



# Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 27-Jul-2023 | Report No: PIDA34561



**BASIC INFORMATION**

**A. Basic Project Data**

Country Nigeria	Project ID P179281	Project Name Additional Financing for Adolescent Girls Initiative for Learning and Empowerment	Parent Project ID (if any) P170664
Parent Project Name Adolescent Girls Initiative for Learning and Empowerment	Region WESTERN AND CENTRAL AFRICA	Estimated Appraisal Date 19-Jun-2023	Estimated Board Date 21-Sep-2023
Practice Area (Lead) Education	Financing Instrument Investment Project Financing	Borrower(s) Federal Republic of Nigeria	Implementing Agency Federal Ministry of Education

Proposed Development Objective(s) Parent

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

Components

Creating Safe and Accessible Learning Spaces  
Fostering an enabling environment for girls  
Project management and system strengthening  
Unallocated

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

**SUMMARY**

<b>Total Project Cost</b>	700.00
<b>Total Financing</b>	700.00
<b>of which IBRD/IDA</b>	700.00
<b>Financing Gap</b>	0.00

**DETAILS**

**World Bank Group Financing**

International Development Association (IDA)	700.00
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IDA Credit	700.00
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Environmental and Social Risk Classification

Substantial

Other Decision (as needed)

## B. Introduction and Context

### Country Context

1. **Nigeria is the most populous country and the largest economy in the region – with over 200 million people; 70 percent of whom are younger than 30 years of age and an estimated gross domestic product (GDP) of US\$430 billion in 2021.** The country is a multi-ethnic and diverse federation of 36 autonomous states and the Federal Capital Territory (FCT), with an abundance of resources. The country has a large domestic market, entrepreneurs who are driving growth through digital technologies, and state governors with a high degree of autonomy, which offer opportunities for dynamic and progressive leaders to move ahead independently.

2. **Since 2015, Nigeria has struggled to use efficiently the economic windfalls from natural resources and build institutions capable of fostering structural transformation and job creation.** While Nigeria’s GDP grew an average of 7 percent annually (2001-2014) and GDP per capita almost quadrupled from 2001 to 2010, reaching US\$2,280 -- growth declined to an average of 1.1 percent between 2015 and 2021, due to: (i) a decline in oil prices; (ii) increased insecurity; (iii) heightened unpredictability of economic policies; and (iv) the effects of the COVID-19 pandemic. This – combined with the high population growth rate -- widened the gap in real GDP per capita between Nigeria and its peers, and the number of poor Nigerians rose from 68 million in 2015 to 80 million in 2020.<sup>1</sup>

3. **While the economy partially recovered from the recession in 2021-22, socio-economic outcomes continued to deteriorate.** High inflation since 2020 has pushed around 15 million Nigerians into poverty.<sup>2</sup> The economic outlook remains uncertain given: (i) the impact of Russia’s invasion of Ukraine on the global economy; (ii) continued insecurity in some parts of the country; (iii) worsening macro-fiscal risks related to the Premium Motor Spirit (PMS) subsidy and a highly distorted foreign exchange (FX) rate market; and (iv) the disruptive cash shortage resulting from poorly managed Naira redesign. However, Nigeria has adopted major exchange rate policy reforms, addressing the previous overvaluation of the official exchange rate.<sup>3</sup> In June 2023, the CBN unified the multiple exchange rates by collapsing the FX windows into the Investors and Exporters (IEFX) window, and announced that market-reflective pricing on the basis of genuine willing-buyer willing-seller transactions would be restored. Almost immediately, this caused the official and parallel market rates to converge, and the NAFEX rate adjusted up from 472 NGN/USD to 768 NGN/USD (as of July 20), a depreciation of 39 percent. The new exchange rate policy regime centered around a unified rate with transparent,

<sup>1</sup> Ibid.

<sup>2</sup> From 80 million in 2020 to 94 million in 2023. World Bank. 2022. Seizing the opportunity. Nigeria Development Update June 2023.

<sup>3</sup> In recent years, the Central Bank of Nigeria (CBN) maintained more than ten foreign exchange (FX) windows, with different price discovery mechanisms, and heavily managed the official Nigerian Autonomous Foreign Exchange Rate Fixing (NAFEX). This severely limited FX supply at the official rate, pushed economic agents into a parallel market to meet their FX requirements, and generated arbitrage and rent-seeking opportunities.



market-reflective pricing, is expected to contribute to macroeconomic stability and support renewed prospects for inclusive, sustainable growth.

4. **Investing in human capital will be key for Nigeria’s development, shared economic prosperity and for reaping the demographic dividend.** According to a recent World Bank report<sup>4</sup>, there are significant gender gaps in labor participation (55 percent of working women work compared to 69 percent for men), agriculture productivity (30 percentage point gap) and wage earnings among women (22 percent lower), respectively, than those of men. Closing the gender gaps in economic empowerment – such as through investment in young women’s education and skills acquisition - could yield additional gains of US\$9.3 billion or up to US\$22.9 billion (2 to 6 percent of GDP) for the country. Nigeria’s low Human Capital Index (HCI) score (0.36) implies that a child born in Nigeria can be expected to achieve only 36 percent of the productivity level that he or she could have achieved having had access to full health and education. In terms of economic growth, Nigeria’s GDP could be 2.9 times higher (equivalent to 2.1 percentage points of extra annual growth over 50 years) if the benchmarks of full education and health were reached. Further, Nigeria’s state-level HCI scores vary between 0.29 to 0.51, suggesting significant gaps across states. The best-performing regions in Nigeria compare favorably with upper middle-income countries, while the worst-performing states<sup>5</sup> are below the average of low-income countries.

5. **Poorer labor market prospects, fewer education opportunities and higher health risks for adolescent women are associated with high incidences of early marriage and early childbearing.** Nigeria’s adolescent fertility rate (AFR) of 103 (per 1,000 women aged 15-19) is very high relative to its income level. It is substantially higher in the northern states and among the poor – 126 in Northeast and Northwest regions compared to 49 in the South and 149 among the poorest quintile households compared to just 20 for the wealthiest quintile households. Adolescent girls are a crucial demographic group that holds the key to accelerating Nigeria’s demographic transition – investing in girls’ human capital will not only bring greater economic dividends but also benefits such as delayed marriage, reduced fertility, reduced maternal and child mortality and better educational opportunities for their children. Nigeria’s working-age population will soon be one of the youngest and largest globally, thus the importance of investing in today’s adolescent girls.

6. **Nigeria’s vulnerability to climate shocks has increased due to political and geographic factors and the recent spike in insecurity.**<sup>3</sup> Climate-related shocks (floods, epidemics, storms, draughts, wildfires, etc.,) disproportionately affect poor populations. The Niger Delta and coastal areas suffer from inland flooding and storm surges, and many states suffer from aridity, droughts and land degradation. These climate-related risks can result in increased food insecurity and can negatively impact education and health. It is estimated that climate inaction could cost Nigeria between 6 and 30 percent of GDP by 2050, equivalent to a loss of US\$100–460 billion.<sup>6</sup>

#### Sectoral and Institutional Context

7. **Education outcomes are poor and characterized by significant disparities across population groups.** Despite progress made on increasing access to basic education with enrollment increasing from 34.7 million in 2018 to 39.8 million in 2022, Nigeria has more out-of-school (OOS) children than any other country: 14.6 million children of basic

<sup>4</sup> Closing Gaps, Increasing Opportunities (World Bank, 2022).

<sup>5</sup> Nigeria is divided into six geopolitical zones. The 6 zones (3 North/ 3 South) are comprised of 36+1 (FCT) states. The Northern regions (19 states + FCT) make up more than 60% of the total population in the country and have more than 80% of the poorest population. 7 states (6 North & 1 south are currently covered under the project).

<sup>6</sup> World Bank, *Climate Risk Country Profile*; World Bank, IFC (International Finance Corporation), and MIGA (Multilateral Investment Guarantee Agency), *Country Partnership Framework for the Federal Republic of Nigeria for the Period FY21–FY25* (Washington, DC: World Bank, 2020), <https://openknowledge.worldbank.org/handle/10986/35098>.



education-age.<sup>7</sup> According to Multiple Indicator Cluster Survey (MICS) 2021, 29 percent of Nigerian children aged 12-17<sup>8</sup> were OOS. There is significant regional variation with the proportion of OOS children being 46 percent for the same age-group in the Northwest and Northeast regions combined (Table 1). These regions lag significantly behind the South in terms of junior and senior secondary completion rates. The junior and senior secondary completion rates are, in general, higher amongst boys – and lower for both boys and girls in the north. Further, there are significant disparities by income level – with, for example, the senior secondary completion rate being 16 percent among the poorest quintile compared to 90 percent among the wealthiest.<sup>9</sup> Further, 60 percent of girls with disabilities of secondary school-age are OOS (NLS, 2018 2019). The dropout rate is also very high, as seen in Figure 1, for every 100 Nigeria girls who enroll in Grade 1 (P1), 54 reach Grade 6 (P6), 33 reach Grade 7 (JSS1), while only 22 percent reach and complete senior secondary school (SS3). Table 1 provides information on key education and fertility indicators in proposed AF participating states and comparisons of some key figures to those found in parent project and southern states are presented in table 2.

**8. Learning levels are low and unequal with abysmally low learning outcomes among girls and boys from the poorest households and in the North.** On average, children who start school at age 4 can expect to complete 10.2 years of schooling by their 18th birthday, but when this value is adjusted by what children actually learn, it is equivalent to only 5 years – a learning gap of 5.2 years. Overall, 37 percent of 10–14-year-olds (35 percent of boys and 39 percent of girls) in Nigeria demonstrate minimum proficiency in foundational reading skills.<sup>10</sup> The foundational learning figures are only 8 percent (9 percent for boys and 7 percent for girls) among children from the poorest wealth quintile, and 16.3 percent (16.6 percent for boys and 16.1 percent for girls) from the Northeast and the Northwest regions. In comparison, these figures are 77 percent for boys and 83 percent for girls from the richest wealth quintile households and 58 percent for boys and 69 percent for girls from the South. Further, illiteracy rates are very high particularly among adolescent girls<sup>11</sup> in the North (65 percent)<sup>12</sup> – much higher than amongst those in the South (9 percent). Fertility rates are also high – particularly in the north, among adolescent girls in the poorest quintile and girls with no secondary education (Table 1).

<sup>7</sup> Basic education which includes primary and lower secondary school. UNESCO 2022.

<sup>8</sup> Junior secondary and senior secondary age-group.

<sup>9</sup> The junior and senior secondary completion rates are, in general, higher amongst boys – and lower (for both boys and girls in the north). Further, there are significant disparities by income level – with, for example, the senior secondary completion rate being 27 percent among the poorest quintile compared to 94 percent among the wealthiest. Further, 60 percent of girls with disabilities of secondary school age are OOS in part, as a result of disability-friendly education services. is 51 percent for boys and 44 percent for girls in the North-west and North-east regions<sup>9</sup> compared to 87 percent for boys and 88 percent for girls in the South. Senior secondary completion rates are 38 percent for boys and 28 percent for girls in the Northeast compared to 73 percent for boys and 74 percent for girls in the South.

<sup>10</sup> Minimum proficiency in foundational reading skills is defined as being able to read 90 percent of the words from a simple text.

<sup>11</sup> Many do not have the opportunity to re-enroll in formal or non-formal education. Despite the existence of public mass literacy centers (that provides literacy and livelihood skills) often OOS girls cannot attend these for a number of reasons - including a lack of qualified teachers and facilitators, a lack of WASH facilities and basic teaching and learning materials/ equipment to teach livelihood skills. For those enrolled in these centers, the existing facilities do not effectively cater to them or provide a conducive learning environment.

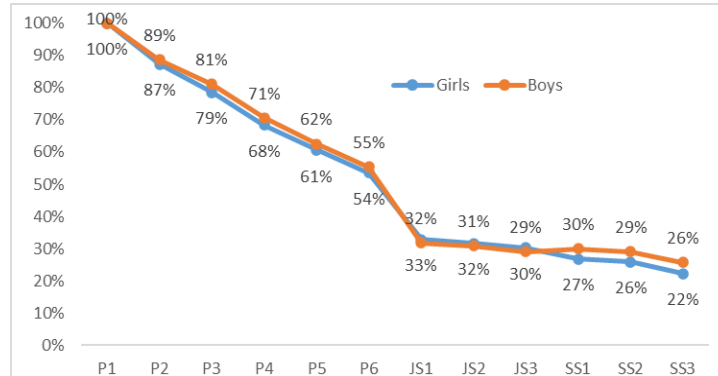
<sup>12</sup> AGILE Parent and AF states.



**Table 1: Key education indicators by gender, geopolitical zones, and wealth quintiles in Nigeria<sup>13</sup>**

	Number of OOSC aged 10-20 years		OOSC rate (12-17 years)	Enrollment rate (JSS & SSS age - 12-17 years)		JSS Completion Rate		SSS Completion Rate		Foundational learning (can read 90% words in a text) (10-14 years)		Adolescent fertility rate (15-19 years)
	Male	Female	Both	Male	Female	Male	Female	Male	Female	Male	Female	Female
NE+NW	5,081,633	5,396,746	46%	56%	52%	51%	44%	40%	30%	17%	16%	126
NC	1,158,697	1,230,540	23%	77%	76%	73%	67%	61%	48%	33%	33%	101
South	2,026,464	2,058,547	13%	87%	87%	86%	89%	74%	75%	58%	69%	49
Poorest	-	-	63%	39%	35%	29%	24%	19%	13%	9%	7%	149
Second	-	-	37%	65%	60%	53%	46%	38%	27%	19%	18%	155
Third	-	-	19%	82%	80%	75%	70%	60%	50%	32%	34%	109
Richest	-	-	13%	88%	87%	94%	94%	89%	89%	77%	83%	20
<b>Nigeria</b>	<b>8,266,794</b>	<b>8,685,833</b>	<b>29%</b>	<b>72%</b>	<b>70%</b>	<b>69%</b>	<b>67%</b>	<b>56%</b>	<b>50%</b>	<b>35%</b>	<b>39%</b>	<b>103</b>

**Figure 1: Cumulative change in enrollment from P1 to SS3 (as a percentage of enrollment in P1) in 11 AGILE AF States<sup>14</sup>**



9. **The proposed AF is in response to the Government’s request to scale up the development impact of AGILE with expansion to 11 (eleven) additional states from 7 (seven) states where adolescent girls have the lowest education and health outcomes.** The proposed AF provides the opportunity for this multi-sectoral project to have a transformative impact on adolescents, particularly girls, in 18 states in Nigeria. Implementation experience to date indicates that the parent project will achieve its PDO, and thus the AF will enhance the development impact of this multi-sectoral project. The AF will scale up several initiatives and increase access to secondary education opportunities in 18 participating states overall. At the time of the original financing, the IDA allocation (US\$500 million) was not sufficient for meaningful impact and to meet the demands from the states and, therefore, only seven states were selected. The parent project was

<sup>13</sup> Source: Estimates on OOSC rate, enrollment rate, completion rate, and foundational learning rate based on Multiple Indicators Cluster Survey (MICS) 2021. Population estimates for 10–20-year-olds obtained from NLSS 2018/19. AFR from Nigeria Malaria Indicator Survey (MIS) 2021. Notes: JSS = Junior Secondary School; SSS = Senior Secondary School. JSS completion rate computed for age group 17 to 19 years; and SSS completion rate computed for age group 20 to 22 years. NE+NW=North East and North West, NC=North Central. South includes all three geopolitical zones in the south, namely South East, South, and South West. AFR is age-specific (15-19) and is out of every 1,000 adolescent women.

<sup>14</sup> Source: Estimates using multiple data sources including NPA14 2018 and NPA 2022 (for Primary and JSS), Annual School Census (ASC) 2019-20 (for SSS), and MICS 2021. Note: P1=Grade 1, JS1=Junior Secondary 1 (or grade 7), SS3=Senior Secondary 3 (or Grade 12), and so on.



designed as a platform approach to enable additional states to join the project later – subject to availability of additional Bank financing and the interested states meeting the state selection criteria on technical needs, state commitment and implementation readiness.

10. The rationale for the selection of the 11 states is based on technical needs (see table 2). Across all of the indicators in table 2, needs are greater among the 11 AGILE AF states and the 7 parent AGILE project states<sup>15</sup>, compared to the non-AGILE states. In 2021, the proportion of OOS girls aged 10-20 years was 55 percent (49 percent for girls aged 12-17 years) in the proposed AGILE AF states; 45 percent in the parent project states; and 23 percent in the remainder of Nigeria. Similarly, SSS completion rates were 30 percent, 39 percent and 70 percent in AGILE AF, AGILE and non-AGILE states, respectively. The AFRs (per 1,000 women aged 15-19) were 117, 113 and 57 in AGILE AF, AGILE and non-AGILE states, respectively. In addition, the proposed restructuring allows the parent project design to be further adjusted based on shifting priorities and lessons learned during implementation to date.

**Table 2: Education Outcomes for Adolescent Girls across AGILE, AGILE-AF and non-AGILE states, 2021**

Group of States	Absolute number of OOS aged 10-20 years	OOS rate among 10–20-year-olds	Junior Secondary Completion rate	Senior Secondary Completion rate	Adolescent Fertility Rate
AGILE-AF (11 states)	3,825,697	55%	45%	30%	117
AGILE Parent (7)	2,700,388	45%	54%	39%	113
Other states (19 non-AGILE states)	2,712,427	23%	86%	70%	49
All of Nigeria	9,238,512	38%	67%	50%	103

Source: Staff estimates using MICS 2021. Notes: Junior secondary completion rate computed for age group 17 to 19 years; Senior secondary completion rate computed for age group 20 to 22 years; and Adolescent fertility rate is age-specific (15-19) and is out of every 1,000 adolescent women.

11. Below are some of the critical supply- and demand-side factors that impede girls from accessing and successfully completing secondary education;<sup>16</sup>

**Supply-side**

- **Shortages in school infrastructure.** The expansion of secondary school infrastructure has not kept pace with the growth in primary enrollment and transitions to secondary schooling. Nigeria has more than 131,000 primary schools but only about 38,000 junior secondary schools (JSSs) and 21,700 senior secondary schools (SSSs), which means 4 primary schools for every JSS and 6.1 primary schools for every SSS (National Personnel Audit (NPA), 2022).<sup>17</sup> These figures are worse in the Northwest, for example, there is only 1 JSS on average for every 6 primary schools in Bauchi, Jigawa and Zamfara states.<sup>18</sup> The lack of secondary schools within a reasonable proximity is a major barrier to accessing education in Nigeria. On

<sup>15</sup> Education and health outcomes are the lowest in the proposed 11 AGILE AF states.

<sup>16</sup> The AGILE (Parent Project) PAD describes these constraints in detail.

<sup>17</sup> The National Personnel Audit (NPA) is akin to a census of all basic education institutions in the country (collecting information on school enrollment, number of teachers and other staff in education system, and facilities) conducted every 5 years by the Universal Basic Education Commission (UBEC).

<sup>18</sup> AGILE AF states.



average, it takes about 60 minutes for a child/youth to reach the nearest SSS.<sup>19</sup>

- **Poor quality of infrastructure.** According to NPA 2018, more than 50 percent of JSS reported that their classrooms, boarding house, roofing, furniture, perimeter fencing, and security measures were in poor condition/limited and that there was a severe scarcity of WASH facilities. The pupil-to-toilet ratio of 280 to 1 is significantly higher than the recommended ratio of 40 to 1. The lack of separate private, gender-segregated toilets with running water creates difficulties for girls in menstrual hygiene management (MHM) and increases the likelihood that they will stay home during menstruation. In addition, school infrastructure in areas that are prone to climate-shocks (e.g., floods, extreme heat) do not have mitigation measures in place, thereby increasing the number of missed school days even when children are willing to come to school. These challenges in formal schooling mirror those experienced in informal settings (e.g., mass literacy centers).
- **Lack of qualified teachers.** NLA 2019 data showed only 4 out of 10 teachers were deemed competent in subject and pedagogical knowledge to teach in the classroom. This is, in part, a result of limited opportunities for teacher professional development (TPD). The lack of qualified female teachers combined within adequate infrastructure and TLMs has manifested in low levels of student learning, particularly among girls.
- **Limited access for children with disabilities.**<sup>20</sup> For children with disabilities, despite the 2007 policy on inclusive education (IE)<sup>21</sup>, its implementation has been limited, partly because of low level of resources, including a lack of trained teachers, accessible classrooms, assistive technologies, and specialized TLMs. Nigeria's "special school" system<sup>22</sup> increases the level of exclusion and stigma experienced by those with disabilities.

### ***Demand-side***

12. **Heightened levels of insecurity, particularly in the north** make **households** reluctant to send their children – particularly girls – to school. In 2021, over 1,000 people, including school children and teachers, were kidnapped in attacks in and around schools.<sup>23</sup> Such violence in addition to injury, trauma and even death, can have a cascading effect – further heightening fears and decreasing the likelihood that children will attend school.<sup>24</sup> An estimated one million children were impacted by the increased insecurity in the 2020/2021 school year, most of whom may not have returned to school due to fear.<sup>25</sup>

- **Violence in/around schools by peers and teachers:** Children, especially girls, are at an increased risk of violence especially gender-based violence (GBV)). Such violence often takes place in the context of dilapidated and poor infrastructure (unlit pathways, lack of toilets/doors, lack of perimeter fencing) and

<sup>19</sup> Nigeria Education Data Survey (NEDS) 2020. Construction of schools near the community will reduce time and distance required by students to reach the nearest school.

<sup>20</sup> Save the Children, Inclusive Friends Association, Action Against Hunger. 2021. Situation Analysis: The inclusion of persons with disabilities in social protection in Nigeria.

<sup>21</sup> In Nigeria, Inclusive Education (IE) is defined as the process of addressing all barriers and providing access to quality education to meet the diverse needs of all learners in the same learning environment (UNESCO). Found at: <https://unesdoc.unesco.org/ark:/48223/pf0000373665>

<sup>22</sup> Nigeria's "special school" system where children with disabilities attend separate schools does not foster an integrated approach to IE in fact, it increases the level of exclusion and stigma children and youth with disabilities experience.

<sup>23</sup> Data from the Armed Conflict Location & Event Data Project for the first seven months of the year.

<sup>24</sup> A recent study found that one additional conflict event in a 5-km radius from a child's village during the previous academic year reduces the child's probability of school enrolment by two percentage points.

<sup>25</sup> Source: <https://gdc.unicef.org/resource/over-1-million-children-afraid-returning-school-nigeria>





is perpetrated by teachers and students. A OHCHR survey<sup>26</sup> found that 27 percent of secondary school girls stated their teachers pressured them for sex and 79 percent were sexually harassed by male classmates. While a significant portion of children have experienced violence only around 1 in 5 will tell someone about it – and fewer than 1 percent of those experiencing such violence will seek services.<sup>27</sup>

- **Limited awareness of the benefits of girls’ education and the relevance of skills acquired.** Cultural practices have a significant effect on limiting girls’ schooling – where communities tend to undervalue the benefits of educating girls. One study found that around one-third of girls who dropped out of school reported “marriage” or “plans to marry” as the primary reason for leaving school (in Kano and Katsina).<sup>28</sup> Early marriage is strongly associated with level of education: 82 percent of women with no education marry before they are 18, compared with 13 percent of women who completed secondary education.<sup>31</sup> There is also limited understanding of education’s long-term returns. As such, girls end up providing care for younger siblings or engaging in farm activities, thereby losing the opportunity to attend school. As a result, they often lack foundational knowledge and socio-emotional skills (self-determination, confidence, etc.), and know very little and receive very little information about critical adolescent health issues.<sup>29</sup>
- **Costs of secondary schooling.** It is difficult for poor households – 80 percent of which are in the north – to cover the direct and indirect costs of schooling. According to the 2018/19 NLSS, 15 percent and 36 percent of OOS girls ages 6 to 17 in the Northwest and the Northeast, respectively, reported the monetary cost of schooling as the main constraint to attending school.<sup>30</sup> The financial burden is even higher at the senior secondary level, particularly for vulnerable girls and girls with disabilities, as there are school fees in addition to other costs. For poor families, sending their daughters to school means losing a key income earner. These constraints combined with a tendency to undervalue girls’ education decreases the likelihood that poor households will send their daughters to school. Moreover, vulnerable girls are less likely to return to or enroll in school and have little access to second chance programs so that they can obtain a viable livelihood.

### Governance challenges and Government’s efforts

13. **The education system faces challenges related to governance, financing, and data systems management.** While the State Ministry of Education (SME) is responsible for SSS and the State Universal Basic Education Board (SUBEB) for

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<sup>26</sup> OHCHR (Office of the High Commissioner for Human Rights). (2015). Background Paper on Attacks on Girls Seeking to Access Education. Geneva: United Nations. [www.ohchr.org/Documents/HRBodies/CEDAW/Report\\_attacks\\_on\\_girls\\_Feb2015.pdf](http://www.ohchr.org/Documents/HRBodies/CEDAW/Report_attacks_on_girls_Feb2015.pdf).

<sup>27</sup> Ibid.

<sup>28</sup> Through this assessment, Mercy Corps profiled 1,800 adolescent girls (ages 15 to 19) across the northwestern states of Kano, Katsina, and Jigawa to identify key barriers and opportunities for financial inclusion and entrepreneurship. Mercy Corps. 2013. Adolescent Girls in Northern Nigeria: Financial Inclusion and Entrepreneurship Opportunities Profile. Girls Not Brides. (2018). <https://www.girlsnotbrides.org/child-marriage/nigeria/>.

<sup>29</sup> One study found that only 26.5 percent of females ages 15 to 19 years in Nigeria had comprehensive knowledge of reproductive health [RH] or HIV/AIDS)

<sup>30</sup> According to the 2015 NEDS, 38 percent of children in the North Central reported being out of school due to monetary costs while 21.7 percent of children in the Northeast reported them as the reason they were out of school. In addition, similarly, 24.7 percent of children in the Northwest reported that they were out of school due to the ‘demand for labor’ while 15.7 percent of children in the North Central reported this as one of the main reasons that they were out of school. National Population Commission (Nigeria) and RTI International. 2016. 2015 Nigeria Education Data Survey Education Profile. Washington, DC: U.S. Agency for International Development.



JSS, in practice, the management of JSSs is still with the SME or shared between the SUBEB and the SME. As such, the roles and responsibilities are not clearly delineated driving limited coordination and inefficiencies in secondary education management. The Nigeria Secondary School Education Commission (NSSEC) – which became operational in 2021 to address critical areas such as the infrastructural deficit, human capacity development and instructional materials in SSS -- does not receive adequate resources to carry out its mandate. In general, public funding to education in Nigeria is one of the most inadequate, inequitable, and inefficient, globally. The sector receives only 1.6 percent of GDP (compared to 4 percent on average in SSA countries). About 80 percent of the total education budget is allocated to primary (45 percent) and secondary (35 percent for JSS and SSS), with the remaining 20 percent going to post-secondary education and other education areas. At the primary and secondary levels, 85 percent of allocated resources goes to recurrent expenditures of which 95 percent is for teachers' salaries. Nigeria's secondary schools need substantial capital investments; however, states do not have the necessary resources. Moreover, execution of the limited capital budget at the state level is quite low, compounding the situation. The Bank's Programmatic Advisory Services and Analytics (PASA) on Human Capital Public Expenditure and Institutional Review (2021-current) (P176890) has identified key policy and implementation actions to address these systemic constraints, among them: (i) improving equity and efficiency of the intergovernmental transfers; (ii) enhancing the capacity and autonomy of schools through direct or indirect school grants; (iii) improving teacher recruitment, (re-) deployment and performance management; and (iv) strengthening education data and information systems for evidence-based decision-making.

14. **Girls' and women's empowerment, gender equity and inclusion of vulnerable populations are government priorities.** The National Development Plan (NDP) (2021-2025), Human Capital Development Vision and the Nigeria Agenda 2050, include policies and programs to double girls' secondary education enrolment and completion rates. In 2022, the revised National Gender Policy (NGP)<sup>31</sup> and the National Policy on Gender in Education (NPGE) were approved.<sup>32</sup> Further, a high-level gender advisory committee was established to mainstream efforts to promote gender equity and equality including: targeted support to girls with disabilities, those who are married and/or those girls who have children. Other initiatives include the Discrimination Against Persons with Disabilities (Prohibition) Act, the Safe Schools Declaration (2015), the National Policy on Violence-Free Schools for Children in Nigeria, and the Minimum Standards for Safe Schools and the National Policy on Safety and Security in Schools in 2021.<sup>33</sup> Further, Nigeria signed the Paris Climate Agreement in 2016 and passed the Climate Change Act in 2021 with a goal to achieve low GHG emissions, and green and sustainable growth by providing the framework to reach net zero carbon emission between 2050 and 2070.<sup>34</sup>

### C. Proposed Development Objective(s)

Original PDO

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

<sup>31</sup> Which aims to promote gender equality, good governance and accountability across the country's three tiers of government.

<sup>32</sup> A response to the National Gender Policy (NGP) 2006, which made education one of its strong pillars.

<sup>33</sup> This, among others, sets standards for implementation of school safety plans and provides prevention and response mechanisms at the national, state, local government and school levels. It also provides guidance for preventing and mitigating hazards which could occur in formal education settings. It provides a coordinated action plan to keep learning environments safe and on alert for security threats.

<sup>34</sup> Okereke & Onuigbo, 2021



#### Current PDO

16. The PDO will remain the same as under the parent project with adjustments to the RF to better capture achievements under the project and to reflect the proposed AF/restructuring.
17. **The main proposed changes introduced under the AF and restructuring of the parent project are:**
- An increase in the geographic scope to reach 11 additional states and expansion of the target group of beneficiaries (bringing the total number of states to 18);
  - modifications to activities and implementation arrangements;
  - changes to the parent project to reflect these changes, and an extension of its closing date to provide adequate time to complete project activities in light of initial delays; and
  - modifications to the results framework (RF) to reflect the above-mentioned changes.

#### Key Results

18. The PDO indicators are:
- Students benefitting from direct interventions to enhance learning
  - Girls currently enrolled in JSS and SSS in participating states
  - Girls' completion rate in participating states
  - Girls trained who demonstrate digital literacy
  - Girls completing life skills program

### D. Project Description

#### *Project Beneficiaries*

19. **With the expansion under the proposed AF, the number of direct student beneficiaries will reach 15.2 million (8.5 million in AF states and 6.7 million in original states) (of which 8.6 million will be girls).** Beneficiaries have been expanded to include OOS girls<sup>35</sup> aged 10-20 and girls with disabilities.<sup>36</sup> Direct beneficiaries will also include teachers, administrators, families, and communities, an estimated total of 25 million people<sup>37</sup> living in the 18 participating states, and staff in existing and newly constructed schools. In addition to school-based interventions for girls and boys in participating states, OOS adolescent girls lacking the qualifications to enroll in formal schooling (including those who are disabled, married, with children) will be provided with second chance education opportunities. Moreover, given the girls' high vulnerability to climate change, the project aims to support a climate-resilient education through concrete measures.

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<sup>35</sup> OOS-girls who are not-enrolled in school, married or have dropped out at any stage before completing their education (target age 10-20).

<sup>36</sup> Girls with special needs are less likely to access school in the first place and more likely to drop out, facing additional barriers to enrolling in and completing school, the proportion of disabled children aged 12-19 is higher in the AGILE AF States compared to the national average (NLSS 2018/19).

<sup>37</sup>The project, through social and behavioral change campaign and specific interventions, is assumed to engage and benefit all members of communities in at least 50 percent of the LGAs in the participating states. This is a lower bound estimate as change in social norms will continue to benefit girls, their families, and communities in the long run.



**Participating States**

20. To ensure that the expansion of AGILE project is as impactful as possible, the new states were selected based on the following three criteria; a) technical eligibility; b) demonstrated commitment; and c) implementation capacity. The selection of participating states was conducted through a consultative process involving the FME, the FMFBNP, state governors and SMEs. First, the states had to demonstrate that they needed to be prioritized in this project – by meeting the following technical criteria: (a) a high number of OOS girls; (b) low girls’ transition and completion rates to JSS and SSSs; (c) a high fertility rate.

21. The AF will be implemented at the federal and state levels. The following states are participating under the parent project: Borno, Ekiti, Kano, Kaduna, Katsina, Kebbi and Plateau and the following states will be supported under the proposed AF: Adamawa, Bauchi, Gombe, Jigawa, Kogi, Kwara, Nasarawa, Niger, Sokoto, Yobe, and Zamfara.<sup>38</sup>

**Lessons learned**

22. **Drawing on lessons learned, the AF provides an opportunity to make adjustments both to increase its reach and scope while ensuring more effective project implementation moving forward.** The AF – by expanding the directly targeted beneficiaries to include OOS girls and girls with disabilities – will allow a larger number of more vulnerable girls to benefit from this investment across 18 states characterized by high poverty rates and low secondary completion rates among girls. Some of the key lessons learned include: the need to add further flexibility to SIGs to ensure that schools can adequately and effectively address the most pressing and urgent repairs while also allowing them resources to financing quality inputs (TLMs) and adequate security measures; the importance of taking proactive measures to provide additional support in instances where SBMCs do not have adequate capacity to manage grants/large renovations; the need to make adjustments to the GSP to ensure beneficiaries receive funds in a more timely and efficient manner; and the need to further focus on states’ capacity-building for effective implementation of the project and for building the education system in the long term. Lessons learned and their integration into the proposed AF are included in the project description below.

Lessons learned and their integration into the proposed AF are included in the project description below.

**Box 2. Lessons learned**

Lessons learned during implementation of the parent project are integrated into the proposed AF to better ensure all supported activities can be more effectively implemented – reaching targeted beneficiaries in a timely manner – increasing the Project’s overall impact. Lessons learned from project implementation to date span key areas, including state-level capacity-building, adjustments to aspects of interventions (e.g., flexibility in use of SIGs, payment modalities for GSP) as well as M&E and procurement, among others.

**Component 1: Creating safe and accessible learning spaces.**

23. This component aims to address supply-side constraints, with an additional emphasis will be placed on supporting schools to increase security measures, accessible infrastructure, energy efficiency measures, waste management and

<sup>38</sup> Six states have already submitted evidence of meeting eligibility criteria to the Federal Government and the remaining five states are expected to submit by July 2023.



allowing additional flexibility to address pressing needs, while also increasing the financing amount per school under the AF (see table 3).

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

24. **The proposed AF will finance the construction of 478 new climate-resilient secondary schools (239 JSS and 239 SSS) in 11 AF states.** As under AGILE, a JSS will have a minimum of nine classrooms and an SSS a minimum of 12 classrooms - a total of 5,544 classrooms. All new school packages<sup>39</sup> will include classrooms with adequate lighting and good ventilation, storage, solar and furniture; gender-separate toilets and WASH facilities; and security measures (e.g., fences, perimeter walls). To avert climate-induced damages, one hundred percent (100%) of the funding of this activity will be geared towards climate-resilient secondary schools, with the main purpose of supporting climate resilience and adaptation. It will do so by (i) adopting designs that prioritize the buildings' resilience to withstand extreme weather events (e.g., elevation of constructions based on site specific flood risks, emergency evacuation plans in case of extreme events, fostering rainwater harvesting for flood control and water conservation), and (ii) incorporating energy efficient devices such as solar panels, low energy light bulbs, low carbon building materials. Selection will prioritize the co-location of new JSS in an existing primary school and a new SSS in an existing JSS – to ensure efficiencies and spillover benefits through facility-sharing.

25. One of the main changes is the upward revision of construction unit costs from US\$180,000 to US\$ 263,344 (per JSS) and from US\$300,000 to US\$676,874<sup>40</sup> (per SSS) (see table 3), to reflect inflation-induced increases in labor and material costs<sup>41</sup>. The 70-30 split (ratio) for number of JSS to SSS will not be used due to the greater need for SSSs in the states. In parent project states, there were four SSSs for every six JSSs and in the 11 AF states, there are three SSSs for every seven JSSs.

26. **Implementation of SSS and JSS construction under the AF will follow the existing arrangements and procedures.** JSS construction will continue to use a community-led construction modality. Under the parent project, CPMCs were to be established and expected to play this role. However, *a lesson learned* during project implementation – was that in most communities supported by the project an SBMC (that was comprised of school management/staff, parents, and community members) already existed and thus an CPMC did not need to be created. Further, since CPMCs do not exist in any of the AF participating states - moving forward the SBMCs will play the assigned role. Another *lesson learned* was the need to provide additional support to SBMCs lacking capacity to manage civil works. In such instances, the respective SPIU will be responsible for managing the construction, and the SBMC will

<sup>39</sup> The project is not providing accommodations (housing, etc.) as part of its support to girls. The most critical challenge to providing a boarding facility is the issue of safety and security of the students and staff. The Nigeria security situation has worsened in recent years with most kidnappings of students having taken place in boarding schools at night. By building more secondary schools closer to communities, the project aims to allow girls to be closer to their parents/wards while also preventing them from travelling long distances to reach the nearest school. As such, constructing schools that are within existing primary or junior secondary schools within local communities reduce the need for distance to school/ boarding facilities. In addition, cost estimate for constructing boarding facilities is also high, with minimum bed space (250 bed space) estimated at US\$626,421, considerably higher than the unit cost for new construction of new JSS / SSS.

<sup>40</sup> Key reasons for the difference between the costs considered in the PAD and the revised costs is that these were underestimated in the original project. In addition, there are the other factors that added to increase in cost like, high rate of inflation in Nigeria (Nigeria suffers from one of highest rates of inflation in the world), and fast depreciation of local currency against USD, which affects the cost of imported construction materials. Accuracy of a cost estimate is best tested when bids are received where the contractors quote considering various market forces at play.

<sup>41</sup> These costs are consistent with cost estimates in South Africa and similar countries where a 3-block classroom costs approximately NGN 52.6 million (US\$126,800) compared to NGN 34.1 million (US\$82,100) in Nigeria.



work closely with SPIU to ensure community ownership and monitor the construction process. SSS construction will be managed by the SPIUs by engaging relevant experts and ensuring compliance with environmental and social safeguards (ESS) requirements (including ESMPs).<sup>42</sup> Each state's project steering committee (SPSC) will validate and endorse the list of schools to benefit from new construction under the proposed AF. Training will be provided to SBMCs as under the parent project (with the construction manual updated for AF states).<sup>43</sup> A third-party construction supervision firm will be used in all the states to visit construction sites for quality assurance checks and compliance with the standards (in the construction manual).

27. **Teacher recruitment and deployment to new schools** will use the same mechanisms as the parent project. Participating states will be responsible for the recruitment, deployment, and financing of approximately 6,336 secondary school teachers (at least 50 percent of whom should be female) estimated to be needed for newly constructed JSSs and SSSs. Each participating state will be provided with TA (Component 3) for an FME-endorsed detailed and costed action plan for the recruitment, deployment, and training of the new secondary school teachers.

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

28. **This subcomponent has been modified to support major renovation of dilapidated schools, additional security upgrades in and around schools, and increased renovation costs due to rising inflation in the country.** These changes are made in light of increased insecurity and to add flexibility for schools to use resources to address urgent needs. During implementation, many schools required urgent repairs to basic infrastructure – making support with SIG resources critical. The size of the grants will be based on school enrollment and level of dilapidation. Small SIGs (US\$15,000) will be provided to about 4,218 schools with enrollment of 200 students or fewer, while SIGs (US\$30,000) will be provided to about 1,373 schools with enrollment between 200 and 500 students. Large SIGs (between US\$90,000-US\$150,000) will be provided to about 1,025 large schools (with more than 500 students) that need major renovations and require substantial security upgrades. In addition, SIP which focus on climate resilience, adaptation, and mitigation will be financed.<sup>44</sup> The types of activities expected to be funded include: structural strengthening measures and use of sustainable building materials that withstand extreme weather events, systems that improve resilience to drought and flood risks (rainwater harvesting), and emergency evacuation plans in case of extreme events<sup>45</sup>.

29. The SIG procedures and management will remain unchanged – managed by schools through their SBMCs that receive required capacity building. SIGs will be provided on the basis of on an SBMC-developed SIP<sup>46</sup> approved by the

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<sup>42</sup> The E&S officers of the SPIU will review Environmental and Social Impact Assessments. Similar to the parent project, ESMPs prepared by specialized consultants will ensure all E&S issues are adequately addressed and in compliance with the Bank's ESS.

<sup>43</sup> Specifically, in terms of construction, officers from SUBEB and the Departments of Physical Planning of the SME/SSEB responsible for school construction in the states will serve as technical focal points to the SBMC.

<sup>44</sup> Schools will submit school improvement plans (applications) that will have key activities on climate resilient to be financed under SIG

<sup>45</sup> Small SIGs will finance: the provision of security measures; improvements to WASH facilities to support schools in meeting the national guidelines of a student-to-toilet ratio of 40; solar, the provision of school furniture and TLMS; improvements in school amenities such as ICT labs; and the adoption of an environmentally friendly design and 'whole school approach' for violence prevention and response. Large SIGs will finance the above items plus major renovation and infrastructure expansion as required.

<sup>46</sup> Required elements of the SIP and key measures will also remain unchanged – including a focus on the whole school approach, a focus on violence prevention, promoting safety and inclusion, environmental health and safety and establishing a confidential reporting mechanisms and counseling for students who feel unsafe or who have experienced violence, including GBV.



SPIU. As it was noted that SBMC was inadequate for addressing the extent of repairs/renovations needed, the SPIU will support the management of major renovation works (based on the SIP developed by the SBMC) working closely with SBMCs. Further, SBMCs in the AF states will receive the same trainings provided under the parent project.

30. **Modifications to Subcomponents 1.1 and 1.2 are made on the basis of lessons learnt and inflation-induced cost increases.** The estimated amounts were initially underestimated and are now largely insufficient because of rising inflation (prices of labor and materials have more than doubled) and the Naira/Dollar exchange rate. Further, under Subcomponent 1.2, in addition to the above, the level and type of needs were much greater/ different than originally envisaged. Field-level observations to date have determined that more than 50 percent of secondary schools are dilapidated and require substantial upgrades in the quantity and quality of WASH/toilet facilities, furniture, TLMs, and security measures in and around schools. Taking these lessons into consideration, both small and large SIG amount has been increased to facilitate substantial upgrades (table 3). As a lesson learned, it is important to provide sufficient funding and flexibility in the SIGs so that schools can use these resources to address more pressing/urgent needs.

**Table 3: Revised costs and rationale for these changes under the AF**

SC	Type	Under Original Financing	Under proposed AF	Rationale
1.1	Construction unit costs	US\$180,000 per JSS US\$300,000 per SSS	<b>US\$263,344 per JSS</b> <b>US\$676,874 per SSS</b>	Inflation induced price increases
	Construction (%JSS - %SSS)	70% - 30%	<b>50%-50%</b>	AF States' current ratio of JSS:SSS is 7:3 and thus need to establish more SSSs to address the imbalance
1.2	Renovations: large SIG grants	US\$60,000 per school	<b>US\$90,000-US\$150,000 per school</b>	Major renovation for dilapidated schools Inflation induced cost increases
	Renovations: small SIG grants	US\$8,000-US\$12,000-US\$16,000 per school	<b>US\$15,000 for small schools</b> <b>US\$30,000 per medium school</b>	Inflation induced Cost increases Needs underestimated at appraisal of parent project

31. **Component 2 – Fostering an enabling environment for girls.** The objective of this component is to galvanize support for girls' education and empowerment among families, communities, and schools by: (a) supporting information, awareness, and communication activities to shift social norms and community's perceptions of the role of girls and the value of girls' secondary education; (b) providing girls with relevant life skills, digital literacy and second chance opportunities; and (c) providing financial assistance to increase access to secondary education.

***Subcomponent 2.1 Promoting positive change through communication campaigns, engagement with traditional rulers, and advocacy***

32. **This subcomponent will continue to galvanize support for girls' education and empowerment among families, communities and schools through national and state-level communication campaigns, community mobilization including the engagement of traditional rulers.** The AF will encourage states to further expand messaging to include other relevant health issues, vulnerability including specials needs and IE, as well as provide information on climate change, and potential mitigation and adaptation measures.



***Subcomponent 2.2 Empowering girls with critical life skills, second chance education, and knowledge for navigating adulthood and digital literacy***

***Subcomponent 2.2.a Life Skills training***

33. **This subcomponent has not changed, it will continue to support the provision of life skills.** The focus of the life skills training is unchanged and will continue to be provided by trained female counselors on reproductive and health information including basic health promotion, disease prevention, nutrition, MHM and GBV awareness/prevention, and other areas. In addition, skills training will also be provided on: a) climate change; b) agriculture, food security, and nutrition, c) establishing eco-clubs. Life skills training will be offered in formal schools and expanded to non-formal centers. Efforts will continue to promote engagement of stakeholders to ensure buy-in and to foster parents' commitment to supporting girls to participate in safe space sessions. The safe space manual will be adapted to meet the needs of OOS adolescent girls who may be married/pregnant /young mothers to include information on child-spacing methods, access to reproductive health/nutrition services. As in the parent project, efforts will continue to be made to work with boys' clubs. The livelihood skills and reproductive health (RH) trainings will be provided using the existing National curriculum for second chance education and the manual developed for life skills training under the parent project. The project will support the training of additional facilitators in the mass literacy centers to train the girls on these skills and provide relevant resources, tools and equipment as necessary.

***Subcomponent 2.2.b Digital Literacy Training and Remote Learning Platform***

34. **This subcomponent has not changed, it will continue to support digital skills acquisition among secondary school students in select schools in the participating states.** As in the parent project, states will be encouraged to implement the UNESCO Digital Literacy Framework and the digital skills training will be aligned with the Nigerian education curricula. In addition, a gap assessment will be carried out by states prior to implementation to ensure that all states adopt a common framework in a consistent standardized way and in alignment with the country's digital literacy policy and related recommendations and will support their planning for this activity.<sup>47 48</sup> The project will also encourage the states to: (i) purchase climate-resilient hardware, (ii) expand digital content to include multimodal remote learning (to complement classroom-based digital skills training; (iii) use digital teacher guides<sup>49</sup> ; (iv) expand curricula for advanced digital skills training to include climate resilience, STEM, entrepreneurship and innovation; and (v) procure and maintain digital devices in a cost-efficient and sustainable manner. Further, (vi) strengthening partnerships with third parties will be encouraged as it can promote greater effectiveness and build the larger digital skills ecosystem. The emphasis on partnerships is based on lessons learned during implementation which has found collaboration among the FME, UNESCO and the AGILE Project can be used to drive the development and expansion of digital remote learning platforms which include education content, teacher training and digital content creation in participating states.<sup>50</sup>

<sup>47</sup> Federal Ministry of Communications & Digital Economy National Digital Economy Policy & Strategy (2020-2030) ,November 2019, <https://www.ncc.gov.ng/docman-main/industry-statistics/policies-reports/883-national-digital-economy-policy-and-strategy/file>

<sup>48</sup> National Technology Development Agency, December 2021, National Digital Literacy Framework (NDLF), Draft Document, [https://nitda.gov.ng/wp-content/uploads/2022/01/NDLF-Draft-Document-V\\_-Dec-2021.docx](https://nitda.gov.ng/wp-content/uploads/2022/01/NDLF-Draft-Document-V_-Dec-2021.docx)

<sup>49</sup> Capitalizing on lessons from the Edo Basic Education Sector and Skills Transformation (EdoBESST) Operation (P169921))

<sup>50</sup> For Instance, the Kaduna State AGILE in collaboration with SHECODE AFRICA, had established Tech-Clubs across schools with 10Girls per club preschool covering 400 girls who are exposed to Application Development, Web-design, Graphis Design, IT Productivity Tools. This project is not only helping provide market relevant skills but has raised the interest of many communities on the AGILE project.





***Subcomponent 2.2.c Second Chance Opportunities***

35. This sub-subcomponent is new under the proposed AF and will support OOS girls in the same LGAs identified as economically and educationally poor. It will support second chance education for OOS girls at selected non-formal centers across all participating 18 states. Community-based sensitization will be undertaken to encourage re-enrollment of OOS girls to formal schooling as potential beneficiaries under the sub-component. As part of second chance education, life skills training (with the curriculum used under sub-component 2.2a) will be provided to targeted girls in non-formal centers. The project will build on already existing mechanisms at the state-level and non-formal centers to upgrade the skillsets of existing facilitators and provide the necessary materials and equipment. Training in these centers will be provided by the facilitators to the beneficiaries using the existing non-formal curriculum. The curriculum is a comprehensive package that includes literacy/ numeracy subjects and vocational skills. Implementation will be done by each SPIU through existing facilitators, supported by service delivery providers with technical oversight by the Agency for Mass Literacy (non-formal center agency) within each SME. Further details on the implementation of this activity will be included in the revised PIM.

***Subcomponent 2.3: Providing financial incentives to the poorest households***

36. This subcomponent will continue to support the Girls Scholarship Program (GSP) –girls enrolled in public secondary schools in targeted LGAs (in P6 or JSS) in those LGAs identified as economically and educationally poor in the recently updated poverty maps and will include OOS girls in the same LGAs. The list of the girls identified will then be checked against the households listed in the National Social Registry (NSR) of the poor and vulnerable. The sub-component will focus on raising awareness and providing financial incentives to the poorest households with the goal of supporting climate resilient education. The implementation arrangements – beneficiary identification and registration, validation, bank account opening, disbursements, and reconciliation – will remain largely the same and will build on the experience to date and lessons learned under the parent project – for example, states will be encouraged to use an electronic payment system (e.g., e-wallet) and tracking system, and will be encouraged to begin the transfer process earlier. By encouraging the use of these systems – it is expected that some of the delays that were experienced under the parent project due to commercial Bank’s requirement for Bank verification number (BVN) by beneficiaries can be avoided. The amount per beneficiary will remain the same as the parent project and continuing benefits will depend on passing the minimum attendance and transition requirements<sup>51</sup>. On average, each beneficiary is expected to receive 28,000 Naira over the project period, which is 1.5 times the estimated average annual out-of-pocket expenditure for students attending public secondary schools in Nigeria<sup>52</sup>.

**Component 3: Project management and system strengthening**

37. The objective of this component is to strengthen the government’s capacity to support girls’ education and empowerment, in general, and to implement the project more efficiently.

***Subcomponent 3.1 System strengthening for sustainability and technical***

38. **There are no modifications to the design of this subcomponent.** The project will continue to strengthen the institutional capacity of the Government at the federal and the states on policy and strategy development on climate resilient girls’ education and empowerment, data collection and analytics to track the potential impacts of climate stressors on girls’ education, and other areas as described in the PAD. Based on lessons learned and experience under the parent project where limitations in capacity have been observed amongst some state governments, moving forward

<sup>51</sup> Moving forward GSP will also be provided in Ekiti state using flexible targeting criteria option.

<sup>52</sup> Estimated average out-of-pocket expenditure for students attending public secondary schools is about 19,000 Naira based on estimates from NLSS 2018/19.



the project will provide TA support to: (i) build technical, implementation, management and M&E capacities; (ii) states to collect, analyze and report data on all secondary schools; and (iii) strengthen the process and management of teacher recruitment and deployment, and professional development that include improvement in teaching methodologies, training on climate change, impacts and mitigation and adaptation measures, CoCs, support to prevent/respond to GBV as well as counseling, mentoring and gender-sensitive pedagogic approaches, and disability-inclusive approaches. In particular, the project will support strengthening of the states' EMIS systems to collect, analyze, and utilize data for policy formulation and resource allocation and management using digital technology. SIGs will be used to provide tablets to schools to facilitate digital data collection and reporting. Support will also be provided in areas such as establishing a state-level student learning assessment system.

**Subcomponent 3.2 Project management, monitoring and evaluation**

39. **There are no modifications to this design of this subcomponent.** As under the parent project, the AF will continue to support both federal and participating state governments for effective project coordination, procurement, FM, ESS, M&E, and project communications. This subcomponent will continue to finance the investment and non-salary operating costs associated with both the NPCU and the SPIUs, including office equipment, software, furniture, vehicles, auditing services, training, and seminars related to project implementation and operating costs of the NPCUs and SPIUs in the AF participating states. The project staff will be complemented by individual consultants and/or firms with specialization(s) on construction, fiduciary, safeguards, and M&E, among others.

Legal Operational Policies

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

Summary of Assessment of Environmental and Social Risks and Impacts

The overall environmental and social risk and impacts of the project are Substantial, given that the project will be implemented in additional eleven States of the country and in multiple schools where there are potential for a wide range of impacts to occur, which the Borrower has limited capacity to manage. Furthermore, other challenges could include Security risks, potential Occupational Health and Safety (OHS), Community Health and Safety (CHS), exclusion of vulnerable and marginalized groups, grievances, Sexual Exploitation and Abuse and Sexual harassment (SEA/SH) risks.

Security have deteriorated across the country. The Parent Project focused only on the Borno State to develop a Security Management Plan (SMP). However, over time during Parent Project implementation, the security issues in Nigeria evolved, becoming a national issue. Consequently, the current participating states have been strategically addressing potential security issues by engaging Security Consultants and developing SMPs.

The Borrower conducted a Security Risk Assessment (as part of the ESMF). The AF participating state will conduct state-specific Security Management Plans to address potential security risks and issues in managing the risks of using security personnel where engaged. In conducting the SMPs, attention should be paid to identifying potential risks of the project



components. The SMPs must take note of the operational circumstances in each location, the relevant threats, and the vulnerabilities the project component creates.

To proactively identify and prevent other potential environmental and social risks and impacts, the project prepared and disclosed the Environmental and Social Management Framework (ESMF) and Resettlement Policy Framework (RPF) before completion of appraisal to mitigate foreseeable environmental and social risks and impacts. Site-specific E&S documents will draw from the frameworks (ESMF & RPF) prepared as soon as project sites are identified. Similarly, the project assessed the potential for SEA/SH risks using the SEA risk assessment tool. Appropriate mitigation plans will be incorporated into the project design. Third-party monitoring will also be used in hard-to-supervise areas of the projects, with particular attention to monitoring the implementation of the SEA/SH Action Plan.

## E. Implementation

### Institutional and Implementation Arrangements

40. In each participating state, the implementation of the project will be carried out by the state, working closely with LGAs and participating schools. The implementation arrangements for the AGILE Project moving forward are shown in figure A1.1. These arrangements are designed based on the Nigeria federal system and its relevant agencies, drawing on arrangements used in other World Bank- financed/supervised projects.

41. The AF will use largely the same implementation arrangements as the parent project. The following paragraphs provides an overview of the implementation arrangements, with modifications under the proposed AF highlighted. The detailed implementation arrangements are provided in the revised PIM.

#### ***Implementation arrangements at the federal level***

42. The Federal Ministry of Finance, Budget and National Planning (FMFBNP)<sup>53</sup> will be the **representative** of the Borrower as it relates to the financial and legal obligations of the Government. The FME will continue to have oversight and a coordinating and monitoring role in the project and will be responsible for the implementation of specific activities (e.g., communications activities under Subcomponent 2.1 and Component 3). Financial arrangements at the federal level (and FM related to Subcomponent 2.1) will continue to be managed by the Federal Project Financial Management Department (FPFMD).

43. **The modifications to implementation arrangements at local/community-levels based on lessons learned to date include:** For construction of JSS activities, an SBMC will be used (not an CPMC); 2) SPIUs will provide support in SIGs (large grants/JSS construction management) in instances where an SBMC has low capacity to manage this – and these are reflected in relevant project documents. The project and proposed AF are guided by recent technical assessment carried out in the following areas: fiduciary (financial management and procurement), E&S safeguards.

#### ***Federal Level***

44. **National Project Steering Committee (NPSC).** An NPSC has been established under the parent project. The NPSC will continue to be chaired by the Honorable Minister of Education/Permanent Secretary and comprise ministers from the FMF, FMWA, FMYS, FMH, FMHDMSD, and Commissioners of Education from the participating states. The FMF will be a member of the NPSC and will be expected to provide support to the project through participation in joint annual reviews. The NPSC will be responsible for overall oversight of project implementation and for providing guidance on the

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<sup>53</sup> The Federal of Ministry of Finance (FMF) is now called the Federal Ministry of Finance, Budget and National Planning (FMFBNP).



project and will meet, at a minimum, annually, and the meeting will include key stakeholders responsible for project implementation and monitoring. It will be responsible for sharing information about project performance on the state and federal levels.

45. **National Project Coordination Unit (NPCU).** An NPCU has been established under the parent project. The FME, through the NPCU, is responsible for coordinating project activities at the federal level. The NPCU is headed by a National Project Coordinator who is a rank of director in the civil service with experience in project management. The NPCU includes the following FME officers: (a) procurement officer; (b) internal auditor; (c) accountant; (d) M&E officer; (e) gender/GBV officer; (f) environmental safeguards officer; (g) social safeguards officer; (h) GBV officer; and (i) communications officer and other key officers to coordinate activities under each component/subcomponent. The NPCU has representatives from (a) FMWA; (b) FMYSO; (c) UBEC; and (d) FMH jointly coordinating interventions. Specific responsibilities of the NPCU include: (i) coordinating the project at the federal level; (ii) overall project M&E; (iii) knowledge sharing and dissemination of information among project supported states; and (iv) implementation of specific activities at the federal level (e.g., communications activities under Subcomponent 2.1)

46. The NPCU is comprised of key staff of the FME, representatives from UBEC, FMWA, FMH FMYSO, who serve as project officers providing support to states in project implementation, monitoring of the project, technical assistance and capacity-building activities. They work with representatives of relevant DPs, CSOs and NGOs on all these activities including TPM. The roles of the NPCU are carried out under the guidance of the Permanent Secretary and Director of Secondary Education in close collaboration with UBEC.

#### ***State Level***

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

48. **State Project Steering Committee (SPSC).** The overall responsibility for project oversight at the state level rests with the SPSC. The Permanent Secretary or State Commissioner of Education will chair the SPSC. The committee will meet at least twice a year. The committee is composed of Executive Secretaries from the SSEB (in states where they are present), SUBEB Chairperson, and commissioners of relevant ministries in the state: the SMWA; the SMY; the SMH, SMF and representatives from SUBEB, LGEAs and relevant NGOs and CSOs. The SPSC is responsible for project oversight at the state level and providing overall guidance on project implementation in each participating state.

49. **State Project Implementation Unit (SPIU).** The SMEs are responsible for project implementation through the SPIU to be established within the SME. The SPIU is headed by a State Project Coordinator who is the rank of a director/deputy director in the civil service. SPIU members are comprised of representatives of the SSEB, as applicable, SUBEB, and relevant state ministries that serve as state project officers. SPIU officers serve as (i) leads for each component and/or subcomponent; (ii) experienced procurement officer (to be deployed from the state procurement agency; (iii) internal auditor; (iv) accountant; (v) M&E officer; (vi) GBV or gender officer; (vii) environmental safeguards officer; (viii) communications officer; (ix) social safeguards officer; and (x) Security Advisor.

50. To support implementation, the SPIU is responsible for procuring consultants and NGOs facilitating school rehabilitation/construction activities, while ensuring compliance to E&S requirements and supporting the department/scholarship board in awarding SIGs to schools and scholarships to girls. Representatives from the SMWA and SMH and their agencies will serve as technical focal points for the implementation of Subcomponent 2.2 focusing on



empowering girls with life skills/second chance education (including health education) and digital literacy for students (boys and girls), respectively, at the state level.

51. **As detailed in the project description, some adjustments have been made to the implementation of a few activities at the state-level.** For the construction of JSS (under Subcomponent 1.1), where the SBMC has limited capacity to manage the construction process – the SPIU will play this role- being responsible for hiring consultants, prepare bidding documents, managing and supervising the construction process, making payments to consultants/firms based on BoQs and ensuring that the applicable E&S instruments are implemented. In addition, under Subcomponent 1.2, while the SPIU will continue to ensure SBMCs are functional, provide capacity building on SIP development, among others as described in the PAD, it will also support and work with SBMCs to identify key needs and plans for large grants. Further, the SPIU can provide support to manage large grants provided under Subcomponent 1.2 in instances where the SMBC lacks capacity to manage major renovations.

#### ***LGA Level***

52. The LGA, with oversight mainly from the SPIU and in collaboration with SUBEBs, will assist in monitoring implementation of activities at the local government level. The LGEA can support capacity-building of SBMCs, conducting school inspection visits and monitoring of school activities.

#### ***Community and School Levels***

53. **SBMCs.** While implementation will largely stay the same at these levels, one difference is that moving forward an SBMC will play the role originally envisioned to be played by a CPMC. SBMC is comprised of representatives from the school, parents, civil society organizations and community members.<sup>54</sup> The SBMC will develop SIPs on rehabilitation/additional classrooms, improving learning conditions, and elements of the whole school approach, among others, and will manage activities under such plans as approved by the SPIUs. Responsibility for the SIG (supported under Subcomponent 1.2) will require the SBMCs to develop the SIPs and manage the SIGs and SIG-funded activities as described in the approved SIP. In addition, the SBMCs will be responsible for organizing meetings with relevant community members (e.g., PTA meetings, parents’ assemblies, social audits, etc.) to discuss school progress against their improvement plans and targets. Independent firms, NGOs or CSOs will be hired to support monitoring and supervision of school level implementation by the SPIU. Moving forward, the SPIU can manage JSS construction/large grants if the SBMC has limited capacity in management. All relevant details on the design and implementation of the SIG activity will be included in the revised SIG manual. SBMCs will receive training in construction and grants management.

## **CONTACT POINT**

### **World Bank**

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<sup>54</sup> Membership of the SBMC includes: Representative of Traditional Council, A Head Teacher or Principal of the School (Male/Female), Representative of Teachers (Female and Male), Representative of Pupils or Students (Head Boy & Girl), Representatives of Old/Students/ Pupils (Male/Female), A Representative of Women’s group (Mothers Association), Parents Teachers association (PTA) and Parents Teachers Forum representatives (PTA/PTF Chair and a Female), 2 Representative of Construction Professional Bodies /Artisan, A Representative of Youths, Representatives of Community Development Organization (Male/Female), and Representatives of CSOs (FBOs, FSOs, NGOs).



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