria Education Data Survey (NEDS), 2010

specific interventions targeting community, school, and classroom level outcomes in the five selected states to address these challenges.

15. **Poverty** has consistently demonstrated to be the dominant factor preventing children from accessing the education system and a primary cause preventing children from starting school on time. Costs associated with education are often reported by households to be the most important factor in deciding whether to withhold a child from school or to send overage children to school.¹⁰ Despite a national policy guaranteeing free basic education, families must still bear the burden of a number of costs associated with schooling. For an average child from the poorest quintile of the population, total costs associated with education, including, but not limited to, the cost of uniforms, textbooks, and transportation, are equivalent to approximately one-fifth of per capita income. These costs increase to approximately 50 percent of per capita income for a child enrolled in junior secondary school.

16. **Access to education for female children.** Poverty has a particularly invidious effect on girls' enrolment. A disproportionately large number of OOS children in Nigeria are female: 65.3 percent of girls in NIPEP states have never attended school or are enrolled in non-integrated religious schools (33.2 percent).¹¹ Primary 1 net intake rates are lowest in the NIPEP states, with an average of 28.7 percent compared to the national average of 43.8 percent, and the majority of these children are female. Interpretations of religious teachings and gender biases constitute significant barriers to the entry of female children into the formal schooling system. Lincove (2009) found that the likelihood of a female child attending school is more dependent on family income than boys' schooling, with an income elasticity of 9 for girls' education compared to 6.4 for boys. This implies that when households face budget constraints, girls are less likely than their male siblings to attend school. Female education is also hindered by the gendered division of household labor, with female children often expected to contribute to activities such as providing care for infant siblings or engaging in farming activities. The participation of girls in these activities has been found to increase when there are male siblings of school-going age (Lincove 2009). The importance of Islam also has a significant effect on attendance in formal or integrated religious schools, which is in part explained by the demand for religious schooling. NIPEP seeks to influence access, retention and learning in public schools and integrated Islamiyya schools.¹² Most Integrated Islamiyya schools are registered with SUBEB and benefit from public funding.

17. Girls in Northern Nigeria face additional barriers inhibiting their access to education, including early marriage, pregnancy, child labor and increasing security related challenges. According to the 2011 Nigeria Multiple Indicator Cluster Survey (MICS), 30 to 39.5 percent of girls in the North-East and North-West are married before the age of 15. These factors in combination with the fact that many students will have commenced their primary schooling at an age later than the official age of six, increases the likelihood of girls leaving school for marriage before the completion of the primary school sub-cycle. Moreover, the high opportunity costs associated with girls schooling for poor families significantly contributes to comparatively high

¹⁰ National Population Commission and RTI International-2011

¹¹ Nigeria Education and Skills Policy Notes, Policy Note 1: Education Access, Equity and Quality in Nigeria, June 10, 2013

¹² Integrated Islamiyya schools in this context are understood to be religious schools that use public government curricula and teach of elements of basic education (literacy and numeracy), in particular the core subjects of Hausa, English, Mathematics, Social Studies and Basic Sciences.

dropout rates. Challenges to female education have been further buttressed by the effects of instability and insurgent activity in the three (3) North-East under the state of emergency (Borno, Yobe, Adamawa), including direct attacks on schools and the abduction of female students, most infamously through the kidnapping of the ‘Chibok girls’ in Borno state. Security and child protection more broadly remain challenges throughout Nigeria. While these kinds of attacks have not occurred in the NIPEP states, perceived poor security for girls in the North is a growing barrier to attendance in basic education schools (Tolulope 2012).

18. **Pre-primary Education and Early Learning Opportunities.** Currently; the National Policy for Integrated Early Childhood Development (IECD) supports the provision of care for children from birth to five years of age. Despite overwhelming evidence that pre-primary education more effectively prepares children to enroll and continue in primary education, as well as the Federal Government’s decision to mandate one year of pre-primary, children in the NIPEP states have little or no access to pre-primary education. Average pre-primary net enrollment among four and five year old children is only seven percent in the states of the North-West; and while in Sokoto only one in every one hundred children receives pre-primary schooling. While poverty and socio-cultural barriers reduce demand for schooling, insufficient investment in early childhood education, the poor supply of sufficiently experienced teachers, inadequate teaching and learning materials, and weak governance and institutions further contribute to low learning outcomes. Insufficient funding, poorly trained teachers, limited infrastructure and a lack of effective quality assurance in pre-primary education centers contribute to the severe undersupply of pre-primary education and undermine the preparation of children for success in primary school.

19. **Teacher Quality.** There is a dearth of teachers holding the minimum National Certificate of Education (NCE) qualification in some areas of Nigeria. Moreover, many qualified teachers do not have adequate subject knowledge and professional competency to deliver effective teaching. Poor teacher quality, especially in the northern states of Nigeria, is underpinned by the poor quality of entrants to pre-service education, outdated and heavily theoretical pre-service training, inadequate in-service training, a lack of qualified and experienced teachers, and a poor fit between the education of teachers and the curriculum taught in the classroom. Moreover, teachers who receive in-service training do not receive sufficient instruction in child-centered, gender-responsive teaching methods, and are not provided with specific techniques to improve student learning (for example, in reading techniques suitable for large class sizes). The NIPEP states have the highest percentage of unqualified primary school teachers in the country. A detailed national assessment of ECD teachers found that the majority of preschool teachers do not have basic teaching qualifications.

20. **Teaching and Learning Materials.** Both teachers and students struggle to access textbooks and materials for teaching and learning activities. There is a particularly severe shortage of materials in national languages suitable for early grade reading instruction. On average, five to six students must share subject textbooks, and textbooks in languages other than English are even more limited; more than 90 percent of students taught in Hausa and Yoruba do not have a textbook. The shortage of textbooks is acute in the NIPEP states.

C. Higher Level Objectives to which the Project Contributes

21. **NIPEP supports the Federal Government of Nigeria and State-level basic education programs in five selected states, contributing to Nigeria's long-term objective of developing human capital in support of economic growth and poverty reduction.** The NIPEP project development objective (PDO) is consistent with the objectives of the FY2014-17 Country Partnership Strategy (CPS), and is fully aligned with the goals of Nigeria's Vision 20:2020 development agenda, as well as the medium-term strategy supporting the realization of Vision 20:2020 entitled Transformation Agenda 2011-2015. The project specifically focuses on the need to improve livelihoods of Nigerians through improving the quality of state level social service delivery and the promotion of social inclusion, taking into account gender equity and conflict sensitivity. The NIPEP objective in the five northern states of Jigawa, Kaduna, Kano, Katsina, and Sokoto, is aligned with state specific Education Sector Plans (ESPs), recently updated three-year operational plans, the Medium-Term Sector Strategy (MTSS) for 2015-2017, and the overarching Federal strategy 2011-2015.

22. **Selected States.** The proposed project's support for Federal and selected state governments will be guided by the principles articulated in the CPS, including: (i) strong government ownership and commitment to the project at national and state levels as evidenced by the ESP and MTSSs; (ii) a focus on states with weak basic education indicators; (iii) willingness on the part of beneficiary states to access and efficiently use UBEC funds to achieve tangible results; and (iv) commitment on the part of the FMOE, through UBEC, to sustain and scale up the project activities in participating states following project completion. In addition, the selection of beneficiary states is strategically aligned with the activities of International Development Partners (IDPs) active in the education sector.

23. **Alignment with Global Partnership for Education (GPE) Principles.** The proposed project constitutes the first grant application on the part of Nigeria to the GPE. The size of the education sector in the country, the federal nature of education administration, and the decentralization of education policy in Nigeria present significant challenges for the channeling of GPE support to effectively impact educational outcomes. As a consequence, the design of the project aims at strategically aligned funding with important GPE objectives relating to OOS children, girls' participation in basic education, and improving learning outcomes associated with basic education. The project complements ongoing activities and new commitments on the part of development partners active in the Nigerian education sector. For example, all states have piloted school grants programs which will be scaled up under the auspices of the NIPEP. Individual IDPs have been assigned leadership positions in each State (DfID for Kaduna, Kano, Jigawa; USAID for Sokoto; and UNICEF for Katsina) to further the objectives of the GPE global strategy in alignment with existing support, and to further improve cooperation and harmonization of IDP interventions throughout the sector.

II. PROJECT DEVELOPMENT OBJECTIVES

A. PDO

24. **The project development objective is to improve access and quality of basic education in selected states, with particular attention to girls' participation.**

B. Project Beneficiaries

25. The project will directly benefit pupils, particularly girls, who attend basic education and integrated Islamiyya schools funded by the government in the States of Jigawa, Kaduna, Kano, Katsina, and Sokoto. The project will also directly benefit teachers working in government schools in the selected states through the provision of training and support. Indirect beneficiaries include government staff active in the delivery of education at the Federal, State and Local Government Area (LGA) level, as well as members of School Based Management Committees (SBMCs) and the communities they represent.

C. PDO Level Results Indicators

26. The GPE grant will complement existing government resource allocations and commitments, existing and envisioned IDP activities. The proposed project will provide a targeted program of support in critical areas to improve education service delivery. The project will also serve to further strengthen and improve relationships and structures for the coordination of interventions in the education sector on the part of government and development partners. The PDO to “improve the quality of basic education” will be measured through indicators tracking improved learning outcomes with regard to Hausa and English reading rates. In the context of a challenging educational environment in the NIPEP states, the magnitude of intermediate results will be critical for the achievement of more significant learning outcomes across states over time. This goal will require sustained government commitment, in partnership with IDPs, to the sector in the coming years.¹³

27. In each beneficiary state, the following outcome indicators will be measured with the average for each indicator reported in the Results Framework (see Annex 1 for further detail):

- Primary Net Enrollment Rate;
- Gender Parity Index (primary enrollment);
- Hausa reading rate of students enrolled in the Primary 2 and 3 grades;
- English reading rate of Primary 3 pupils as measured by an EGRA;¹⁴
- Number of Direct Project beneficiaries (disaggregated by gender);
- Establishment of a System for Learning Assessment at the primary level; and
- Utility of the Learning Assessment System.

III. PROJECT DESCRIPTION

28. Drawing on lessons learned through the implementation of previous government and IDP supported programs, NIPEP has prioritized interventions that are: (i) aligned with state priorities and IDP program support, as evidenced by alignment with the MTSS for each state; (ii) sustainable and scalable within each state, evidenced by realistic plans articulated by each state; (iii) implementable within the timeframe of the project; and (iv) implementable, taking into account the human and institutional capacity of the five selected states Federal government, are

¹³DFID funded ESSPIN Phase 1 which ran from 2008 to 2014 has recently been extended by three years to provide further time to support state governments in scaling up interventions to improve school effectiveness and learning outcomes in six states including three of the NIPEP states (Kano, Kaduna, Jigawa).

¹⁴EGRA baselines were carried out in NIPEP states in 2014, the reports of which are currently being finalized.

effectively harmonized with existing initiatives. These considerations informed the main focus of discussions within the Local Education Group (LEG) which convenes IDPs active in the education sector.

29. The project is structured around three main components: Component 1: promotes school effectiveness and improved learning outcomes; Component 2: focuses on increasing access to basic education for OOS girls; and Component 3: coordinates interventions to strengthen planning and management systems, capacity development, including the development of capacity for the administration of learning assessments.

A. Project Components

30. **Component 1: Promoting School Effectiveness and Improved Learning Outcomes (estimated total cost: US\$42 million).** Project activities envisioned under Component 1 include the provision of school grants for student and school materials; teacher development in primary and pre-primary schools. The objective of this component is to improve the effectiveness of schools, and in so doing, encourages pupils to enroll and stay in school. These ends will be achieved by promoting school-level resourcing, decision-making with measures to promote increased accountability. The provision of resources to primary and pre-primary education will focus on interventions that target improved teaching and learning in reading, literacy and numeracy. Component 1 will be delivered through the following three sub-components:

31. **Sub-component 1(a) - School Improvement Grants to Primary Schools (estimated total cost US\$22 million).** Sub-component 1(a) provides all eligible primary schools (see Annex 2) in the five NIPEP states with a School Improvement Grant (SIG) through a decentralized mechanism for non-salary related expenditures to improve school learning and teaching.¹⁵ The grant will be channelled to school's bank accounts for the procurement of materials for students in support of improved access, retention and learning. Approximately 16,000 primary schools will be supported in the NIPEP states, and that, on average, 10 percent of registered Integrated Islamiyya schools that satisfy the eligibility criteria for SIG will benefit from GPE support. A SIG manual has been developed to guide the school grant process and forms part of the Project Implementation Manual (PIM).

32. **Sub-component 1(b) - School Improvement Grants to Pre-Primary Schools (estimated total cost US\$7 million).** Sub-component 1(b) will provide SIGs to schools with established pre-primary classrooms to support teaching and learning activities, and the procurement of materials and resources for pre-primary education. Pre-primary SIGs will be channelled to school accounts and will be eligible for expenditures related to pre-primary education only. The administration of pre-primary SIGs will follow the same procedures as sub-component 1(a), in line with the provisions articulated in the SIG manual. Approximately 10,800 schools will receive support through the pre-primary grant.

¹⁵ Eligible schools would include integrated Islamiyya schools that teach an Islamic curriculum and integrate elements of basic education into their schools through the core subjects (Hausa, English, Mathematics, Social Studies, and Basic Science). These category of schools receive some support from Government agencies, including State Agencies for Mass Education (SAMEs) and SUBEBs to integrate the core subjects. Only those schools under SUBEB oversight will be supported and requirements for their inclusion are detailed in the PIM.

33. **Sub-component 1(c) – Support to Teachers Professional Development (estimated total cost US\$13 million).** Sub-component 1(c) will support the cost of training and materials for state-led interventions to develop the skills of primary school teachers, mentor teachers and head teachers in the core areas of reading, literacy and mathematics. These initiatives already receive technical support from IDPs and receive additional funding from federal interventions (UBEC Teacher Professional Development funds) and state funds. Funds distributed under this sub-component will be channelled through the SUBEBs and LGEAs. Each state has an active teacher development program that will be scaled up to reach all teachers delineated in their MTSSs. It is estimated that at least 96,955 teachers’ scholarships will benefit from activities delivered under this sub-component.

34. **Component 2: Increasing Access to Basic Education for Out-of-School Girls (estimated total cost: US\$40 million).** The objective of this component is to expand access to basic education for female students, and promote gender equality. In addition, relevant training will be provided to strengthen SBMCs. This component will be delivered through three sub-components:

35. **Sub-component 2(a) – Girls’ Access to Primary Education (estimated total cost US\$30 million).** Sub-component 1(a) will focus on increasing the demand for girls’ education through the provision of scholarships to households to encourage the enrolment of girls in lower primary schools. NIPEP will support 87,000 girls through state specific scholarship schemes.

36. **Sub-component 2(b) – Scholarships for Female Teachers (estimated total cost US\$4 million).** Sub-component 2(b) will increase the supply of qualified female teachers by providing scholarships to approximately 11,000 female teachers to upgrade their qualifications to the NCE.

37. **Sub-component 2(c) – Community Mobilization and SBMC Training (estimated total cost US\$6million).**¹⁶ Activities to be delivered in support of sub-component 2(c) will provide capacity-building and operational support to LGEAs and school-level stakeholders. The sub-component will target gender advisors, Social Mobilization Officers (SMOs), School Support Officers (SSOs), SBMCs, and school staff. Interventions will focus on issues affecting enrollment and girls’ retention, and ensure that SIG-supported activities are designed and implemented with due regard for gender sensitivity. Activities will also support systematic sensitization, outreach campaigns, and the mapping of communities to encourage families to send their children (especially girls) to school and keep them in school. Moreover, at a minimum, 12,000 SBMCs will receive training to ensure effective grant management and the planning of activities, as well as familiarity with governance and benchmarking frameworks for schools and SBMCs. The bank accounts of beneficiary SBMCs will be audited to ensure compliance and transparency.

38. **Component 3: Strengthening Planning and Management Systems including Learning Assessment and Capacity Development (estimated total cost: US\$18 million).**¹⁷

¹⁶An example module in the ESSPIN supported Jigawa state SBMC Training Manual is “Preparing SBMCs for Managing Money and Community Relations.”

¹⁷NIPEP states education sector plans highlight some of the management and quality assurance challenges and improvements in progress, such as functional reviews to determine deficiencies, organisation restructuring, strategic planning, and capacity building initiatives (e.g., of EMIS staff, QA officers, School Improvement Teams (Master Trainers for Teacher Development) and School Support Officers at local level).

The objective of this component is to ensure the effective coordination, monitoring and supervision of project activities, and the provision of technical support and capacity building through the provision of funds to support operating costs and short and long-term consultancy services for state and federal governments. Component 3 provides resources for technical assistance (TA), independent third-party monitoring, operational costs, training, policy research, the delivery of learning assessments and funding for SUBEB-LGEA monitoring activities.

39. **Sub-Component 3(a) – Management and Implementation Support (estimated total cost US\$9 million).** Sub-component 3(a) will provide resources for TA and capacity building to the FMOE, and its implementing agencies, to fund key operational costs related to the management, monitoring and supervision of NIPEP activities, including procurement and financial management (FM). Activities to be supported will include: (i) coordination activities and state monitoring visits; (ii) implementation of capacity strengthening interventions for key agencies to ensure effective quality assurance and reporting, including the delivery of technical audits and annual reviews; and (iii) third party monitoring to validate and support analysis of project performance and implementation. Activities supported under this sub-component are expected to include: the provision of TA and studies to support policy reform, including an annual assessment of improvements to infrastructure as well as financial and cost management reviews for mainstreaming integrated Islamiyya and pre-primary schools into basic education service delivery.

40. **Sub-component 3(b) – Monitoring, Evaluation and Learning Assessment (estimated total cost US\$9 million).** Sub-component 3(b) will provide resources for M&E activities, and support capacity building of SUBEBs and LGEAs for monitoring and evaluation, data analysis, and the implementation of learning assessments. SUBEBs will support LGEA operational activities such as routine school visits, and provide supportive supervision and monitoring. Interventions delivered under this sub-component will measure changes in the learning outcomes of benefiting schools, including the production of EGRA surveys in 2017 and 2018, building on a baseline assessment undertaken in 2014. EGRA activities will establish a standardized system of student learning measurement in Hausa and English, and support the development of teachers' skills to improve the quality of teaching. Sub-component 3(b) will finance the provision of training and goods to strengthen the government's Education Management Information System (EMIS) and data analysis capacity, as well as the dissemination of education publications including annual reviews, semi-annual implementation progress reports, semester Financial Management Reports (FMRs), a midterm review (MTR), and a project completion report. This component will support the development of a national strategy for the integration, scaling up and enhanced implementation of activities to mainstream integrated Islamiyya schools and pre-primary education into the public education system (K-12) and an associated policy strategy dialogue within states. Moreover, support will be provided to strengthen the National Learning Assessment (NLA) System to enable the validation of findings, improve data management and ensure consistent and comparable data for student learning achievement. Sub-component 3(b) will support the implementation of two Impact Evaluations (IEs) to assess the effectiveness of interventions delivering scholarships and SIGs, and provides resources for an annual school grant audit, to be undertaken by SUBEB, to capture the type of activities financed under this component and their impact on learning.

B. Project Financing

41. The project is to be financed by a US\$100 million GPE Fund Grant to support education programs in selected states. The proposed grant will be implemented in accordance with the Investment Project Financing (IPF) guidelines of the World Bank which has been designated as the supervising entity (SE) for the NIPEP. Bank guidelines and procedures will apply for disbursement, procurement, FM, and safeguards. NIPEP funds will be divided among the five beneficiary states taking into account their operational plans inclusive of NIPEP activities, and with due consideration to the size of their respective populations. States are satisfied with proposed allocations as those allow them to align activities with their implementation capacity. Allocations remain indicative of the activities and will be reassessed annually, or following an MTR, should significant bottlenecks interfere with implementation.

C. Project Cost and Financing

42. The total cost of the basic education plan for 2015-2018 in the five participating states, including external financing from UBEC, is estimated at US\$2.5 billion, of which the GPE grant will contribute US\$100 million.

Table 2: Project cost and GPE financing

Project Components	GPE Project Financing	% Financing
1. Promoting School Effectiveness and Improved Learning Outcomes	42	100
1a- School Improvement Grants to Primary Schools	22	
1b- School Improvement Grants to Pre-Primary Schools	7	
1c- Support to Teacher Professional Development	13	
2. Increasing Access to Basic Education for Out-of-School Girls	40	100
2a- Girls' Access to Primary Education	30	
2b- Scholarships for Female Teachers	4	
2c- Community Mobilization and SBMC Training	6	
3. Strengthening Planning and Management Systems including Learning Assessment and Capacity Development	18	100
3a- Management and Coordination	9	
3b- M&E, Learning Assessments and Impact Evaluations	9	
Total Costs	100	

43. **Leveraging resources.** The project could help States “unlock” increased funding from existing government statutory funds (e.g., UBEC Fund) to ensure more comprehensive financing of education. UBEC funds constitute a large and significant source of support for key inputs such as infrastructure, textbooks, and other education investments. These investments will be critical for the achievement of GPE objectives with regard to expanding access to education and improving the quality of education delivered in Nigeria over the medium to long term. NIPEP funds, divided among the five beneficiary states, will serve in part to assess and develop the institutional capacity of benefiting states with regard to the implementation of project

interventions and will help to develop capacity for the decentralised management of these activities. States carried out rapid capacity assessments with regard to each of the project's interventions in June 2014.

IV. IMPLEMENTATION

A. Institutional and Implementation Arrangements

44. The complexity of operating at the state level will require greater coordination and harmonization of activities supported by IDPs to jointly support and supervise GPE funded activities. The LEG will continue to meet every two months with representatives from implementing agencies at the federal and state levels. LEG meetings provide a platform for regular communication between stakeholders, informal project reporting, discussion regarding challenges, and a forum for the development and coordination of solutions. IDPs have agreed to provide their own resources to support supervision leadership and reporting in the states in which they have a field presence, and to channel ongoing investments in alignment with the NIPEP. DFID has agreed to provide support for technical assistance in Jigawa, Kaduna and Kano; UNICEF will do the same in Katsina; and USAID in Sokoto state.

45. **At the Federal level**, the FMOE will assume responsibility for oversight, coordination and monitoring of the project. A National Project Steering Committee (NPSC) will be established as the primary policy body overseeing the project and will be tasked with the responsibility of providing overall coordination, knowledge sharing, and monitoring of project implementation. The NPSC will be chaired by the Federal Minister of Education, or his/her representative, and will meet bi-annually (or more frequently, if required). In addition to the Minister, the Committee will comprise of representatives drawn from the Federal Ministry of Finance, the National Planning Commission, participating State Ministries of Education (SOEs), UBEC, relevant implementing agencies such as the National Teachers Institute (NTI), Teachers Registration Council of Nigeria (TRCN), the National Commission of Colleges of Education (NCCE), the Nigerian Educational Research Development Council (NERDC), as well as representatives of NGOs and CSOs. The NPSC will be assisted by a Federal Project Support Unit (FPSU) housed within the FMOE. The FPSU will be responsible for day-to-day project administration at the federal level. The FPSU will be headed by a National Project Coordinator and will include key personnel from the UBEC, NCCE, NERDC, and the Federal Project Financial Management Department (FPFMD).

46. **At the state level**, where the majority of implementation will take place, SOEs will be responsible for overall project execution in close collaboration with implementing agencies-SUBEB, LGEAs, and Colleges of Education. A State Project Steering Committee (SPSC) composed of representatives of the State Ministry of Finance, Planning and Budget, relevant implementing agencies, SUBEB, colleges of education and civil society, will be established to be chaired by the Commissioner of Education, or his/her representative. The SPSC will meet quarterly to provide general oversight and guidance to the State Project Technical Committee (SPTC) which will be responsible for day-to-day implementation of the project, and will serve as the main link between project management, beneficiaries and the SPSC. The SPTC will liaise with various implementing partners, closely track project progress and achievement, and monitor compliance with fiduciary safeguards (financial management, procurement, social and

environment). The SPTC will support the SPSC on technical matters and will be chaired by a State Project Coordinator. The State Project Coordinator will serve as the secretary to, and as a member of, the SPSC. Core personnel for the SPTC will include a financial officer, a procurement officer, a Monitoring and Evaluation (M&E) officer, a communications officer and a desk officer. Moreover, the SPTC will play a key role in planning, implementing, monitoring and reporting on project activities, and act as a focal point for coordination with the IDPs (including the Bank), SUBEB, Local Government Education Officers, other agencies, and CSOs. With regard to financial management, the SPTC will be assisted by a State Project Financial Management Unit (SPFMU) located in the Accountant-General's Office. The SPFMU will be responsible for the financial management of donor-funded projects in each state. The SPTC will prepare annual work programs for implementation of NIPEP components 1 and 2, and part of component 3. Federal bodies will provide support for these components and oversee implementation of Component 3.

47. **Local Government Level.** At the LGA level, the participation of Local Government Education Authorities (LGEAs) will be critical for ensuring the effective participation and compliance of schools, communities and SBMCs. The NIPEP will provide resources, training and capacity building to strengthen LGEA activities to: (i) develop communication plans; (ii) collate data on service delivery indicators, involving communities in primary education management and oversight; (iii) work with CSOs, in Civil Society and Government Partnerships (CGPs), build the capacity of SBMCs, and establish SBMCs where they do not exist; (iv) make information available on LGEA budgets and expenditures; (v) support the development of LGEA Management Information Systems; and (vi) provide training and transport for supervisors, the dissemination of information to schools, monitoring of school activities, etc., LGEAs will work in close collaboration with SUBEB to ensure effective program coordination and implementation. The implementation of sub-component 3(a) will provide support activities in this regard.

48. **School Level.** Responsibility for project implementation at the school level will primarily reside with Head Teachers/Principals, assisted by functional SBMCs. SBMCs will support schools in the development of school improvement plans, and manage related activities as approved by the SMOEs in compliance with the SIG Manual. In addition, SBMCs will be responsible for organizing meetings with relevant community level stakeholders (e.g., Parent-Teacher Association (PTA) meetings, parents' assemblies, social audits, etc.) to discuss, *inter alia*, the performance of schools in line with articulated improvement plans and targets. The direct transfer of grant funds to school's bank accounts will be contracted through a commercial bank. The head teacher, or principal, and the president of the SBMC will be the co-signatories of the school bank account. All schools receiving support under the project will be trained to ensure familiarity with, and effective implementation of activities in line with, the SIG Manual.

B. Results Monitoring and Evaluation

49. The progress and performance implementation of the project will be evaluated through ongoing monitoring and systematic internal and external review. The M&E process will be structured in line with the Results Framework (Annex 1). Performance monitoring will draw on data from existing information systems and will be aligned with the annual monitoring and evaluation of states, primarily through the implementation of the Annual Education Sector

Performance Review (AESPR) at state level. NIPEP includes funding for third party validation to ensure the credibility of monitoring systems and results.

50. *Roles and Responsibilities.* At the Federal level, the FMOE through the FPSU will assume the primary role for oversight, coordination and monitoring of project activities. At the level of the state, primary responsibility for overall monitoring of NIPEP activities will lie with the SPTC in each state, although LGEAs will be responsible for monitoring implementation of the SIPs. The SPTC will be responsible for day-to-day implementation of project activities and will serve as the main link between project management, the SMOE, SUBEB, LGEAs and SPSC. Schools, LGEAs and SMOE Planning Research and Statistics (PRS) Offices will be tasked with providing the following consolidated data for monitoring purposes: (i) status reports on project implementation disaggregated by component, including annual summary descriptions of activities at the state, LGEA and school levels; and (ii) quarterly status reports on the use of NIPEP funds. SMOEs in each state will be responsible for completing and disseminating Annual School Census (ASC) reports and AESPRs (described below). State Education Inspectorate & Monitoring Units, SMOs and SSOs will play important roles in support of M&E at the State and LGEA levels.

51. *Data Collection Methodologies for the Results Framework.* Various data sources will be used to measure the PDO and intermediate results indicators in the results framework, and the measurement of progress towards project implementation more generally. Sources will include, *inter alia*: (a) ASC reports; (b) AESPRs; (c) LGEA (e.g., SMO and SSO) monitoring reports; (d) Student Assessments; and (e) Third Party Monitoring reports (the sources are elaborated in Annex 3).

52. To ascertain progress toward the achievement of the NIPEP PDO, Key Performance Indicators (KPIs) and intermediate results, project design has incorporated a realistic baseline with indicators that can be measured annually, linked to the results that interventions seek to achieve. The GPE Task Force has already collected baseline data on all NIPEP indicators (included in Annex 1). Third party monitoring will provide independent verification of progress and will be supported under sub-component 3(a). Two IEs will be supported under component 3(b) and the World Bank evaluation team will provide guidance to ensure rigorous assessment of proposed interventions to ascertain their impact and define effective implementation modalities.

53. *Supervision and Reporting.* The states will collaborate with the LEG to carry out, at a minimum, two joint supervision missions in each year of project implementation (including site visits to schools). When necessary, additional visits by technical staff and consultants will be coordinated, in addition to continuous electronic communication for the review of NIPEP implementation and performance. LEG meetings every two months will include virtual updates on project implementation and IDP related activities and the results framework will be jointly reviewed by mid-term. In particular, the World Bank will monitor progress towards the achievement of results and compliance with mandated Financial Management (FM), procurement, and safeguard requirements. SMOEs, SUBEB/LGEAs, SBMCs, local communities, and independent local CSOs will also play an active role in third party monitoring, particularly in the monitoring of school level activities. Roles and reporting frameworks will be included in the PIM with an appropriate number of CSO partnerships stipulated per state. Should security considerations limit mission travel, or the scope of supervision during missions,

states will be required to intensify supervision through regular mobile communication with local contacts such as CSOs/NGOs and community leaders.

C. Sustainability

54. NIPEP will build on activities that have been developed and budgeted in the state Education Sector Plans (ESP) and the MTSS. Project financing is intended to support and complement government's existing programs, including UBEC expenditures and commitments, as opposed to being conceptualized as an isolated external program. It is envisaged that the impact of the project in expanding access and improving the quality of education delivered will generate momentum and provide incentives for the Federal Government, particularly the UBEC, and State Governments to continue and/or expand project activities. The targets envisioned for each intervention have been agreed to with states to ensure ownership, and interventions have been framed on the understanding that the SUBEB will absorb the costs of continuing activities beyond the life of the project. However, in lieu of the current macro pressures, the states have expressed their commitment to allocate their own resources to the project activities during the project implementation and after it ends in order to ensure their continuation is backed up by their actual allocation of those resources. The government has demonstrated a strong commitment to advancing gender sensitive and equitable education through the articulation of the Education Sector Plans and Vision 20:2020. The proposed project will provide practical options for investments, as well as the evidence to advocate for their continuity. With regard to fiscal sustainability, NIPEP financing as a share of projected state basic education financing will be relatively small, ranging from 3-13 percent of total state financing. In light of the fact that each of the five beneficiary states have already begun implementation of related interventions, primarily using their own resources, it is likely that activities envisioned under NIPEP will be continued on a sustainable basis.

55. The envisaged partnership between IDPs and GPE states will build upon years of cooperation and experience in the implementation of collaborative education programs. The NIPEP is expected to generate further alignment and synergy between the efforts of government and IDPs, minimize duplication, reduce transaction costs accruing to government, and encourage further collaboration among development partners. Project activities aimed at improving school management and education systems are likely to have long-lasting and positive effects. It is expected that the IEs that will be carried out as part of project implementation will provide evidence to buttress sustainability measures.

V. KEY RISKS AND MITIGATION MEASURES

A. Risk Ratings Summary Table

Risk Category	Rating
Stakeholder Risk	High
Implementing Agency Risk	High
- Capacity	Substantial
- Governance	High
Project Risk	Substantial
- Design	Substantial
- Social and Environmental	Moderate
- Program and Donor	Moderate
- Delivery Monitoring and Sustainability	High
Overall Implementation Risk	High

B. Overall Risk Rating Explanation

56. The overall risk associated with the project has been assessed as *High*. Principal risk concerns: the relatively short implementation horizon; the need to coordinate and ensure effective implementation of project activities in five states; the decentralized flow of funds for school grants and scholarships; particular logistical risks associated with working in the Northern States, as well as potential security risks. Key factors contributing to the risk rating are summarized below.

57. **Governance.** Historically, governance of the sector has faced challenges with regard to corruption and leakages in service delivery, which undermined the efficiency and effectiveness of education related expenditure. Sector governance is undermined by weak data management, suboptimal fiduciary systems, poor tracking of education related expenditure, and limited accountability for education related decisions. In light of these contextual considerations, the proposed project will support: (a) the strengthening of localized education management; and (b) enhanced M&E at all levels of education delivery, including third party monitoring. The project will also support key measures to improve fiduciary oversight and strengthen project management under component 3, including the use of computerized accounting systems, regular auditing systems, improved internal controls, and more robust mechanisms for social accountability through SBMCs supported by civil society organizations. Component 3 will also fund interventions intended to improve the tracking of UBEC resources which will be implemented by FPSU. UBEC (2 percent of the Consolidated Revenue Fund) concentrates its resources on basic education.

58. **Capacity.** The education sector is subject to generic capacity constraints prevalent in the Nigerian civil service, in particular high levels of staff turnover, civil administration issues, and poor accountability measures. Weak capacity in planning, implementation and monitoring, in

conjunction with poor fiduciary capacity, could jeopardize project implementation. The project builds on lessons learned from several Bank and other IDP supported operations in the North including the five participating states. The project includes measures for the provision of substantial technical assistance to support Federal and State governments in educational management, monitoring and evaluation, and fiduciary elements, in the furtherance of project objectives. Suboptimal capacity and accountability constraints will be addressed at the local level through the strengthening and training of SBMCs, the development and implementation of school development plans for education results, and the promotion of greater awareness, and participation on the part of communities in holding the SBMCs and the school system accountable. Component 3 will provide support for technical assistance and capacity building to the FMOE and its implementing agencies with regard to procurement and financial management to ensure timely, efficient, transparent and effective distribution of scholarships to girls and female teachers.

59. **Fraud and Corruption.** Elements of programs to be delivered at the state level are somewhat exposed to risks associated with corruption and opaque or inefficient practices, for example, in the delivery of funding at the school level to promote quality improvements, or in distribution of scholarships to girls. Further risks arise as a consequence of the failure of some selected states to implement procurement and financial management reforms, and due to the fact that the actual enforcement of new regulatory systems may not meet the required standards for governance and accountability. Several mitigation measures will be implemented to minimize associated risks, including external validation, and strong oversight of audit practices. Transparency will be promoted through the disclosure of procurement activities, including the posting of related information on the SMOE websites. Information with regard to procurement under SIPs and school performance will be disseminated and displayed within beneficiary schools. Feedback and grievance mechanisms will be established for the reporting of incidences of fraud and corruption.

60. **Fiduciary Risks.** The education system in participating states continues to be characterized by low levels of capacity for planning, budgeting, tracking and auditing expenditures, limiting the ability of SMOEs to demonstrate transparency and accountability. The potential for activities not receiving sufficient budget support and the concurrent risk of delayed disbursement to appropriate entities constitute significant implementation risks to project implementation, a risk that is heightened given the multiplicity of institutional partners. In addition, the projected decline in oil revenues may pose significant challenges for States to maintain their planned allocations for the education sector. Investments in teacher professional development, infrastructure, textbooks, etc., are critical resources to ensure impact and sustainability of the NIPEP interventions. Thus, the project recognizes that this is a substantial risk. In view of this risk, the NIPEP will closely monitor education budget allocations and expenditure and each of the States would commit to allocating their own resources to the project activities as per the standard articles of agreement to the Grant Agreement. Project implementation will need to effectively grapple with the challenge of ensuring that project funds reach schools while also ensuring that regular government activities supporting education receive sufficient budgetary support and are released and expended in line with existing plans. The project recognizes that these contextual considerations raise substantial risks for implementation. In view of poor capacity, particularly within LGAs, project implementation arrangements will clarify the roles and responsibilities - including the fiduciary responsibilities - of various actors.

TA will be provided under sub-component 3(a) to strengthen capacity for financial management. Beneficiary states will be required to implement and report annual internal audits of sector related expenditures to track the allocation of funds from various sources. The capacity of states will be buttressed to ensure regular internal audit and, where necessary, independent consultants will be hired to support this process.

61. **Social and Security Risks.** The escalation of violence in the Northern States and related security risks may affect the implementation of activities. Violence and instability have the potential to undermine or slow project implementation and the effective functioning of schools and the education system more generally. A focus on the importance of secure and safe learning environments has been incorporated into SBMC's training, and members will be sensitized to the importance of enabling a secure environment for children, particularly girls, travelling to and from school. NIPEP will draw on lessons learned from the Safe School Initiative that is currently being implemented in the three (3) states under the state of emergency in North-East to support communities and schools in times of instability.

VI. APPRAISAL SUMMARY

A. Economic Analysis

62. The project objectives are fully justified by the economic benefits accruing to education. Numerous studies have shown that a better educated workforce is associated with higher levels of economic growth (Lucas 1988; Barro, 1991, Mankiw, Romer and Weil, 1992), improved labor market income (Psacharopoulos, 1985 and 1994; Duflo, 2001), a healthier population, reduced fertility (Schultz, 1997 and 2002; Strauss and Thomas, 1995), and other benefits associated with improved security and the more efficient adoption of agricultural technologies (Foster and Rosenzweig, 1996). Data from the Nigeria General Household Survey- panel (NGHSP) 2010–11 demonstrate that each additional year of schooling is associated with a nine percent increase in wage income (World Bank 2013). A multivariate analysis, taking into account the effects of child, household and school characteristics, and state fixed effects, concluded that project activities are expected to yield high rates of return, and, moreover, that envisioned interventions are cost-effective. An economic analysis was carried out to determine demand and supply factors inhibiting access to education and the ability of children to read when in school. This analysis utilizes 2010 education statistics representative of national, urban-rural, regional, and state levels with a sample size of about 30,000 households. Since the 2010 survey focused on basic education, the statistics primarily collate information related to education and related characteristics for children aged 4 to 16. The analysis, detailed in Annex 6, demonstrates that project activities will target interventions projected to have a significant and positive impact on school attendance and literacy skills.

B. Technical

63. Project design is premised on priorities articulated in state ESPs and MTSSs for 2015-17, lessons learned from experience accrued through the delivery of education related projects and programs in Nigeria, and elsewhere, as well as experience gained through the implementation of other programs in the World Bank's Nigerian portfolio. NIPEP will leverage existing resources (e.g., UBEC) through a complementary and decentralized approach. Envisioned activities will

allow for the incorporation of local decision-making and greater flexibility to tailor quality interventions at the school level to improve educational outcomes. The design of NIPEP was informed by the need to focus on selected interventions that can be sustained, and that are likely to evolve over time to meet the objectives of the GPE. Quality improvements to be supported by SIGs are likely to show greater impact with direct funding, facilitation and community involvement in school activities. The successful implementation of SIGs, in conjunction with the promotion of oversight by local communities, have been demonstrated to improve educational performance across a diversity of contexts, but especially in contexts characterized by suboptimal governance. The project will support scholarships and other incentives to promote access to education, particularly for girls who make up a majority of the OOS children. There is considerable international evidence demonstrating that by providing timely and relevant in-service support to teachers, one can achieve significant improvements in student learning. There is equally compelling evidence regarding the positive returns accruing to early childhood education.

C. Financial Management

64. **Financial Management:** An FM assessment was conducted in all beneficiary states to determine the performance of current multi-project FM platforms. Based on this assessment, action plans have been agreed with the respective States to further strengthen FM systems in the State (SPFMUs) and the Federal PFMD. The project will benefit from and use existing PFMUs in each participating state, and from the FPFMD in operation at the federal level. SPFMUs will have the responsibility of establishing and maintaining acceptable FM arrangements, including accounting, reporting, risk-based internal auditing functions, and disbursements, in accordance with established standards and protocols.

65. The SPFMUs and FPFMD are multi-donor and multi-project FM platforms established in all states and at federal level through the joint efforts of the Bank and the government. These common FM platforms feature robust systems and controls. The SPFMUs and FPFMD are presently involved in the implementation of a number of Bank-assisted projects. The SPFMUs and FPFMD feature, *inter alia*, the following characteristics: (i) all the key elements of FM, including budgeting, the flow of funds, accounting mechanisms, internal control, and capacity for reporting and audit; (ii) computerized systems and a robust FM procedures manual; (iii) qualified staff that are well-trained in relevant Bank procedures and requirements; (iv) the robust segregation of functions and duties; (v) a strong control environment, which is required to mitigate fiduciary risks; (vi) independent and well-trained internal auditors; and (vii) alignment with the government's FM system, but with important enhancements and additional controls. This common platform already has functioning accounting software for ongoing projects and will modify the chart of accounts to allow the system to effectively report FM related to this project. The accounting software will allow the production of project related financial reports for all components on a regular basis. An external auditor, acceptable to the Bank, will be appointed to audit project financial statements. The TOR of the external auditor was agreed during negotiations.

66. **Funds Flow.** Project funding will be primarily supported by the GPE Grant and government contributions from its own resources (such as teachers' salaries and personnel costs for civil servants working on the project). Disbursement for all categories of expenditure for all

the components will follow standard Bank procedures. IDA will disburse funds through Designated Accounts opened with reputable commercial banks acceptable to IDA which will be managed by FMOE/FPFMD and UBEC/FPFMD at the federal level and SMOE/SPFMUs at the state levels.

D. Procurement

67. Project procurement activities will be implemented by FPSU at the federal level and STPC at the state level. At a minimum, these bodies will have at least one Procurement Officer as a member of the team. The FPSU and STPCs will procure consultancy services, goods including training, pay for the procurement of capacity enhancement activities, and office equipment, etc. Any existing platform under any World Bank assisted project at the state and federal level can serve as procurement support or can acquire procurement TA for the implementation of the project procurement activities. Eighteen month procurement plans for the project was finalized and agreed upon during negotiations. Procurement plans will be available in the project's database and the Bank's external website, and will be updated at least once annually, or as required.

68. **Assessment of Procurement Capacity in Implementing Agencies.** An assessment of the capacity of national and state level Implementing Agencies has been carried out to assess readiness for the implementation of NIPEP procurement activities. The assessment of implementation arrangements confirms that implementing agencies at the federal level and in the five participating states have had previous experience in implementing Bank-financed projects. It is expected that progress being made with regard to ongoing procurement reforms in participating states and at the federal level will be leveraged to enhance capacity for procurement activities envisioned under NIPEP. Risk mitigation measures to be implemented include (i) the establishment of procurement complaints and record keeping mechanisms and (ii) the facilitation of supervision missions and post-procurement reviews of procurement of approved technical assistance and goods. It has been agreed that each state will produce procurement plans covering their respective approved work plans for World Bank clearance.

69. **Procurement Procedures and Processes.** Procurement for NIPEP will be carried out in accordance with the World Bank's "Guidelines: Procurement of Goods, Works, and Non-Consulting Services under IBRD Loans and IDA Credits and Grants by World Bank Borrowers" dated January 2011 and revised July 1, 2014; and "Guidelines: Selection and Employment of Consultants under IBRD Loans and IDA Credits & Grants by World Bank borrowers" dated January 2011 and revised July 1, 2014; and additional provisions stipulated in the Legal Agreements.

E. Social (including Safeguards)

70. The key issues that constrain access to education and the retention of children, especially girls, in schools have been described earlier. Key interventions to address these constraints include:

- (a) *The introduction of functioning SBMCs with an active role for female members:*
Functioning SBMCs are increasingly seen as effective vehicles for community voice

and participation in education that effectively contribute towards improved school governance and accountability. Evidence also suggests a positive influence on the part of SBMC Women's Committees with regard to increasing the effectiveness of education awareness campaigns, fundraising, house and school visits, and ensuring teacher presence in class. While the prevailing patriarchal, traditional, socio-cultural structures and practices constrain the active involvement of women in public fora and decision making, SBMCs provide a potential platform to mitigate these factors.

- (b) *Emphasis on the girl child:* A large proportion of OOS children and dropouts in Northern Nigeria are girls. The slow shift underway in the Northern Nigerian communities towards girl's education will be supported through targeted support for girls education through (i) cash or non-cash incentives to off-set the cost of education, and to affect trade-offs regarding the value placed on marriage over education and the opportunity cost of child labor, (ii) counseling for girls and parents, (iii) close monitoring of female attendance by SBMCs, Women's Committees, and LGEA staff in an effort to prevent drop outs, (iv) the use of school grants to address the needs of girls – toilets, compound walls/fences, and, (v) scholarships to of women teachers.
- (c) *The Promotion of Social Accountability:* Transparency, accountability, and participation are key elements for engaging stakeholders in support of the achievement of project objectives. Relevant information will be made available across different levels in the appropriate formats and platforms to facilitate the involvement of key stakeholders.

F. Environment (including Safeguards)

71. This project is rated as a Category B, Partial Assessment, since its activities are not expected to generate any major adverse environmental and/or social impacts. The activities that trigger the Environmental Policy (OP/BP/4.01) are related to component 1 in which school grants will be provided to all public basic education schools in participating states to improve the quality and management of education services. The implementation of the grants program will be conducted in accordance with guidelines issued in the PIM, based on revisions to an existing School Grant manual that has been adopted in several participating states. The provision of school grants may result in minor rehabilitation of existing buildings in accordance with applicable local and national laws and regulations. However, the project will not fund any activity that entails construction of new buildings on existing sites. To ensure the accurate assessment and mitigation of potential adverse environmental and social impacts related to activities selected under the grants, an Environmental and Social Management Framework (ESMF) will guide State UBEC agencies. The ESMF was cleared by the Bank and disclosed in country on March 5, 2015 and at the Infoshop on March 6, 2015.

G. World Bank Grievance Redress

72. Communities and individuals who believe that they are adversely affected by a World Bank 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. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/GRS>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

Annex 1: Results Framework and Monitoring
Nigeria Partnership for Education Project (P143842)

Project Development Objectives

PDO Statement

The PDO is to improve access and quality of basic education in selected States, with particular attention to girls' participation.

These results are at | Project Level

Project Development Objective Indicators

Indicator Name	Baseline	Cumulative Target Values				
		YR1	YR2	YR3	YR4	End Target
Primary School Net enrollment rate (NER) disaggregated by gender. ¹⁸ (Percentage)	48.00	49.00	50.00	51.00	52.00	52.00
Gender parity index (primary enrolment) (Percentage)	72.00	73.00	74.00	75.00	76.00	76.00
Direct project beneficiaries (Number) - (Core)	0.00	1,000,000	2,500,000	3,500,000	5,700,000	5,700,000
Female beneficiaries (Percentage - Sub-Type: Supplemental) - (Core)	0.00	10.00	25.00	35.00	50.00	50.00
Hausa reading rate of students enrolled in the Primary 2 and 3 grades. ¹⁹ (Percentage)	4.00			8.00	10.00	10.00
English reading rate of Primary 3 pupils as measured by EGRA survey. (Percentage - Sub-Type: Breakdown)	3.00			8.00	10.00	10.00
System for learning assessment at the primary level (Yes/No) - (Core)	No	0.00	0.00	0.00	0.00	Yes
Utility of the learning assessment system (Number - Sub-Type: Supplemental) - (Core)	0.00	0.00	1.00	2.00	3.00	3.00

¹⁸Age-disaggregated data from the 2006 National Census is available through National Population Commission as are national and state-level age-specific population projections through 2016 from NPoPC

¹⁹USAID conducted baseline EGRAs for Kano, Kaduna, Jigawa and Katsina in June 2014. The baseline EGRA to be used for Sokoto was done in June 2013 under the USAID Northern Education Initiative. The results for the 2014 baseline emerged just as the GPE application was to be submitted. Stakeholder sessions in the coming months will set appropriate targets for NIPEP and this will be done prior to commencement of the NIPEP in 2015.

Intermediate Results Indicators

Indicator Name	Baseline	Cumulative Target Values				
		YR1	YR2	YR3	YR4	End Target
Percentage of Beneficiary schools (including pre-primary and primary) implementing 80% or more of its SIPs activities. (Percentage)	0.00	40.00	60.00	80.00	100.00	100.00
Number of NIPEP school grants awarded to pre-primary schools. (Number)	0.00	2,500.00	5,000.00	8,000.00	11,000.00	11,000.00
Number of early grade teachers who successfully completed training with NIPEP funds. (Number)	0.00	32,000.00	64,000.00	84,000.00	96,000.00	96,000.00
Number of Girls receiving NIPEP scholarship. (Number)	0.00	29,000.00	61,000.00	71,000.00	87,000.00	87,000.00
Percentage of NIPEP-supported female teachers receiving NCE scholarship and completing in NCE course. (Percentage)	0.00	0.00	50.00	55.00	60.00	60.00
Number of School Based Management Committees trained. (Number)	0.00	3,500.00	7,500.00	10,000.00	12,000.00	12,000.00
Number of State Annual Education Sector reviews. (Number)	3.00	3.00	4.00	4.00	5.00	5.00
Number of State EMIS in place producing timely data. (Number)	3.00	3.00	4.00	4.00	5.00	5.00
Number of States that developed and administered standardized test. (Number)	0.00	0.00	1.00	2.00	3.00	3.00

Indicator Description

Project Development Objective Indicators

Indicator Name	Description (indicator definition etc.)	Frequency	Data Source / Methodology	Responsibility for Data Collection
Primary School Net enrollment rate (NER) disaggregated by gender	Number of P1-P6 pupils ages 6-11 enrolled in registered primary schools (public or Islamiya) divided by the projected population of 6-11 year-olds	Annually	SMOE EMIS / ACS	Director, Planning Research & Statistics (PRS), SMOEs/ SUBEBs
Gender parity index (primary enrolment)	the ratio of female enrollment (numerator) to male enrollment (denominator) in registered public primary schools in the 5 NIPEP States	Annually	State Ministries of Education, EMIS and Annual Census of Schools	Director, PRS of State Ministries of Education and SUBEB officers
Direct project beneficiaries	Direct beneficiaries are people or groups who directly derive benefits from an intervention (i.e., children who benefit from an immunization program; families that have a new piped water connection). Please note that this indicator requires supplemental information. Supplemental Value: Female beneficiaries (percentage). Based on the assessment and definition of direct project beneficiaries, specify what proportion of the direct project beneficiaries are female. This indicator is calculated as a percentage.	Endline	EMIS	State Ministries of Education/SUBEB
Female beneficiaries	Based on the assessment and definition of direct project beneficiaries, specify what percentage of the beneficiaries are female.	Annually	EMIS, ASC	State Ministries of Education/SUBEB
Hausa reading rate of students enrolled in the Primary 2 and 3 grades.	Mean Oral Reading Fluency score (Correct Words per minute) in Hausa language for P3 and English for P3. this is an average of the 5 States participating in the EGRA	Surveys in 2017, 2018	EGRA	NIPEP project implementation units, State Ministries of Education

English reading rate of Primary 3 pupils as measured by EGRA survey.	Mean Oral Reading Fluency Score averaged for 5 States in P3 English survey	Surveys in 2017 and 2018	EGRA	NIPEP implementation units, State Ministries of Education
System for learning assessment at the primary level	TTLs should provide information on this indicator even if their project is not funding assessment work. This indicator measures whether the basic elements of a learning assessment system exist at the primary level, and the degree to which that assessment is able to provide useful information for education policy and practice. To calculate the Core Indicator Value and the Supplemental Value for this indicator, please refer to the Guidance.	Annually	Federal Ministry of Education	Federal Ministry of Education
Utility of the learning assessment system	Please read the guidance note for this indicator to determine the utility of the assessment system.	Annually	Federal Ministry of Education	Federal Ministry of Education

Intermediate Results Indicators

Indicator Name	Description (indicator definition etc.)	Frequency	Data Source / Methodology	Responsibility for Data Collection
Percentage of Beneficiary schools (including pre-primary and primary) implementing 80% or more of its SIPs activities.	Divide the “number of schools disbursing 80% or more of their school grants” by the “number of schools receiving NIPEP grants.” Subject to third-party validation.	Annually in the case of Jigawa, Kaduna and Katsina; Every 3 years in the case of Sokoto and Kano (i.e., at project end)	SSO reports aggregated at LGEA and SMOE level/third party validation.	Director, PRS, SMOEs/SUBEB
Number of NIPEP school grants awarded to pre-primary schools.	The number of pre-primary school grant awarded. This cumulative from 2015 to 2018.	Annually	SMOE completion reports and TPV.	Director, PRS, SMOEs/SUBEBs.
Number of early grade teachers who successfully completed training with NIPEP funds.	The number of early grades primary teachers (KG-P4) participating in project supported in-service skills training.	Annually	SMOE completion reports and TPV.	TBD
Number of Girls receiving	Number of girls receiving scholarship	Annually	Annual project	SUBEB

NIPEP scholarship.	support though NIPEP (cumulative), the baseline reports scholarships under existing schemes.		reports.	
Percentage of NIPEP-supported female teachers receiving NCE scholarship and completing in NCE course.	The numerator is the number of teachers who receive NIPEG scholarship who either continue with or complete the NCE course in the following year (year “n+1”). The denominator is the total number of teachers who receive the NIPEG scholarship in the previous year (year “n”).	Annually	Annual project reports.	SUBEB
Number of School Based Management Committees trained.	Schools must have an SBMC and be newly trained in accordance with state developed guidelines	Annually	SSO reports aggregated at LGEA and SMOE level/third party validation.	Director, PRS, SMOEs/SUBEBs.
Number of State Annual Education Sector reviews.	The completion of a state annual education sector review.	Annually	FMOE	FMOE Project Coordinator
Number of State EMIS in place producing timely data.	The functioning of an EMIS producing data annually.	Annually	FMOE	FMOE Project Coordinator
Number of States that developed and administered standardized test.	The piloting of state NAS instruments in Hausa.	Annually	FMOE	FMOE Project Coordinator

Annex 2: Detailed Project Description

NIGERIA: Partnership for Education Project (P143842)

1. The project development objective is to improve access and quality of basic education in selected States, with particular attention to girls' participation.

Table A2.1: Selected basic education data (excluding pre-primary) for the 5 states

	Jigawa	Kaduna	Kano	Katsina	Sokoto	National – aggregate/ average 5 states
Population 2015 (million)	5.466	7.089	11.754	7.135	4.708	160.931 (national)
# of LGAs	27	23	44	34	23	151 (Aggregate of 5 states)
Population 6-11	808,809	1,277,080	1,958,168	1,260,751	781,068	5,277,067 (Aggregate of 5 states)
Number of public primary schools	1,954	4,126	5,494	2,209	1,965	16,748 (aggregate of 5 States)
primary pupil teacher ratio	44	32	54	115	143	77.6 (average of 5 states)
Total Primary Teachers (2012/13)	13,369	37,211	45,604	23,476	14,603	134,263 (AGGREGATE OF 5 STATES)
Gross Enrolment Rate (%) (2014)	60	93	139	129	82	86 (NATIONAL)
GPI on pupil enrolment	0.76	0.83	0.83	0.71	0.50	N/A

Data source: Data is from August 2014 GPE application Form and 2013 and 2014 Medium-Term Sector Strategy.

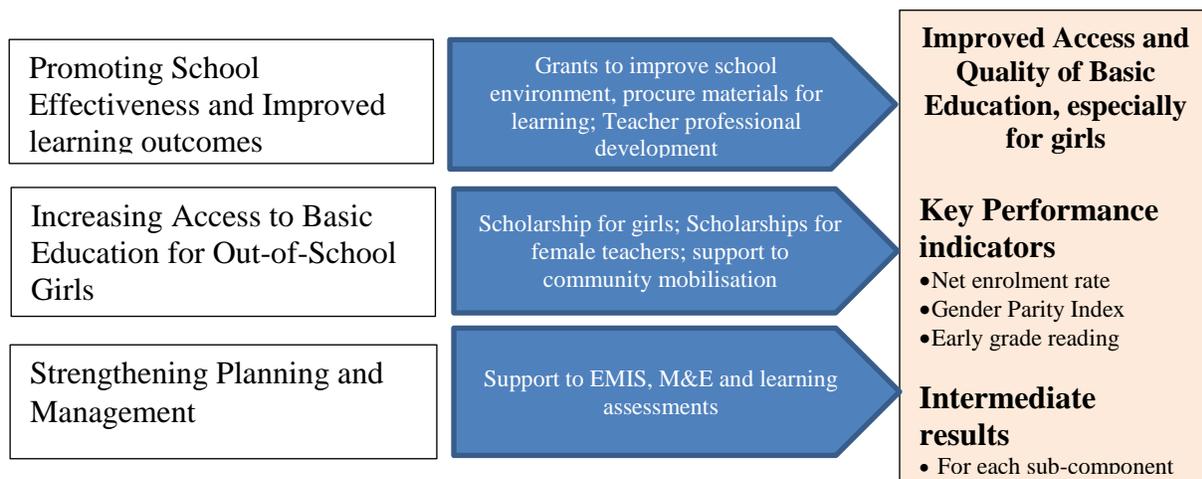
Project Beneficiaries

2. The Nigeria Partnership for Education Project (NIPEP) has been designed around the premise that a range of interventions, implemented at different levels of education delivery in the five selected states, are needed to address the challenges of expanding access to basic education, and the quality of educational outputs, especially for girls.

3. The direct beneficiaries of the project are the pupils, particularly girls, who attend public basic education schools, and integrated Islamiyya schools, funded by government, out of school (OOS) children, again particularly girls, and teachers in government schools who will receive training and support, from the participating States of Jigawa, Kaduna, Kano, Katsina, and Sokoto. Indirect beneficiaries include government staff at Federal, State and Local Government Area (LGA) levels, as well as members of School Based Management Committees (SBMCs), and the communities they represent.

PDO Level Results Indicators

Figure A2.1: Overview of NIPEP Interventions and Results



4. NIPEP recognizes the difficulty of achieving significant improvements in learning outcomes over what is a relatively short implementation horizon (four years). In a challenging education context, growing the scale of intermediate results is an important step to achieving more significant learning outcomes across states over time; a goal which will require ongoing and sustained government commitment as well as support from International Development Partners (IDP) in the coming years. Significant efforts have already been made to improve access and learning outcomes, and NIPEP’s effect will seek to be catalytic in a context where IDP supported programs and their evaluations and reviews are beginning to demonstrate positive, evidence supported, outcomes, and state governments are demonstrating increased commitment.

Project Description

5. Drawing on lessons learned through the implementation of previous government and IDP programs, NIPEP has prioritized interventions that are: (i) aligned with state priorities and IDP program support, as evidenced by alignment with the MTSS for each state; (ii) sustainable and scalable within each state, evidenced by realistic plans articulated by each state; (iii) implementable within the timeframe of the project; and are (iv) implementable taking into account the human and institutional capacity of the five selected states and Federal government, and are effectively harmonized with existing initiatives already being implemented. These

considerations informed the main focus of discussions within the Local Education Group (LEG) which convenes IDPs active in the education sector.²⁰

6. It is worth noting that the participating state governments formally requested GPE support, and much of the preparatory work has been carried out by agencies and officials of the state and federal government. There is significant interest in, and priority given to integrated Islamiya education by both federal and state governments, as well as a number of development partners and agencies (e.g., DFID, UNICEF and USAID). Project components and sub-components have been designed to address the development objectives and priorities of participating states, as reflected in their respective ESP/ESOP. Based on an anticipated increase in enrollment in integrated Islamiyya schools, SUBEB and participating states have demonstrated their commitment through their respective ESP to fund additional supply side measures, such as the provision of more classrooms, teacher training, etc. This will be investigated through the proposed annual infrastructural improvement assessment and the implementation of the annual operational budget. The participation of communities, and NGOs and CSOs, in NIPEP will also help to sustain interest in the project's objectives beyond the project life.

Component 1: Promoting School Effectiveness and Improved Learning Outcomes (estimated total cost: US\$42 million) - by funding school grants for student and school materials and costs of teacher development in primary and pre-primary schools.

7. The main objective of this component is to improve the effectiveness of schools in enabling pupils to enroll, stay in school and improve learning outcomes, by promoting school-level resourcing and planning, providing increased resources for primary and pre-primary education, and by providing increased resources for initiatives targeting improved teaching and learning outcomes in reading, literacy and numeracy in the early primary grades. Under this component, NIPEP will:

- a. Provide funds to support a decentralized mechanism for the funding of non-salary expenditures related to improving school effectiveness, and the quality of learning and teaching, through the provision of School Improvement Grants (SIG) to all eligible public primary schools, including integrated Islamiyya schools (see Box 1), in the five NIPEP states. The grant will be channelled to school accounts and will fund materials for students that are intended to promote access, and improve the retention of pupils and learning outcomes in school (e.g., school uniforms, learning materials, classroom materials, remedial courses, performance incentives). (US\$22 million).
- b. Provide grants materials and resources for pre-primary education to schools that already have established pre-primary classrooms, to improve Early Childhood Development (ECD) teaching and learning initiatives. These pre-primary SIGs will also be channelled to school accounts and can only be spent on pre-primary education. (US\$7 million).

²⁰Minutes of Nigeria LEG meetings available for reference through the LEG secretariat at the Federal Ministry of Education, Abuja. Also see Annex 9: Overview of Alignment of NIPEP Components and States' Experiences, showing IDP Program, CSO and UBE Commission support.

- c. Provide funds to support the costs of training and materials in state-led initiatives to develop the skills of primary teachers, mentor teachers and head teachers in core areas of reading, literacy and mathematics. These initiatives already have IDP technical support and government backing, including from federal intervention funds (UBEC Teacher Professional Development funds) and states' own funds. Funds will be channelled through the SUBEBs and LGEAs where appropriate. (US\$13 million).

Box 1: Islamiyya Primary Schools

Within the primary school system in northern Nigeria there exist traditional Qur'anic schools and Islamiyya schools. Integrated Islamiyya schools are schools with modernized schooling systems implementing Integrated Qur'anic Teaching and Education (IQTE). These schools have formal structures and have replaced the conventional wooden slate for writing, common in Qur'anic schools, with books. Qur'anic schools deal only with recitation and memorization. The Integrated Islamiyya schools have accepted integrated curriculum, and combine the teaching of secular and religious subjects. UBEC (Universal Basic Education Commission) Abuja supports the implementation and management of IQTE activities through the State Universal Basic Education Board (SUBEB) in the Integrated Islamiyya schools/centres. IQTE centres/ Integrated Islamiyya schools are registered with SUBEBs. Integrated schools and IQTE centers are non-fee paying schools, supported by SUBEB just like any other public school. These schools/centers may be privately owned in some cases, with the majority under the control of government.

SUBEB manages and supports these schools/centers through provision of teachers for secular subjects, the provision of textbooks and other teaching and learning materials. SUBEB performs some core functions such as the recruitment of teachers for basic subjects and Arabic language and training of the teachers and provides associated funding. Other sources of financing resources entail contributions from either the SBMCs/PTAs or individuals in the communities. Salaries of the teachers are paid by the Local Government Areas or Councils (LGAs/LGCs). These funds are deducted from the LGAs/LGCs allocations by the State government and channeled through SUBEB. The SUBEB then disburses funds to the LGEAs, and in turn the LGEAs channel resources to schools. Other additional support comes from IDPs e.g., UNICEF, USAID, UNESCO and other philanthropists.

Other government agencies such as the Sharia Commission and Sokoto Agency for Mass Education in Sokoto, give policy direction and regulate the Islamiyya primary schools through the design and production of curricula for Islamic subjects. Statistics show these centers/schools are located in both rural and urban areas across the northern states. Integrated Islamiyya primary schools and IQTE centers are managed by Head teachers/teachers and School Based Management Committees (SBMCs) at the school level. The Integrated Islamiyya primary schools are supervised directly by the LGEAs under which the schools fall. SUBEBs provide overall leadership to the LGEAs and Integrated Islamiyya schools and monitors Integrated Islamiyya primary schools for quality control.

Islamiyya Primary schools are popular among parents because of the teaching of conventional subjects in conjunction with the Islamic subjects. This has resulted in high enrolment in such schools, especially for girls. Integrated Islamiyya schools and IQTE centers can be overcrowded, with overburdened facilities (classrooms, toilets, and teaching/learning materials), and in many instances require additional school infrastructure, teachers, and teaching and learning materials. These challenges are no different than those observed throughout the basic education system. Data estimating the total number of Integrated Islamiyya Primary Schools, and those registered with SUBEB in participating GPE states are poor. Most states have proposed school improvement grants (SIGs) to about 10 percent of

Islamiyya Schools that are SUBEB registered and that satisfy the eligibility criteria to benefit from the GPE project (e.g., in Sokoto state, about 11 percent Integrated Islamiyya Schools/Centers are being considered for support while Kano intends to support 16 percent of Integrated Islamiyya Schools/centers).

Sub-component 1(a) - School Improvement Grants to Primary Schools (estimated total cost US\$ 22 million)

8. The NIPEP project will catalyze efforts, supported by states and IDP programs (Education Sector Support Program in Nigeria [ESSPIN] and the UNICEF Girls Education Program [GEP 3]) to strengthen school-level decision making to improve access to education, retention of students and the quality of learning outcomes, through the provision of relevant training and grants to schools. States have committed funds to scale up SBMC training and have commenced funding their own SIGs (separate from IDP pilot grants) to small numbers of schools. Activities under this component will scale up these Federal, state and IDP efforts further by providing guaranteed SIGs to schools, including integrated Islamiyya schools. To be eligible for a school grant, the recipient school must have: a) a functioning SBMC; b) received SBMC training in the administration of SIGs; c) a School Improvement Plan (SIP); and d) established a functioning bank account. As new SBMCs are established and strengthened, they will become eligible for NIPEP SIGs (See Component 2(c)). To deal with the multiplicity of manuals and procedures, the program will prescribe a set of minimum standards that all school grants scheme must meet. Each state scheme will need to adjust their existing documentation to meet these standards and present their manual for review at the central level. In this way, existing programs can continue to use their own approaches and document formats as long as the key standards are met.

9. NIPEP has worked with the governments in the five beneficiary states during the preparation of their MTSS to standardize the program, calibrating yearly allocations and expected expenditures, and guiding SIP activities through an education quality menu designed to improve access and retention and learning in schools. The menu of options for the NIPEP draws on existing documents developed by UBEC and on menus created through IDP program support for SIGs. There are a number of existing guidelines for the SIG programs: the UBE Self-Help Implementation manual; and ESSPIN Manual on school grants. SIGs are expected to support school effectiveness by focusing on inputs/activities to aid access, retention and improved learning of pupils. Feedback from beneficiaries as well as qualitative studies from ESSPIN and GEP 3 supported school grants programs, demonstrate the value of providing support for the procurement of items such as teaching and learning materials. SIGs will also support school effectiveness in other ways, and the menu of options will include support for minor rehabilitation of school facilities such as the upgrading or purchase of blackboards, classroom furniture, and pupil readers. SIGs may also be used to support activities relating to remedial education, the payment of allowances for community/contract teachers who provide coverage in hard-to-staff areas, and reading campaigns. The exact list of eligible expenditure under the NIPEP SIG Manual will draw on the existing grants manuals and will be incorporated into the Project Implementation Manual (PIM) to be cleared by the Bank prior to project effectiveness. The PIM will include the school improvement grant manual, which will then be provided to all eligible schools across the NIPEP states to guide the SIP processes.

10. Training with regard to school-based management across a range of areas including the management of resources, monitoring of schools, support for teaching and learning, and addressing issues of concern particular to the education of girls, has been rolled out at state level and in communities for several years. School-based management training has been supported by ESSPIN in Jigawa, Kano and Kaduna and by the GEP 3 in Katsina and Sokoto. NIPEP will support efforts to increase awareness of security related issues, particularly for girls, and the SBMC training will draw on material from the Safe School Initiative for inclusion in its modules. Since 2011, UBEC has provided training and funding to all states to support the national rollout of SBMCs to all schools.²¹ The NIPEP's planned efforts to strengthen decentralised mechanisms are firmly aligned with Federal and state efforts. States are committed to strengthening school-based management through their operational plans and will continue to distribute SIGs after project completion. Despite the success of school-based management training in the beneficiary states, not all schools will be ready to receive grant funding at the commencement of the project. Project design accommodates this reality through the planned sequencing and progressive roll out of the program.

11. Under NIPEP, the amount of funding provided through each SIG will vary in each state taking into account existing schemes which range from an average of NGN 150,000 (approximately US\$940) per school in Kano, to NGN 250,000 (approximately US\$1,300) in Katsina. In Jigawa, Kaduna and Katsina, SIGs will be provided annually by SUBEB over the course of four years. In Kano and Sokoto, the SIGs have been designed as a one-off intervention, with the provision of additional SIGs every three years thereafter. The decision on the part of these states to deliver one SIG every three years is informed by imperatives to ensure sustainability, and in this way, the state will provide grants to about a third of the schools on an annual basis even after the NIPEP ends. The effectiveness of particular design features for each intervention is still being assessed and, as a consequence, state specific proposals reflect pragmatic solutions to ensure ownership, capacity and sustainability.²² The delivery of NIPEP will include an IE of SIGs across more than one state, to determine the relative efficacy of models to inform the delivery of schemes in the future. The SIGs are expected to be allocated to all eligible public primary schools including integrated Islamiyya schools over the four years of the project.

- Jigawa: Under the existing scheme, varying amounts are given to schools ranging from NGN 30,000 to NGN 500,000 depending on enrolment. Currently 1,002 schools already receive the grant. An additional 390 schools have been trained in SBMCs and will be eligible for the grant in 2016. Thereafter, 340 and 384 more schools will be trained and will be eligible for SIGs in 2017 and 2018 respectively. The average unit cost of each SIG has been estimated at NGN 195,000 per school (US\$ 1,460), based on current schemes.
- Kaduna: The existing scheme gives NGN 150,000 per school plus NGN 1,000 per pupil. The average has been estimated at NGN 200,000 per school. The current scheme already covers 665 schools. An additional 3,000 schools have been trained in SBMCs and will be eligible

²¹National Manual on SBMC Training published by UBE Commission in 2012.

²² Kano and Sokoto states have chosen to provide grants once every three years on a rotation basis rather than spreading available funds to a larger number of schools every year. They can sustain the number of schools targeted per year beyond the life of NIPEP.

for the grant in 2016. Thereafter, 4,216 schools will be eligible in 2017 and a total of 1,432 additional schools will be eligible for SIGs from 2018 onwards.

- Kano: Currently 312 schools receive a grant, but 840 have functioning SBMCs. In total 1,160 schools are eligible for funding in 2015. An additional 280, 300 and 822 schools will have been trained in SBMCs and will be eligible for the grant in 2016, 2017 and 2018 respectively.
- Katsina: The existing scheme implemented under GEP 3 gives an average of NGN 250,000 per school. To date 1,750 schools have benefited from GEP 3 and the state has provided coverage to an additional 17 schools. There are a total of 2,211 primary schools. NIPEP funds will contribute to covering 1,723 schools over the four years of project implementation.
- Sokoto: Existing schemes provide an average of NGN 200,000 to 1,475 schools. There are a total of 490 schools that have not yet received the grants and NIPEP funds will cover around 100 in 2015, 206 in 2016, 80 in 2017 and 120 in 2017. This will ensure that interventions can be sustained with state funds beyond the life of the project.

12. In those states where the SIG is provided annually (Jigawa, Kaduna and Katsina), the schools will be eligible for the subsequent year's grant when: (i) at least 80 percent of the activities set out in their approved SIP have been carried out and successfully accomplished; and (ii) an audit report on the utilization of grant on the part of the SBMC and schools has been reviewed and found to be satisfactory by a third party/independent consultant. In addition, schools will be required to display this information on public notice boards, verified through supervision visits. Schools that do not meet reasonable levels of compliance (as elaborated in the SIG Manual) will be barred from participating in subsequent cycles of the program and will be provided with additional support to improve compliance. The annual SIG will be released in one tranche and retirement will not exceed three months after the school year. Unutilized funds will be carried forward to the following year and released with additional funds based on SIP approval by SBMCs. It is hoped that the schools will fully utilize the grant for a given year within the same school year. When this is not accomplished, the unutilized balance is carried forward to the subsequent school year. However, the schools that have unutilized balances carried forward into a subsequent year would only access the second tranche for the second year upon retirement of the carried forward balance together with the first tranche of the subsequent year. Essence of the carried forward balance is to allow the schools to complete their proposed activities while continuing to provide funding for the subsequent year so as to stay on schedule with annual planning. Approval will be informed by satisfactory compliance with guidance and procedures.

13. Schools will be required to provide information about the utilization of SIGs to communities on school bulletin boards. Accounting and reporting requirements for the SIGs would be described in detail in the SIG Manual (part of the PIM), which will draw on previous experiences regarding the menu of options, financial and reporting modalities, and will be finalized in the first half of 2015. Financial controls will be enforced by the NIPEP accountant in SUBEB, located in the government's Project Financial Management Unit (PFMU). The process for the states that will provide SIGs every three years will be similar and the acceptance or

rejection to participate in subsequent cycles will happen after three years, however, retirement of funds will need to be done annually.

14. The project implementation committee, a sub-committee of the SBMC, will prepare the SIP. The Director within SUBEB will lead the review and approval of annual proposals submitted by the schools through the LGEA. After approval of the SIP, electronic transfers of the SIG will be affected from grant funds, directly to the bank account of the school. Banking arrangements at the school level will require two signatories for each bank account, with one each from Panels A and B, for example, Panel A: Head master (main) and Assistant Head master (Alternate), Panel B; Accountant and a member of SBMC (Alternate).

Sub-component 1(b) - School Improvement Grants to Pre-Primary Schools (estimated total cost US\$7 million)²³

15. Additional funds will be earmarked to support the delivery of pre-primary education in public schools and integrated Islamiyya schools that already have pre-primary classrooms²⁴ and are eligible for SIGs based on the same criteria stipulated under sub-component 1(a). The types of activities financed by these pre-primary grants could include: i) the procurement of student materials to support access and retention such as uniforms, shoes and book bags, ii) the procurement of classroom materials including relevant toys and posters, iii) training of teachers; and iv) support for parent and guardian engagement, and the promotion of early childhood education to support enrolment in pre-primary school.

16. As in the case of SIGs for primary education, some states have chosen to provide annual grants (Jigawa, Kaduna and Katsina) and others will provide a once-off three-year grant (Kano and Sokoto). It is projected that approximately 10,000 school grants will be disbursed for the improvement of pre-primary classrooms in four years. This is based on assumption that some beneficiary schools will receive one, two, three, and four grants (2nd, 3rd and 4th year) before the end of project. The amount of the grant differs state by state, ranging from US\$940 to US\$1,500 per school (based on Naira exchange rate at disbursement period).

- Jigawa: Has a total of 664 schools with facilities for pre-primary education. However, in 2015, only 199 will be eligible for the scheme due to the absence of functional SBMCs in the additional schools. However, the project plans to progressively cover 883 additional pre-primary schools over the four years of project implementation.
- Kaduna: Has a total of 1,233 schools with facilities for pre-primary education, but only 1,000 will be eligible in 2015 due to the absence of functional SBMCs in the additional schools. From 2016, an average of 800 SBMCs per year will receive training and are expected to be eligible for support.

²³This section draws on the UNICEF implementation strategy for ECCE in Nigeria.

²⁴ This could cause concerns in terms of equity. However, there are already other initiatives targeted at pre-primary schools in poorer communities and NIPEP will complement these. NIPEP will support the existing ones in line with the principle of financing existing initiatives, to support the quality of learning where pre-primary facilities have already been built, and because if better off communities start running successful and attractive pre-school classes, it will provide models for expansion to poorer communities later.

- Kano: Has a total of 1,800 schools with facilities for pre-primary education but not all of them will be eligible in 2015 or 2016 as they will not yet have a functioning SBMCs. NIPEP funds will contribute to covering a total of 770 additional pre-primary schools for the life of the project.
- Katsina: Has a total of 628 with facilities for pre-primary education, all of which already have functioning SBMCs. It is planned that an average of 600 additional schools will benefit from the project over the four years of project implementation.
- Sokoto: Has a total of 136 schools with facilities for pre-primary education. In 2015, 80 SBMCs will be trained and will be eligible for support from the project. Thereafter, it is expected that an additional 70, 154 and 120 schools will receive training and support in 2016, 2017 and 2018 respectively.

17. UNICEF has worked to strengthen teacher training and support to community-based childcare centers in the five project states. UNICEF activities have already provided significant technical assistance for the development of curricula, training programs, manuals and guidelines for school level investments, and are in the process of implementing the Child Friendly School Initiative in Kaduna. School grant options for pre-primary education will vary on the basis of state needs and demand, reflective of state capacity and existing frameworks for addressing early childhood development (ECD). This initiative is aligned with the Federal Government's policy for early childhood education, specifically the national policy on ECD published in 2010: i) to reform teacher training curricula and structure, and strengthen quality assurance in Colleges of Education so that graduating student teachers are adequately trained to effectively teach at the pre-primary level (amongst other areas); and ii) to introduce one year of pre-primary education to promote school readiness and access. The National Policy on ECD prescribes minimum standards.

18. **Teaching and learning materials for pre-primary education** will be financed by the SIGs with a focus on the procurement of locally sourced toys and classroom materials. An existing National Manual for ECD Materials and Teachers' Guides has been developed by UNICEF. NIPEP may make slight modifications to these documents to ensure they are accessible to pre-primary teachers and caregivers with limited capacity. Pre-primary Teacher Training may also be supported where it is prioritized in the SIP. Related activities will support teachers in the implementation of the instructional manual, and in the use of teaching and learning materials. This will be achieved through in-service professional development training of pre-primary professionals for proper implementation of the instructional manual. Training will be provided with the assistance of local colleges of education, universities and/or national teacher institutes. Training will focus on ECD pedagogy, and practical steps for the implementation of the instructional manual and national pre-primary curriculum.

19. **Awareness campaigns and community education with regard to ECD and pre-primary education** may also be supported by the school to provide parents with basic information regarding ECD and the importance of enrolling children in pre-primary education programs. This could be implemented through existing parent and community meetings, with the facilitation of the experts assisting with pre-primary teacher training. Through NIPEP, efforts

will be made to sensitize local communities and schools to the availability of additional funding and the importance of investments in pre-primary education.

20. Sub-components 1(a) and 1(b) will be managed by the NIPEP SPTCs (see Annex 3) in collaboration with appropriate departments at SUBEB and LGEAs in all states.

Sub-component 1(c) - Support to Teacher Professional Development (estimated total cost US\$13 million)

21. NIPEP will provide funds to support the costs of training and associated materials for state-led initiatives to develop skills of primary school teachers, mentor teachers and head teachers in core areas of reading, literacy and mathematics. NIPEP will also fund support to head teachers to improve their leadership and management of schools. Through these interventions, NIPEP will complement on-going and planned Nigerian government and IDP programs to improve the quality of teaching and classroom instruction in primary grades in the five participating states. The Federal Government, through UBEC provides a Teacher Professional Development (TPD) grant (which does not require states to match funds) to all states to support TPD in basic education. In recent years, NIPEP states have used some of these funds to scale up teacher development initiatives piloted through IDP programs, including those mentioned below.

22. DfID is supporting in-service training, and the development and mentoring of teachers, to improve teachers' ability to teach children literacy and mathematics. Under GEP 3 and ESSPIN, head teachers have been supported to become better instructional leaders of schools, and teachers are being supported through ESSPIN's school improvement program. DFID began a new six year TDP in 2013, which will train 62,000 teachers in English (including literacy), mathematics, and science and technology at primary and junior secondary levels across six Northern states. This intervention will utilize the "trainer in the pocket" tools – written and audio-visual materials on mobile phones for teachers. Two NIPEP states are to benefit from in-service support during Phase 1 of the program from 2014-16 (Katsina and Jigawa) and an additional two NIPEP states (Kano and Kaduna) will benefit under Phase 2 of the program to be rolled out in 2016-19. The design of the DFID program is aligned with DFID's global focus on learning, and draws on international best practices to support improved teaching practices and classroom learning in developing countries. Interventions for teacher development seek to provide ongoing professional development and coaching/mentoring support from dedicated school support officers at local government level, and will support head teachers and peers through lesson observation and opportunities to reflect at the school and cluster level.²⁵

23. USAID is in the process of preparing a Reading and Access Program which will focus on the quality of, and access to education and improved equity and sustainability in Northern Nigeria. Planned activities will pursue the following objectives: (1) the strengthening of government systems to increase the number of students enrolled in appropriate, relevant and approved educational options, especially for girls and Almajiri children in targeted locations; and (2) the strengthening of government systems to improve reading outcomes for learners in

²⁵ Learning Achievement: Engaging with Evidence- A working evidence paper – version 1, UKAid/ DFID, March 2014; Education Rigorous Literature Review: Pedagogy, Curriculum, Teaching Practices and Teacher Education in Developing Countries, Westbrook et al December 2013.

primary grades in targeted locations. Activities focused on early grade reading skills, and improvements to teacher instruction and assessment, will focus on enabling children to read in Hausa.

24. JICA supported a cascading training program which ended in 2013 to train teachers in mathematics and science in several states in Nigeria, including Katsina state, using activity-based learning and school-based continuous cluster training in collaboration with the National Teachers' Institute (NTI). The NIPEP funding of teacher professional development will complement state government funding on TPD including state governments' use of the UBEC TPD.

25. NIPEP will therefore enable the expansion of continuing professional development initiatives. Support will be provided for 96,954 teacher development programme initiatives for up to 11,000 teachers (including head teachers and SSOs) across the NIPEP states to improve professional knowledge, classroom instruction and assessment skills. NIPEP may also fund the development or revision of materials (drawing on existing initiatives), and associated meetings and workshops at the LGA level. This subcomponent of NIPEP will fund activities associated with the revision and production of materials (including printing) to support teachers, and may include teacher guides, lesson plans and instructional materials. It will also cover costs associated with holding meetings at school and LGA level, including transport costs and allowances for trainers and coaches from local government level and Master Trainers from state level. The funds provided under this sub-component may also be used to expand the cadre of Master Trainers and teacher training facilitators to enable more teachers and schools to benefit from the program through the provision of more support/coaching observations and visits to teachers in their classrooms. Selected teachers will have responsibility for teaching the relevant grades in Hausa, English literacy and numeracy. Priority would be given to teachers of early primary grades (Primary 1-3), given the evidence highlighting the importance of early primary education for subsequent pupil learning.

26. ESSPIN has developed lesson plans to teach literacy and mathematics for Primary 1-3 in English in Kano, Kaduna and Jigawa, and GEP 3 will cover Sokoto and Katsina. These lesson plans cover each day of a child's learning in each subject over the course of each primary grade. The DFID-funded Teacher Development Program is also in the process of developing printed teacher guides and audio-visual content to be delivered through mobile phones building on lesson plans developed under ESSPIN. The USAID Research Activity (2014-2015) has developed and will pilot the use of lesson plans, teachers' guides and pupil materials for Hausa reading instruction in two states, one of which is a NIPEP state – Sokoto. NIPEP funding will be applicable for teacher development initiatives, including materials, with demonstrated potential in one state, to be replicated in other NIPEP states.

27. This sub-component represents a significant opportunity to catalyze and scale-up efforts initiated with IDP, Federal government and state support and to institutionalize ongoing development of primary school teachers. In the absence of ongoing teacher development, Nigeria cannot hope to improve its learning outcomes. Emerging evidence from surveys conducted by ESSPIN in 2010 and 2012, and a soon-to-be-published 2014 survey, demonstrate improvements

in learning outcomes and the utility of teacher development, and that governments are buying their positive impact on teaching practices.²⁶

- Jigawa: The current costs of the TPD program are approximately NGN 24,000 per teacher. The state has a total of 17,991 primary school teachers, of which 7,996 are already being trained under a TPD program supported by ESSPIN and the state government. NIPEP funds will cover 11,696 teachers over the course of four years of project implementation.
- Kaduna: The current costs of the TPD program are approximately NGN 20,000 per teacher. An estimated 8,600 teachers have received training over the course of the last three years. The state has the capacity to cover an additional 9,000 teachers in the four years of NIPEP support.
- Kano: The current costs of the TPD program are approximately NGN 15,000 per teacher, and 17,585 teachers have benefited from the current program. There are more than 50,000 primary teachers in Kano and with new teachers entering the workforce each year. The state has the capacity to cover up to 11,000 per year with support from NIPEP funds over four years.
- Katsina: The current costs of the TPD program are approximately NGN 20,000 per teacher. About 20,000 teachers have been covered by the existing project, over a period of six years, and the state has the capacity to cover an additional 2,000 teachers per year with support from NIPEP funds over four years.
- Sokoto: TPD initiatives in Sokoto currently cover between 2,000 and 3,000 teachers per year. Using NIPEP funds, a total of 23,301 teachers can be covered over the course of four years at an average cost of around NGN 50,000. The increased average cost reflects the current scheme which includes some residential training, funded with SUBEB matching grants.

28. **Reading.** Although reading is included under the existing literacy curriculum, it is not currently captured in state plans as a stand-alone priority activity. There is a recognized need to address poor reading outcomes in the early grades of primary education, and several Northern states have participated in various Federal initiatives in support of reading. USAID's "Reading and Access Research Activity" (RARA) focus on issues of access and improved reading in the context of early grade non-integrated school-like environments and traditional schools. Work is currently being done under RARA to develop, print, distribute and test teacher and student materials to support Hausa reading in early grades in Sokoto and Bauchi. The focus of RARA (and a planned USAID program expected to commence in 2015) is to support reading instruction throughout primary school, with an initial focus on early grade reading in Hausa, with a subsequent transition to instruction in English in mid- to late-primary grades. The project is supporting the development of materials and curricula for reading in both Hausa and English.

29. Under this sub-component, funds may be provided to scale up of teacher training for Hausa reading, and the printing and dissemination of Hausa language materials to NIPEP states that will not be directly supported by USAID. Support through NIPEP will enable (i) children to

²⁶ESSPIN Composite survey 2012. Composite survey 2014 will be published during the period Nigeria's application is being considered by the GPE Board.

learn to read in Hausa in early grades, and (ii) teachers to better use Hausa for improved instruction in primary school. In this way, NIPEP funds will be catalytic in boosting the role played by mother tongue language instruction in helping children learn to read in early grades. NIPEP will enable more states to be supported in improving the efficacy of curricular and instructional efforts, and the improving reading skills, and by enabling more beneficiaries (teachers and students) to benefit from improved materials and approaches to early grade reading.

30. This sub-component will be managed by the SPTCs in collaboration with appropriate departments in SUBEB and at the LGEA level in all states. In instances where activities require the scaling-up and/or replication of ongoing activities, IDPs will provide TA support and require SUBEB and LGEAs to fund operational costs (see Annex 3).

Component 2: Increasing Access to Basic Education for Out-of-School Girls (estimated total cost: US\$40 million)

31. The objective of this component is to promote access to basic education for girls, and to promote gender equality. NIPEP will focus on demand-side activities to encourage girls to attend school. While supply-side activities, such as girl-friendly school environments, greater participation of women in SBMCs, and girl-focused clubs, are recognized as equally important, many of these activities are being supported under ongoing government programs. The component will also increase support for female teachers to receive their qualifications and improve the retention of female teachers. Component 2 will provide capacity-building and operational support to LGEA and school-level stakeholders (gender advisors, Social Mobilization Officers (SMOs), SSOs, SBMCs, school staff) on issues affecting girls' retention and ensure that SIG supported activities are designed with due consideration for gender sensitivity. In addition, systematic sensitization, outreach and community mapping will be conducted to encourage families to send their girls to school.

Subcomponent 2a- Girls' Access to Primary Education (estimated total cost US\$30 million)

32. This sub-component will provide cash scholarships²⁷ to encourage increased enrolment of girls in primary schools. NIPEP will support 174,000 scholarships for up to 87,000 different girls, of whom: 29,000 will receive an annual scholarship commencing in Primary 1 of 2016 until completion at Primary 4 four years later (four one-year scholarships); an additional 29,000 pupils will receive the NIPEP funded scholarship in 2017 and 2018 in Primary grades 1, 2 and 3 (three one-year scholarships). State governments will fund four years of scholarship in 2018; and an additional 29,000 will receive the NIPEP funded scholarship in Primary 1 in 2016 (two one-year scholarship), and the state governments will fund the third and fourth year of the scholarship in 2019 and 2020. All eligible pupils must register annually at the beginning of each school year and meet daily attendance criteria at a minimum of four days of attendance per week. The figures are based on each state's current schemes and their capacity to fund the scheme on a rolling basis (29,000 girls in and out every year from 2019 onwards) following the completion of NIPEP implementation. These scholarships will aim to offset the indirect costs associated with girls' school attendance, such as uniforms, school materials and transportation. The amount of the

²⁷ Scholarships are provided as cash transfers to households to defray school costs

scholarship will depend on each state, benchmarked against current schemes, but is expected to be around NGN 20,000 per girl per year (approximately US\$125). The amount is based on estimates of the direct costs of attending school drawn from UNICEF supported schemes in Katsina and Sokoto, and represent between 19 percent and 47 percent of household income.²⁸ The amount will be slightly lower in Jigawa based on their existing Mother Empowerment Scheme which provides between NGN 15,000 and NGN 18,000 to mothers to take their girls to schools. The planned IE of the girls' access to basic education schemes in NIPEP states will provide more evidence regarding the optimal scholarship amounts and will provide further evidence to support efforts to increase access to basic education for girls and keep girls in school in the Northern Nigeria more broadly.

²⁸ The design of this subcomponent has been influenced by the findings from the EPRI study (contracted by UNICEF) on the cash transfer program for girls in Northern Nigeria, carried out in Q1 of 2014.

Table A2.2: Profiles of OOS children

	Ages 6-11			Ages 12-16		
	% OOS children	% OOS in non-integrated religious school	% OOS never attended	% OOS children	% OOS in non-integrated religious school	% OOS never attended
North-East girls	53.9	14.9	83.3	59.9	28.4	58.6
North-West girls	53.3	33.2	65.3	57.1	16.2	70.9
North-East boys	49.7	11.4	86.0	46.6	11.2	76.7
North-West boys	42.6	20.8	76.1	41.4	13.7	64.0
North-Central girls	25.4	36.3	55.8	26.5	23.9	36.4
North-Central boys	20.1	31.4	64.0	20.5	18.5	44.4
South-West girls	5.0	0.6	74.2	12.1	2.7	23.3
South-West boys	4.7	0.0	74.6	11.2	1.1	20.9
South-East boys	4.5	0.0	80.0	7.9	0.0	8.6
South-East girls	4.5	0.0	91.5	6.7	0.0	12.4
South-South boys	3.3	1.5	63.1	4.3	0.0	9.1
South-South girls	2.6	1.5	65.0	4.1	0.0	4.6
Nigeria boys	25.7	17.8	77.7	24.9	11.9	58.7
Nigeria girls	30.6	26.7	69.8	32.0	21.5	54.2

Source: Calculations using NEDS 2010 by WB consultants contributing to the PAD in September 2013. NIPEP states are all in the North-West.

33. All households with female pupils enrolling in Primary 1 in the school year following the approval of the NIPEP grant will be eligible to benefit from the scheme. Eligibility criteria for NIPEP girls' scholarships are premised on the Cash Transfer Program being implemented under the auspices of the GEP3 Program that is currently reaching 10,700 girls in Sokoto state. The evidence from the GEP3-CTP Program supports a case for non-conditional cash transfers, and this element of NIPEP will differ from the previous Conditional Cash Transfer program implemented through World Bank Projects in Nigeria. The scholarship will be provided quarterly to primary caregivers (female caregiver/mother) of all eligible girls enrolled in Primary 1, to ease the burden for parents who lack resources (especially financial resources) to cover costs associated with sending their children to school and to help the girls transition to the following grade level for a minimum of one year and maximum of three years as described above, with the expectation that the state governments will continue to provide support for all participating pupils. The SPTC will be involved in household out-of-school mapping exercises (which have already taken place in Katsina, Sokoto and Jigawa states) to identify girls currently

not attending school, and prepare the list for eligibility per school catchment area. SBMCs will be responsible for informing parents or guardians of girls on scholarships, and CSOs will also assist with the communication strategy to ensure that potential beneficiary families understand the intervention, with an emphasis on girls' participation in school and the importance of their attendance.

34. The State Project Financial Management Unit (SPFMU), will administer and disburse scholarship funds to eligible schools after the verification of enrolment and registration of girls identified through school mapping. The procedure is based on the existing program in Sokoto which commenced operations in September 2014. SPFMUs will disburse funds to schools at the beginning of each school year. The schools will serve as the collection point for households to pick up payments. Implementation will be guided by transparent selection criteria, procedures, and guidelines to be detailed in the PIM. Service delivery indicators for program will be continuously monitored through, *inter alia*: spot checks of school's tracking, collation and investigation of fund disbursement issues and the verification of funds reaching the recipients. NGOs will be engaged as independent third party monitors to assist in verification and in determining the girls' eligibility, using the standard application provided.

- Jigawa: The Mother Empowerment Scheme and the Free School Materials Project have an average cost of NGN 15,000 per girl. NIPEP funds will support approximately 11,000 girls through a Jigawa state specific scholarship scheme.
- Kaduna: Kaduna can afford up to NGN 60 million per year to support this scheme covering up to 6,000 girls per year (2,000 each for grades 1, 2 and 3 at a time). NIPEP funds will support approximately 4,800 girls through a Kaduna state scholarship scheme.
- Kano: Each year an additional 7,000 girls will enter an existing scheme currently supporting 21,000 girls at a cost per girl of approximately NGN 45,000. NIPEP funds will support approximately 19,000 girls through a Kano state scholarship scheme.
- Katsina: Katsina is currently supporting 5,094 scholarships with resources from the state budget at an average cost of NGN 20,000 per girl. NIPEP funds will support approximately 9,500 girls through a Katsina state scholarship scheme.
- Sokoto: 10,700 girls are already targeted under the GEP 3 project. NIPEP funds will support approximately 5,000 girls through Sokoto state specific scholarship scheme.

Sub-component 2b- Scholarships for Female Teachers (estimated total cost US\$4 million)

35. This sub-component will promote gender equality and support the increase in supply of qualified female teachers and to improve teaching and education management. Female teachers serving as mentors and role models to girl students are expected to positively impact girls' education – access and retention - in primary school, and improve the rate of transition of girls into junior secondary school. Furthermore, it is expected that the work of these teachers in schools, and their example of working towards improved qualifications, will improve the public perception of female education under NIPEP. Two State MTSSs, Sokoto and Katsina, already support measures to increase the number of female teachers through support for a Female Teacher Training Scholarship Scheme introduced by UNICEF under GEP 3. This scheme

supports the identification and selection, and costs associated with supporting female secondary school leavers to apply for and attend colleges of education, and qualify as holders of the NCE – the minimum certificate required to teach. Qualifying teachers supported by the project receive a commitment of employment and deployment to rural areas from participating state governments. In Jigawa, the state provides scholarships to female secondary school leavers from Jigawa who enroll at the state’s College of Education. Continuation of support to female secondary school leavers to become teachers through pre-service colleges of education is expected to continue during the life of NIPEP.

36. Currently, inadequate support is provided to women who are currently employed as teachers in schools but who do not hold teaching qualifications. These teachers’ career prospects are significantly curtailed, and as a consequence their ability to positively impact girls’ education is limited. Funds under this sub-component will in the first instance seek to support women who already have jobs in the system, to upgrade their qualifications. In the five states, up to 11,000 female teachers who do not hold the NCE, may be supported to attain qualification, enabling them to specialize in ECD or as primary teachers. Coverage will be for female teachers already in the system who qualify and enroll to upgrade to the NCE.

37. Costs to be covered by the NIPEP include course fees, learning materials and transportation. The amount of the scholarship will be NGN 50,000 per annum (approximately US\$312) per female teacher in Jigawa, Kano, Katsina and Sokoto, based on existing schemes. In Kaduna, costs associated with the training of existing teachers through a current scheme is NGN 15,800 (approximately US\$100) and the amount per scholarship funded by NIPEP will be aligned with it at NGN 15,800 as per the current scheme.

38. Across all five states, there are currently 18,421 female teachers without NCE qualifications. In this context, NIPEP funds will cover 60 percent of unqualified female teachers (11,000 teachers), with the balance of support for the remaining 40 percent accruing from government budgets. Under this sub-component, recipient female teachers are expected to benefit from a minimum of one year, and a maximum of three years, of training during the project period. This activity will help to ensure that female teachers secure the qualifications required to be properly accepted in the teaching profession and to grow and develop as teachers. This initiative is firmly aligned with initiatives receiving advocacy support through the GEP 3-supported High Level Women Advocate for Education (HILWA), established with the involvement of senior Northern women at Federal level and in the Northern states, in April 2014.

- Jigawa: Currently, GEP 3 provides NGN 50,000 per year for 550 teachers over the course of three years. Approximately 1,815 female teachers in Jigawa will receive scholarships through the life of the project.
- Kaduna: Kaduna State has given a five-year ultimatum (beginning in 2013) for unqualified teachers, currently in the system, to obtain the NCE. This is a new scheme in Kaduna, reflected in the MTSS. The average cost per teacher is based on the existing costs associated with the pre-service training of teachers. There is a state policy requiring mandatory minimum qualification for all teachers. The costs are significantly different from other states because training will take place on weekends and through distance learning. Approximately 5,000 female teachers in Kaduna will receive the scholarship through the life of the project.

- Kano: In 2015, Kano will target 5 female teachers from each of the 38 LGAs, excluding the six metropolitan LGAs. Each year, an additional 190 female teachers will be included in the scheme over the course of four years. Approximately 1,200 female teachers in Kano are expected to receive scholarships through the life of the project.
- Katsina: In Katsina state supported teachers have always received NGN 50,000 per annum for three years. This is based on the existing FTTS that covers female teacher allowances. NIPEP funds will be used to cover female teachers who are already teaching. Tuition fees are covered by the state budget. Each LGA already has 10 scholarships for female teachers and NIPEP will scale this up to include an additional five scholarships each one of the 34 LGAs. Approximately 1,000 female teachers in Katsina will receive scholarships through the life of the project.
- Sokoto: Unit costs for Sokoto state are based on an existing commitment of NGN26.8 million to support 536 teachers and GEP 3 support of NGN 17.5 million for 350 teachers. Approximately 1,500 female teachers in Sokoto will receive scholarships through the life of the project.

39. The Female Teachers Scholarship fund will be coordinated by the appropriate department of SUBEB, but financed by the SPFMUs in the office of the State Accountants-General. The SPFMUs will be responsible for disbursing scholarship funds to recipients based on performance and the successful completion of training programs. Funds from this sub-component will support female teachers already in the system that qualify and enroll to upgrade to the NCE. The SPSC will play a key role in planning, implementing, monitoring and reporting, and act as a focal point for coordination with the Bank, and other agencies, including concerned CSOs.

40. The SPFMU will serve as the Fund Holder for this Component. In addition, the State Ministries of Finance and Planning, SUBEBs, LGAs, and key education para-statal such Teacher Boards, and CSOs will also be involved in the management of the scholarship project at state level, primarily through their involvement in the SPSC. Payment of scholarships to trainees will be the responsibility of the SMOE in conjunction with the SUBEBs. Eligible female teachers will receive funding in compliance with criteria including registration and progressive performance towards successful completion of their training program. Details will be finalised with states and articulated in the PIM.

41. This activity will complement activities intended to increase the presence of women in governance and teaching at the school level, by supporting increased participation of women in schools and in school based management. All state SBMC policies require that female teachers and female community members are adequately represented in SBMCs, ensuring the participation of women in decision-making bodies for schools.

Sub-component 2(c) - Community Mobilization and SBMC Training²⁹ (estimated total cost US\$7 million)

42. Data from monitoring systems in states supported by IDP programs, report the percentage of “functional” SBMCs. This sub-component will complement and leverage on-going and

²⁹An example module in the ESSPIN supported Jigawa state SBMC Training Manual is “Preparing SBMCs for Managing Money and Community Relations”

planned activities of IDPs and government at the federal and state levels to strengthen and widen outreach and sensitization on education to communities. These activities will target approximately 12,000 eligible schools and will leverage on the ongoing efforts of UBEC and IDPs. Eligibility criteria for SBMC to be supported will include: a) functioning SBMC; b) SBMC who have received training on schools grants; and c) the establishment of a functioning SBMC bank account. As new SBMCs are established and strengthened, they will become eligible for NIPEP SIGs. To that end, funds will be provided to support SBMC training to support access, mobilization and retention initiatives, as well as to support SBMCs in the management and accounting of resources. The average amount of support, per school, is expected to be approximately \$570, although this may vary from state to state depending on the number of members per SBMC (which range from 5 to 17), and the cost per member based on current schemes (which range from USD 60 to USD 120 per member). In addition, a portion of these funds will be used for community mapping and the running costs of SBMCs.

- Jigawa: Costs are based on an ESSPIN funded training scheme for all SBMCs with four members each. NIPEP funds will contribute to establish functional SBMCs in the state as follows: 370 in 2015, 451 in 2016, 378 in 2017 and 300 in 2018.
- Kaduna: Costs are based on average observed in an existing scheme. In Kaduna, each SBMC there averages 17 members. NIPEP funds will contribute to covering a total of 3,399 functional SBMCs through the life of the project.
- Kano: Kano has estimated costs of training at NGN 15,000 per SBMC member, equivalent to NGN 75,000 per SBMC. Currently the state has 840 functioning SBMCs. In 2015, 2016, 2017 and 2018, a total of 4,819 SBMCs will be trained to ensure their functionality by the end of the program. The total number of SBMCs to be covered by NIPEP is the total number of SBMCs less the 840 SBMCs already trained under other program.
- Katsina: Costs are based on current GEP 3 training of SBMCs. The number of SBMCs funded by NIPEP represents around 60 percent of schools, with the State is covering the balance. NIPEP funded SBMCs will be distributed as follows: 420 in 2015, 724 in 2016, 300 in 2017 and 200 in 2018.
- Sokoto: Costs are based on the provision of NGN 10,000 per SBMC member, with each SBMC having 15 members. The number of SBMCs to be covered by NIPEP will be 769 with the following breakdown: 212, 290, 246 and 71 in 2015, 2016, 2017 and 2018 respectively.

43. Approximately a quarter of the resources extended to each SBMC will be allocated to enable community mapping to identify OOS children and to carry out sensitization and enrolment campaigns to boost school enrolment and attendance. Under the GEP 3 Program, UNICEF has successfully supported community mapping in Katsina and Sokoto states, which involved roles and responsibilities for SBMCs, local education officials and local CSOs to identify and follow up on specific out of school children. The community mapping and mobilisation efforts were successful in gathering community and local level data, and in identifying and enabling follow up with identified children. The initiative was successful in supporting advocacy and sensitisation efforts among a range of stakeholders to the depth of the problem of OOS children in these states. Following the initiative which focused on OOS children within catchment areas of specific schools, SBMC members, CSOs and LGEAs associated with

these schools have detailed information as to where the OOS children are and some of the barriers to their entry into school. This information has informed improved targeting initiatives to benefit individual children and families, and has been used by SBMCs and Local Government to lobby government to increase resources to education on the supply side, including the need for more classrooms and teachers in schools. Other states are realising the benefits of the initiative, and Jigawa will embark on a community OOS survey in June 2015 with ESSPIN support. The data from the OOS surveys under GEP 3 has been used to engage with the Federal Government regarding needs in the basic education sub-sector and has provided an impetus to the HILWA group. This HILWA group now draws members from across the range of Northern Nigerian states, including non-GEP 3 states, and is developing work plans and carrying out activities to support the expansion of opportunities for girls and women in basic education.

44. In addition to community mapping initiatives, funds allocated from this sub-component will be made available to states to support initiatives to improve access and retention of children in school. This may be achieved through the contracting of CSOs to work with LGEA officials in Civil Society and Government Partnerships (CGPs) to train and mentor SBMC members. This approach is aligned with the UBEC National Guidelines on SBMCs and state SBMC policies. Some existing communication initiatives include notification boards, radio jingles, as well as official letters sent to Heads of Sections in Local Governments and Heads of School. The NIPEP will seek to leverage existing programs that utilise technology to stay in contact and pass on messages to beneficiary groups, contributing to a strengthening of linkages with communities and households and the timely receipt of information about program implementation. The UNICEF supported U-Report is currently focused on mobile communications in the health sector and involves a partnership with mobile network providers.

45. Training for SBMCs in NIPEP states will include the following modules: SBMC Roles and Responsibilities; Conducting SBMC Meetings; School Development Planning; Managing Money; and Monitoring (including measuring progress, involving children and the wider community), Child Protection and School Safety.³⁰

46. Training of SBMCs will also include support to increase girls' and women's voice, through women's and children's SBMC sub-committees supported in ESSPIN states (Kano, Kaduna, Jigawa), and through Mothers Associations supported in GEP 3 states (Katsina and Sokoto). Areas of concern to girls' education are discussed at these meetings and tabled at wider SBMC meetings. SBMC monitoring reports compiled by CSOs and LGEA staff suggest that child protection issues including concerns about girls' security are sometimes discussed through these sub-committees. Given the importance of these issues and the need to address concerns adequately, NIPEP will fund improved training on child protection and address concerns around security for girls. Activities will draw on materials developed for the Safe School Initiative in the North-East states and will be included as part of the SBMC's TOR. Examples of good practice are evident in case study examples highlighted in monitoring reports. These demonstrate that some SBMCs have followed up on cases where teachers assaulted children, successfully removing these teachers from the school with LGEA support. In other cases, community members have made girls feel secure going to and from school by providing local patrols to

³⁰See SBMC Guidebooks on www.esspin.org. The training package is currently being revised to better incorporate Child Protection and School Safety Concerns.

accompany the children. NIPEP support to these initiatives will seek to identify what is working to support child protection initiatives, provide/revise existing SBMC training in this area, and provide support to link to the resolution of issues to the satisfaction of victims. The NIPEP will encourage the establishment of confidential systems for reporting and addressing abuse or violence in public schools.

47. This component will be managed by the Social Mobilization Department in SUBEB and work through the SBMCs. NGO/CSOs, and consultancy firms through a competitive bidding processes will be contracted to carry out third party monitoring and verification for all sub-component activities.

Component 3: Strengthening Planning and Management Systems including Learning Assessment and Capacity Development (estimated total cost: US\$18 million)³¹

48. Component 3 will be used to fund interventions to conduct and coordinate learning assessments through the annual measurement of student learning and achievement by supporting EGRA surveys, and the NLA process, including two impact evaluations of NIPEP interventions. The component will provide the resources for TA to the FMOE and its implementing agencies such as NERDC on pre-primary and primary curricula. Component 3 will consist of two sub-components. Sub-component 3(a) will support capacity building initiatives, technical studies, and the coordination, management and supervision of activities through FMOE and its implementing agencies. Sub-component 3(b) will focus on monitoring, evaluation and learning assessment.

Sub-Component 3 (a) Management and Implementation Support (US\$9 million)

49. This component will provide resources to FMOE and its implementing agencies to fund key operational costs associated with the management, monitoring and supervision of NIPEP activities. This includes: (i) coordination activities and monitoring visits; (ii) implementation support and capacity building; and (iii) third party monitoring.

50. **Coordination Activities and Monitoring Visits.** NIPEP funding will support the regular monitoring and evaluation of NIPEP by key agencies. It is estimated that there will be at least: bi-annual visits from the federal project support unit (FPSU); monthly meetings of the IDPs, federal project support unit and the states' project support unit, and bi-annual national meetings at the federal level. Supported costs will include transport, accommodation, per diem, logistics and the procurement of workshop tools.

51. **Implementation Support and Capacity Building for FMOE and its implementing agencies.** In order to ensure adequate quality of implementation as well as the sustainability of the interventions beyond the life of the project, NIPEP will provide implementation support while concurrently building capacity at different levels of education administration. NIPEP will provide resources for project management activities such as specialized and technical audits,

³¹NIPEP states education sector plans highlight some of the management and quality assurance challenges and improvements in progress such as functional reviews to determine deficiencies, organisation restructuring, strategic planning, capacity building initiatives, e.g., of EMIS staff, QA officers, School Improvement Teams (Master Trainers for Teacher Development) and School Support Officers at local level.

annual reviews and quarterly reporting, to be accompanied by hands-on support from national and international experts. Funds will be allocated to institutions responsible for implementation at the federal level based on Annual Work plans for each agency. Technical assistance will be procured taking into account need to strengthen staff capacity for the effective utilization of funds, and to oversee critical education activities. Funds will support capacity building activities in financial management, procurement, M&E and other technical areas identified in each state.

52. A “rapid” capacity assessment took place in June 2014. The LEG held a workshop to discuss the NIPEP with all stakeholders: each sub-component was discussed with participants to ensure appropriate implementation details at the state level. Each of the five states detailed: (1) existing schemes relevant to each of sub-components and how the NIPEP funds would complement these interventions; (2) existing state capacity for the implementation of each sub-component, in conjunction with a plan to develop additional capacity where needed; and, (3) an implementation plan for each sub-component with specific delivery dates per activity (see Implementation Plan per state for 2015 for NIPEP activities within their MTSS). Annex 5 presents the anticipated Implementation Support Plan (ISP) which will be reviewed after the capacity assessment. The ISP identifies technical areas for support, and the number of weeks required for the implementation of technical assistance, with a particular focus on capacity strengthening to implement the project sub-components. Key positions for implementation will be filled by February 2015. The GPE interventions have been aligned with the school year. The bulk of the disbursements (grants and scholarships) will happen in the 2015/16 school year in September 2015. The total number of weeks of TA required has been estimated at 300 weeks per year (equivalent to an average of 60 weeks per state) with an estimated average cost of US\$3,000 per week.

53. **Third Party Monitoring.** This sub-component will support independent third party monitoring to validate and support analysis of project performance and implementation. Activities in this regard will encourage greater local monitoring and facilitation of school grant implementation and girl scholarships with expected partnerships between education agencies and local CSOs/NGOs. Under NIPEP, the role of CSOs in improving education service delivery and accountability will be strengthened. In Kaduna, for example, CSOs supported by ESSPIN have been working with state and local government for several years under CGPs, with financial support from the SUBEB to support the development of school-based management at the local level. This component builds on existing CGPs to further strengthen sector supervision and monitoring at the state and LGEA levels. Reporting frameworks will be included in the PIM. Associated costs have been estimated at approximately US\$70,000 per state per year on the basis that at least 700 schools will require monitoring (10% of 7,000 receiving SIG). Each CSO will cover at least 20 schools, with approximately 35 CSOs active in the provision of monitoring activities (fewer if each one of them covers more schools and the grants are larger). On average, seven CSOs will be active in each state; associated funding will be aligned to the number of schools per state. Funds to support implementation of this sub-component will be managed by the FPSU and transferred to each state as required.

Sub-Component 3(b) – Monitoring, Evaluation and Assessment (US\$9 million)

54. This sub-component will support the improvement of existing M&E systems at the state level, with a focus on (i) the states' Annual Education Performance Review (AESPR);(ii) the states' Education Management Information System (EMIS); and the development of (iii) systems for the evidence-based assessment of education outcomes, performance awards and the impact of interventions. The latter will be achieved through (a) the production of the EGRA surveys in 2017 and 2018 (baseline done in 2014); (b) the National Learning Assessments; and, (c) two Impact Evaluations (IEs).

55. **Annual Education Sector Performance Review.** AESPRs will be completed at the State level, under the supervision of the SMOE Director, Planning, Research and Statistics. The AESPR is designed to provide each state with “a comprehensive grasp of the status of implementation, issues, challenges, successes and progress in the sector relative to ESP and ESOP/MTSS targets.” At least three SMOEs in NIPEP states have experience in completing AESPRs. NIPEP will support efforts to strengthen capacity for the undertaking of AESPRs in the following areas: (i) strengthening the focus and discussion of key indicators and on learning outcomes; (ii) providing additional data with regard to education finance and expenditure by State and LGEA (e.g., budget, source and type of financing, utilization of resources against budget, extent of access of federal funds, etc.); (iii) emphasizing trend analysis over time (as opposed to reporting data for the Annual School Census (ASC) year only); (iv) initiating an “AESPR” or learning event in each state and (v) documenting percentage increases in schools demonstrating improvements in literacy and attendance rates. Each SMOE will host an annual event where sector stakeholders are invited to discuss and debate the AESPR. NIPEP support to the AESPR processes will include capacity development to strengthen reporting in line with the NIPEP Results Framework.

56. **State EMIS.** The core work of State EMIS systems has been to plan and implement the ASC, using the nationally agreed instrument. NIPEP states have been supported with capacity building by IDP programs to improve these systems, and states have demonstrated commitment by funding the ASC each year. NIPEP technical assistance will support a review of the current approach to the ASC at the state level and consider possible new approaches, including the incorporation of new technology to support the process. The findings from this review will inform an improved road map for state EMIS offices, and the piloting of aspects of the roadmap utilizing NIPEP funds. In this way, NIPEP funds will promote a sustainable system for state EMIS beyond the life of the project and help in the development of improved approaches for non-NIPEP states to follow. The other aspect to be funded under this sub-component involves support to knowledge management and communication systems at the state level, enabling data from states EMIS to be more accessible to citizens. Support will be given to initiatives to enable improved evidence-based decision-making, including the collation and dissemination of evidence generated by the state, by IDP programs in the state, and through NIPEP. The cost of current support to EMIS via ESSPIN in Jigawa, Kano and Kaduna is approximately NGN 10 million per state. This figure is the basis of associated estimated costs.

57. **EGRA Surveys.** In early 2011, the Early Grade Reading Assessment (EGRA) in Hausa was administered to a sample of Primary 3 pupils in Bauchi and Sokoto states supported by

USAID. This was repeated in 2013 in those two states in Hausa (P2) and Hausa and English (P3). In 2014, an EGRA baseline study in Hausa (Primary 2) and in Hausa and English (Primary 3) was carried out in Kano, Jigawa, Katsina and Kaduna. This sub-component will support the delivery of the EGRA end line survey in 2017. The assessment includes EGRA in Hausa in Primary 2 and EGRA in Hausa and English in Primary 3.³² Activities to be supported by GPE include an Instruments Familiarisation Workshop; the piloting of instruments; training of assessors and supervisors; data collection, entry and analysis; and report publication and dissemination. The cost calculations of implementing the EGRA survey are based on the cost of the baseline survey in Sokoto and Bauchi states.

58. **Learning Assessment.** Learning assessments were carried out by the Federal Ministry and by UBEC following its establishment in 2004.³³ At the state level, assessments have been carried out as part of particular IDP supported programs. In 2013, under the Federal Government's four-year strategy for education development, relevant stakeholders, including Federal agencies, state and IDP representatives, came together to develop a draft framework for a harmonized national assessment.³⁴ In line with the post-2015 agenda on learning, and the need to promote learning assessment systems in Nigeria, NIPEP will support government and IDP program efforts in this regard by providing TA in areas such as capacity assessment, capacity building, institutional development, instrument development (in literacy, including reading and numeracy) and pilot testing – to Federal and State institutions. The TA provided through NIPEP will involve interventions to improve policy, management, test development, administration, and the communication and dissemination of results for policy impact. NIPEP funding will support the five states to develop and test improved approaches to national learning assessment. This development and testing to support the NLA system is an example of how the benefits of NIPEP can be made sustainable beyond the life of the program. Key stakeholders involved in the revision of National Learning Assessment are the FMOE (policy and guidelines) and UBEC (testing and implementation support, working with states). Funds from the Federal Government, through UBEC will be used to complement NIPEP funds to cover the costs of developing and administering a national learning assessment. By obtaining reliable information about children's learning, teachers can help their students learn more and learn better, principals and teachers and inspectors can set achievable benchmarks for improving instruction and learning, and education officials can plan for the development of curricula and teaching and learning strategies. NIPEP has budgeted US\$967,000 for this component. Ten percent of this allocation is expected to be needed in the first year of the NIPEP to fund TA to commence the necessary assessments, 20 percent in the second year to develop and test materials and the remaining 70 percent in the third year, to contribute to carrying out the national assessment.

³² NIPEP will focus on assessing Reading, but not Mathematics. There are other IDP supported programs (ESSPIN, GEP 3 and TDP) that will continue to assess mathematics.

³³ The last published report following a national assessment (of Primary 6 and Junior Secondary 1 and 2) was carried out in 2006 and the report published in 2009. In June 2011, the UBE Commission in collaboration with SUBEBs conducted an assessment for P4, 5, 6 and JS1 in English, Maths and Life Skills with objective and essay style questions. The report is currently in draft form but has not yet been published and circulated.

³⁴ The national discussion on a revised learning assessment framework for Nigeria is being spear headed by a Ministerial Committee on Learning Assessment which shared its draft report of recommendations at a stakeholder forum with state representation in November 2013. The government will benefit from technical assistance to take the work forward, drawing on global discussions on the post 2015 agenda and the criteria countries can use in determining how their national assessments will take shape.

59. **Impact Evaluation.** Two IEs are being designed with support from World Bank impact evaluation experts to ensure a rigorous assessment of two of the proposed project interventions to determine impact and to define effective implementation modalities. The first IE will focus on the NIPEP girls' scholarship program. This could identify delivery modalities and scholarship packages that offer the greatest value for money and inform SMOEs of the comparative impact of different packages for improving girls' attendance. This study could be designed to align with a qualitative study on school grants to offer cross-cutting insights on factors associated with girls' attendance (and attendance generally) in NIPEP schools. The second IE will focus on the SIGs program, comparing the results in states with annual grants and those with grants every three years. The objective of this activity is to provide capacity building and technical assistance to: (a) support the design and implementation of the IEs at the state level; and (b) enhance the capacity of relevant staff in UBEC to support this work. UBEC will assign staff and resources to a unit for the management and administration of IE activities. The project will finance the provision of technical assistance, including a team of short and long term consultants (international and national) specialising in IE design and implementation in the participating states. An information and communication strategy will be implemented to: (i) inform the general public, and the teaching and learning community; (ii) provide targeted messages to highlight the cost and benefits of IE especially for girls; and (iii) build support among key beneficiary and stakeholder groups. The PIM will provide more detail on the impact evaluation process.

Annex 3: Implementation Arrangements

NIGERIA: Partnership for Education Project (P143842)

Project Institutional and Implementation Arrangements

1. The complexity of implementing a project at the state level will require greater coordination and harmonization of activities supported by IDPs to jointly support and supervise GPE funded activities. The Local Education Group (LEG) will continue to meet every two months with representatives from implementing agencies at federal and state levels. LEG meetings provide a platform for regular communication between stakeholders, informal project reporting, discussion regarding challenges, and a forum for the development and coordination of solutions. IDPs have agreed to provide their own resources to support supervision leadership and reporting in the states in which they have a field presence, and to channel ongoing investments in alignment with the NIPEP. DFID has agreed to provide support for technical assistance in Jigawa, Kaduna and Kano; UNICEF will do the same in Katsina; and USAID in Sokoto state.

2. **At the Federal level**, the FMOE will assume responsibility for oversight, coordination and monitoring of the project. A National Project Steering Committee (NPSC) will be established as the primary policy body overseeing the project, and will be tasked with the responsibility of providing overall coordination, knowledge sharing and monitoring of project implementation. The NPSC will be chaired by the Federal Minister of Education, or his or her representative, and will meet bi-annually (or more frequently if required). In addition to the Minister, the Committee will be comprised of representatives drawn from the Federal Ministry of Finance, the National Planning Commission, participating State Ministries of Education (SOEs), UBEC, relevant implementing agencies such as the National Teachers Institute (NTI), the National Commission of Colleges of Education (NCCE), the Nigerian Educational Research Development Council (NERDC), as well as representatives of non-governmental and civil society organizations. The NPSC will be assisted by a Federal Project Support Unit (FPSU) housed within the FMOE. The FPSU will be responsible for day-to-day project administration at the federal level. The FPSU will be headed by a National Project Coordinator and will include key personnel from the UBEC, NCCE, NERDC, and the Federal Project Financial Management Department (FPFMD).

3. **At the state level**, where the majority of implementation will take place, SOEs will be responsible for overall project execution in close collaboration with implementing agencies - SUBEB, LGEAs, and Colleges of Education. A State Project Steering Committee (SPSC) composed of representatives of the State Ministry of Finance, Planning and Budget, relevant implementing agencies, SUBEB, colleges of education and civil society will be established, to be chaired by the Commissioner of Education, or his or her representative. The SPSC will meet quarterly to provide general oversight and guidance to the State Project Technical Committee (SPTC) which will be responsible for day-to-day implementation of the project, and will serve as the main link between project management, beneficiaries and the SPSC. The SPTC will liaise with various implementing partners, closely track project progress and achievement, and monitor compliance with fiduciary safeguards (financial management, procurement, social and environment). The SPTC will support the SPSC on technical matters and will be chaired by a State Project Coordinator. The State Project Coordinator will serve as the secretary to, and as a

member of, the SPSC. Core personnel for the SPTC will include a financial officer, a procurement officer, a Monitoring and Evaluation (M&E) officer, a communications officer and desk officers. Moreover, the SPTC will play a key role in planning, implementing, monitoring and reporting on project activities, and act as a focal point for coordination with the IDPs (including the Bank), SUBEB, Local Government Education Officers, other agencies, and. With regard to financial management, the SPTC will be assisted by a State Project Financial Management Unit (SPFMU) located in the Accountant-General's Office. The SPFMU will be responsible for the financial management of donor-funded projects in each state. The SPTC will prepare annual work programs for implementation of NIPEP components 1 and 2, and part of component 3. Federal bodies will provide support for these components and oversee implementation of Component 3.

4. **Local Government Level.** At the LGA level, the participation of Local Government Education Authorities (LGEA) will be critical for ensuring the effective participation and compliance of schools, communities and SBMCs. The NIPEP will provide resources, training and capacity building to strengthen LGEA activities to: (i) develop communication plans; (ii) collate data on service delivery indicators, involve communities in primary education management and oversight; (iii) work with CSOs, in Civil Society and Government Partnerships (CGPs), build the capacity of SBMCs and establish SBMCs where they do not exist; (iv) make information available on LGEA budgets and expenditures; (v) support the development of LGEA Management Information Systems; and (vi) provide training and transport for supervisors, the dissemination of information to schools, monitoring of school activities, etc. LGEAs will work in close collaboration with SUBEB to ensure effective program coordination and implementation. The implementation of sub-component 3(a) will provide support activities in this regard.

5. **School Level.** Responsibility for project implementation at the school level will primarily reside with Head Teachers/Principals, assisted by functional SBMCs. SBMC's will support schools in the development of school improvement plans, and manage related activities as approved by the SMOEs in compliance with the SIG manual. In addition, SBMCs will be responsible for organizing meetings with relevant community level stakeholders (e.g., Parent-Teacher Association meetings, parents' assemblies, social audits, etc.) to discuss, inter alia, the performance of schools in line with articulated improvement plans and targets. The direct transfer of grant funds to school accounts will be contracted through a commercial bank. The head teacher, or principal, and the president of the SBMC will be the co-signatories of the school bank account. All schools receiving support under the project will be trained to ensure familiarity with, and effective implementation of activities in line with, the SIG Manual.

6. **Roles and Responsibilities.** At the Federal level, the Federal Ministry of Education through the FPSU will assume responsibility for overall oversight, coordination and monitoring role, with the SPTC assuming a corresponding role at the State level with support from LGEAs who monitor implementation of the School Improvement Plans. The SPTC will be responsible for day-to-day implementation of project activities and will serve as the main link between project management, the SMOE, SUBEB, LGEAs and SPSC. The SMOE PRS Offices will be responsible for providing the following consolidated monitoring data: (i) status reports on project implementation by component, including summary description of activities at the state, LGEA and school levels (annually); and (ii) status reports on the use of NIPEP funds (quarterly).

SMOEs in each state, working closely with SUBEBs, will be responsible for completing and disseminating Annual School Census (ASC) reports and Annual Education Sector Performance Reports (AESPRs described below). State Education Inspectorate & Monitoring Units, SMOs and SSOs will play important monitoring and evaluation roles at the state and LGEA levels.

7. **Supervision and Reporting.** The states will collaborate with the LEG to carry out, at a minimum, two joint supervision missions in each year of project implementation (including site visits to schools). When necessary, additional visits by technical staff and consultants will be coordinated, in addition to continuous electronic communication for the review of NIPEP implementation and performance. LEG meetings every two months will include virtual updates on project implementation and IDP related activities. The results framework will be jointly reviewed by mid-term.

8. In this regard, the World Bank will monitor progress towards the achievement of results and compliance with mandated Financial Management (FM), procurement, and safeguard requirements. SMOEs, SUBEB/LGEAs, SBMCs, local communities, and independent local CSOs will also play an active role in third party monitoring, particularly in the monitoring of school level activities. Roles and reporting frameworks will be included in the PIM with an appropriate number of CSO partnerships stipulated per state. Should security considerations limit mission travel, or the scope of supervision during missions, states will be required to intensify supervision through regular mobile communication with local contacts such as CSOs/NGOs and community leaders.

9. Table A3.1 lists all the implementing entities, specifying their chair or director, membership and their primary responsibilities. This table also depicts the internal communication and reporting flow for implementing entities.

Table A3.1: Organisational bodies and responsibilities

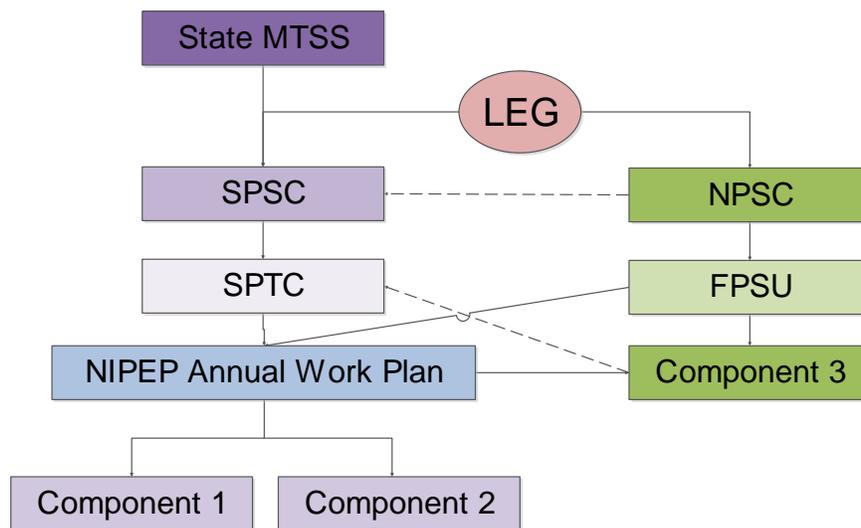
Level	Name	Project	Meetings	Chair / Director	Members	Main responsibilities
Federal	National Steering Committee (NPSC)	Project	Bi-annually	Minister, FMOE	FMOE, FMF, NPC, States MoE, UBEC, NTI, NCCE, NERDC, private sector and CSOs representatives, and any other relevant ministries	<ul style="list-style-type: none"> • Overall Coordination • Knowledge Sharing • Monitoring of project implementation
Federal	Federal Support Unit (FPSU)	Project Unit	Quarterly	Project Coordinator, FMOE	FMOE, FMF and UBEC	<p>FMOE</p> <ul style="list-style-type: none"> • Coordination of project activities at federal level <p>FMF</p> <ul style="list-style-type: none"> • Participate in project annual joint reviews • Financial management at federal level (FPFMD) • Fund holder of project activities at the federal level • Interlocutor of multilateral and bilateral financing agencies <p>UBEC</p> <ul style="list-style-type: none"> • TA and implementation support to states • Fund holder for TA and implementation support to states
State	State Steering Committee (SPSC)	Project	Quarterly	Commissioner for Education (SMOE)	SMFPB, SUBEB, Colleges of Education, CSOs	<ul style="list-style-type: none"> • Overall coordination • Knowledge and information sharing • Monitoring of project implementation at state level
State	State Technical Committee (SPTC)	Project	Monthly	State Project Coordinator (Director for Policy, Research and Statistics, SUBEB)	Project financial officer, procurement officer, M&E officer, communications officer and desk officers for each of the interventions	<ul style="list-style-type: none"> • State focal point for coordination • Support SPSC on technical matters • Give technical guidance to SMOE • Liaise with implementing partners • Track project progress and achievements on a monthly basis • Ensure compliance with fiduciary safeguards • Key role in planning, implementation, monitoring and reporting
State	State Financial Management Unit (SPFMU)	Project	N/A	N/A	Project financial officer	<ul style="list-style-type: none"> • Fund holder • Manage the financial management arrangements
LGA	LGEA		N/A	Head of Section, LGEA	Project financial officer,	<ul style="list-style-type: none"> • Support to SBMCs to be established and provide training to collate data on service delivery indicators, involving the communities, etc.

Level	Name	Meetings	Chair / Director	Members	Main responsibilities
				procurement officer, M&E officer, communications officer and desk officers for each of the interventions	<ul style="list-style-type: none"> • Build capacity of PTAs and CBOs. • Make information available on LGEA budgets and expenditures • Support the development of LG EMIS
School	Head Teacher	N/A	N/A	N/A	<ul style="list-style-type: none"> • Responsible for project implementation
School	SBMC	N/A	Parent	Head Teacher, Parents	<ul style="list-style-type: none"> • Support in the development of a School Improvement Plan (SIP) • Manage activities in the SIP • Compliance with operational manual • Organisation of meetings with community members.

Notes: SMFPB = State Ministry of Finance, Planning and Budgeting. SMOE = State Ministry of Education. PTAs = Parent Teacher Association. CBO = Community-based Organisations.

10. As described earlier, the majority of implementation will occur at the state level based on the MTSS. The SPSC and SPTC will prepare NIPEP Annual Work Plans to implement components 1, 2 and parts of component 3, while the national level bodies will provide support and contribute via component 3. This is demonstrated in Figure A3.1

Figure A3.1: Project Governance



Notes: *The dotted arrows represent contributing role while the continuous arrows represent the responsibility flow.*

11. **Supervision risks in cases of security threats.** In order to ensure that continuous support is provided for the implementation and supervision of project activities, the project had made provision for alternative mechanisms that may be utilized if contextual considerations change. Local field presence of key development partner agencies who are providing preparation and supervision "leadership" in each State will also help to mitigate security related risks as their local presence will allow for greater supervision and technical support at the State level even when Abuja-based staff cannot travel to the states. Should security related risks become more pronounced the project will follow a three-stage approach formulated by the World Bank office: (a) Stage 1 – limited staff travel to some or all the five states, with substantial reliance on independent consultants for the validation of progress, coupled with focused discussions with key state officials in Abuja; (b) Stage 2 – under more severe security conditions, wherein no staff may travel to all or some of the five states, the project will rely more heavily on independent consultant firms, and regular audio/video conferencing with key state officials; and (c) Stage 3 – under totally impractical conditions that are not expected to improve in the short-term (within a twelve-month period), project funds could be reallocated among states. In addition, the Bank will explore options to employ a supervision firm regardless of security risks as a means to strengthen the logistical capacity to adequately supervise project interventions, provide on-demand TA and monitor associated activities across five states in three years.

Financial Management, Disbursements and Procurement

Financial Management

12. A Financial Management (FM) assessment was conducted in all the States to ascertain current performance status of the multi-project Financial Management platforms in the participating states. Based on this assessment, action plans have been agreed with the respective SPFMUs to further strengthen the financial management systems in the SPFMUs and FPFMD.

13. NIPEP will benefit and use the existing SPFMU in each of the participating states and the FPFMD at the federal level. These bodies will bear responsibility for establishing and maintaining acceptable FM arrangements, including: accounting, reporting, risk-based internal auditing functions and disbursements.

14. The SPFMUs and FPFMD are multi-donor and multi-project FM platforms established in all states and at federal level through the joint efforts of the Bank and the government. These common FM platforms feature robust systems and controls. The SPFMUs and FPFMD are presently involved in the implementation of a number of Bank-assisted projects. The SPFMUs and FPFMD feature, *inter alia*, the following characteristics: (i) all the key elements of FM, including budgeting, the flow of funds, accounting mechanisms, internal control, and capacity for reporting and audit; (ii) computerized systems and a robust FM procedures manual; (iii) qualified staff that are well-trained in relevant Bank procedures and requirements; (iv) the robust segregation of functions and duties; (v) a strong control environment, which is required to mitigate fiduciary risks; (vi) independent and well-trained internal auditors; and (vii) alignment with the government's FM system, but with important enhancements and additional controls. The Bank's recent review showed that the SPFMUs and FPFMD are performing satisfactorily. The key issues flagged by the review relate to unretired advances and inadequate documentation for incurred expenditures. To mitigate risks arising from these issues, 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). There will also be an indicative checklist of appropriate supporting documents for incurred eligible expenditures, and the building of the capacity of project staff to implement Bank FM procedures. In addition, the Bank is working with the government to come up with a lump sum policy that will eliminate the need for retirement of travel advances.

15. *Planning and Budgeting:* Budget preparation will follow the federal or state governments' procedures as appropriate. On an annual basis, designated Project Accountants at the Federal and State levels, in consultation with key members of the implementing unit will prepare the budget for the fiscal year based on the work program. The budget will be submitted to the World Bank's Task Team Leader (TTL) at least two months before the beginning of the Project fiscal year. Detailed procedures for planning and budgeting will be documented in the FPM.

16. *Funds Flow:* Project funding will be primarily supported by the GPE Grant and government contributions from its own resources (such as teachers' salaries and personnel costs for civil servants working on the project). A hybrid form of funds flow and disbursement

arrangement would apply for this operation based on respective components as outlined in Table below. Disbursement for all categories of expenditure for all the components will follow standard Bank procedures. IDA will disburse funds through Designated Accounts opened with reputable commercial banks acceptable to IDA which will be managed by FMOE/FPFMD and UBEC/FPFMD at the federal level and SMOE/SPFMUs at the state levels.

Table A3.2: Fund Flow Arrangements

Description	Teacher Professional Development (Component 1(c)); Community Mobilization (2(c); All of Component 3)	NIPEP School Improvement Grants (Components 1(a) and 1b)	Girls and female teachers' Scholarships (Components 2(a) and 2(b))
Recipient	Federal; State	Schools; SUBEBs; LGEAs	2a) Female Care Giver responsible for the upkeep of the female Students and 2b) the Female Teachers
Paid into	FMOE, UBEC, SMOE, SUBEB Draw-Down Accounts (Naira)	Schools' Accounts	2a) Direct payments to the female care givers and 2b) Direct payment to female teachers' accounts
Basis of payment	Specific statements of expenditure against contracts in the Procurement Plans and/or activities in the approved work plan	Recipient school must have: <ul style="list-style-type: none"> i. An active SBMC ii. Received SBMC training on schools grants iii. Completed School Improvement Plan iv. A functioning bank account Additional requirement for subsequent grants: <ul style="list-style-type: none"> v. Implementation of at least 80% of the activities in approved SIP and vi. Internal Audit report on previous Grant's SOE 	2a) 1 st Term: On registration; Subsequent Terms: Attainment of 70% attendance; 2b) 1 st Semester: Evidence of registration for first semester; Subsequent Semester: Evidence of progressive performance towards successful completion of training program.
Vetting	Bank	FPFMD/SPFMU Internal Audit Team	Executive Secretaries, LGEAs
Frequency	As needed	Yearly or every three years depending on States' current schemes.	2a) Every Term; 2b) On Semester basis
Amount Allocated	US\$ 32.74 million	US\$ 31.16 million	US\$ 36.1 million

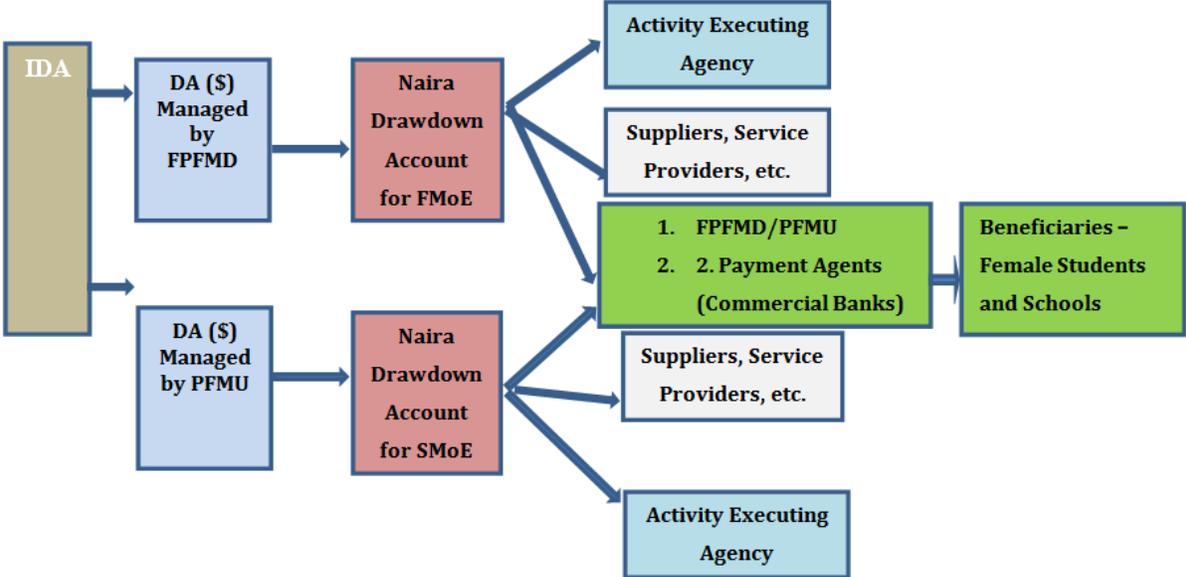
17. The specific banking arrangements are as follows:

- FMoE/FPFMD:
 - A US\$ Designated Account (DA) to which initial deposit and replenishments from IDA will be lodged.
 - One Current (Draw-down) Account in Naira to which draw-downs from the DA will be credited in respect of incurred eligible expenditures, maintaining balances on this account as close to zero as possible after payments.
 - One US\$ interest account

- UBEC/PPFMD:
 - A US\$ DAs to which initial deposit and replenishments from IDA will be lodged.
 - One Current (Draw-down) Account in Naira to which draw-downs from the DA will be credited in respect of incurred eligible expenditures, maintaining balances on this account as close to zero as possible after payments.
 - One US\$ interest account

- SOMEs/SPFMUs:
 - One US\$ DA in each State, to which initial deposit and replenishments from IDA will be lodged.
 - One Current (Draw-down) Account in Naira in each state, to which draw-downs from the DA will be credited in respect of incurred eligible expenditures, maintaining balances on this account as close to zero as possible after payments.
 - One US\$ interest account per state.

Figure A3.3: NIPEP fund flows



18. *Scholarship fund Transfers to Payment Agents:* Where the FPFMD/SPFMU 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 FMOE and SMOE, the FPFMD/SPFMU Team will confirm eligible criteria have been met based on the criteria and eligibility set out for the project, and the total sum will be transferred by the FPFMD/SPFMU to the payment agent (a commercial bank) who will then pay the grantees upon producing acceptable means of identification.

19. *Accounting:* NIPEP funds will be accounted for by the project on a cash basis. Computerized accounting system will be used, utilizing the flexible accounting software currently in use at the SPFMUs and FPFMD. The software will be expanded to include the project activities. Annual financial statements will be prepared in accordance with relevant International Public Sector Accounting Standards (IPSAS). All accounting and control procedures will be documented in the FPM, a living document, which will be subject to review when appropriate. State's chart of accounts shall capture related expenditures to the NIPEP operation.

20. *Financial Reporting:* Calendar semester Interim Financial Reports (IFRs) will be prepared by the FMOE/UBEC/FPFMD and the SMOE/SPFMUs. UBEC and SMOE will submit IFRs to the FMOE/FPFMD no later than 30 days after the commencement of the semester while the FMOE/FPFMD will consolidate IFRs for all SMOE and UBEC and the FMOE will submit to IDA within 45 days of the end of each calendar semester. The formats for IFRs have been developed in consultation with the project teams and will be formally agreed to through negotiations. Annual project financial statements will be prepared and submitted for audit within three months of the end of the government's fiscal year.

21. *Internal Control:* Adequate internal controls are in place at both SPFMUs and FPFMD at the state and Federal level respectively. The control features at both SPFMUs and FPFMD include a robust FM procedures manual, relevantly qualified staff trained in relevant Bank procedures and requirements, including procurement; robust segregation of functions/duties and highly independent and well-trained internal auditors. Capacity of the internal auditors will be built to use risk-based internal audit methodologies involving risk mapping, etc. The FM staff are appointed by each State Accountants-General and the Accountant General for the Federation.

22. *Audit/Oversight Arrangement:* Annual financial statements will be audited by an independent external auditor appointed on the basis of already agreed TOR to audit the entire project and certify the consolidated financial statements for the project. The auditor will express an opinion on the Annual Financial Statements in compliance with International Standards on Auditing (ISA). In addition to the audit report, external auditors will prepare a Management Letter. A copy of the audited financial statements along with the Management Letter will be submitted to IDA no later than six months after the end of each financial year.

Disbursements

23. In order to mitigate fiduciary concerns, based on inadequate documentation and poor quality IFRs, the bank will transfer money directly against a certificate of transaction

(transaction-based disbursement) instead of against a standard report (report-based approach). Following the commencement of project implementation, the calendar semester IFRs produced by the project will be reviewed. Where reports are found to be adequate and produced a timely basis, the borrower can request report-based disbursements. The NIPEP project team will undertake a review to determine if the project is eligible for report-based disbursement. Details of disbursement arrangements will be included in the Disbursement Letter to the client (as per standard World Bank procedures). The table below sets out the expenditure categories and percentages to be financed from grant proceeds.

**Table A3.3 Project Costs Summary by Category of Expenditure
(Withdrawal of the Proceeds of the GPE Financing)**

Category	Amount of the Financing Allocated (expressed in US \$ '000)	Percentage of Expenditure to be Financed (Inclusive of Taxes)
(1) Grant-type payments	63,000	100%
(a) Grants to Primary Education (1a)	22,000	
(b) Grants to Pre Primary Education (1b)	7,000	
(c) Girls' access to basic education (2a)	30,000	
(d) Female Teachers Scholarship Pro (2b)	4,000	
(2) Goods, training, workshops and consultancy services	37,000	100%
(e) Teacher Professional Development (1c)	13,000	
(f) Community Mobilization (2c)	6,000	
(g) Operational Expenses related to Components 1 and 2.	7,000	
(h) Project Management, and Implementation support	11,000	
TOAL AMOUNT	100,000	

24. *Financial Management Supervision Plan:* FM supervision will be consistent with a risk-based approach, and will involve collaboration with the Bank team's TTL and procurement officer. The supervision intensity will be based initially on the Project Appraisal Document (PAD) FM risk rating, and will be subsequently revised to reflect updated FM risk ratings during implementation.

25. The Financial Management Assessment concluded that, subject to the implementation of mitigating measures and the recommended action plan in accordance with the agreed time frame, the financial management arrangements give the assurance that the funds will be used for the purposes of the project. These arrangements therefore meet the Bank's minimum FM requirements in accordance with OP/BP 10.0.

Procurement

26. ***Country Environment.*** Nigeria has been implementing a procurement reform program based on the recommendations of the 2000 Country Procurement Assessment Review (CPAR). A review of the progress made on the 2000 CPAR recommendations reflected in the 2007 Public Expenditures Management and Financial Accountability Review (PEMFAR) demonstrates substantial improvements in obtaining value for money in public expenditure. The reform program further introduced some level of transparency to the country's procurement process, which has led to a substantial reduction in contract prices. The regulatory agency, the Bureau of Public Procurement, has been established and a professional procurement cadre was established at the Federal level in 2006. The states are in different stages of establishing such cadre in their civil service. The Public Procurement Act was promulgated in Nigeria in May 2007 to improve the legal and regulatory framework for public procurement, which has often been the subject of abuse and corruption. The Act adheres to the principles of the model law of the United Nations Commission on International Trade Law (UNCITRAL), and outlines principles of open competition, transparent procurement procedures, clear evaluation criteria, the award of contracts to the lowest evaluated tender, and contract signature requirements. The legislative framework is applicable to all procurement categories (suppliers, contractors, consultants) and must be applied for all public funds, regardless of value.

27. The Act made provisions for exceptions to competitive tendering, under exceptional circumstances. The government has already prepared relevant implementation regulations, standard bidding documents (SBDs) and manuals for the procurement of goods, works and consulting services, including the minimum contents of the tender and proposal documents. These elements are in line with internationally acceptable procurement standards. The Procurement Act moreover established a mechanism for complaints and appeals to enhance accountability.

28. Of all the five states (i.e., Jigawa, Kano, Kaduna, Katsina and Sokoto) participating in NIPEP, only Kaduna and Kano have either promulgated the public procurement act or are in the process of doing so. The state laws are modelled on the Federal law and weaknesses in the current Federal law have been passed down to the State laws. In Kano and Kaduna state, there is also the need to amend some of the provisions of the laws to meet internationally acceptable standards.

29. ***Procurement Risk at the Country level:*** With substantial progress evident in implementing procurement reform as described above, procurement risk is being addressed. The Bureau of Public Procurement has organized a series of training and awareness workshops to sensitize the cadre of professionals with current procurement processes. Currently, the Government Procurement Reform Program is being supported by the IDA-financed Economic Reform and Governance Project with a substantial component focusing on procurement reform. There is an Institutional Development Fund grant to assist the Federal and two state governments in addressing weak procurement capacity in the public sector and to build appropriate partnership with the private sector, while up to 16 states are receiving support under two IDA projects – State Governance and Capacity Building I and II. The IDA procurement instrument has

been used by the government to prepare the relevant procurement tools mentioned above.

30. *Guidelines.* Procurement under the proposed components of NIPEP will be carried out in accordance with: the World Bank's "Guidelines: Procurement of Goods, Works and Non-Consulting Services under IBRD Loans and IDA Credits & Grants by World Bank Borrowers" dated January 2011, and revised July 1, 2014 ("Procurement Guidelines"); and "Guidelines: Selection and Employment of Consultants under IBRD Loans and IDA Credits & Grants by World Bank Borrowers" dated January 2011 and revised July 1, 2014 ("Consultant Guidelines"); and the provisions stipulated in the Legal Agreement. The various items under different expenditure categories are described in general in the subsequent paragraphs below. For each contract to be financed by the GPE grant, the different procurement methods or consultant selection methods, estimated costs, prior review requirements, and time frame must be agreed between the Government and the World Bank in the Procurement Plan. The Procurement Plan will be updated at least annually or as required to reflect the actual implementation of activities of the project towards improvements in institutional capacity.

31. **Procurement Procedures and Processes.** It is proposed that NIPEP will be implemented through a grant from the Global Partnership of Education (GPE). The total project cost is US\$100 million and funds will be disbursed to federal and state educational institutions to support programs in participating states. Procurement activities for NIPEP component 3 will be implemented by the FMOE and UBEC, and for other components by the five participating states. This will involve the use of conventional or traditional Bank methods covering inputs in the form of TA, consultancy, goods, and Schools Based Management Committees (SBMCs) Improvement Plans etc., which will be procured using the Bank's traditional Procurement Guidelines. TAs will include the procurement of services from CSOs, NGOs, Firms, Individual Consultants and the procurement of basic goods required for the implementation and strengthening of capacity in implementing agencies towards the achievement of PDO. The January 2011 and revised July 1, 2014, Procurement Guidelines allow for the use of institutes, public training institutions, and NGOs in project implementation, and is covered under para.1.13 of the named Guidelines.

32. World Bank Procurement Guidelines will apply to the all NIPEP activities, specifically with regard to:

- Procurement of Goods: Goods to be procured under NIPEP will include office furniture, computers and accessories, software, educational materials and supplies, etc.
- The provision of training, workshops, seminars and conference. Training, workshops, seminars and conference and study tours will be carried out on the basis of approved annual programs that will identify the general framework for training and similar activities for the year, including the nature of beneficiaries. Programs will, in general, be required to file a report within a stipulated period upon resumption of duty.
- Selection of Consultants: The implementation of NIPEP will require procurement of consultancy services by the FMOE through the Federal Project Support Unit (FPSU) and UBEC at the federal level, SPTC and SUBEB at the state level for implementation of all components.
- Operating Costs: The operating costs include staff, travel expenditures and other travel-related allowances, with prior clearance from IDA; vehicle rental; vehicle fuelling;

utilities and communication expenses; and bank charges. Operating costs will be managed using Federal and State administrative procedures acceptable to the Bank.

33. **Procurement Implementation Arrangements.** Procurement activities under NIPEP will be implemented by: (a) the FPSU and UBEC; and (b) the SPTCs and SUBEB of the participating states of Jigawa, Kaduna, Kano, Katsina and Sokoto. These entities will procure consultancy services, goods etc. including training, capacity enhancement, office equipment, etc. Most of component 3 is related to TA and will be procured through FPSU/SPTC and the UBEC/SBEB at federal and state level respectively. At the federal level (FMOE and UBEC), and in the participating states (SMOE and SUBEB), these implementing agencies will have at least a Procurement Officer as a member of the team for the implementation. At the Federal Level, the FMOE will be responsible for the development of the annual work plan and procurement; and at the state level each SMOE will be responsible for the development of annual work plans and procurement plans.

34. **Assessment of Implementation Agencies.** NIPEP procurement will be implemented by the FPSU and UBEC at the Federal level. In the states, procurement will be implemented by the SPTC and SUBEB.

35. An assessment of the capacity of the Implementing Agencies at national and state level to undertake procurement activities for the project has been carried out. The assessment of implementation arrangements confirms that implementing agencies at the Federal level, and in the five participating states, have had previous experience in implementing Bank-financed projects. Procurement systems in the states are still evolving, however, it is expected that progress being made in ongoing procurement reform in the participating states and at the federal level, will be leveraged to enhance capacity in carrying out procurement under NIPEP. The risk mitigation measures to be put in place include: (i) the establishment of a procurement complaints and record keeping mechanism; and (ii) the undertaking of supervision missions and post-procurement reviews of procurement of approved technical assistance and goods. It has been agreed that each state will produce procurement plans for clearance by the Bank covering approved technical assistance and goods in line with their respective approved work plans.

36. **Procurement plan:** The first 18-month procurement plan for the available TA for the project was agreed upon during negotiations. The procurement plan will be available in the NIPEP database and in the Bank's external website. Procurement/consultant selection methods, the need for pre-qualification, estimated costs, thresholds, prior review requirements, and time frames for each contract will be agreed between the Federal Government and the World Bank in the procurement plan. The procurement plan will be updated at least once annually or as required.

37. **Procurement Risks and Risk Mitigation Measures.** Years of investment in building national and state education systems has led to modest improvements in capacities, including in procurement. However some weaknesses remain: there is frequent movement of trained procurement staff, poor record keeping, non-adherence to procurement scheduling, political interference, and weaknesses in the contract management and monitoring of NGOs. While no major procurement risk is envisaged under this project, a Procurement Implementation Plan will

be used to mitigate procurement implementation weaknesses and risks. Progress made in the implementation of procurement reform in Nigeria will help to address the risks, and the risk assessment for the project (NIPEP) is rated *Moderate*. Corrective measures to be implemented to mitigate identified risks are articulated in Table 1 below:

Table A3.4: Procurement Action Plan

	Action	Responsibility	Due Date	Remarks
1.	Procurement Plan for implementing TAs prepared and agreed with the Bank and posted to the on the web.	FMOE/States	Annually	On continuous basis
2	Adoption of Project Implementation Manual (PIM) including the Generic Procurement manual for Bank financed Projects in Nigeria.	FMOE/States	After RVP approval	PIM to be ready before project effectiveness.
	Strengthening the capacity of both Federal and states technical committees to manage and coordinate GPE grants.	Bank/FMOE/S tates	On a continuous basis	On a continuous basis
3	Training of Federal/states Procurement Officers through Workshops and Institutional Training.	Bank/FMOE/S tates	Before effectiveness and during project implementation	Continuous
4	Training of SBMCs on managing grants contracting and monitoring arrangements to promote accountability and transparency.	Bank/ FMOE/States	Not later than 3 months into project implementation.	To improve SBMCs contract management and monitoring skills.
5	Establish complaint database/website/internet and or hotlines.	FMOE/States	Not later than 3 months into project implementation	To reduce the risk of misuse of grants funds.
6	Establish proper procurement filling system and develop procurement and grants tracking system	FMOE/States	Not later than 3 months into project implementation	To ensure easy retrieval of information/data.
7	Publications of grants and list of beneficiaries (schools, etc.).	States (SBMCs)	Twice a year	On continuous basis
8	Conduct Independent technical Audit (separate from annual external audit)	Bank	Annually	To reduce the risk of misuse of grants funds.

1	2	3	4	5	6
Ref. No.	Description of Assignment	Estimated Cost (US\$)	Selection Method	Review by Bank (Prior /Post)	Expected Proposals Submission Date
1	Contracting of CSOs/NGOs/Firms	600,000	QCBS	Prior	2015
2	Consultancy for: Impact Studies/Evaluation	4,000,000	QCBS	Prior	2015
3	Consultancy on various capacity building and Training/Workshops	5,000,000	QCBS	Prior	2016
4.	Conversion courses for teachers	1,500,000	SSS	Prior	2016

38. Consultancy services estimated to cost above US\$300,000 per contract, and single source selection of consulting (firms) for all values, will be subject to prior review by the Bank. Short lists of consultants for services estimated to cost less than the equivalent of US\$300,000 per contract may be composed entirely of national consultants in accordance with the provisions of paragraph 2.7 of the Consultants Guidelines. The PIM explains the Procurement Risks Mitigation Action Plan.

39. **Frequency of Procurement supervision:** In addition to the prior review supervision to be carried out by Bank offices, capacity assessment of the implementing agency has been recommended in the form of at least two supervision missions to visit the field to carry out post-procurement reviews in each year of project implementation. An independent procurement audit will be conducted to contribute to the mid-term review.

Environmental and Social (including safeguards)

40. This project is rated as a Category B, Partial Assessment, since project activities are not expected to generate any major adverse environmental and/or social impacts. The activities that trigger the Environmental Policy (OP/BP/4.01) are related to component 1 in which school grants will be provided to all public basic education schools in selected states to improve the quality and management of education services. The implementation of the grants program will be conducted in accordance with guidelines issued in the PIM, based on revisions to an existing School Grant manual that has been adopted in several participating states. The provision of school grants may result in minor rehabilitation of existing buildings in accordance with applicable local and national laws and regulations. However, the project will not fund any activity that entails construction of new buildings on existing sites. To ensure the accurate assessment, and mitigation, of potential adverse environmental and social impacts related to activities selected under the grants, an Environmental and Social Management Framework (ESMF) will guide the State UBEC agencies. The ESMF was cleared by the Bank and was disclosed in country on March 5, 2015 and at the Infoshop on March 6, 2015.

41. **Social and Gender Issues (including Safeguards).** The key issues constraining the enrolment and continuation of children, especially girls, in schools include (i) the poor quality of teaching, a lack of female teachers, indifferent attitudes on the part of teachers towards girls and minority/ethnic students; a paucity of, and the poor quality of, learning materials; and the prevalence of corporal punishment; (ii) poor school infrastructure including unsafe structures, a lack of potable water and toilets; concerns around school safety in terms of location, surroundings and within school safety; (iii) unaffordable PTA levies, fees, lunch money; and (iv) prevalent socio-cultural attitudes that do not value female education, encourage early marriage, and allow child labor.

42. The key interventions under the proposed project to address these constraints include:

(a) *The Introduction of Functioning SBMCs with active role for women members:* Functioning SBMCs are increasingly seen as effective vehicles for community voice and participation in education that effectively contribute towards improved school governance and accountability. Utilizing small grants, SBMCs will be incentivized to develop and implement School Development Plans to address a range of education issues related to the improving the quality of the learning environment, inclusion of marginalized and minority children, the procurement of learning materials and aids, awareness generation and communication, the tracking student learning and outcomes, and child protection. Evidence also suggests a positive influence on the part of SBMC Women's Committees with regard to the increasing the effectiveness of education awareness campaigns, fund raising, house and school visits, and ensuring teacher presence in class. The proposed project will further support (i) increased information, resources and responsibility to Women's Committees, (ii) facilitate the election of women to SBMC Executive bodies, (iii) orient SBMCs to incorporate flexibility in the functioning of structures to enable women's participation, (iv) provide quality training to all SBMC members, and (v) ensure the periodic convening of SBMC forums at LGEA level to encourage public dialogue with men, women, and children. While the prevailing patriarchal, traditional, socio-cultural structures and practices constrain the active involvement of women in public fora and decision making, SBMCs provide a potential platform to mitigate these factors.

(b) *Emphasis on the girl child:* A large proportion of OOS children and dropouts in Northern Nigeria are girls. The slow shift underway in the Northern Nigerian communities towards girls' education will be furthered with targeted support for girls in terms of: (i) cash or non-cash incentives to off-set cost of education, and to affect trade-offs regarding the value placed on marriage over education and the opportunity cost of child labor; (ii) counseling for girls and parents; (iii) close monitoring of attendance of girls by SBMCs, Women's Committees, and LGEA staff to prevent drop outs; (iv) use of school grants to address needs of girls – toilets, compound walls/fences; and (v) scholarships for female teachers.

(c) *The Promotion of Social Accountability:* Transparency, accountability and participation are key elements for engaging stakeholders in support of the achievement of project objectives. Relevant information will be made available across different levels in the appropriate formats and platforms to facilitate the involvement of key stakeholders. Additional sources of information may include: (i) Annual school census (ASC) reports, (ii) School specific reports of the LGEA School Support Officers covering information on SBMCs, school grant/school

development plans and their implementation, changes in girls' access and service delivery; and (iii) Third Party Monitoring reports on SBMC activities and improvements in school quality and girls' enrolment.

43. *Safeguards*: It is expected that minor civil works may be carried out under the project in the form of minor repairs and rehabilitation to existing school facilities in a context where no land acquisition is required, and no encroachments is likely. The project will not finance any activities that result in land acquisition leading to the involuntary resettlement and/or restrictions of access to resources or livelihoods. State Project Technical Committees of the participating states will be responsible for ensuring attention to social issues and compliance with the Environmental Safeguards Management Framework (ESMF) with the active involvement of LGEA and the SBMCs. No indigenous people are present in the project areas.

Coordination and Role of Partners

44. IDPs working in the North are increasingly working together on a joint agenda to accelerate technical and geographical collaboration. The UK and the US announced a partnership in Nigeria in June 2014, to ensure one million more children benefit from schooling by 2020. Donor partners and programs increasingly share information and materials, evidenced by the extent to which both the DFID-funded TDP and the USAID funded Research Activity have benefitted from the DFID-funded ESSPIN lesson plans. Similarly, all programs including those being implemented by UNICEF (GEP 3) benefit from the materials developed and tested with USAID funding. These partnerships amongst IDP programs also provide opportunities for initiatives that have been demonstrated to work in one set of states to be adopted up in other states. It is expected that partnerships between Federal and state government, stimulated and energized through engagement in the LEG, will continue throughout the life of NIPEP and that new opportunities for partnership will emerge.

45. IDPs will meet regularly to support the implementation of GPE program, through weekly task force meetings and a monthly LEG meeting. The task force team and LEG include all the relevant stakeholders including CSO/NGOs such as CSACEFA, the private sectors etc. It is expected that the GPE task force will evolve into the NIPEP NPSC.

46. Development partners support and complement government education programs at federal and state level, and involved in various activities (see Annex 10). Ongoing TA is being implemented in all five NIPEP states to assist in education sector planning and the policy cycle. This is undertaken in close cooperation with the State Project Support Unit in each state to complement and provide assistance in the implementation of activities. The IDPs may scale up or replicate on-going support within NIPEP. IDPs will specifically support states with regard to implementation of activities related to the three main project components relevant to their work program. For example, DFID will continue to provide support and provide technical assistance to Kano, Kaduna and Jigawa States with regard to teacher training, retention of teachers, professional development, and the provision of discretionary grants to schools etc. while, USAID and UNICEF are working closely in Sokoto and Katsina to provide technical assistance to compliment GPE programs. JICA is also supporting a TPD program in Kaduna State.

47. The IDPs are also committed to work with all main stakeholders at relevant and state level including UBEC and SUBEB, to improve the effective and efficient use of resources through the leveraging of partner resources to improve quality of teaching and learning in schools in all the five participating states.

Monitoring and Evaluation

48. The progress and performance of the project will be subject to ongoing monitoring and systematic internal and external evaluation. The M&E process will be structured around the Project Results Framework (Annex 1). Project performance will be monitored at the Outcome level with Key Performance Indicators (KPI) and at the Output level with Intermediate Results Indicators (IRI) per sub-component.

49. As far as possible, performance monitoring will draw on data from existing information systems and be aligned with the state annual monitoring and evaluation systems, primarily through Annual Education Sector Performance Reviews (AESPRs) at the state level. NIPEP includes funding for third party validation to ensure the credibility of monitoring systems and results.

50. **NIPEP will work to build M&E capacity and strengthen the utilization of data and evidence collected at all levels.** NIPEP monitoring and evaluation activities will work through and build on the government's established education data collection, monitoring and assessment systems. By working through established systems, NIPEP seeks to strengthen state planning, monitoring and evaluation systems, especially in the areas of evidence-based planning and M&E implementation at the federal, state and LGEA levels.

51. **Roles and responsibilities.** At the Federal level, the Federal Ministry of Education (FMOE) will have oversight, coordinating and monitoring role while at the state, the primary responsibility for overall monitoring of NIPEP activities will lie with the SMOE of each state and LGEAs responsible for monitoring implementation of approved School Improvement Plans which draw on NIPEP grant-funding. The Director of Planning Research and Statistics (PRS) reports to the chair of the NIPEP State Project Steering Committee (SPSC) with respect to the monitoring of NIPEP activities identified in the State Annual Program of Work. NIPEP will be coordinated and overseen by the FMOE, working with the UBEC to support NIPEP implementation. At the state level, the NIPEP State Project Steering Committee (SPSC) will be responsible for coordinating NIPEP implementation. The SPSC will be chaired by the Commissioner for Education who will work in close collaboration with the State Universal Basic Education Board (SUBEB). LGEAs implement NIPEP activities at the local level and report to the SMOE Director and PRS on all NIPEP monitoring and evaluation activities.

52. Schools, LGEAs and SMOE PRS Offices will be responsible for providing the following consolidated monitoring data: (i) status reports on project implementation disaggregated by component, including annual summary descriptions of activities at the state, LGEA and school levels; and (ii) quarterly status reports on the use of NIPEP funds. SMOEs in each state will be responsible for completing and disseminating Annual School Census (ASC) reports and Annual Education Sector Performance Reports (AESPR - described below). State Education Inspectorate

& Monitoring Units, SMOs and SSOs will play important roles in support of monitoring and evaluation at the State and LGEA levels.

53. **Data Collection Methodologies for the Results Framework.** Various data sources will be used to measure the indicators for PDO and intermediate results in the results framework, and for measuring implementation performance more generally. Sources include:

(a) *Annual School Census:* The ASC is administered at the state level, under the supervision of the SMOE Director of PRS, and is designed to capture data relevant to the planning and administration of education in the state. Data collected include counts and characteristics of students, teachers, and types of infrastructure, as well the calculation of key indicators, including Net Enrollment Rates (NER), Pupil Teacher Ratios (PTR), Primary Completion Rates (PCR), Gender Parity Indexes (GPI), completion and transition rates, etc. disaggregated to the LGEA level. All SMOEs in NIPEP states have experience in completing ACS surveys and compiling ACS reports. Further, all participating states are expected to receive continued IDP support during the NIPEP period. NIPEP component 3 will include activities designed to improve the quality of results presented in the ACS and to strengthen the relevance of ACS data for activity-based planning and budgeting.

(b) *Annual Education Sector Performance Report (AESPR):* An AESPR is completed at the state level, under the supervision of the SMOE Director of PRS. The AESPR is designed to provide each state with “a comprehensive grasp of the status of implementation, issues, challenges, successes and progress in the sector relative to ESP and ESOP/MTSS targets.” At least three SMOEs in NIPEP states have experience in completing AESPRs. NIPEP will support efforts to strengthen capacity for the undertaking of AESPRs in the following areas: (i) strengthening the focus and discussion of key indicators and on learning outcomes; (ii) providing additional data with regard to education finance and expenditure by State and LGEA (e.g., budget, source and type of financing, utilization of resources against budget, extent of access of federal funds, etc.); (iii) emphasizing trend analysis over time (as opposed to reporting data for the ASC year only); (iv) initiating an “AESPR” or learning event in each state and (v) documenting percentage increases in schools demonstrating improvements in literacy and attendance rates. Each SMOE will host an annual event where sector stakeholders are invited to discuss and debate the AESPR. NIPEP support to the AESPR processes will include capacity development to strengthen reporting in line with the NIPEP Results Framework.

(c) *LGEA (e.g., SMO and SSO) monitoring reports:* In each LGEA, School Support Officers (SSO) and School Mobilization Officers (SMO) will be responsible for collecting data at the school level on a quarterly basis. SSO and SMO reports are compiled at that LGEA, summarized and sent to the SMOE on a quarterly basis. To track school level progress on NIPEP, SSO/SMO reports will include data on school results and progress toward NIPEP indicators, including information on SMBCs, school grant/school development plans and implementation, girls’ access and service delivery at the school-level. SSOs play a multi-faceted role with regard to inspection, information-collection, liaising and school support.

(d) *Student Assessments:* Primary 2 students in all NIPEP states will be tested in reading in Hausa, using standardized EGRA³⁵ instruments. A baseline assessment and report was completed in September 2014. Additional assessments are expected to take place in 2017 and 2018. A performance award will be given to top 20 percent of schools that meet the following criteria (i) improvement in scores in year-end testing compared with the baseline in Hausa and English literacy for primary 2 and 3 pupils respectively, and (ii) improvement in attendance compared to the preceding year.

(e) *Third Party Monitoring:* Data collected by a third party monitoring system will also inform the measurement of results and be used to cross check and validate other sources of data. Third Party Monitoring will play a critical role in monitoring and validating SBMC activity at the school level, and in monitoring the implementation of SDP activities utilizing NIPEP school grants, and school quality and girls' enrolment indicators. Third Party Monitoring reports may also provide important data related to service delivery quality and its improvement during the life of NIPEP.

54. **Practical Challenges and Caveats.** Implementation and utilization of the ASC and AESPR and of SMO and SSO activities will require State and LGEA level capacity strengthening. Recent iterations of State ASCs and AESPRs show promising trends in collecting and presenting education sector data (especially in reporting on education expenditure), however they also identify areas that require improvements to data collection and analysis, and timely reporting and dissemination. Cumulatively these challenges may compromise accurate measurement of NIPEP indicators. NIPEP support across all five states will seek to harmonize definitions of data and indicators used in reports and the methods used for analyzing raw data and interpreting trends (e.g., such as projecting population, measuring primary completion, discussing school quality and learning outcomes).

55. Other practical challenges include ensuring that SMOs and SSOs have the resources required for travel to schools and monitoring exercises, and requisite expertise for effective monitoring and support and the production of high quality monitoring reports, and strengthening of quality assurance mechanisms in the implementation of ACS data collection and collation, and the completion of analysis included in the final ACS report. Security and insecurity, including targeted violence against state schools, pupils and teachers remains a threat in NIPEP states and may compromise M&E efforts.

56. As a consequence of the abduction of school girls in April 2014 in Borno state, and escalating insecurity in the north-eastern part of Nigeria, increased attention has been paid to this part of the country. Schools have been burned down and teachers and students have been killed. All public schools in Borno state have been closed since April 2014 and only Koranic schools are open. Currently a large number of children are out of school.

57. A multi-sectoral Inter-agency rapid needs assessment has been carried out in six states in the North East (Bauchi, Borno, Yobe, Gombe, Adamawa, Taraba) to assess the availability of basic services including education. A Safe School Initiative is being initiated by Gordon Brown

³⁵ EGRAs is a survey of the state of education/learning outcomes. It will be adopted to support the Performance Award mechanism.

and the Nigerian Business Coalition with funds channeled through a trust fund. The operational framework has not yet finalized but it is envisaged that activities will be primarily implemented through the community structures. Funds will be used for mapping of needs and an assessment of security in LGAs will be undertaken. Measures to increase safety at the school level will put in place, including the provision of infrastructure e.g., basic WASH facilities, lockable doors and fencing, early warning systems, communication systems and contingency plans. SBMC will play a key role in facilitating mapping, dialogue with the parents, planning and the implementation of activities, as they know the affected areas and the communities. The SMOEs foresee to open the schools in accordance with the regular commencement of the school year in September.

58. The five NIPEP states are in the North-West, which, to date, have not been affected by significant threats of violence or instability, although neighboring states have had to accommodate parents and children fleeing Borno state for safer areas. Some of these states are now overburdened and do not have sufficient capacity to accommodate new arrivals.

59. To ascertain progress toward the achievement of the project PDO, KPIs and intermediate results, NIPEP has established a realistic baseline and indicators that can be measured on an annual basis linked to results. Baseline data on all NIPEP indicators has been collected and is included in Annex 1.

60. Two Impact Evaluations (IEs) are being designed with support from World Bank impact evaluation experts to ensure that a rigorous assessment is conducted of two of the proposed project interventions to determine impact and to define effective implementation modalities. These IEs will be fully funded by NIPEP. The first IE will focus on the NIPEP girls' scholarship program. This could identify delivery modalities and scholarship packages that offer the greatest value for money and inform SMOEs of the comparative impact of different packages for improving girls' attendance. This study could be designed to align with a qualitative study on school grants to offer cross-cutting insights on factors associated with girls' attendance (and attendance generally) in NIPEP schools. The second IE will focus on the SIGs program, comparing the results in states with annual grants and those with grants every three years. The World Bank will provide technical assistance for the implementation of the IEs.

61. **Supervision and Reporting.** The states will collaborate with the LEG to carry out, at a minimum, two joint supervision missions in each year of project implementation (including site visits to schools). When necessary additional visits by technical staff and consultants will be coordinated as needs arise, in addition to continuous electronic communication and to review of NIPEP implementation and performance. LEG meetings every two months will include virtual updates on project implementation and IDP related activities. The results framework will be jointly reviewed based on an external evaluation to be carried out two months prior to the mid-term review.

62. The World Bank will monitor progress towards the achievement of results and compliance with mandated Financial Management (FM), procurement, and safeguard requirements. SMOEs, SUBEB/LGEAs, SBMCs, local communities, and independent local CSOs will also play an active role in third party monitoring, particularly in the monitoring of school level activities. Role and reporting frameworks will be included in the PIM with an

appropriate number of CSO partnerships stipulated per state. Should security considerations limit mission travel, or the scope of supervision during missions, states will be required to intensify supervision through regular mobile communication with local contacts such as CSOs/NGOs and community leaders.

63. *Systems for learning assessment indicator:* Nigeria does not currently have a national assessment system designed to measure progress toward the achievement of early grade literacy or numeracy goals. However, the FMOE Roadmap (March 2009) has identified the establishment of “a standardized assessment system that annually monitors and reports academic achievement in the core subjects” as a priority. In 2010, DFID-ESSPIN project implemented a Monitoring Learning Achievement (MLA) assessment, to evaluate literacy (in English) and numeracy skills of grades 2 and 4 students, from 60 primary schools in six states (Jigawa, Kaduna, Kano, Enugu, Kwara and Lagos). In early 2011, an EGRA in Hausa was administered to a sample of primary 3 pupils in Bauchi and Sokoto states. Katsina does not appear to have recent experience with either MLA or EGRA. The planned EGRA assessments are supported by USAID.

64. The majority of the selected states have baseline data to support a learning assessment in early primary grade based on different language of instruction. However, assessment instruments differ across which could create challenges in monitoring results. NIPEP will be able to provide supplementary financing to assessment activities to ensure oversampling and/or additional the implementation of surveys as needed or requested. The project will monitor learning achievement in the following areas: (i) improved performance in fundamental reading skills; (ii) non-word reading skills; and (iii) oral reading fluency beginning in Primary 2.

65. **Project Implementation Manual.** NIPEP’s implementation arrangements will be described in detail in the PIM. The design of NIPEP permits flexibility in implementation at the state level, to accommodate complexities associated with delivering a multi-state project through Nigeria’s federal system. As a consequence, there will be a central PIM applicable at the Federal level, and each state will need to prepare its own implementation manual, based on the template and standard text provided by the Federal PIM. Each state’s PIM will then be reviewed centrally to ensure compliance and coherence. This will avoid the development of an overly cumbersome document that will be difficult to use in which large sections are not of relevance to different users. Another advantage associated with this type of PIM is that the state officials who will use the manual will be involved in its development.

66. The details on the minimum requirements, selection criteria, procedures and guidelines for all sub-components under NIPEP will form part of the PIM. Resources to inform the development of these manuals will include relevant documents at Federal and state level, including those which have been developed with IDP program support. NIPEP procedures will benefit from lessons learned through the implementation of previous and existing projects, and recommendations arising from the monitoring and evaluation of existing programs.

67. For example, to inform the development of activities regarding decentralized funding and school based management, the National SBMC Training Manual published by UBEC and each NIPEP state’s SBMC Policy will be consulted. ESSPIN and GEP 3 have supported the development of guidelines and operational manuals relating to SBMCs and grant disbursements

which will also be relevant.³⁶ In the case of girls' scholarships, NIPEP will benefit experience accruing from existing schemes, such as the Jigawa state girls' scholarship program and Katsina state's cash transfer initiative. An operations manual, strongly influenced by lessons learned from other cash transfer programs, has been developed under the GEP 3 project for application in Sokoto setting out criteria and procedures for the implementation of cash transfers in advance of the September 2014/15 school year.³⁷ Articulation of activities associated with the provision of scholarships to female teachers in the NIPEP PIM will benefit from the procedures developed for initiatives supported by JICA, existing initiatives supported by ESSPIN and planned Teacher Development Programs (TDPs), USAID's "Reading and Access Research Activity" (RARA) and GEP 3. In the approach used by ESSPIN and to be used by RARA, TDP and GEP 3, teachers are trained, monitored/observed and mentored by trained support officers/facilitators at the local level in the use of teacher guides, scripted lesson plans, audio-visual materials and other teacher materials. Training is delivered in the classrooms and in cluster-groups.

68. **Communications Strategy.** The communications strategy of NIPEP will leverage existing communications activities currently being implemented between the federal and state levels and in the states. The communications strategy will be delivered at the school and local government level, focusing on information encouraging enrolment, girls' education, education quality and service delivery. The strategy will serve to strengthen linkages between local governments, schools and communities, with support from CSOs. The roles and responsibilities of the different stakeholders will be included in the PIM with relevant tailoring for interventions in each state. Table A3.4 below presents an overview of existing platforms to deliver the communications strategy (with identified beneficiaries and purpose) in each of the NIPEP states.

³⁶For example, see SBMC guidebooks for Kano, Kaduna and Jigawa at www.esspin.org; Operational Funds for Schools, outline procedures, ESSPIN 2011; and GEP 3's manual

³⁷ See EPRI concept note and financial procedures on this program.

Table A3.5 Communications Strategy

Project Sub-Component	Stakeholders and beneficiaries	Purpose	Existing platforms and proposed activities
1a and 1b: School grants to primary and pre-primary education	Primary schools, pre-primary schools, SBMCs	<ul style="list-style-type: none"> To be informed on the availability of the grant and access it. To ensure efficient utilisation of the grant for improving learning environment 	<ul style="list-style-type: none"> SUBEB Department for Social Mobilisation State SBMC Steering Committee Letters from SUBEB sent through the LGAs to the schools Radio jingles Showcase schools with good practices from the School Grant Notification boards in all LGEAs on selected schools and amount of the grant
1c: Teacher Professional Development	Teachers, schools, PTAs	<ul style="list-style-type: none"> To raise awareness and support in schools and teacher colleges To improve the quality of education by improving teachers' skills, with an emphasis on schools' participation, girls' education, education equality and service delivery 	<ul style="list-style-type: none"> Letters from SUBEB sent through the LGAs to the schools Notification boards in all LGEAs and schools on the content of the TPD program
2a: Girls' access to primary education	Out-of-school households, Schools, SBMCs	<ul style="list-style-type: none"> To be informed on the availability of the cash/scholarship. To ensure efficient utilisation of the grant for improving learning environment School safety and security interventions 	<ul style="list-style-type: none"> SUBEB Department for Social Mobilisation State SBMC Steering Committee U-mobile initiative Welcome to school campaigns Notification boards in all LGEAs and schools Enrolment Drive Campaign
2b: Female Teachers' scholarships	Teachers, schools, PTAs, Colleges of Education and National Training Institute	<ul style="list-style-type: none"> To raise awareness and support in schools and teacher colleges To improve the quality of education by improving teachers' skills, with an emphasis on schools' participation, girls' education, education equality and service delivery 	<ul style="list-style-type: none"> SUBEB Department for school services, registry of teachers Letters from SUBEB sent through the LGAs to the schools Radio jingles Notification boards in all LGAs, College of Education and National Training Institutes
2c: Community Mobilisation and SBMC Training	Schools, SBMCs, CSOs	<ul style="list-style-type: none"> Ensure community awareness of interventions with emphasis on school participation, girls' education, education quality and service delivery Dissemination of performance measures & achievement Build linkages with communities, CSOs and schools 	<ul style="list-style-type: none"> SUBEB Department for Social Mobilisation State SBMC Steering Committee (coordinates all activities of SBMCs) Enrolment Drive Campaign

**Table A3:6 Overview of Alignment of NIPEP Components with Current States' Experience,
Showing IDP Program, CSO and UBEC Involvement**

Name of Sub-component	Jigawa state	Kaduna state	Kano state	Katsina state	Sokoto state
Component 1: Promoting School Effectiveness and Improved Learning Outcomes					
1(a) – School grants to primary schools	Direct Funding to School UBEC Self Help, ESSPIN	Direct Funding to School ESSPIN and UNICEF; Local CSOs, UBEC Self Help	Direct Funding to School UBEC Self Help, ESSPIN	Schools grants program UBEC Self Help, UNICEF and DFID	Schools grants program UBEC Self Help, UNICEF and DFID
1(b) – School grants to pre-primary schools	Direct Funding to School ESSPIN	Direct Funding to School Local CSOs	Direct Funding to School ESSPIN	Schools grants UNICEF and DFID	Schools grants UNICEF and DFID
1(c) – Support to teacher professional development	Head-Teachers/ Teachers professional Development (SSIT Program) Support from ESSPIN & UBEC	Teachers professional Development Support from ESSPIN and UBEC	Teachers Skills Program (TSP) Support from ESSPIN and UBEC.	Teachers Development Program Support from State Government, UBEC and DFID	Teachers Development Program Support from State Government, UBEC and DFID Planned USAID Reading Program
Component 2: Increasing Access to Basic Education for Out-of-School Girls					
2(a) – Girls Access to Primary Education	Mothers Empowerment & Free Schools materials for Girls Project	Girl child scholarship (New)	Cash Transfer for Girls (New)	Cash Transfer Support from State Government, UNICEF and DFID	Cash Transfer Support from State Government, UNICEF and DFID

Name of Sub-component	Jigawa state	Kaduna state	Kano state	Katsina state	Sokoto state
2(b) – Scholarships for female teachers	Female Teachers Scholarship (New)	Female teachers scholarship (New)	Female teachers scholarship (New)	Existing Female Teachers Training Scholarship Scheme (FTTSS) Support from State Government	Existing Female Teachers Training Scholarship Scheme (FTTSS) Support from State Government
2(c) – Support to community mobilization and SBMC Training	Community mobilization with current support from ESSPIN, WORLD BANK, UBEC	Community mobilization with current support from ESSPIN, and UBEC	Community mobilization with current support from ESSPIN and UBEC	Community mobilization with current support from DFID, UNICEF and UBEC	Community mobilization with current support from DFID, UNICEF and UBEC

Annex 4: Operational Risk Assessment Framework (ORAF)

NIGERIA: Partnership for Education Project (P143842)

Risks					
Project Stakeholder Risks					
Stakeholder Risk	Rating	High			
<p>Risk Description: Local stakeholder commitment may diminish due to lack of awareness. Tensions may arise either through insufficient dissemination of information, or lack of stakeholder feedback, on program interventions, which could hamper project coordination and implementation, especially in remote areas. Focus on girls' participation and retention may detract stakeholders in realizing the importance of education to all potential beneficiaries. In addition, new elections may delay buy-in by officials that may be leaving or entering positions.</p>	<p>Risk Management: To strengthen ownership and commitment to the project local stakeholder awareness will be raised as part of a communications strategy targeted at school and local government levels, focusing on school participation, girls' education, education quality and service delivery. Furthermore, clarification of roles and responsibilities and expectations in terms of results will help avoid possible tensions at different levels. Civil society organizations will be involved in the strengthening of school level management and its interface with communities, as well as in disseminating relevant information.</p> <p>To build consensus on the approach, design and preparation elements, stakeholder workshops were held to ensure broad participation of key stakeholders at all levels, which will continue into implementation, as appropriate. Furthermore, the project will be guided by an agreed Project Implementation Manual.</p> <p>To raise awareness on the importance of learning for all, and ensure stakeholder buy-in the project will include education awareness programs, with greater emphasis on local government, schools and communities, in addition to building linkages with communities, with support from civil society organizations.</p>				
	Resp: Client	Status: In Progress	Stage: Implementation	Recurrent ✓	Due Date: Frequency CONTINUOUS
Implementing Agency (IA) Risks (including Fiduciary Risks)					
Capacity	Rating	Substantial			
<p>Risk Description: Weak capacity at regional and local levels (including fiduciary capacity), combined with poor coordination, could impair implementation progress and project performance. In addition, the projected decline in oil revenues may pose significant challenges for States to maintain their planned allocations for the education sector. Investments in teachers, infrastructure, textbooks, etc., are critical resources to ensure impact and sustainability of the NIPEP interventions. Thus, the project recognizes that this is a substantial risk.</p>	<p>Risk Management: To support capacity-building in critical areas such as FM and M&E, including use of short-term consultants to provide hands-on support. A Project Implementation Manual will be developed to guide project teams in ensuring smooth implementation.</p> <p>Technical assistance, especially at state level and below, will focus on providing regular hands-on support in key areas. Respective state technical teams, established during preparation and having familiarity with the design of project activities will continue into implementation.</p>				
	Resp: Client	Status: In Progress	Stage: Both	Recurrent ✓	Due Date: Frequency CONTINUOUS

	<p>Risk Management: In view of the risk to inadequate state government budgeting for the sector, the NIPEP will closely monitor education budget allocations and expenditure and each of the States would commit to allocating their own resources to the project activities as per the standard articles of agreement to the Grant Agreement.</p>					
	Resp: Both	Status: In Progress	Stage: Implementation	Recurrent ✓	Due Date:	Frequency CONTINUOUS
Governance	Rating	High				
<p>Risk Description: Sector governance is challenging particularly in an environment which has historically been prone to corruption and leakages in service delivery, thereby reducing the efficiency and effectiveness of education expenditures. Ownership and commitment is evolving and expected to strengthen as implementation progresses.</p>	<p>Risk Management: The project supports: (a) significant sector governance-related reforms and activities (e.g., need-based teacher deployment, systematic standardized assessment of student achievement, education management strengthening); and (b) fiduciary measures such as (i) the use of computerized accounting systems; (ii) auditing systems; (iii) improved internal controls and preventive measures for greater financial accountability in the sector; (iv) independent expenditure tracking; and (v) social accountability via SBMCs, supported by civil society organizations. All of these measures would help to mitigate against fiduciary risks.</p>					
	Resp: Client	Status: In Progress	Stage: Both	Recurrent ✓	Due Date:	Frequency CONTINUOUS
	<p>Risk Management: The project focuses on strengthening governance by improving accountability and creating transparency in the monitoring of results in the participating states. Moreover, third party monitoring of results will be carried out. Communities and CSOs will be involved in project implementation and monitoring to improve oversight and accountability.</p> <p>Development Partners (including FM and procurement specialists) will undertake periodic supervision and post reviews of expenditures identified as Eligible Expenditures for reimbursements. In addition, provision has been made for an annual exercise to analyze education expenditures for each Participating State, and reconcile them with respective state sector plans.</p>					
	Resp: Client	Status: In Progress	Stage: Both	Recurrent ✓	Due Date:	Frequency CONTINUOUS
Project Risks						
Design	Rating	Substantial				
<p>Risk Description: Project scope, design and size may not match State capacity, making management and implementation challenging. State government processes and systems in place to monitor, assess, and disseminate results may not be fully in place due to weak capacity, which can cause substantial delays in project implementation.</p>	<p>Risk Management: In addition to implementation experience, project design hinges on a few critical areas common to Participating States to reduce complexity in preparation and implementation. It also features a strong multi-tier monitoring system, including civil society organizations in strengthening monitoring capacity at school level. Provision has been made for an institutional and organizational capacity assessment to identify measures to strengthen the implementation structure.</p> <p>Project implementation arrangements will build on existing arrangements at the state level, with proper coordination among key stakeholders, such as local government education authorities, State Ministry of Education, the State Universal Basic Education Board, and other relevant agencies/institutions.</p>					

	Resp: Client	Status: In Progress	Stage: Both	Recurrent ✓	Due Date:	Frequency CONTINUOUS
Social and Environmental	Rating	Moderate				
Risk Description: Inadequate information dissemination could lead to tensions among stakeholders, thereby affecting project implementation. SIP activities may have negative social and/or environmental impacts.	Risk Management: The project objectives, roles and responsibilities of different stakeholders will be disseminated and a multi-pronged communication strategy is being developed. There would also be a provision for addressing complaints that may arise in a systematic manner.					
	Resp: Client	Status: In Progress	Stage: Both	Recurrent ✓	Due Date:	Frequency CONTINUOUS
Program and Donor	Rating	Moderate				
Risk Description: Although all major development partners have endorsed the Country Partnership Strategy, minor difficulties may occur due to difficulties resulting from the need to harmonize development partner support fully.	Risk Management: Given that all key Development partners are supporting the Government in project preparation, and will provide implementation support to government stakeholders during implementation, this will ensure all efforts are harmonized.					
	Resp: Both	Status: In Progress	Stage: Both	Recurrent ✓	Due Date:	Frequency CONTINUOUS
Delivery Monitoring and Sustainability	Rating	High				
Risk Description: Unfamiliarity with a GPE operation could lead to confusion, and may hinder the monitoring of delivery and project sustainability.	Risk Management: A sound monitoring and evaluation system, coupled with greater accountability particularly at school level, is likely to enhance education service delivery, and sustainability of project activities. Adequate technical assistance support and training will be provided to stakeholders, so that they will be able to own, manage, and monitor project activities.					
	Resp: Client	Status: In Progress	Stage: Both	Recurrent ✓	Due Date:	Frequency CONTINUOUS
Overall Risk						
Implementation Risk Rating: High						
Risk Description: The overall implementation risk remains High based on the nature of expenditures, decentralized management and financing of the planned GPE as well as the likely constraints on supervision and monitoring as a result of security risks.						

Annex 5: Implementation Support Plan

NIGERIA: Partnership for Education Project (P143842)

Strategy and Approach for Implementation Support and Capacity Building

1. The implementation support and capacity building in fulfilment of the NIPEP objectives will be delivered through a strong focus on supporting existing systems to deliver the program results, and moves away from one premised on direct attention to the delivery of inputs. This strategy will ensure due diligence in fiduciary and safeguard oversight with regard to project procedures, transactions and activities. International Development Partners (IDPs) will engage in continuous dialogue with their partners in government to identify emerging difficulties that could hinder the achievement of agreed results, and to provide technical assistance to mitigate challenges, when they arise.

Implementation Support Plan

2. The following Implementation Support Plan (ISP) describes how the IDPs will support NIPEP through the implementation of the risk mitigation measures (identified in Annex 4 – Operational Risk Analysis Framework), and provide technical support towards the achievement of the PDO (linked to results/outcomes identified in the Results Framework in Annex 1). The ISP also identifies minimum requirements for meeting the World Bank’s fiduciary obligations. This plan will be reviewed annually to ensure its relevance to NIPEP’s implementation support needs.

3. Joint Reviews will play an important role in the delivery of the ISP strategy. Reviews, one of which will feature an Annual Performance Review, will take place twice a year, prior to the meeting of the National Project Steering Committee. The main objective of December review activities will be to assess progress, and focus on the achievement of agreed results. The second review, undertaken in May or June, will focus also on identifying likely impediments to implementation. Reviews will identify the type of implementation support required, followed by joint decisions to provide technical assistance to State Ministries of Education (SMOEs), as well as other implementing agencies, such as UBEC.

4. A critical part of the ISP strategy will be to maintain and strengthen IDP dialogue with the government, as the basis for jointly discussing requests for advice and addressing emerging concerns as they arise. This approach is informal, and can take place outside the usual missions.

Fiduciary Requirements and Inputs

5. *Financial Management.* FM supervision will be consistent with a risk-based approach, and will involve collaboration with the Bank’s TTL and procurement officer. The supervision intensity will be based initially on the Project Appraisal Document (PAD) FM risk rating, and will be subsequently revised to reflect updated FM risk ratings during implementation. Given the projected Substantial residual risk rating, on-site supervision will be carried out at least twice a year. On-site review will cover all aspects of FM, including systems of internal control, the

overall fiduciary control environment, and tracing transactions from the bidding process to disbursements, as well as Statement of Expenditure reviews. Additional supervision activities will include a desk review of semester Interim Financial Reports (IFRs), quarterly internal audit reports, audited Annual Financial Statements and management letters, as well as timely interventions to address issues that may arise, and the updating of the FM rating in the Implementation Status and Results Reports (ISR) and the Portfolio and Risk Management (PRIMA) system. Additional reviews may be conducted depending on emerging risks. The Bank's project team will support in monitoring implementation of the action plan.

6. *Technical Assistance and Capacity Development.* Based on the rapid capacity assessment which took place in June 2014, and further discussions with the states in August 2014, NIPEP has identified areas where capacity gaps exist and TA will be required to support implementation teams to ensure the long-term sustainability of the program. Sustainability will be embedded as a core principle within TA across all technical inputs of the project. Consultants will be required to make explicit processes to ensure that transferred skills and processes can permanently be embedded within government, including the transfer of knowledge and leadership to the government staff. The TA will also assist staff to comply with the Bank requirements for reporting on the use of funds.

7. As highlighted in Annex 3 ongoing TA is being implemented in all five NIPEP states to assist in education sector planning and the policy cycle. The IDPs may scale up or replicate ongoing support within NIPEP. IDPs will specifically support states with regard to implementation of activities related to the three main project components relevant to their work program. For example, DFID will continue to provide support and provide technical assistance to Kano, Kaduna and Jigawa States with regard to teacher training, retention of teachers, professional development, and the provision of discretionary grants to schools etc. while, USAID and UNICEF are working closely in Sokoto and Katsina to provide technical assistance to compliment GPE programs. JICA is also supporting a TPD program in Kaduna State.

8. *Areas of support.* The following areas have been identified as requiring TA for the implementation of the project:

- a. *Monitoring and evaluation:* Specialists will assist in the development of a monitoring and evaluation (M&E) framework for the project integrated within the states' M&E systems, as well as to develop any necessary tools. This will include assistance in the preparation of the quarterly report as well as in the development of the EMIS and the AESPRs. This is estimated to require eight weeks of TA per year (two weeks per quarter) per state, plus an additional two weeks per year at the central level (for a total of 42 weeks of TA per year).
- b. *Procurement:* Procurement specialists will assist in the preparation of a procurement plan as well as in the implementation of the procurement procedures in compliance with Bank procedures. This is estimated to require eight weeks of TA per year (two weeks per quarter) per state, plus an additional two weeks per year at the central level (for a total of 42 weeks of TA per year).

- c. Early Childhood Development (ECD): A specialist will be retained to assist with implementation of activities relating to ECD at the state level and to ensure that procedures for the delivery of pre-primary school grants reflect an understanding of the ECD policy. This is estimated to require four weeks of TA per year, with a total of 40 weeks of TA across all beneficiary states.
- d. Financial management: A financial management (FM) specialist will be retained to assist in the implementation of FM procedures aligned with government and World Bank guidelines. This is estimated to require eight weeks of TA per year per state, plus an additional two weeks per year at the central level (for a total of 42 weeks of TA per year).
- e. Education expertise: TA will be provided to assist in the design of interventions and development of concept notes and procedures, as well as for the planning and implementation of national learning assessments. This is estimated to take 12 weeks a year per state plus 24 weeks of TA at the central level, for a total of 84 weeks of TA per year.
- f. Social safeguards: A specialist will be retained to ensure understanding and compliance with social safeguards measures. This is estimated to take two weeks a year per state, plus additional two weeks at the central level for a total of 12 weeks of TA per year.
- g. Environment safeguards: A specialist will be retained to ensure understanding and compliance with environment safeguards measures. This is estimated to take two weeks a year per state, plus additional two weeks at the central level for a total of 12 weeks of TA per year.
- h. Program management: TA will be provided to the Federal Ministry of Education (FMOE) and State Ministries of Education (SMOEs) to ensure the effective coordination and management of program activities. It is estimated that related activities will require 21 weeks per year on the part of the Task Team Leader, and an additional 25 weeks of support per year on the part of a program management assistant, for a total of 46 weeks of assistance split between the two team members.
- i. Supervision TA: TA for supervision will be funded over and above the US\$100 million as per Section 5 of the GPE Application Form.

9. **Costs.** In total, it is estimated that the program will require approximately 300 weeks of TA per year for delivery in the five states and the federal government. This is in line with similarly large program implemented in Nigeria running across states, and is equivalent to approximately 1.4 persons working full time in each state, or seven people working full time persons in support of the entire program. TA and capacity building support will require specialised skills, some of which will be provided by international consultants. Costs associated with TA will vary depending on the seniority of retained experts and on the type of skills required, ranging from US\$2,000 per week to US\$4,000. On average, the cost of this support is estimated at US\$3,000 per week including reimbursable expenses (per diems, flights, transport allowances, etc.).

Annex 6: Economic and Financial Analysis

NIGERIA: Partnership for Education Project (P143842)

1. The project objective, to improve access to quality basic education with particular attention to girls' participation, is justified by the economic benefits accruing to education. Numerous studies have shown that a better educated workforce is associated with higher levels of economic growth (Lucas 1988; Barro, 1991, Mankiw, Romer and Weil, 1992), improved labor market income (Psacharopoulos, 1985 and 1994; Duflo, 2001), a healthier population, reduced fertility (Schultz, 1997 and 2002; Strauss and Thomas, 1995), and other benefits associate with improved security and the more efficient adoption of agricultural technologies (Foster and Rosenzweigh, 1996). Data from the Nigeria General Household Survey- panel (NGHSP) 2010–11 demonstrate that each additional year of schooling is associated with a nine percent increase in wage income (World Bank 2013).
2. The proposed project's focus on quality in addition to access is strongly supported, given evidence that the development of cognitive skills – rather than mere school attainment – is powerfully related to individual earnings, the distribution of income, and economic growth more generally (Jimenez, Nguyen and Patrinos 2012). A standard criticism of economic estimates of the returns to education for individuals and national growth is that they refer to the quantity of schooling, saying nothing about the quality of educational outputs. Both the relevance and quality of education engender skills development, enhancing the ability to learn, allowing those with more schooling to adopt technology more quickly, and make more telling contributions to higher productivity and growth. Evidence for such claim is supported by recent literature examining the role of school quality, which demonstrated strong and positive link between school quality as measured by test scores and individual earnings (Behrman and Birdsall 1983; Bedi 1997; Card and Krueger 1996) and economic growth (Barro 1997; Barro and Lee 1993, 1996; Hanushek and Woessmann, 2008).
3. To achieve the above objectives, NIPEP will implement the following primary activities:
 - (i) promoting school effectiveness and the quality of education delivered through school grants to fund possible investments in learning materials, libraries, remedial education, school based in-service support for Teachers (INSET), minor rehabilitation to facilities, foundation skill support (reading and math), improvements to teacher quality and Early Childhood Care and Education;
 - (ii) improving girls' access to quality education through Conditional Cash Transfers (CCTs) and/or scholarships; and
 - (iii) improving management of education systems through M&E and assessment.
4. A multivariate analysis, taking into account the effects of child, household and school characteristics, and state fixed effects, concluded that project activities are expected to yield high rates of return, and, moreover, that envisioned interventions are cost-effective. An economic analysis was carried out to determine demand and supply factors inhibiting access to education and the ability of children to read when in school. This analysis utilizes 2010 education statistics representative of national, urban-rural, regional, and state levels with a sample size of about 30,000 households. Since the 2010 survey focused on basic education, the statistics primarily collate information related to education and related characteristics for children aged four to 16. The later section will discuss the details of data and methodology.

5. The results demonstrate that project activities effectively target interventions projected to have a significant and positive impact on school attendance and literacy skills. In particular, wealth and parental education are strongly and positively associated with a child's access to schooling. On the other hand, girls, Muslim and traditional-religious children, and orphans have significant and negative effects. Gender bias is significant and large in the North but insignificant in the South, confirming a more dominant role for males in Northern culture as demonstrated by parental education. The results also show that distance to the closest primary, junior secondary (JSS) and senior secondary school (SSS) has a significant and negative effect on schooling, but the size of this effect is much smaller than gender, religion and poverty. Given the higher costs and comparatively low impact of school construction, interventions focused on addressing gender bias, religious education preference and wealth are more cost-effective. Learning outcomes are measured by the child's ability to read after a certain number of years of schooling. Learning outcomes are not affected by wealth but more strongly aligned with the mother's education, inputs such access to textbooks, extra lessons, whether or not a child does homework outside of school and school characteristics, including the presence of a parent teacher association (PTA), the distribution of report cards, private schooling, teacher performance and attendance.

6. Project activities address these factors that significantly and largely influence schooling access and quality. It is estimated that the expansion of integrated Islamiyya education, will raise the probability of school attendance among Muslim children by 11.5 percent in Nigeria, 23.3 percent in Northern Nigeria and 28.6 percent among Northern girls, relative to Christians. CCT and scholarships are expected to similarly impact school attendance. For simplicity, assuming that such cash transfers increase household's wealth from the first to second quintile and there is no leakage, the average school attendance rate is expected to increase by 6.9 percent for Nigeria as a whole, with the highest impact among Northern children (11.6 percent for Northern girls and 10.4 percent for Northern boys).

7. School improvement grants (SIGs), which give schools the autonomy to manage their budget and improve school inputs or the quality of teaching, can address problems specific to each school. As illustrated in the sectorial context section, there exists a huge shortage of textbooks in Nigeria. Providing textbooks to students can increase the probability of their learning how to read by on average, 9.4 percent (11.2 percent for girls and 8.1 percent for boys). When students receive extra lessons or do homework at home, they are more likely to learn how to read by 5 and 7.2 percent respectively. Problems of teacher performance and teacher attendance, measured by subjective opinion of parents, significantly impact student learning. Where there are problems with teacher performance and attendance, students are less likely to learn reading by about 7 percent, compared to those reported no problems. School grants may be used to incentive teacher attendance and performance. SIGs provide the flexibility for each school to address their specific problems and are not a "one size fits all", helping to optimize the combination of interventions and key inputs for effective results.

8. The third component addresses issues of management, monitoring and evaluation and student's assessment. Students that attend schools with an active PTA, or schools that distribute report cards, outperform their peers by 6.1 percent and 4.2 percent respectively. This may reflect a 'transparency effect' which pressures schools to monitor their students more effectively, and the effect of parents' participation in school management. Private school, widespread in the

South but less common in the North, has a significantly large and positive effect on learning to read, perhaps through more cost-efficient management and better monitoring (9.5 percent in Nigeria and 12.5 percent in the South). Given that private schools are not common in the NIPEP states, policy options related to private school would not be efficient.

9. In sum, the results confirm that the NIPEP is appropriately focused on relevant interventions, and indicate potential significant rewards to the project if it is implemented successfully. The following section details the methodology, data and tables of results from a multivariate analysis on the determinants of school attendance and student's achievement of literacy skills.

Methodology

10. The analysis adopts the theoretical model described by Glewwe and Kremer (2005). According to the authors, cognitive skills or learning is a production function of years of schooling, school quality and teacher characteristics; child characteristics including innate ability, household characteristics; and school inputs under the control of parents such as children's daily attendance, purchases of textbooks and other school supplies. Under pressure from budget constraints and the cost of schooling, parents choose the years of schooling and school inputs for the child that maximizes their utility.

11. With this theoretical framework, the empirical estimations of child's schooling and child's learning outcome are as follows:

12. School attendance is estimated as a function of: child characteristics - C (age, age squared, female, religion (Christian, Muslim and traditional)); household characteristics - H (household wealth/income, parents' years of schooling, parents' death or absence from the household); school characteristics - Q (distance to primary, junior secondary and senior secondary school); and geographic characteristics - G (rural and state dummies) to capture fixed effects of the area's development. The cost of schooling is not included in equation 2 for two reasons: (i) Costs of schooling are only available for those attending school. One may take the community average cost as a proxy for the cost of attending school nearby. However, studies have shown that such approach does not eliminate selection bias and may be misleading (Lincove 2009); (ii) Variation in the cost of primary schooling is too small relative to variation in income to have a significant effect on school attendance (Lincove 2009). Therefore, we focus on the variables within the scope of possible project interventions.

13. Learning outcomes are measured by the child's ability to read a whole sentence in the language in which they are taught in the classroom. Learning is a production function of child's years of schooling, his/her characteristics (age, age squared, female and innate ability), household characteristics (parental education, household wealth), the child's school inputs (access to a textbook, extra lessons, do homework outside of school) and schooling characteristics (private/public school, school has an active PTA, school distributes report cards, the problems of teacher performance, teacher attendance, physical classroom condition, overcrowding according to parents' or legal guardians' opinion). Geographic fixed effects (rural and state fixed effects) are the control variables.

14. While we have tried to include as many factors driving learning outcomes as data allows, other factors may influence results. These may include a child's innate ability, parental value for education and teachers' motivation, but these factors are not easily or accurately observed or measured. Since these unobserved factors inform a child's educational attainment, e.g., more able child are more likely to stay in school longer, thus they may confound the effect of years of schooling on learning. The literature has often used parental education as a proxy for innate ability and their values of education, but the correlation of these factors remains unknown. Hence, to get a cleaner estimate, we use the years of schooling predicted by the same independent variables as in estimates for school attendance. This method is used to remove the confounding effect of all omitted variables affecting both years of schooling and learning outcomes.

15. Both estimations use the 'probit' econometric model for discrete dependent variables: school attendance and reading ability.

Data

16. The analysis relies mainly on the Nigeria Education Data Survey (NEDS) 2010 which was implemented by the National Population Commission (NPC) in collaboration with the Federal Ministry of Education (FMOE) and the Universal Basic Education Commission (UBEC), and technical assistance from Research Triangle Institute International. The 2010 NEDS was jointly funded by the United States Agency for International Development (USAID) and the UK Department for International Development (DFID). The survey was designed to provide representative statistics for basic education at the national, urban-rural, regional, and state levels, with a sample size of about 30,000 households. It focuses primarily on children aged 4 to 16 and collects data on schooling background and details for three main groups of children: i) children currently attending school; ii) children who have never attended school; and iii) children who have dropped out of school. Basic literacy and numeracy tests were also conducted for these groups of children. The literacy test was conducted by showing a card with words written in the language of instruction taught in the child's school, including English, Yoruba and Hausa to determine if the child 1) cannot read at all, 2) is able to read parts of the sentence, or 3) is able to read the whole sentence. The literacy outcome for the analysis is estimated as a dummy variable, 1 reflecting a child's ability to read the whole sentence and zero otherwise. The observations are excluded if child is taught in a language different from those listed above if the child is visually impaired.

17. In addition, some characteristics of the school where the child is enrolled were also collected from using separate questionnaire for parents or legal guardians. These characteristics were captured using the subjective opinion of parents or legal guardians. For example, correspondents are asked to provide their opinion as to whether the school has a big problem, small problem or no problem at all, or respondents could indicate that they didn't know. Responses were sought with regard to the following school characteristics: school administration, teacher performance, teacher attendance, physical condition of the classroom, and overcrowding of classrooms. Due to the subjective nature of the survey, measures in this regard may suffer large errors. While the size of the errors is unknown, it still measures, to an extent, overall school quality.

18. Table A6.1 reports the marginal effects of the determinants of school attendance for all children in Nigeria, for girls, boys, North, South, Northern girls and Northern boys in columns 1-7, respectively. Table A6.2 displays the marginal effects of literacy outcomes for children currently attending school. A descriptive analysis demonstrates large difference between North and South in terms of education system outcomes and culture. Therefore, separate regressions were run for North and South, boys and girls, and their interaction, to capture the structural differences of these sub-populations. State dummy variables are included in all regressions to capture fixed effects, such as differences in economic development, infrastructure, educational policy making, etc. For the ease of presentation, state fixed effects are not reported here.

Table A6.1 Determinants of school attendance, ages 4-16

	(1)	(2)	(3)	(4)	(5)	(6)	(7)
	All	Female	Male	North	South	North female	North male
Age	0.192*** (0.00438)	0.202*** (0.00643)	0.183*** (0.00510)	0.284*** (0.00773)	0.0571*** (0.00258)	0.279*** (0.0112)	0.285*** (0.00926)
Age squared	- 0.00891*** (0.000213)	- 0.00959*** (0.000325)	- 0.00835*** (0.000249)	-0.0130*** (0.000375)	- 0.00275*** (0.000126)	-0.0131*** (0.000570)	- 0.0127*** (0.000444)
Female	-0.0640*** (0.00532)			-0.121*** (0.00985)	-0.00194 (0.00207)		
Muslim	-0.115*** (0.0138)	-0.148*** (0.0155)	-0.0859*** (0.0152)	-0.233*** (0.0244)	-0.00535 (0.00652)	-0.286*** (0.0248)	-0.182*** (0.0277)
Traditional religion	-0.163*** (0.0430)	-0.223*** (0.0693)	-0.120*** (0.0430)	-0.286*** (0.0564)	-0.0341* (0.0193)	-0.331*** (0.0653)	-0.243*** (0.0701)
Wealth quintile 2	0.0698*** (0.00879)	0.0795*** (0.0116)	0.0633*** (0.00884)	0.109*** (0.0164)	0.0120** (0.00502)	0.116*** (0.0210)	0.104*** (0.0166)
Wealth quintile 3	0.108*** (0.00985)	0.112*** (0.0132)	0.105*** (0.00987)	0.172*** (0.0198)	0.0249*** (0.00547)	0.164*** (0.0264)	0.179*** (0.0201)
Wealth quintile 4	0.136*** (0.0102)	0.151*** (0.0128)	0.123*** (0.0109)	0.223*** (0.0224)	0.0369*** (0.00570)	0.238*** (0.0282)	0.206*** (0.0237)
Wealth quintile 5	0.163*** (0.0112)	0.190*** (0.0136)	0.139*** (0.0123)	0.289*** (0.0259)	0.0494*** (0.00679)	0.340*** (0.0305)	0.240*** (0.0285)
Mother's years of schooling	0.0115*** (0.000924)	0.0129*** (0.00122)	0.0102*** (0.00104)	0.0145*** (0.00181)	0.00438*** (0.000414)	0.0158*** (0.00229)	0.0129*** (0.00204)
Father's years of schooling	0.0141*** (0.000801)	0.0157*** (0.00108)	0.0127*** (0.000878)	0.0219*** (0.00132)	0.00273*** (0.000484)	0.0233*** (0.00170)	0.0205*** (0.00151)
Mother died	-0.0353** (0.0173)	-0.0258 (0.0241)	-0.0433** (0.0220)	-0.0431 (0.0291)	-0.0180* (0.0107)	-0.0223 (0.0417)	-0.0599* (0.0339)
Mother absent	-0.0195* (0.0107)	-0.0222 (0.0151)	-0.0191 (0.0125)	-0.0122 (0.0197)	-0.0154** (0.00629)	-0.0177 (0.0282)	-0.0114 (0.0211)
Father died	-0.0281** (0.0123)	-0.0279* (0.0166)	-0.0275* (0.0146)	-0.0271 (0.0249)	-0.0110** (0.00549)	-0.0331 (0.0310)	-0.0187 (0.0296)
Father absent	-0.0224** (0.0109)	-0.0304** (0.0153)	-0.0123 (0.0126)	-0.0327 (0.0230)	-0.00433 (0.00436)	-0.0250 (0.0299)	-0.0312 (0.0262)
Distance to closest primary school (km)	-0.0280*** (0.00371)	-0.0325*** (0.00421)	-0.0246*** (0.00403)	-0.0538*** (0.00650)	-0.00409** (0.00178)	-0.0602*** (0.00796)	- (0.00738)
Distance to closest JSS school (km)	-0.00377** (0.00191)	-0.00257 (0.00218)	-0.00468** (0.00198)	- (0.00337)	0.00166** (0.000772)	-0.00649* (0.00359)	- (0.00355)
Distance to closest SSS school (km)	-0.00358** (0.00151)	- (0.00180)	-0.00254* (0.00147)	-0.00473** (0.00240)	- (0.000390)	-0.00586** (0.00274)	-0.00358 (0.00234)
Rural	-0.0224 (0.0142)	-0.0222 (0.0172)	-0.0228 (0.0144)	-0.0318 (0.0281)	-0.00491 (0.00516)	-0.0444 (0.0324)	-0.0214 (0.0286)
Observations	64,636	31,308	33,328	34,405	30,231	16,743	17,662
Standard errors in parentheses							
*** p<0.01, ** p<0.05, * p<0.1							

Note: Marginal effects are displayed using probit regression and all estimates are weighted. State dummies are included to capture state specific fixed effects but are not reported here for the ease of presentation. Omitted variables include Christian and wealth quintile 1 (the poorest).

Table A6.2 Determinants of student's achievement in literacy test, for currently attending school children ages 4-16

	(1)	(2)	(3)	(4)	(5)	(6)	(7)
	All	Female	Male	North	South	North female	North male
Child's current grade (predicted)	0.130*** (0.0320)	0.177*** (0.0315)	0.0956** (0.0417)	0.116*** (0.0233)	0.109** (0.0460)	0.115*** (0.0307)	0.119*** (0.0275)
Age	0.138*** (0.0126)	0.145*** (0.0142)	0.131*** (0.0165)	0.0446*** (0.0105)	0.183*** (0.0174)	0.0455*** (0.0131)	0.0427*** (0.0146)
Age squared	-0.00558*** (0.000611)	-0.00714*** (0.000739)	-0.00438*** (0.000783)	-0.00269*** (0.000544)	-0.00662*** (0.000866)	-0.00285*** (0.000687)	-0.00256*** (0.000676)
Female	0.0217** (0.00915)			-0.00215 (0.00840)	0.0466*** (0.0125)		
Mother's years of schooling	0.00500** (0.00201)	0.00289 (0.00215)	0.00662** (0.00271)	-0.00120 (0.00163)	0.00974*** (0.00274)	-0.000439 (0.00210)	-0.00210 (0.00214)
Father's years of schooling	-0.00286 (0.00247)	-0.00552** (0.00268)	-0.000800 (0.00305)	-0.00554*** (0.00185)	0.00299 (0.00351)	-0.00644*** (0.00248)	-0.00496** (0.00206)
Rural	-0.0594*** (0.0159)	-0.0694*** (0.0194)	-0.0502*** (0.0178)	-0.000140 (0.0147)	-0.109*** (0.0203)	-0.0155 (0.0180)	0.0141 (0.0159)
Wealth quintile 2	-0.0334 (0.0212)	-0.0821*** (0.0275)	0.00528 (0.0249)	-0.0151 (0.0178)	-0.0731** (0.0363)	-0.0406* (0.0210)	0.00525 (0.0219)
Wealth quintile 3	-0.0313 (0.0246)	-0.0862*** (0.0306)	0.0127 (0.0301)	-0.0250 (0.0199)	-0.0433 (0.0392)	-0.0437* (0.0229)	-0.0111 (0.0249)
Wealth quintile 4	-0.00952 (0.0301)	-0.0776** (0.0358)	0.0447 (0.0383)	-0.00510 (0.0253)	-0.0290 (0.0444)	-0.0313 (0.0289)	0.0144 (0.0331)
Wealth quintile 5	0.0421 (0.0377)	-0.0426 (0.0431)	0.109** (0.0483)	0.0443 (0.0369)	0.0128 (0.0515)	-0.00368 (0.0391)	0.0886* (0.0480)
Have a textbook	0.0940*** (0.0117)	0.112*** (0.0161)	0.0812*** (0.0143)	0.0545*** (0.00998)	0.136*** (0.0195)	0.0711*** (0.0142)	0.0417*** (0.0120)
Receive extra lessons	0.0602*** (0.0105)	0.0586*** (0.0137)	0.0604*** (0.0129)	0.0514*** (0.0134)	0.0471*** (0.0135)	0.0440*** (0.0157)	0.0577*** (0.0177)
Do homework outside of school	0.0722*** (0.0121)	0.0676** (0.0161)	0.0747*** (0.0147)	0.0330*** (0.00974)	0.111*** (0.0220)	0.0226* (0.0123)	0.0387*** (0.0128)
Private school	0.0954*** (0.0113)	0.111*** (0.0137)	0.0840*** (0.0150)	0.0391*** (0.0130)	0.125*** (0.0138)	0.0472*** (0.0154)	0.0340* (0.0173)
School has an active PTA	0.0612*** (0.0131)	0.0425** (0.0171)	0.0767*** (0.0154)	0.0257** (0.0118)	0.0770*** (0.0197)	0.00549 (0.0155)	0.0410*** (0.0132)
School distributes report cards	0.0426*** (0.0124)	0.0321** (0.0150)	0.0519*** (0.0149)	0.0502*** (0.0127)	0.0137 (0.0170)	0.0483*** (0.0152)	0.0519*** (0.0146)
Teacher performance: small problem	-0.0701*** (0.0182)	-0.0320 (0.0236)	-0.0978*** (0.0216)	-0.0613*** (0.0142)	-0.0309 (0.0277)	-0.0313* (0.0181)	-0.0849*** (0.0167)
Teacher performance: big problem	-0.0518* (0.0279)	-0.0495 (0.0396)	-0.0524* (0.0309)	-0.0347* (0.0206)	-0.0716 (0.0543)	-0.0286 (0.0272)	-0.0382* (0.0231)
Teacher attendance: small problem	-0.0240 (0.0185)	-0.0410 (0.0254)	-0.00986 (0.0219)	-0.0258* (0.0145)	0.0129 (0.0278)	-0.0467** (0.0187)	-0.00693 (0.0183)
Teacher attendance: big problem	-0.0694** (0.0271)	-0.0765** (0.0363)	-0.0627* (0.0326)	-0.0561*** (0.0188)	-0.0482 (0.0499)	-0.0708*** (0.0229)	-0.0418* (0.0232)
Classroom condition: small problem	-0.0273* (0.0144)	-0.0292 (0.0188)	-0.0270 (0.0178)	-0.0204 (0.0137)	-0.0260 (0.0196)	-0.0185 (0.0171)	-0.0247 (0.0163)
Classroom condition: big problem	-0.0137 (0.0194)	-0.0377 (0.0242)	0.00430 (0.0233)	-0.0263 (0.0162)	0.0304 (0.0283)	-0.0376* (0.0192)	-0.0192 (0.0201)
Overcrowding: small problem	0.0128 (0.0164)	0.0177 (0.0207)	0.0102 (0.0201)	0.0357** (0.0163)	-0.0231 (0.0232)	0.0535** (0.0210)	0.0240 (0.0196)
Overcrowding: big problem	0.0180 (0.0200)	0.0316 (0.0249)	0.00818 (0.0239)	0.0310* (0.0171)	5.41e-05 (0.0305)	0.0590*** (0.0204)	0.0112 (0.0208)
Observations	34,069	16,012	18,057	14,636	19,433	6,631	8,005
Standard errors in parentheses							
*** p<0.01, ** p<0.05, * p<0.1							

Note: Marginal effects are displayed using probit regression and all estimates are weighted. State dummies are included to capture state specific fixed effects but are not reported here for the ease of presentation. Omitted variables include Christian and wealth quintile 1 (the poorest).

Financial Analysis

Public education expenditure

19. There are four main sources of public funding for the public (non-federal) education sector in Nigeria: state governments, local governments, direct allocations from the federal government (through the Universal Basic Education (UBE) Intervention Fund, the Education Trust Fund and the MDGs Office), and funds accruing from private individuals and organizations, including nongovernmental organizations and international donors. Besides the federal allocation, SMOEs are directly responsible for the financing of junior and senior secondary education and state-level tertiary education, while local governments are responsible for the management and financing of primary and pre-primary education. With ratification of the UBE law in each state, local governments are expected to finance junior secondary education, but few states have transferred responsibility for junior secondary schools to local authorities.

20. Data relating to education expenditure is uneven across states and suffers from large discrepancies. In Jigawa, Kaduna and Kano, where ESSPIN has been providing technical assistance, education expenditure data is reported in the State Education Sector Plan with some standardization. Expenditure data in Katsina, on the other hand, does not follow this standard. Hence, only budgeted rather than actual expenditure is reported, and key data relating to allocations and utilization rates are not available. Sokoto has very limited expenditure data in their sector plan.

21. Poor information with regard to state and local education spending in Nigeria undermines an accurate estimate of total spending on education, and there are no plausible estimates of the total financial resources that will be required to achieve universal basic education (Santcross et al 2009). A literature review of available estimates demonstrates highly variable projections for spending, ranging from one to five percent of GDP (Acosta, 2012), and even over seven percent (FMOE, 2011; EDOREN, 2013).

22. In a context where data for some states might exist, within state differences are also large that one cannot extrapolate from one state to another. The most comprehensive attempt to estimate state expenditure levels in support of education was undertaken by the World Bank in 2008 in support of the Public Expenditure Review of the Education Sector in nine states.

23. The proportion spent on primary education varies considerably between states and between local governments within states. FMOE (2008) noted that as much as 90 percent of total public expenditure on primary education in states was absorbed by salaries, with only a small share allocated to capital expenditure. FMOE (2008) showed how some states allocated considerably less than 20 percent of their transfers from the federal government to primary education while other spent more than 25 percent. Within states, differences are also large. In

Kano, for example, primary education absorbs less than 15 percent of the federal allocation in 16 out of the 44 local government areas, but more than 30percent in three local government areas.³⁸

24. Collins (2014) estimated education allocations in the two GPE states where the Girls' Education Project 3 (GEP 3) is operational (Sokoto and Katsina), derived by allocating 50 percent of the social sector budget in the case of Katsina. She concludes that education allocations range between 3.6percentof the state budget for 2013in Sokoto (based on actual figures) and 6.8percentin Katsina (based on estimated education figure). The average figure in the five states the GEP3 works in (Bauchi, Niger and Zamfara in addition to Sokoto and Katsina) is 5.5 percent. This is equivalent to an average spend of US\$9 per head of population, ranging from US\$7 in Bauchi and Sokoto to US\$13 in Zamfara, where budget per capita is much higher than for any other GEP3 state.

25. Despite all these challenges, to complete Sections 2 and 3 of the GPE application, data on education expenditure in the five beneficiary states has been collected based on the annual education performance reports and MTSS documents. It is worth noting, however, that discrepancies across documents have been found, particularly with respect to reporting on historical data and projections.

Fiscal impact

26. Table A6.3 shows how NIPEP financing, as a share of projected state basic education financing, ranges from 3 to 13percent in the participating states ,and that GPE financing as a proportion of total state projected financing in all five participating states is 3.7percent, excluding funds under Component 3.

Table A6.3: GPE financing as a Share of projected State Basic Education Financing (US\$ '000)(2015-2017)

	State Basic Education Sector Plan Cost (2015 – 2017)	NIPEP Financing for Components 1 and 2	NIPEP financing as a % of the State total.
Jigawa	261,523	12,899	5.28%
Kaduna	622,135	23,061	3.71%
Kano	1,108,031	29,672	2.70%
Katsina	389,183	14,134	3.65%
Sokoto	108,426	9,196	12.64%
Total	2,489,298	88,962	3.67%

Source: MTSS for the 5 states and GPE Application Form. Notes: Total basic education sector financing including funds from UBE

³⁸EDOREN (2013). Review of the literature on basic education in Nigeria: Issues of access, quality, outcomes and equity. Draft Oct 25; FMOE (2008) Nigeria: A Review of the Costs and Financing of Public Education (In Two Volumes) Volume I: Executive Summary, The World Bank, DFID and the FMOE, May; FMOE (2011). Report of the Presidential Task Team on Education. Abuja: Government printer; Santecross, N., Hinchcliffe, K., Williams, A. S., Adediran, S., and Onibon, F. (2010). *Mid-term evaluation of the EFA fast-track initiative: country case study: Nigeria*. Cambridge, UK: Cambridge Education Consultants.

Table A6.4 GPE financing as a percent of UBE Conditional Grants in participating State for four years

Participating State	UBE Funding ³⁹	GPE Funding	GPE Funding as a % of UBE funding
Jigawa	211,500,000	12,889,000	6.1%
Kaduna	211,500,000	23,061,000	11%
Kano	211,500,000	29,672,000	14%
Katsina	211,500,000	14,134,000	7%
Sokoto	211,500,000	9,196,000	4.3%
Total	\$1,057,500,000	88,952,000	8.4%

Table A6.5: Summary of Financing of Participating States' Programs across GPE components⁴⁰

(US\$ 000)								
State and Development Partner	Component 1			Component 2			Component 3	TOTAL
	Grants to Schools	Teacher Professional Development	Total	Scholarships for Girls and Teachers	Female Teacher Scholarship/ Professional Development	Total	Strengthening Management, Monitoring and Evaluation and Assessment	
Jigawa State		118.75	118.8			0.0	1,619.5	1,738.3
DfID /a	160.0	5,340.0	5,500.0			0.0	250.0	5,750.0
Unicef			0.0			0.0		0.0
UBEC	70,500.0		70,500.0			0.0		70,500.0
Kaduna State		126.582	126.6		15.822	15.8	15.822	158.2
DfID	160.0	200.0	360.0			0.0	250.0	610.0
Unicef			0.0			0.0		0.0
JICA		1,800.0	1,800.0			0.0		1,800.0
UBEC	70,500.0		70,500.0			0.0		70,500.0
Kano State		1,619.5	1,619.5			0.0	1,619.5	3,239.0
DfID	160.0	200.0	360.0			0.0	250.0	610.0
Unicef			0.0			0.0		0.0
UBEC	70,500.0		70,500.0			0.0		70,500.0
Katsina State	199.4	278.90	478.3	8,026.96	990.336	9,017.3	220.556	9,716.1
DfID	4,440.0	8,970.0	13,410.0	1,830.0	1,570.0	3,400.0		16,810.0
Unicef			0.0	3,868.75		3,868.7		3,868.7
UBEC	70,500.0		70,500.0			0.0		70,500.0
Sokoto		1,619.5				0.0	1,619.5	1,619.5
DfID	4,440.0	3,630.0	8,070.0	1,830.0	1,570.0	3,400.0		11,470.0
USAID			0.0			0.0		0.0
Unicef			0.0	3,868.75		3,868.7		3,868.7
UBEC	70,500.0		70,500.0			0.0		70,500.0
TOTAL	362,059.4	23,903.2	384,343.1	19,424.5	4,146.2	23,570.6	5,844.9	413,758.6

a/ DfID totals also include ESSPIN, as well as UNICEF programme.

³⁹ Estimated of non-salary contribution to the GPE project

⁴⁰ The percentage contribution is negligible to the total GPE funds per components

**Annex 7: Summary of Project Costs
NIGERIA: Partnership for Education Project (P143842)**

Table A7.1: Total budget per state per component (US\$ '000)

Component	Total	Jigawa	Kaduna	Kano	Katsina	Sokoto	LEG (inc FMOE, UBEC, NERDC)
	Total Budget	Total Budget	Total Budget	Total Budget	Total Budget	Total Budget	Total Budget
1 Promoting School Effectiveness and Improved learning outcomes							
1a SIG for Primary	\$21,999	\$2,869	\$12,632	\$3,474	\$2,337	\$688	
1b SIG for Pre-primary	\$7,114	\$1,039	\$2,420	\$1,727	\$1,643	\$285	
1c TPD	\$13,176	\$1,590	\$1,203	\$6,014	\$1,203	\$3,167	
Sub-Total Component 1	\$42,290	\$5,498	\$16,254	\$11,215	\$5,183	\$4,139	
2 Increasing Access to Basic Education for Out-of-School Girls							
2a Girls' access to basic education	\$29,624	\$4,972	\$1,657	\$13,051	\$6,629	\$3,315	
2b Female teacher scholarships	\$3,762	\$648	\$1,795	\$411	\$368	\$541	
2c Community Mobilisation and SBMC Training	\$6,719	\$830	\$1,883	\$2,669	\$910	\$426	
Sub-Total Component 2	\$40,105	\$6,450	\$5,335	\$16,131	\$7,907	\$4,281	
3 Strengthening Planning and Management Systems including Learning Assessment and Capacity Development							
3a Management and coordination	\$9,230						\$9,230
3b M&E and Assessment	\$8,375						\$8,375
Sub-Total Component 3	\$17,605						\$17,605
Total	\$100,000	\$11,949	\$21,589	\$27,346	\$13,090	\$8,420	\$17,605

Table A7.2: Total budget per year per component (US\$ '000)

Component						
		2015	2016	2017	2018	Total Budget
1 Promoting School Effectiveness and Improved learning outcomes						
1a SIG for Primary		\$4,430	\$5,952	\$6,787	\$4,831	\$21,999
1b SIG for Pre-primary		\$1,745	\$1,840	\$1,919	\$1,609	\$7,114
1c TPD		\$4,295	\$4,295	\$2,700	\$1,886	\$13,176
Sub-Total Component 1		\$10,470	\$12,087	\$11,406	\$8,326	\$42,290
2 Increasing Access to Basic Education for Out-of-School Girls						
2a Girls' access to basic education		\$4,906	\$5,423	\$8,354	\$10,941	\$29,624
2b Female teacher scholarships		\$620	\$1,055	\$1,337	\$750	\$3,762
2c Community Mobilisation and SBMC Training		\$2,038	\$2,238	\$1,384	\$1,059	\$6,719
Sub-Total Component 2		\$7,564	\$8,716	\$11,075	\$12,750	\$40,105
3 Strengthening Planning and Management Systems including Learning Assessment and Capacity Development						
3a Management and coordination		\$2,308	\$2,308	\$2,308	\$2,308	\$9,230
3b M&E and assessment		\$2,224	\$2,050	\$2,050	\$2,050	\$8,375
Sub-Total Component 3		\$4,532	\$4,358	\$4,358	\$4,358	\$17,605
Total		\$22,566	\$25,161	\$26,839	\$25,434	\$100,000

The table shows the average unit cost per sub-component across states. It also shows the total units per year and the total over three years. Note that the total over three years does not necessarily equal total number of beneficiaries. For example, the total reflected under components 1a and 1b is the total number of *annual* schools grants, and not the total number of schools receiving grants as some of them will receive them for 2 or 3 years. Similarly, as the girls and female teacher scholarships are expected to be given for 3 years, the total reflects the total *annual* scholarships, not the total number of girls or female teachers receiving scholarships.

The above figures are the result of the weighted averages per state (underlying spreadsheet available in project files).

**Table A7.3: Unit cost and number of units per sub-component
(Components 1 and 2)**

Sub-Component		Unit	Total Unit Cost (NGN '000)	Total Unit Cost (USD '000)	# Units				
					2015	2016	2017	2018	Total 4 years
1 Promoting School Effectiveness and Improved learning outcomes									
1a	SIG for Primary	Grant per school	231.94	\$1.45	3,178	4,387	5,037	3,618	16,220
1b	SIG for Pre-primary	Grant per school	115.55	\$0.72	2,463	2,711	2,951	2,460	10,585
1c	Teacher Professional Development	Training per teacher	24.39	\$0.15	32,000	32,000	20,000	12,955	96,995
2 Increasing Access to Basic Education for Out-of-School Girls									
2a	Girls' access to basic education	Scholarship per girl	29.59	\$0.18	29,000	32,000	49,000	64,000	74,000
2b	Female teacher scholarships	Scholarship per female teacher	29.51	\$0.18	3,410	5,940	7,640	4,240	21,230
2c	Community Mobilisation and SBMC Training	Costs per SBMC, including training	91.35	\$0.57	3,587	3,949	2,593	2,000	12,129

Annex 8: Government and Development Partners' Education Activities in Nigeria ⁴¹

NIGERIA: Partnership for Education Project (P143842)

Development Partners	Projects	Duration	States	Funding
DFID	Education Sector Support Program in Nigeria (ESSPIN)	2008-2017	Kano, Kaduna, Kwara, Jigawa, Lagos, Enugu	£135,000,000
	Girls Education Project 3 (GEP) (managed by UNICEF)	2012-2020	Phase 1: Bauchi, Borno, Jigawa, Katsina, Niger, Sokoto Phase 2: Bauchi, Katsina, Niger, Sokoto Phase 3: Bauchi, Katsina, Niger, Sokoto and Zamfara	£103,000,000
	Education Operational Research and Evaluation in Nigeria (EDOREN)	2013-2017	Nigerian States where DFID operates	£6,000,000
	Teachers Development Program (TDP)	2013-2019	Jigawa, Katsina, Zamfara in Phase 1 (2013-16); Kaduna, Kano, Niger in Phase 2 (2016-19)	£33,000,000
	Developing Effective Private Education (DEEPEN)	2013-2018	Lagos state	£18,000,000
JICA (Japan)	Strengthening of Mathematics and Science Education (SMASE) in Nigeria (Phase 2)		Kaduna, Niger, Plateau (Pilot States)/33 Non-pilot States and FCT	
UNESCO	Revitalizing Adult and Youth Literacy in Nigeria	2011-2015	Nationwide	US\$6,468,233
	Empowering Girls and Women in Literacy and Skills Development using the ICTs	2014 - 2016	Rivers and FCT	US1 Million

⁴¹This table will be summarized in version for Bank approval.

	Basic Education program	2014-2017	Supporting 13 High Burden states, with select support to other states in key priority areas. Katsina, Sokoto, Zamfara, Niger, Bauchi, Oyo, Osun, Ebonyi, Benue, Taraba, Gombe, Kebbi, FCT)	US\$86,600,000
USAID	Northern Education Initiative (NEI)		Bauchi , Sokoto	
	Sesame Square		Nationwide	US\$5,300,000.00
	Nigeria Educ. Data Survey (NEDS)		Nationwide	
	Reading and Access Research Activity (RARA		Bauchi, Sokoto, Jigawa, Kaduna, Kano, Katsina	US\$8,773,801.00
	Education Crises Response (ECR)			US\$44,999,833.00
	Northern Education Initiative (NEI+)		In procurement stage. States TBD	US\$120,000,000.00
World Bank (International Development Association – IDA)	Science and Technology Post-basic Education Project		National	US\$180,000,000
	Lagos Eko Project		Lagos State	US\$142,000,000
	State Education Program Investment Project		Anambra, Bauchi, Ekiti, and Edo	US\$150,000,000

Annex 9: Lessons Learned

NIGERIA: Partnership for Education Project (P143842)

1. The Nigeria Partnership for Education Project (NIPEP) builds upon the lessons learned from the implementation of previous World Bank projects in Nigeria. Sokoto State benefitted from the first and second federally managed Primary Education Projects. Jigawa and Katsina benefitted from a decentralized Universal Basic Education Project, and Kaduna and Kano benefitted from the State Education Sector Project. NIPEP also builds on lessons learned in terms of linking resources to selected basic education service delivery indicators from the Lagos Eko Project and the State Education Program Investment Project (Kaduna, Kano, Kwara). The lessons learned from World Bank projects have influenced the NIPEP design to inform interventions appropriate in different contexts in Nigeria, as well information relating to what can successfully be implemented using World Bank and Government implementation modalities and given various forms of capacity constraints.

2. In an effort to address many constraints evident in the sector, and in view of challenges associated with implementation, the proposed NIPEP will focus on three areas: (i) promoting school effectiveness and learning outcomes; (ii) increasing access to basic education for Out of School (OOS) children, especially girls; and (iii) strengthening planning and management systems. The design of each component builds on previous national, State and International Development Partner (IDP) experience and draws on the international evidence in relevant areas.

3. **Promoting School Effectiveness and Improved Learning Outcomes.** NIPEP requires an integrated approach that addresses teacher quality, in conjunction with perennial shortages of classroom teaching and learning materials, inadequately maintained infrastructure and a general lack of accountability. Interventions to address these challenges may be best facilitated through School Improvement Grants (SIGs) that provide a menu of activities with options selected according to school priorities. In a system where resources are highly centralised, SIGs enable more effective environments for learning, by enabling schools to manage their own resources and allow Head Teachers and School Based Management Committees (SBMCs) to locally decide, manage and supervise school improvements. While it is acknowledged that the international evidence establishing definitive causal linkages between school grants and learning outcomes is not strong, the evidence base for linkages between the use of school grants and improvements to access and retention is significant.⁴² The LEG felt that it was important to bear in mind the specific context of the NIPEP states, and that going to school and staying in school is a necessary pre-requisite for learning in school. The LEG maintains that SIGs should be a strong element of the NIPEP - particularly as SBMCs are being strengthened through Federal and State policies and funding commitments. In addition, it should be noted that there is some evidence from Nigeria that school grants, utilised in particular ways, can contribute to learning outcomes: An impact evaluation conducted under the Lagos EKO Secondary Education Project provides evidence that SIGs led to an increase in academic performance.⁴³

⁴²Learning Achievement: engaging with evidence, DFID/UKAid, March 2014.

⁴³The amounts given for school grants under Lagos Eko project are N2 – N3.5m per school to each of the 620 junior and senior public secondary schools (including technical colleges) in Lagos state.

4. Decentralization of the decision-making process in public schools has become a centerpiece of public school education reform in Nigeria. The highest decision making body on education matters in Nigeria, the National Council for Education, with participation of all 36 states and the Federal Capital Territory (FCT) education ministries and agencies, approved the establishment of SBMCs in all public primary schools. This has been formalized through the development of a national policy framework on SBMCs and by initiatives undertaken by stakeholders including CSACEFA, UNICEF and ESSPIN. Community participation in decision-making through the SBMCs⁴⁴ has increased, and each state now has their own specific SBMC policy, drawing on guidelines issued by the UBEC (with support from ESSPIN). The focus of school based management is to improve school governance and the devolution of responsibility and accountability to the school level. NIPEP is therefore geared to support the government in all the NIPEP states to implement their own SBMC policies by stepping up efforts to increase the number of functional SBMCs across states. At the community level, NIPEP will continue to support the development and empowerment of existing SBMCs to enhance school effectiveness while supporting specific classroom level interventions to improve learning outcomes.

5. Support to pre-primary education in the form of SIGs to pre-primary schools is an important part of the project design. The evidence for early childhood interventions offering high rates of return and promoting achievement in marginalised groups is very strong. Several studies have demonstrated the positive impact of early childhood interventions on primary school attendance and achievement in later life, including higher incomes. In Nigeria, evidence suggests that children who attend pre-schools are more likely to continue to primary school (UNESCO 2014, Aga Khan Foundation; van der Gaag and Pusha).

6. NIPEP design, moreover, emphasizes the importance of teacher development. International literature overwhelmingly points to the benefits for student learning of “well designed *teacher support* programs that combine training and instructional materials, improved pedagogies and equipping teachers with inexpensive instructional tools”. NIPEP will support the use of scripted lessons plans, the provision of coaching for teachers, the provision of instructional materials for teachers and learning materials for students, aligned with these findings. The literature also points to benefits associated with support to conduct instruction in mother tongue or language of the environment⁴⁵, and NIPEP will support this. While Nigeria has a language policy which, on paper, supports the use of the language of the environment for instruction, in practice, implementation of this policy has received very little practical support – including the development of materials and appropriate training to support this policy. NIPEP will scale up initiatives supported by IDPs in support of this policy, for example by using Hausa audio-visual materials on mobile phones for teachers which are being developed by the Teacher

⁴⁴A total of 1,948 SBMCs in 2010 have been involved in the development of the Whole School Development Plans (WSDP) in NIPEP states. The SBMCs have used the school improvement grants (from both state governments and UNICEF/DFID) to implement priority projects in the WSDP to address issues that promote girls’ education such the provision of (i) separate toilets for girls and boys, (ii) sanitary wares for girls, (iii) school uniform and bags for girls, (iv) scholarship for girls transiting to Junior Secondary Schools, and (v) sporting materials for use by girls. During the same period, enrolment of girls in schools rose from 981,787 to 1,020,658. The school grant system has also gingered many SBMCs and communities to provide additional resources for the implementation of their WSDP. According to SBMC members across the five states, factors which contributed to the successful development of WSDPs included the following: (i) wide consultations on the priority needs of the communities before the plans were developed; (ii) SBMC members were trained on how to develop plans and (iii) provision of grants to execute the developed plans.

⁴⁵ “Pedagogy, Curriculum, Teaching Practices and Teacher Education in Developing Countries”, Westbrook et al, 2013.

Development Program (TDP). Finally, the international literature points to the importance of early grade reading and the need to support teachers and students in this area. NIPEP will provide funds for teacher training and materials to support early grade reading. NIPEP states are already demonstrating commitment to teacher development and NIPEP efforts will further catalyze these initiatives.

7. **Increasing Access to Basic Education for Out-of-School Girls.** As part of the effort to alleviate poverty, a major barrier to girls' education, scholarships or cash transfers will be provided for girls at primary level to encourage their participation in schooling. There is a strong body of international evidence suggesting that "scholarships for girls can be effective in encouraging girls to stay in school when households view costs as a major impediment to girls' schooling".⁴⁶ The report on the assessment and design of a cash transfer program which will commence under GEP 3 in Sokoto and Niger states in the first term of the 2014/15 school year, draws on lessons learned from previous cash transfer programs initiated in Nigeria and elsewhere, drawing similar conclusions. The experience of programs in other countries, such as CAMFED in Ghana also builds the case for the value of cash transfer programs to promote girls' access to education and the retention of girls in school.

8. Schemes to support families to address the costs associated with primary education have taken different forms in different Northern states. For example, in Jigawa State, the policy of free primary education for girls at all levels has helped to reduce the gender gap from 0.76 in 2010 to 0.69 in 2013, and has increased the transition of girls from primary to junior secondary schools. The ongoing Bank assisted Youth Economic Empowerment and Social Support operation (YESSO) also seeks to strengthen a Conditional Cash Transfer system in interested/participating states to promote the transition of girls from primary to junior secondary and senior secondary education. NIPEP design takes into account ongoing IDP programs in each state, both in terms of the nomenclature (scholarships/ cash transfers), the modality (materials/ cash), and support from each state to address indirect costs associated with educating girls in primary school. Under NIPEP, the amount of the transfer will be the same for all recipients within a state, but may vary between states, based on the existing schemes. Data collection is required to enable the effective targeting of beneficiaries, such as mapping of out of school children, including girls, in school catchment areas, was carried out in 2013 and 2014 in Katsina, Sokoto and Jigawa with GEP 3 and ESSPIN support, and will take place in the other NIPEP states. This data will contribute to the development of the EMIS database within states in support of a better understanding of the issues associated with OOS children and the continued to development of appropriate policy options.

9. In this regard, the design of the NIPEP draws on an ongoing dialogue at the Federal and national level in Nigeria demonstrating increasing interest in social protection schemes in the country. The UNICEF work with EPRI to develop a cash transfer program in two GEP 3 states – Niger and Sokoto – is also linked to these wider national efforts. The Coordinating Minister for the Economy (CME) has emphasised the government's desire to establish a National Social Protection Program, wide consultation and has initiated the design of policies in this regard.⁴⁷

⁴⁶From GEP 3 Theory of Change paper, April 2014

⁴⁷ EPRI Report for UNICEF and UNICEF Cash Transfer Strategy, July and August 2014

10. While targeted financial incentives may help to address cultural and gender biases in the short term, these efforts will need to be combined with other supply- and demand-side measures to achieve the long-term effects. Social perceptions regarding the benefits of girls' education will need to be changed, and schools should be perceived by parents as providing safe and girl-friendly environments. Opportunities to expand girls' access to education and learning are provided through integrated Islamiyya schools receiving government support, and these schools will also benefit from the NIPEP support. Continuing support will be provided under NIPEP to advocacy and sensitisation campaigns, including work with community and religious leaders.

11. NIPEP will also support the states use of platforms such as children's sub-committees within SBMCs, and girls' and mothers' clubs in participating states to empower girls to speak for themselves. The promotion of female voice will assist in demanding safe schooling environments and the rights of girls to access quality public education without any form of abuse. SBMCs are the primary channel through which NIPEP will address the security related issue influencing girls' attendance of schools. Case studies which have emerged through reporting systems for SBMCs through local government (supported by IDP programs across NIPEP states) show what is possible when SBMCs take up issues of child protection and girls security – for example, teachers being reprimanded for inappropriate conduct and removed from schools; local security groups set up to patrol routes to school, including safe passage for girls on their way to and from school in cases where there was specific concern about their safety.⁴⁸ NIPEP will also support interventions developed by UNICEF, working alongside SBMCs, to build the capacity female groups to empower girls and also encourage the establishment of confidential systems for reporting and addressing abuse and violence in all public schools.

12. NIPEP design takes the view that girls' access and retention will benefit from female teachers as role models. To this end, the NIPEP seeks to enable females to remain in teaching by supporting not just their in-service professional development (as described above) but also by supporting efforts for them to chart a career path in teaching by achieving the National Certificate for Education (NCE), the minimum teaching qualification when they do not have it. The UNICEF led High Level Women's Group to promote women in leadership and management, highlighted the dearth of women in senior positions in the education sector in Northern Nigeria. Supporting women to receive qualifications and support for female career development will constitute important steps in the promotion of gender equality in education in the context of Northern Nigeria. The initiative is aligned with recent discussions and emerging efforts in some state governments, to upgrade teachers', including female teachers', qualifications.

13. **Strengthening Planning and Management Systems including Learning Assessment and Capacity Development.** Across Nigeria, the education system suffers from limited accountability/quality assurance mechanisms, and limited capacity for effective policy decision-making, planning, management, and monitoring and evaluation. States and LGAs are responsible for pre-primary and primary education, and for gathering data through the Annual School Census (ASC), with policy support from the Federal level. These systems have improved in recent years, but progress is uneven across states, and much work remains to be done particularly with regard to the use of the data for decision-making. The NIPEP will extract lessons learned and replicate

⁴⁸ See Quarterly and Annual reports from ESSPIN and GEP 3, 2011 to date

good practices accruing in one state to other states. This work has already begun, and states have been learning from each other, through initiatives to improve interventions associated with the ASC with IDP support. The NIPEP will support efforts to further strengthen methods for data collection, analysis and reporting, and carefully consider mechanisms for the incorporation of appropriate technology. NIPEP will also support more consistent and reliable monitoring and evaluation (M&E). Not all NIPEP states currently produce Annual Education Sector Performance Reports (AESPRs). With NIPEP support all states will produce AESPRs by the end of the program. NIPEP will enable further capacity building and technical assistance to improve staff effectiveness and to strengthen capacity for data management in participating states.

14. While some preliminary work has been undertaken by UBEC to develop a national assessment system, progress in this regard has stagnated and the measurement of learning outcomes continues to be primarily carried out by IDPs (such as EGRA conducted by USAID and MLA by DfID). NIPEP will support UBEC and the states to build on IDP experiences to establish robust systems to measure learning outcomes. Moreover, there have been very few impact evaluations (IEs) of interventions to improve education in Nigeria, and the evidence base to assess what works to improve access and learning remains relatively weak.⁴⁹ NIPEP would support two IE studies to examine the results and impact of interventions, and their cost effectiveness, to influence future program design and the possible scaling-up of particular activities that have been shown to work. NIPEP will support two IEs: one focused on school grants and the second on girls' access to basic education. These IEs will examine experiences across states taking into account differences in the implementation modalities of the interventions (e.g., exact size of the grant or of the scholarship; tranches, period between grant provision, etc.).

⁴⁹External Evaluations are planned under DFID funded programs including the Teacher Development Program and the GEP 3 which is managed by UNICEF.