Public Disclosure Authorized

Public Disclosure Authorized

THE WORLD BANK
IBRD • IDA | WORLD BANK GROUP

FOR OFFICIAL USE ONLY

Report No: PADHP00148

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROGRAM APPRAISAL DOCUMENT

ON A
PROPOSED CREDIT
IN THE AMOUNT OF US$500.00 MILLION

AND

ON A GRANT

IN THE AMOUNT OF US$52.18 MILLION
FROM THE GLOBAL PARTNERSHIP FOR EDUCATION FUND

TO THE
FEDERAL REPUBLIC OF NIGERIA

FOR A

HOPE FOR QUALITY BASIC EDUCATION FOR ALL (HOPE-EDUCATION) PROGRAM

MARCH 10, 2025

Education Global Practice
Western and Central Africa Region

This document has a restricted distribution and may be used by recipients only in the performance of their official duties. Its contents may not otherwise be disclosed without World Bank authorization.

CURRENCY EQUIVALENTS

EXCHANGE RATE EFFECTIVE FEBRUARY 28, 2025

CURRENCY UNIT = NIGERIAN NAIRA (NGN)

NGN 1492 = US$1

FISCAL YEAR
JANUARY 1 - DECEMBER 31

Regional Vice President: Ousmane Diagana
Regional Director: Trina S. Haque
Country Director: Ndiame Diop
Practice Manager: Scherezad Joya Monami Latif
Task Team Leader: Dilip Parajuli

ABBREVIATIONS AND ACRONYMS

AGILE	Adolescent Girls Initiative for Learning and Empowerment
ASC	Annual School Census
BESDA	Better Education Service Delivery for All Operation
BESDA-AF	Better Education Service Delivery for All - Additional Financing
CBMC	Center-based Management Committee
CBN	Central Bank of Nigeria
DA	Designated Account
DLI	Disbursement Linked Indicator
DLR	Disbursement Linked Result
ECCDE	Early Childhood Care, Development and Education
Edo-BESST	EDO Basic Education Sector and Skills Transformation Operation
ESCP	Environmental and Social Commitment Plan
ESSA	Environmental and Social Systems Assessment
EU	European Union
FCDO	Foreign, Commonwealth and Development Office
FCT	Federal Capital Territory
FME	Federal Ministry of Education
FPFMD	Federal Projects Financial Management Department
GBV	Gender-based Violence
GDP	Gross Domestic Product
GPE	Global Partnership for Education
GRS	Grievance Redress Service
HC-PEIR	Human Capital Public Expenditure and Institutional Review
HCI	Human Capital Index
HOPE	Human Capital Opportunities for Prosperity and Equality
HOPE-EDU	HOPE Education Program
HOPE-GOV	HOPE Governance Program
HOPE-PHC	HOPE Primary Health Care Program
IDA	International Development Association
IFG	Intervention Fund Guidelines
IFR	Interim Unaudited Financial Report
IPF	Investment Project Financing
IRR	Internal Rate of Return
IVA	Independent Verification Agency
JSS	Junior Secondary School
LGEA	Local Government Education Authority
MDA	Ministries, Departments and Agencies
M&E	Monitoring and Evaluation
MICS	Multiple Indicator Cluster Survey
NALABE	National Assessment on Learning Achievement in Basic Education
NEMIS	Nigeria Education Management Information System
NESRI	Nigeria Education Sector Renewal Initiative
NFBE	Non-formal Basic Education
NFLC	Non-formal Learning Centre
NLSS	Nigeria Living Standards Survey
NPA	National Personnel Audit
NPC	National Program Coordinator
NPSC	National Program Steering Committee
OAGF	Office of the Accountant General of the Federation

OOSC	Out-of-school Children
PAP	Program Action Plan
PDO	Project Development Objective
PEF	Program Expenditure Framework
PforR	Program for Results
POM	Program Operational Manual
PTR	Pupil-teacher Ratio
SBMC	School-based Management Committee
SCR	Student to Classroom Ratio
SEA/SH	Sexual Exploitation and Abuse/Sexual Harassment
SME	State Ministry of Education
SPP	Structured Pedagogy Program
STEM	Science, Technology, Engineering and Mathematics
SUBEB	State Universal Basic Education Board
RA	Results Area
TA	Technical Assistance
TnT	Track and Trace
ToR	Terms of Reference
TLM	Teaching-learning Materials
UBE	Universal Basic Education
UBEC	Universal Basic Education Committee
UBEIF	Universal Basic Education Intervention Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WASH	Water, Sanitation and Hygiene

TABLE OF CONTENTS

DATASHEET ..... **i**

I. STRATEGIC CONTEXT **1**

A. Program Strategic Context 1

B. Sectoral and Institutional Context 1

II. PROGRAM DESCRIPTION **5**

A. Program Development Objectives (PDO) 5

B. Theory of Change and PDO Indicators 5

C. PforR Program Scope 6

D. Disbursement Linked Indicators 12

E. Role of Partners 14

F. Lessons Learned and Reflected in the Program Design 14

III. PROGRAM IMPLEMENTATION **15**

A. Institutional and Implementation Arrangements 15

B. Results Monitoring and Evaluation, and Verification Arrangements 17

C. Disbursement Arrangements 17

IV. PROGRAM ASSESSMENTS SUMMARY **18**

A. Technical 18

B. Fiduciary 22

C. Environmental and Social 23

D. IPF appraisal 24

E. Program Action Plan 25

V. KEY RISKS **26**

ANNEX 1. RESULTS FRAMEWORK **28**

ANNEX 2: Gender Interventions in HOPE Education **50**

ANNEX 3: Climate Change and Basic Education **51**

ANNEX 4: Program Implementation and Institutional Arrangements **54**

DATASHEET

BASIC INFORMATION

Project Beneficiary(ies)	Operation Name		
Nigeria	HOPE for Quality Basic Education for All		
Operation ID	Financing Instrument	Does this operation have an IPF component?	Environmental and Social Risk Classification (IPF Component)
P507001	Program-for-Results Financing (PforR)	Yes	Low

Financing & Implementation Modalities

[ ] Multiphase Programmatic Approach (MPA)	[✓] Fragile State(s)
[ ] Contingent Emergency Response Component (CERC)	[ ] Fragile within a non-fragile Country
[ ] Small State(s)	[ ] Conflict
[ ] Alternative Procurement Arrangements (APA)	[ ] Responding to Natural or Man-made Disaster
[ ] Hands-on Expanded Implementation Support (HEIS)	

Expected Approval Date	Expected Closing Date
31-Mar-2025	28-Feb-2030
Bank/IFC Collaboration	
No	

Proposed Program Development Objective(s)

To improve foundational learning outcomes, increase access to basic education and enhance education systems in participating States

Organizations

Borrower:	Federal Republic of Nigeria		
Contact	Title	Telephone No.	Email
Mrs. Lydia Jafiya	Permanent Secretary		ps@fmof.gov.ng
Implementing Agency:	Federal Ministry of Education, Universal Basic Education Commission		
Contact	Title	Telephone No.	Email
Mr. Nasir Sani-Gwarzo Dr. Bala Zakari	Permanent Secretary Deputy Executive Secretary (technical)	(234)805821333 (234)7016390000	drgwarzo@education.gov.ng info@ubec.gov.ng

COST & FINANCING (US$, Millions)

Maximizing Finance for Development

Is this an MFD-Enabling Project (MFD-EP)? No

Is this project Private Capital Enabling (PCE)? No

SUMMARY

Government program Cost	**11,280.70**
Total Operation Cost	**3,755.06**
Total Program Cost	3,722.63
IPF Component	32.43
Total Financing	**3,755.06**
Financing Gap	**0.00**

Financing (US$, Millions)

World Bank Group Financing

International Development Association (IDA)	500.00
IDA Credit	500.00

Non-World Bank Group Financing

Trust Funds	52.18
Global Partnership for Education Fund	52.18
Counterpart Funding	3,202.88
Borrower/Recipient	3,202.88

IDA Resources (US$, Millions)

	Credit Amount	Grant Amount	SML Amount	Guarantee Amount	Total Amount
National Performance-Based Allocations (PBA)	500.00	0.00	0.00	0.00	500.00
Total	**500.00**	**0.00**	**0.00**	**0.00**	**500.00**

Expected Disbursements (US$, Millions)

WB Fiscal Year	2025	2026	2027	2028	2029	2030
Annual	0.00	28.00	138.00	138.00	110.18	138.00
Cumulative	0.00	28.00	166.00	304.00	414.18	552.18

PRACTICE AREA(S)

Practice Area (Lead)

Education

Contributing Practice Areas

Governance; Health, Nutrition & Population; Digital Development

CLIMATE

Climate Change and Disaster Screening

Yes, it has been screened and the results are discussed in the Operation Document

SYSTEMATIC OPERATIONS RISK- RATING TOOL (SORT)

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

POLICY COMPLIANCE

Policy

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

[ ] Yes [✓] No

Does the project require any waivers of Bank policies?

[ ] Yes [✓] No

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Area OP 7.60	No

ENVIRONMENTAL AND SOCIAL

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

E & S Standards	Relevance
ESS 1: Assessment and Management of Environmental and Social Risks and Impacts	Relevant

ESS 10: Stakeholder Engagement and Information Disclosure	Relevant
ESS 2: Labor and Working Conditions	Relevant
ESS 3: Resource Efficiency and Pollution Prevention and Management	Not Currently Relevant
ESS 4: Community Health and Safety	Not Currently Relevant
ESS 5: Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
ESS 6: Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
ESS 7: Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
ESS 8: Cultural Heritage	Not Currently Relevant
ESS 9: Financial Intermediaries	Not Currently Relevant

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

LEGAL

Legal Covenants

Sections and Description
1. Financing Agreement, Schedule 2, Section I.A, paragraph 1.2 (a): The Recipient shall, not later than three (3) months after the Effective Date, establish and thereafter maintain throughout the implementation of the Operation, a steering committee at the federal level (the "National Program Steering Committee" or "NPSC"), with functions, composition and resources satisfactory to the Association, as further detailed in the Operations Manual.
2. Financing Agreement, Schedule 2, Section I.A, paragraph 1.3 (a): The Recipient shall, not later than three (3) months after the Effective Date, appoint and thereafter maintain throughout the implementation of the Operation: (i) a National Program Coordinator within the FME ("NPC"), responsible for the overall oversight of the Program as well as daily coordination and supervision of the Program activities related to DLRs 3.0 and 3.4 as well as DLI 8, as well as the related Project activities; and (ii) a Program manager within the executive secretariat of UBEC ("Program Manager"), responsible for the daily coordination and supervision of the Program activities related to DLIs 1-7 as well as the related Project activities, in close coordination with the NPC and directors and deputy directors of the relevant departments of UBEC; all with terms of reference and functions acceptable to the Association as further detailed in the Operations Manual.
3. Financing Agreement, Schedule 2, Section I.A, paragraph 1.4 (a): The Recipient shall, not later than three (3) months after the Effective Date, hire and thereafter maintain throughout the implementation of the Operation, technical experts within UBEC, reporting to the Program Manager and responsible to provide support for the implementation of the Program and of Project activities and to assist with fiduciary and social and environmental safeguard functions, in number and with functions and resources satisfactory to the Association as further described in the Operations Manual.
4. Financing Agreement, Schedule 2, Section I.A, paragraph 2.1 (a): The Recipient shall cause each Participating State to establish, not later than sixty (60) days after the signing of the Subsidiary Agreement described in Section I.B of Schedule 2, and thereafter maintain throughout the implementation of the Operation, a State Program Steering

Committee in each Participating State (each “State Program Steering Committee” or “SPSC”) with functions, composition and resources satisfactory to the Association, as further detailed in the Operations Manual.
5. Financing Agreement, Schedule 2, Section I.A, paragraph 2.2 (a):The Recipient shall cause each Participating State to appoint, not later than sixty (60) days after the signing of the Subsidiary Agreement described in Section I.B of Schedule 2, and thereafter maintain throughout the implementation of the Operation, the SUBEB chairperson to be in charge of the daily coordination and supervision of the Program activities related to DLIs 1-7 (except DLRs 3.0 and 3.4) and the designated official of the SME to be in charge of the daily coordination and supervision of the Program activities related to DLI 8, with terms of reference and functions acceptable to the Association as further detailed in the Operations Manual.
6. Financing Agreement, Schedule 2, Section I.A, paragraph 2.3 (a):The Recipient, through UBEC, not later than three (3) months after the Effective Date, shall hire and thereafter maintain throughout the implementation of the Operation, state-level technical experts, reporting to the SUBEB chairperson and to the counterpart technical experts within UBEC, and responsible for supporting and working with the relevant SUBEB/SME departments and agencies, with functions and resources satisfactory to the Association, as further described in the Operations Manual.
7. Financing Agreement, Schedule 2, Section I.D, paragraph 2 (a):The Recipient shall: (i) not later than ninety (90) days after the Effective Date, engage an independent verification agency or independent verification agencies (“Independent Verification Agent(s)” or “IVA(s)”), as the case may be, under terms of reference satisfactory to the Association, to be responsible for preparing and providing verifications reports in accordance with the Verification Protocol, certifying the achievement of those DLI/DLRs indicated to be verified by such independent verification agency or agencies in the Verification Protocol; and (ii) furnish the verification reports to the Association in such scope and in such details as the Association shall request.
8. Financing Agreement, Schedule 2, Section I, E, paragraph 1 (c): The Recipient shall furnish to the Association, the annual work plan and budget for the Project for the first year of Project implementation not later than forty-five (45) days after the Effective Date.
9. ESCP, Section A: Hire or appoint one environmental specialist one social specialist and one GBV specialist no later than three months after the Effective Date and thereafter maintain these positions throughout Project implementation.
10. ESCP, Section 1.1: Labor Management Procedures shall be prepared, disclosed, consulted, and adopted no later than three months after the Effective Date and implemented throughout the Project lifecycle.
11. ESCP, Section 1.1: E&S Screening Checklist shall be developed no later than three months after the Effective Date and implemented by the State PIUs before project implementation to screen sub project activities for E&S impacts.
12. ESCP, Section 10.2: Establish the grievance mechanism no later than three (3) months after the effective date and thereafter maintain and operate the mechanism throughout Project implementation with support from SERVICOM.

Conditions

Type	Citation	Description	Financing Source
Effectiveness	Article V, Section 5.01 of Financing Agreement	The Recipient has adopted the Operations Manual in accordance with the provisions of Section I.C of Schedule 2 to the Financing Agreement.	IBRD/IDA
Disbursement	Schedule 2, Section IV.B.1 (c) of Financing Agreement	No withdrawal shall be made for any payment to any Participating State, until and unless such	IBRD/IDA

		Participating State has: (i) in respect of DLRs achieved during any Fiscal Year, the Recipient has provided evidence satisfactory to the Association that such Participating State has met the Eligibility Criteria in accordance with the Annex to Schedule 2 to the Financing Agreement; and (ii) entered into a Subsidiary Agreement with the Recipient, in accordance with Section I.B of Schedule 2 to the Financing Agreement.	
Effectiveness	Article V, Section 5.01 (b) of GPEF Grant Agreement	The Financing Agreement has been executed and delivered and all conditions precedent to its effectiveness or to the right of the Recipient to make withdrawals under it (other than the effectiveness of this Agreement) have been fulfilled.	Trust Funds
Disbursement	Schedule 2, Section IV.B.1 (c) of GPEF Grant Agreement	No withdrawal shall be made for any payment to any Participating State, until and unless such Participating State has: (i) in respect of DLRs achieved during any Fiscal Year, the Recipient has provided evidence satisfactory to the Bank that such Participating State has met the Eligibility Criteria in accordance with the Annex to Schedule 2 to the Grant Agreement; and (ii) entered into a Subsidiary Agreement with the Recipient, in accordance with Section I.B of Schedule 2 to the Financing Agreement.	Trust Funds

I. STRATEGIC CONTEXT

A. Program Strategic Context

1. **Nigeria's rapidly growing youth population presents an extraordinary opportunity to move the country towards a more prosperous and more inclusive future.** Nigeria's 2020 Human Capital Index (HCI) score of 0.36 means that the current 60 million children aged 5-14 years (basic education age-group) in the country are expected to reach only 36 percent of their full economic potential. Nigeria's key development constraints include the high dependence on oil, insufficient economic diversification, inequitable growth and high income poverty, and a poor scorecard on good governance and service delivery including investments in human capital.[1] As a diverse federation of 36 autonomous states and 220 million people, federal-state coordination is a challenge.[2] More frequent and severe climate change vulnerabilities - extreme heat, floods, and drought - and country's low adaptive capacity to address these climate shocks further complicate the socio-economic development context[3]. Pathways for development include improving economic governance and generating more trust in State institutions, boosting government investments in human capital, expanding social assistance programs to sustain the move away from fuel subsidies, diversifying the economy and investing in inclusive economic growth. One such tremendous opportunity for Nigeria is to change course by implementing bold education reforms and making the right investments in the sector to equip the fast-growing young population with the foundational skills and knowledge necessary for more rapid and inclusive economic growth.

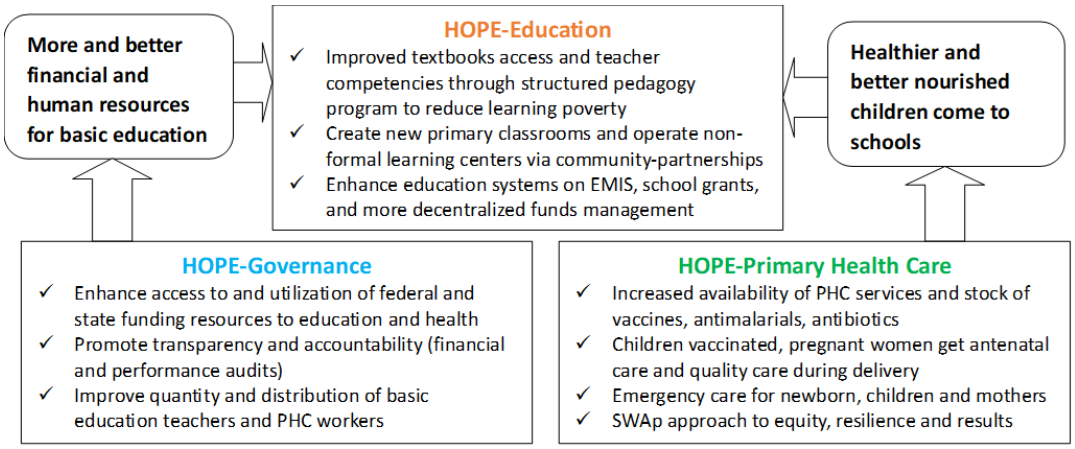
2. **The proposed HOPE-Education (HOPE-EDU) is one in a series of three inter-related operations, alongside with HOPE-Governance (HOPE-GOV) and HOPE-Primary Health Care (HOPE-PHC).** These three operations will support Nigeria to address the underlying upstream policy and governance constraints and downstream service delivery challenges in basic education and primary healthcare. The policy and institutional reforms under HOPE-GOV will positively impact HOPE-EDU through: (a) increased availability and effectiveness of financing that seeks to enhance states' access to federal resources for basic education, and strengthen states' planning, budget preparation and execution; (b) enhanced transparency and accountability that aims to promote timely publication of citizen-friendly sector budget implementation/execution reports, as well as financial and performance audits; and (c) improved recruitment, deployment, and performance management of basic education teachers by state and local governments to incentivize enhanced workforce planning function to reduce staffing gaps, and improve deployment and management practices. The linkages between the three operations are captured in Figure 1.

B. Sectoral and Institutional Context

3. **Basic education is by legislation compulsory and free.** It includes Early Childhood Care, Development and Education (ECCDE); six years of primary; and 3 years of junior secondary. The federally funded Universal Basic Education (UBE) program finances only one pre-primary year, for children aged five years. The overall system enrolls over 47 million children taught by roughly 1.7 million teachers in nearly 1.3 million classrooms and 171,000 schools. Of these, over 33 million children are enrolled in 80,000 public pre-primary/primary and junior secondary schools (JSS).[4]

[1] See World Bank Systematic Country Diagnostic 2020. https://elibrary.worldbank.org/doi/epdf/10.1596/33347.
[2] See https://www.unfpa.org/data/world-population/NG.
[3] Nigeria ND-GAIN Index—Readiness. n.d. Retrieved October 22, 2024, from https://gain-new.crc.nd.edu/country/nigeria#readiness.
[4] National Personnel Audit, NPA 2022

Figure 1: Linkages between HOPE-EDU, HOPE-GOV and HOPE-Primary Health Care



Quality

4. **An estimated 45.8 million children aged 5-14 years are unable to read and understand a simple text**. This corresponds to an overall learning deprivation rate of 76 percent, and it is higher for boys (78) than for girls (74). The rate ranges from 47-64 percent in the Southern zones to 82-93 percent in the Northern zones; from 15 percent in Lagos to 99 percent in Jigawa. Learning deprivation is largely the result of poor learning in school, though it is also due to the number of out-of-school children (OOSC). Among children aged 7-14 years in school, only 32 percent are proficient in foundational literacy. This rate ranges from 16-32 percent in the Northern zones to 37-55 percent in the Southern states; from 3 percent in Jigawa to 87 percent in Lagos. Poor learning starts early. Already among students attending Grade 3, only 22.5 percent and 21.5 percent demonstrate foundational (Grade Two level) reading and numeracy skills, respectively.[5]

5. **The availability of teaching and learning materials and the quality of teaching have significant room for improvement.** At the pre-primary level, only 28 percent of students have access to foundational language materials, and 24 percent to foundational mathematics materials. In public primary and JSS schools, the subject in which textbooks are the most available is mathematics, yet in all grades there is on average only one textbook for every five students.[6] The shortage is fundamentally due to inadequate funding and poor distribution mechanisms. Visual teaching aids needed to support language learning are commonly unavailable.[7] It was found in 2019 that 56 percent of public primary-school teachers had less than adequate skills in the selection of material to prepare a lesson and in the selection of statements to evaluate student work; 35 percent of primary teachers did not demonstrate an adequate grasp of subject content knowledge.[8] Highly structured lesson plans which follow an evidence-based scope and sequence for foundational literacy and numeracy have shown impact, but remain the exception rather than the norm across most Nigerian states.

6. **There is a shortage of teachers, particularly those who are qualified**. The national average pupil-teacher ratio (PTR) for public pre-primary education is 35:1; for primary education is 49:1; and for JSS is 29:1. If one takes into account teacher qualifications, at pre-primary level, the pupil to qualified teacher ratio is 109:1; at the primary level it is 98; and at JSS, it is 75:1. Many have not received adequate pre-service training to ensure adequate content knowledge and

[5] The same Grade Two level questions were administered regardless of age, indicating that learning increases with the number of grades attended. Children 'not in school' includes those in non-formal education.
[6] NPA 2022, pp. 273-278.
[7] See e.g. American Institutes for Research, 2024. Early-grade literacy instruction in Edo. A review of the lesson plans and its implementation. Draft Report, p. 20.
[8] Bank staff estimates using National Learning Assessment (NLA) 2019 data.

pedagogical skills to teach effectively. Once in service, teacher professional development training is sporadic; in 2022, 79 percent of basic education teachers reported not having received any form of training in the previous five years.[9]

Access

7. **Participation in basic education is low and unequal, resulting in the world's largest OOSC population**. In 2022/23, while 75 percent of children aged 5-14 years were in formal basic education, this ranged from 49 percent in the North-East zone to 98 percent in the South-South. Of the estimated 60.3 million children aged 5-14 years, there are 14.8 million OOSC, of which 95 percent are in the Northern zones.[10] In the primary school-age range, of every four OOSC, one is a drop-out, one attends a non-formal Islamic school, and the remaining two have never attended any school. Within basic education, the net attendance rates in 2021 for ECCDE, primary and JSS were 38, 64 and 42 percent, respectively. The 2021 Gender Parity Index (GPI) for formal primary was 0.99, and 1.05 for JSS; at the primary level, six states have a GPI below 0.97 (of which five in Northern zones). The net primary attendance rate of children in the richest quintile (76 percent) was more than 30 percentage points higher than that of children in the poorest quintile (45 percent). The urban net primary attendance rate was 76 percent; in rural areas, it was 51 percent.[11] The Nigeria Living Standards Survey (NLSS) 2018-2019 found that 44 percent of girls with disabilities of primary school age were out of school.[12] Among children attending non-formal basic education (NFBE), only 44 percent are girls.[13]

8. **Access to formal school is not universal**. In rural areas, distance or the lack of a school are given by parents as reasons for their children not attending school in 24 percent of cases, together constituting by far the most common responses; in urban areas, they are given in 8.3 percent of cases.[14] Lack of access is more pronounced in the Northern states. Overcrowding is common: the average student to classroom ratio (SCR) is 38:1 at the pre-primary level; 60:1 at primary; and 64:1 at JSS. The percentage of pre-primary and primary schools with access to safe drinking water is only 29 percent; at JSS, the rate is 53 percent. The percentage of public primary schools with toilets ranges from 32 percent in the North-Central to 53 percent in the South-West.[15] Despite the policy on inclusive education, children with disabilities face limitations, including lack of accessible classrooms and inclusive teaching-learning materials (TLM).

9. **Costs as well as domestic and community factors impact school attendance**. Among urban parents, cost was cited in 25.6 percent of cases as the reason for their children not attending formal school; in rural areas, it was cited in 12.7 percent of cases. Domestic obligations were the most common reason given for rural girls (15.2 percent of cases), and the third most common reason (12.5 percent) for rural boys; in urban areas, for girls it was 12.5 percent and for boys it was 13.1 percent.[16] Girls are at risk of sexual exploitation and abuse/sexual harassment (SEA/SH) and other forms of gender-based violence (GBV). These risks are present within, and on the way to/from the school. In northern Nigeria, as female students have been directly targeted by Boko Haram, families are increasingly reluctant to enroll their girls. In 2020, roughly 1.6 percent of rural families and 3.1 percent of urban families nationwide cited safety/security concerns as reasons for not sending their children to school.[17] Though codes of conduct (CoCs) exist for teachers, students and parents, they do not adequately address issues of corporal punishment and SEA/SH, and there are inadequate mechanisms and referral networks for preventing, identifying, reporting and addressing incidents.

[9] NPA 2022, p. 337.
[10] World Bank staff calculations.
[11] Data in this paragraph are sourced from UNICEF, 2022 unless otherwise indicated. Nigeria 2021 Multiple Indicator Cluster Survey (MICS) & National Immunization Coverage Survey (NICS), Survey Findings Report.
[12] Nigeria National Bureau of Statistics. Living Standards Survey (NLSS) 2018/19.
[13] BESDA Verification Exercise Phase Two Report. National Bureau of Statistics, 2022.
[14] Nigeria National Education data Survey (NEDS) 2020.
[15] NPA 2022.
[16] NEDS 2020.
[17] NEDS 2020.

10. **Access and learning are undermined by Nigeria's vulnerability to climate shocks**. These disproportionately affect poor populations in many areas. The Niger Delta and coastal areas suffer from inland flooding and storm surges, and many states suffer from aridity, droughts, and land degradation.[18] School infrastructure in areas that are prone to climate shocks (for example, floods and 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. Prolonged exposure to extreme heat causes heat illnesses and discomfort, leading to missed school days; working memory, stamina and cognitive efficiency are all negatively impacted, harming the students' ability to learn and the teachers' ability to teach. [19]

Systems

11. **Government spending on education is low and inequitable.** Public sector spending on education (10 percent of the national budget, 1.2 percent of gross domestic product (GDP) and US$23 per capita) is among the lowest in the world.[20] The federally earmarked UBE Intervention Fund (UBEIF) has largely displaced investments by the sub-national tiers. Poor governance arrangements result in cumbersome procedures for accessing them, untimely disbursements, and lack of transparency, predictability, and accountability for the funds. The UBEIF allocation formula is rigid in terms of spending categories with little room to accommodate state variations; is largely equal across states, responding neither to equity nor to performance across states; and a significant portion of UBEIF funds are managed centrally, with little financial autonomy and decision-making at decentralized level.

12. **Human resource management suffers from a lack of planning, is often not properly costed, and is not always based on merit and transparency**. The share of female teachers in primary schools is significantly more than 50 percent in Southern Nigeria, but significantly below 50 percent in Northern Nigeria due to cultural, socio-economic, and security barriers. Teacher deployment is suboptimal, and absenteeism is common.[21] Public financial management (specifically accessibility and transparency of UBEIF funds) and teacher issues will be addressed under a complementary operation, HOPE-GOV, P181476).

13. **Public schools lack operating resources and have limited capacities in management and governance.** Schools receive few or no financial resources from public budgets for non-salary recurrent expenses, and it is not uncommon for them to charge fees for students. Management committees are generally in place, but with limited capacity to manage and report on school budgets and expenditures.

14. **Education management information systems and learning assessments need strengthening**. The Annual School Census (ASC) is managed by the Federal Ministry of Education (FME) and State Ministries of Education (SMEs); its publication is typically delayed, often by years, and the data submission rate by schools during the period 2016-20 was 38.6 percent. There is also a National Personnel Audit (NPA), which is conducted every four years by the UBE Commission (UBEC) and reports within one year with near-universal coverage. Between 2001 and 2022 the UBEC conducted six rounds of the National Assessment on Learning Achievement in Basic Education (NALABE). The NALABE typically surveys only the two last years of primary and JSS, and does not benchmark learning against clearly articulated proficiency levels; nor does it include strata for children in NFBE.[22]

[18] 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. World Bank. 2020. CPF for Nigeria FY21–FY25. Washington, DC.: World Bank. http://hdl.handle.net/10986/35098 License: CC BY 3.0 IGO.

[19] UNICEF (United Nations Children's Fund), "Why Water, Sanitation and Hygiene Must Be Top of Your Climate Agenda," https://wcmsprod.unicef.org/media/109481/file/WASH%20Climate%20Paper.pdf.

[20] World Bank, 2024. Nigeria Human Capital Public Expenditure and Institutional Review.

[21] The World Bank Service Delivery Indicators Survey (2015) reported 14 percent of teachers were absent from school.

[22] The Nigerian government has also announced its first ever participation in PASEC, scheduled for 2025.

15. **Strengthened sectoral coordination would improve synergies on planning, budgeting, monitoring and result in a more efficient use of resources.** There is room to strengthen the coordination between the FME, the UBEC, the State Universal Basic Education Boards (SUBEBs) and the SMEs, as well as between development partners. Further, at state and federal levels, JSS are managed separately from pre-primary and primary education, while the UBE program has traditionally given greater focus and financial priority to the primary sector. Consequently, the management of JSS is somewhat disarticulated from basic education and has generally weaker capacity.

16. **The Program will address the main challenges in basic education of poor quality, inadequate access, and weak management systems**. Working in alignment with the country's UBE program objectives and strategies, the Program will support (i) structured pedagogy approaches – considered to be one of the best buys[23] – to foundational literacy and numeracy; (ii) the creation of learning opportunities where there are none or where school overcrowding impedes participation, using a community-based demand-driven approach; and (iii) the adoption of strengthened approaches to more decentralized allocation and management of UBEIF funds, school management and generating system information. Public sector investment is justified given the legislative mandate for the public provision of basic education, and the fact that the private sector can meet only a small proportion of basic education needs while being unaffordable for most households. The resources provided by the proposed operation will contribute to closing the severe funding gap for basic education. The Program is closely aligned with the new Nigeria Education Sector Renewal Initiative (NESRI, 2024).

17. **The Program uses a Program for Results (PforR) as a financing instrument**. Directly supporting the national UBE program, the PforR financially incentivizes and supports states and federal governments to achieve critical results. It also allows flexibility for states to adapt programs to their context and capacities while enabling oversight and coordination by the Federal government. Thus, it is well suited to the country's federal/state division of responsibilities in education. The Nigeria country portfolio has included three PforR instruments in education over the past five years.

II. PROGRAM DESCRIPTION

A. Program Development Objectives (PDO)

18. The Program Development Objectives are to improve foundational learning outcomes, increase access to basic education and enhance education systems in participating States.

19. The education systems to be enhanced pertain to the allocation and management of UBE funds; school management, governance and accountability; and information for system management and performance monitoring. States will be selected to participate in the Program based on eligibility criteria (see Table 6) to improve foundational learning outcomes, increase access and strengthen school management, governance and accountability. All states can participate in the Program to enhance the allocation and management of UBEC funds, as well as to strengthen education management information systems and performance monitoring.

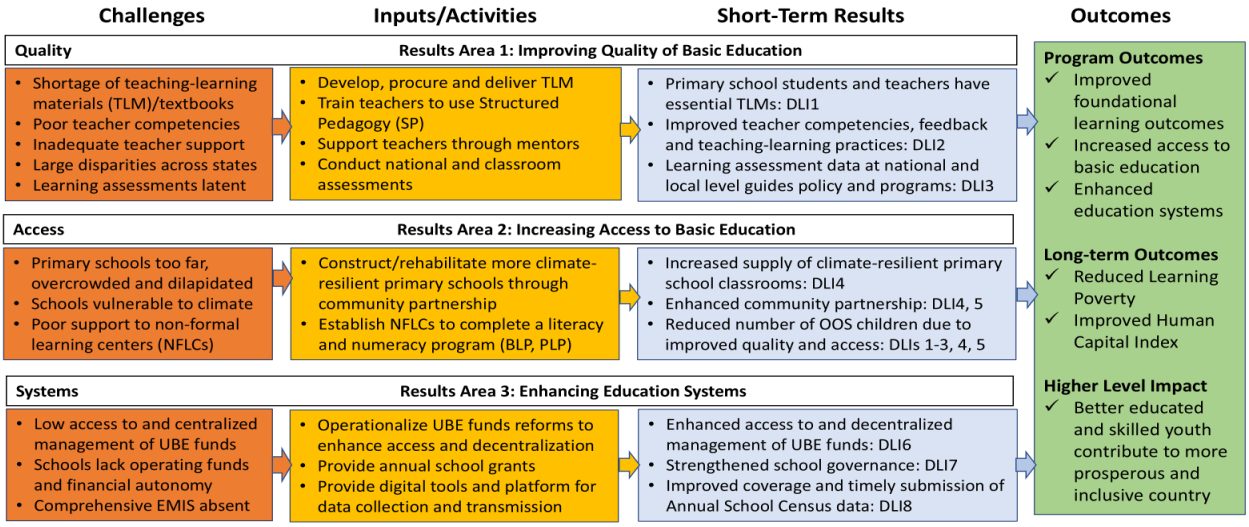
B. Theory of Change and PDO Indicators

20. To improve learning outcomes, the Program will adopt structured pedagogy packages for literacy and mathematics in formal primary schools. The textbooks supply chain will be strengthened to supply primary TLMs; teachers will be trained in their effective use; and they will be provided with regular pedagogical monitoring and support while the effectiveness of the structured approach is evaluated and fine-tuned. To provide OOSC with access to learning opportunities, the Program will support the creation of accessible primary classrooms with community support, as well as

[23] Global Education Evidence Advisory Panel (GEEAP, 2023). Cost-Effective Approaches to Improve Global Learning. https://thedocs.worldbank.org/en/doc/231d98251cf326922518be0cbe306fdc-0200022023/related/GEEAP-Report-Smart-Buys-2023-final.pdf

an increase in the number of learning centers providing NFBE. To strengthen systems, the Program will support reforms to better allocate UBE funds according to needs and performance, and decentralize their management; enhance school management, governance and financial capacities through a provision of annual school grants; and adopt a digitized ASC and conduct national learning assessments. See Figure 2.

Figure 2: Theory of Change for HOPE-EDU



Critical Assumptions: 1) HOPE-GOV eligibility criteria will be fulfilled and its annual DLRs pertaining to increased budget and teachers are achieved, 2) Security, macro-economic and political situations will not deteriorate, 3) Coordination across FME, UBEC, SUBEB and SMEs will be strengthened for efficient program implementation, and 4) Basic Education SWAp arrangements will harmonize TA and programs across development partners.

Outcome Areas	PDO Indicators
Improved foundational learning outcomes	Children in Grade 3 who are proficient in reading, disaggregated by sex (percentage) Children in Grade 3 who are proficient in mathematics, disaggregated by sex (percentage)
Increased access to basic education	Out-of-school children aged 5-14 years who have been brought into a formal or non-formal literacy and numeracy program (number)
Enhanced education systems	States that digitally publish complete Annual School Census Database and report on time (number)

C. PforR Program Scope

(i) Summary of on-going government program

21. **The government's UBE program was first introduced in 1999 as a reform program in education aimed at providing greater access to, and ensuring the quality of, basic education.** The law underlying the program mandates that basic education delivery and financing is the shared responsibility of the federal, state and local governments, and that the Federal Government provides at least 2 percent of its Consolidated Revenue Fund (CRF). It also established the UBEC, which together with SUBEBs and in partnership with other stakeholders including SMEs, plan and implement programs designed to meet UBE objectives. The FME plays a regulatory and oversight role, for which it also generates management information; promotes the harmonization of policies and programs across states; and supports the piloting of strengthened approaches to educational services provision. UBEC's vision for the delivery of basic education is guided by four principles: equal access for all children; equal outcomes; quality basic education for all; and shared responsibility and accountability that emphasizes the need for greater cooperation and partnerships. The UBE program is currently guided by a 10-Year Roadmap (2021-2030) which includes seven pillars of intervention, each designed to address key areas. They

are: (i) access and equity; (ii) crisis and emergency response; (iii) quality and learning outcomes; (iv) teacher quality and management; (v) system strengthening; (vi) education financing and resourcing; and (vii) sector coordination, partnership and collaboration. In each of these areas, the government has developed an implementation and M&E framework.

(ii) Program Boundary and Results Areas

22. **The government's UBE Program provides the program boundary**. The proposed PforR would be mapped to pillars of UBEC's 10-Year Roadmap. Five of the Roadmap's seven pillars are supported by the operation; while the other two are supported under another operation in this series, HOPE-GOV (P181476). The HOPE-EDU Program works in three results areas (RAs). RA1 supports improving the quality of education through the introduction of structured pedagogy focused on foundational literacy and numeracy. This is aligned with Pillar 3 (Quality and Learning Outcomes), particularly the strategies to introduce best pedagogical practices supporting learner literacy and numeracy, including the provision of teacher guides and textbooks; as well as to the Roadmap strategies to provide regular teacher professional development and to identify learning gaps through learning assessments. RA2 supports increasing equitable access through the creation of new public primary classrooms and making NFBE programs available to OOSC. This is aligned with Pillar 1 (Access and Equity), particularly the strategies to provide quality learning environments including WASH facilities and to make basic education programs more widely accessible through both formal and non-formal providers. RA3 supports enhancing key systems for decentralized funding, school management and governance, and management information. This is aligned with Pillar 5 (System Strengthening), particularly the strategies to make school-based management committees (SBMCs) functional and scale up community involvement, and to build capacities in education management information. Pillars 2 (Crisis and Emergency Response) and 7 (Sector Coordination, Partnership and Collaboration) will be incorporated on a cross-cutting basis into all RAs. The specific boundaries of the operation will also be defined by the geographical participation of states in this operation. See Table 1.

Table 1: HOPE-EDU Program Boundary

	Government's UBE Program	**HOPE-EDU Program**	**Extent of alignment**
Objective	Accelerated, sustained, inclusive & equitable provision of quality basic education for all children	To improve foundational learning outcomes, increase access to basic education and enhance key education systems in participating states	Aligned
Duration	2021-2030	2025-2029	Aligned, HOPE-EDU is a time-slice
Geographic coverage	National	Open to states that meet eligibility criteria	Aligned
Results areas	Pillar 1: Access and equity 2: Crisis & emergency response 3: Quality & learning outcomes 4: Teacher quality & management 5: System strengthening 6: Education financing and resourcing 7: Sector coordination, partnership & coordination	RA1: Improving quality RA2: Increasing access RA3: Enhancing key systems	RA1 aligned to Pillar 3, with focus on strategies to introduce best practices promoting foundational learning. RA2 aligned to Pillar 1, with focus on strategies to provide equitable and accessible learning environments in formal and non-formal settings. RA3 aligned to Pillars 5 and 6, with focus on strategies to strengthen decentralized funding, school autonomy, community involvement, and strengthen EMIS. Pillars 2, 7 incorporated on cross-cutting basis. Parts of Pillars 4, 6, 7 under HOPE-GOV.
Overall Financing	US$11,280.70 million for 2025-2029	**PforR Total: US$3,722.63 million** Borrower: US$3,202.88 million IDA: US$473.66 million GPE: US$46.09 million IPF Component: US$32.43 million IDA: US$26.34 million GPE: US$6.09 million	HOPE-EDU PforR financing accounts for approximately 33 percent of the total UBE program financing. Remainder, largely teacher salaries, is under HOPE-GOV.

23. **Results Area 1: Improving Quality (Total US$263.000 million, of which IDA US$233.527 million, and GPE US$29.473 million)**. This area aims to ensure that literacy and numeracy are taught to primary students using a Structured Pedagogy Program (SPP) in participating States. The SPP is a coherent package of four integrated elements, designed to improve classroom instruction and subsequently student performance: (i) TLMs; (ii) teacher capacities; (iii) teacher support; and (iv) action-oriented evaluation of learning.

24. **Using structured pedagogical materials that have been evaluated for effectiveness in a public school system, the participating States will develop, adapt or revise student textbooks and teacher's guides for literacy and numeracy for each of Primary Grades P1-P6, in the applicable national language of instruction**. The materials will follow detailed language- and numeracy-specific scope and sequences, with clear skills progressions that progressively build toward higher order skills. For example, beginning students learn the foundations of alphabet knowledge and decoding skills, on the road toward increasingly automatic reading of words, adequate oral reading fluency, and eventually full reading comprehension. The teacher's guides will provide structured lesson plans, as well as guidance on maximizing instructional time, evidence-based learning activities, appropriate sequencing and pacing, checks for learning, engaging students, and the use of low-cost materials to develop visual teaching aids. The TLMs will be quality assured and audited for gender, inclusion and climate awareness. The textbooks will be supplied to schools on a 1:1 student to book ratio; participating states may also include workbooks to complement the textbooks. To strengthen the textbook supply chain and enhance textbook management and usage, the federal and participating state governments will operationalize a system to track and trace (TnT) the TLMs from the publisher/printer to the school; and after three years will evaluate textbooks usage, physical state and inventory, in order to develop textbooks management guidelines and improved physical specifications.

25. **Teachers will be provided with professional development in support of the SPP**. Teachers delivering the SPP will be trained on how to effectively use the lesson plans and instructional guidance in the teacher's guide; the training will also include such themes as low-cost TLMs production, gender considerations in student participation and learning, and climate awareness. To ensure the SPP is implemented in the classroom as per design and to strengthen teaching-learning practices, teachers will be periodically observed and mentored. The federal and state governments will build on existing SPP models to develop valid observation instruments that provide simple, meaningful measures aligned with the TLMs. The mentors will be trained on the correct use of the instrument and good coaching practices. Participating States will ensure that observers are experienced pedagogues, and that their observation and mentoring work is sustainably supported; and will promote increasing the proportion of female mentors.

26. **To strengthen the effectiveness of the SPP, Local Government Education Authorities (LGEAs) will conduct annual evaluations of learning in literacy and numeracy for Grades 1 and 2**. These rapid evaluation tools will be aligned with critical sub-skills in both reading and mathematics that form the early building blocks in both subjects. To ensure sustainability, and depending on the particular institutional, resource and capacity circumstances of each participating state, the evaluations may be administered by the coaches, an office of the LGEA or other suitable agent. The evaluation results will be analyzed each year by the mentors and education authorities at the level of each LGEA, and used to drive adjustments in the SPP design and delivery for better impact, including through advice given to teachers. To reliably assess the overall effectiveness of the SPP, two national sample-based assessments of learning in basic education will also be conducted, at baseline and in Year 4, covering at least one grade in each of lower primary, upper primary and JSS. The assessments will be representative at the state level, and benchmark learning against clearly articulated proficiency levels. The results will be discussed by high-level decision makers to review and strengthen education sector strategies and policies, including the SPP. All learning evaluations and assessments will be disaggregated by sex, and where gaps are identified will be used to take remedial action particularly at the local and school levels.

27. **Results Area 2: Increasing Access (Total US$127.500 million, of which IDA US$120.067 million, and GPE US$7.433 million)**. This area aims to increase access to, and enrollment in, primary education in participating States through the community-supported creation of new classrooms and learning opportunities in the public formal and non-formal sectors.

28. **Government-community partnership agreements will be developed and implemented to create thirteen thousand new public primary classrooms in areas where there are no schools within safe walking distance, or where accessible schools have a SCR exceeding 50 and adding an extra shift is not a solution**. The partnership agreements between the Community Management Committee (CMC) and the LGEA/SUBEB/SME will detail each party's contributions, including the appointment of a qualified teacher. The agreements will adhere to certain process and end-result standards. The process standards will include the CMC ensuring a minimum community contribution to, and management and monitoring of, the construction project, as well as the transparent processing of procurements. With respect to end results, the construction works must adhere to applicable infrastructural and social-environmental standards; and must include (if absent) a secure perimeter, physical disability access, and adequate gender-segregated WASH facilities. To promote climate resilience, adaptation and mitigation, constructions will need to meet certain standards. These will include designs and materials that: (a) prioritize resilience to extreme weather events and compliance with EDGE Certificate standards (or equivalent); (b) incorporate sustainable power sources and energy-efficient devices; (c) mitigate against extreme heat conditions; and (d) use sustainable building materials. The CMC will plan to use the school as a refuge for persons displaced by extreme climate events; and develop emergency evacuation plans. Partnership agreements will incorporate these standards, and their adherence throughout the design, site selection and construction process will be monitored and verified. (See Annex 3).

29. **Non-formal learning centers (NFLCs) will be established or strengthened to enable OOSC to complete a literacy and numeracy program**. The NFLC may be a traditional faith-based school or a community non-formal learning center. It will have a Centre-Based Management Committee (CBMC) that has been trained on the essential duties of NFLC management, including instructor selection, enabling access, climate awareness and response, child protection, and security awareness and response. The CBMC will also be responsible for community mobilization to identify and attract OOSC. The mobilization process will assess the situation of out-of-school children to enroll only those for whom NFBE is appropriate, encouraging enrollment in the formal primary system of those who are able to integrate directly into a public school. In areas where there is an accessible formal primary school that is overcrowded, or where there is no formal primary school, the community will be encouraged to create new primary classrooms using the partnership agreements explained above. The program will be delivered in the relevant national language of instruction, using TLMs that have been formally approved; and may be any of the NFBE programs that provide equivalency to the formal curriculum, such that a child who successfully completes a program and passes the formal evaluation may transition into the formal system. The program will be taught by a qualified and paid instructor.

30. **Results Area 3: Enhancing Key Systems (Total US$129.250 million, of which IDA US$120.070 million, and GPE US$9.180 million)**. This area aims to strengthen the decentralized management of UBEIF, and school management, governance and accountability; and to generate information essential for system management.

31. **The operation will support enhancing States' access to, and the decentralized management of, UBE funds.** As part of the HOPE-GOV operation, the Intervention Fund Guidelines (IFG) will be revised to enhance states' access to the UBE matching funds, to allow for greater decentralization in the management of UBE funds, and to strengthen gender-based planning, climate awareness and response, and support for vulnerable groups. Under this operation, the states will operationalize and strengthen systems to de-centrally manage UBE funds, particularly pertaining to core funds for: (i) SUBEBs, to manage TLMs procurement and distribution; and (ii) LGEAs and community-based organizations, to manage

teacher continuous professional development, the monitoring and quality assurance of education services, and community-based civil works (CBCW).

32. **The federal and participating state governments will sustainably finance an annual operating grant for public primary schools in participating States, to be managed by the school in accordance with strengthened grant and school management guidelines**. The amount of the grant will be established and inscribed in the state annual education budget, in line with available state and federal resources; automatically disbursed each year in regular tranches; and allocated across schools within any given state according to a transparent formula. The strengthened guidelines will cover *inter alia* the process for developing the grant budget and expending the funds, including fiduciary obligations and requirements pertaining to community participation and monitoring. They will include a positive list of eligible (including mandatory) expenditures, such as resources to monitor and encourage attendance, particularly of children who have dropped out or are at-risk of dropping out; for TLMs; and for cleaning, maintenance and small repairs. The guidelines will cover the school's governance and accountability functions, with greater reporting to the community on school activities, and on teacher and student performance; an enhanced attention to child safety and protection, climate awareness and resilience, and support to vulnerable groups; and more parental involvement in identifying school developmental priorities and monitoring school performance.

33. **The education management information system will be strengthened in all states and the Federal Capital Territory (FCT), to ensure that the ASC database and statistical report are digitally published using current-year data from at least 95 percent of schools**. The digital ASC form maintained by Nigeria Education Management Information System (NEMIS) will be adopted in all states/FCT, which will follow one standard schedule and set of procedures for data collection, transmission and reporting. The federal and state/FCT governments will cooperate to ensure that the ASC data template and platform are fully accessible, and capacities are in place to operate the system at all levels. States will ensure that SMEs and LGEAs have adequate IT infrastructure for data collection, processing and validation. Digital platforms will be upgraded as needed to enable the publication and downloading of disaggregated ASC results down to the school level. Further, data requirements and school codes will be aligned across the ASC and NPA platforms, to ensure their interoperability.

(iii) Program Beneficiaries

34. **The Program is expected to directly benefit 29 million children enrolled in public primary schools**; 500,000 public primary teachers; and more than 65,000 public primary schools as well as their SBMCs who will cater to their students and teachers. Program beneficiaries will also include another 1.5 million children who will enroll in accelerated NFBE program in 10,000 NFLCs. In addition, the program will benefit government agencies at the federal, state and local level through enhanced capacities to plan, implement and monitor basic education service delivery.

(iv) Program Expenditure Framework (PEF)

35. The PEF reflects expenditures within the PforR Program boundary (see Table 2). These expenditures are critical to driving the proposed interventions in the theory of change and are considered adequate to achieve the intended results. The main items covered by HOPE-EDU PEF include (i) expenditures on construction, provision of equipment and rehabilitation of schools and other education service providers using funds from UBEIF and States' own resources; (ii) expenditures on textbooks and teacher professional development using earmarked from UBEIF and States' own resources; (iii) community grants, imbalance funds, and special education grants at the community/school level using UBEIF funds and States's own resources; and (v) operating/recurrent expenditures for implementation, M&E and quality assurance of the UBE program by various agencies including UBEC, SUBEB, FME and SMEs. The budget codes associated with the relevant agencies and the specific expenditure items are provided below in the notes at the end of Table 2.

Table 2: Program Expenditure Framework (US$, millions)

Items/Year	2025	2026	2027	2028	2029	2025-2029
Infrastructure (construction, rehabilitation, equipment) of schools and other education service providers	346.696	381.365	419.502	461.452	507.597	2,116.612
Textbooks, Teacher Training, and Special Programs	226.183	248.802	273.682	301.050	331.155	1,380.872
Operating Cost for Implementation and M&E at UBEC, SUBEBs, FME and SME	36.879	40.566	44.623	49.085	53.993	225.146
Total Program Expenditure (PforR)	**609.758**	**670.733**	**737.807**	**811.587**	**892.745**	**3,722.630**

Notes: (i) 2025 figures are from approved budgets. Year-on-year increases are assumed to be 10 percent. (ii) Agencies include SUBEBs and SMEs, FME and UBEC. (iii) **Eligible budget codes** under HOPE-EDU are the following: **Personnel and recurrent cost** (210101 Salary & Wages, 210201 Allowances, 220201-4: Travel & Transport, Utilities, Materials and Supplies, Maintenance, 220205/220207 Training, Consulting services) and **Capital Expenditures** (230101 Purchase of Fixed Assets, 230201 Construction, 230301 Rehabilitation/Repairs, 230401 Preservation of the Environment, 230501 Acquisition of Non-Tangible Assets) for basic education. (iv) Line item on FME recurrent share is 10 percent of total FME recurrent expenditures. (v) The PEF excludes recurrent costs for the teaching force (e.g. teacher salary, staff wages, and allowances) of the relevant agencies responsible for basic education at the state-level which is covered under HOPE-GOV.

(v) Program Financing

36. The IDA and the Global Partnership for Education (GPE) contributions to the HOPE-EDU PforR PEF will be US$473.664 million and US$46.086 million, respectively. Together, the IDA/GPE financing of US$519.75 million for the PforR component is about 14.0 percent of the total Program financing requirements estimated at US$3,722.63 million. See Table 3.

Table 3: Program Financing (US$, millions)

	2025	2026	2027	2028	2029	2025-2029
Borrower/Recipient	583.775	540.795	607.869	707.634	762.807	3,202.880
IDA	23.683	118.416	118.416	94.733	118.416	473.664
GPE	2.300	11.522	11.522	9.220	11.522	46.086
Total Program Financing	**609.758**	**670.733**	**737.807**	**811.587**	**892.745**	**3,722.630**

Note: Disbursement of IDA/GPE funds are estimated to be 5 percent for 2025, 25 percent for 2026, 2027 and 2029 and 20 percent for 2028.

(vi) IPF component (Total US$32.430 million, of which IDA US$26.336 million, and GPE US$6.094 million)

37. **The IPF component aims to strengthen the design and delivery of critical activities in all RAs, through the financing of technical assistance, capacity building, and equipment and materials.** See Table 4 below. The support will be focused on States in greatest need, and will work where relevant to ensure common approaches and standards across States. The IPF component will also finance technical support and consultative activities to: (a) foster a sector-wide approach among all financing partners in basic education; (b) improve the governance and design of federal school feeding programs; (c) align state-level standards and inspections mechanisms for Early Childhood Education (ECE) with federal standards, build state-level capacities to regulate ECE services accordingly, and promote expanded ECE private-sector provision; and (d) better articulate JSS within basic education. Finally, it will finance monitoring and evaluation of the operation, including the third-party independent verification of DLRs; and costs associated with the operation of a technical support team.

Table 4: IPF Support, by Results Area

Results Area	Technical assistance, capacity building, equipment and materials
RA 1: Improving quality	TA and capacity building to: strengthen and assure the quality of the structured pedagogy packages, including TLMs, observation instruments/mechanisms, and trainings), and rollout plans; strengthen TLMs needs estimation and procurement planning; design TnT systems; design instruments/mechanisms for local early learning evaluations; develop and strengthen ICT systems underlying SPP; and strengthen the design of national learning assessment instruments, sampling and administration, and analysis of results.
RA2: Increasing access	TA and capacity building to: design partnerships agreements and procedures for new classrooms creation; adapt and develop classroom designs for community-managed construction; assure the quality NFBE TLMs, and strengthen needs estimation and procurement planning; and strengthen CBMC guidelines for NFLC management and community mobilization.
RA3: Enhancing key systems	TA and capacity building to: create and strengthen SUBEB/LGEA systems and capacities for textbooks procurement and supply chain management, Community-based Civil works procurement and management, teacher continuous professional development, and the monitoring and quality assurance of education services; and strengthen design of financial mechanisms for school operating grants, allocation formulae, and SBMC guidelines on governance and management. TA and equipment/materials to develop/strengthen ASC ICT systems at federal level.
Cross-cutting	TA and capacity building to: support participating States' planning and budgeting to achieve DLRs.

D. Disbursement Linked Indicators

38. The DLIs/DLRs proposed under the HOPE-EDU are captured in Table 5 below. Details are found in DLI Annex.

Table 5: DLI/DLR Amounts by Funding Source and Recipient

DLI	DLR	Amount (US$ M)		Recipient	Scalable[24]
		IDA	Grant		
b 1: Improving Quality					
1: Number of schools with sufficient TLMs for literacy and numeracy, by grade	**1.0:** TLMs quality-assured and needs-estimated, and track-trace system approved (Target: 30 states)	13.5	1.5	States	No
	1.1: Primary schools have sufficient TLMs for literacy and numeracy (Target: 50,000 schools)	51.827	5.173	States	Yes
	1.2: Textbooks usage guidelines approved	1.5	0.0	Federal	No
2: Number of primary teachers with improved structured pedagogy practices (SPP)	**2.0**: SPP training packages approved (Target: 30 states)	13.5	1.5	States	No
	2.1: All primary teachers and mentors enabled to improve SPP (Target: 420,000 teachers)	38.642	7.358	States	Yes
	2.2: All Grades 1-3 teachers regularly mentored on SPP (Target: 210,000 teachers)	4.197	0.803	States	Yes
	2.3: All primary teachers regularly mentored on SPP (Target: 420,000 teachers)	8.395	1.605	States	Yes
	2.4: Number of primary teachers with improved SPP (Target: 200,000 teachers)	37.4	3.6	States/ Federal	Yes
3: Percentage of children proficient in literacy and numeracy	**3.0**: Baseline percentages of children proficient in literacy and numeracy established	0.0	1.0	Federal	No
	3.1: Learning evaluation mechanisms for Grades 1-2 literacy and numeracy approved (Target: 30 states)	6.75	0.75	States	No
	3.2: Number of LGEAs acting on early learning evaluations (Target: 625 LGEAs)	8.858	1.142	States	Yes
	3.3: Number of LGEAs acting on early learning evaluations (Target: 625 LGEAs)	8.858	1.142	States	Yes

[24] Scalability refers to the recipient level. For example, for a given DLR if the state is the recipient and the reward it can receive is scalable, then this column is marked scalable. If the amount the state can receive is non-scalable, the total amount disbursed is still scalable in that some states may achieve the result and others may not; this meaning of scalability is not used in this table.

DLI	DLR	Amount (US$ M)		Recipient	Scalable[24]
		IDA	Grant		
	3.4: Increased percentage of children proficient in literacy and numeracy (Targets: Increase over baseline in 30 states and federally)	40.1	3.9	States/ Federal	No
Results Area 2: Increasing Access					
4: Number of new primary classrooms created through community participation	**4.1**: Government-community agreements signed to create new classrooms (Target: 15 states)	7.0	0.5	States	No
	4.2: 13,000 new classrooms created	72.8	5.2	States	Yes
5: Number of out-of-school children who complete a non-formal basic education (NFBE) program	**5.1**: 10,000 NFLCs have Management Committee, teacher, and TLMs	16.8	1.2	States	Yes
	5.2: 1,500,000 out-of-school children complete NFBE program	23.467	0.533	States	Yes
Results Area 3: Enhancing Key Systems					
6: Percentage of core UBE funds managed at decentralized level	**6.1:** Increased number of states accessing UBE matching funds	3.0	0.0	Federal	No
	6.2: 50% of core UBE funds de-centrally managed	3.0	0.0	Federal	No
	6.3: 80% of core UBE funds de-centrally managed	4.0	0.0	Federal	No
7: Percentage of public primary schools using annual school grant (ASG)	**7.1**: ASG amount and management regulations approved (Target: 37 states/FCT)	6.8	0.6	States	No
	7.2: 70% of public primary schools use ASG	18.849	1.251	States	No
	7.3: 80% of public primary schools use ASG	20.723	1.377	States	No
	7.4: 90% of public primary schools use ASG	22.598	1.502	States	No
8: Percentage of schools included in current-year Annual School Census (ASC) Report	**8.0**: National digital ASC system accessible	0.0	1.0	Federal	No
	8.1: State digital ASC system operational (Target: 37 states/FCT)	10.2	0.9	States	No
	8.2: 90% of schools included in current-year State ASC Report	13.6	1.2	States	No
	8.3: 90% of schools included in current-year National ASC Report	2.0	0.0	Federal	No
	8.4: 95% of schools included in current-year State ASC Report	15.3	1.35	States	No
Total		**473.664**	**46.086**		

Note. For DLIs with four or more DLRs, the number after the decimal point refers to the year of operation. For example, DLRs 3.0-3.4 refer to years 0-4, respectively. See the DLI matrix in Annex 1 for details on the correspondence between DLRs and years.

39. **The Eligibility Framework enables widespread participation in the operation**. RA3 is open to all 36 States and the FCT; RA1 to 30 States (and possibly 33 over time – see Table 6) and the FCT, provided they participate in the HOPE-GOV operation; and RA2 to 15 States with the largest OOSC populations that also meet other eligibility criteria. DLR rewards for Lagos, Akwa Ibom and Kebbi states will be financed from GPE Grant funds; rewards for all other states will be financed from IDA funds. See Table 6 below.

Table 6: Eligibility Framework

Results Areas (DLIs)	**Eligibility Criteria and Exclusion**
RA3: Enhancing Key Systems (DLIs 6,7,8)	All 36 States and FCT
RA1: Improving Quality (DLIs 1,2,3)	Excluded States are Oyo, Adamawa and Katsina (currently supported under GPE-funded Better Education Service Delivery for All – Additional Financing (BESDA-AF, P173309) program); and Abia, Bauchi and Kwara (to be supported under GPE System Transformation Grant (STG) program managed by UNICEF). All other 30 States and the FCT are eligible under this RA if they are also participants under HOPE-GOV due to strong linkages between the two operations. HOPE-GOV's annual Eligibility Criteria include: (i) publication of the approved budget prepared in accordance with the Chart of Accounts; (ii) publication of audited financial statements in accordance with International Public Sector Accounting Standards (IPSAS); and (iii) publication of quarterly budget implementation reports on basic education within 30 days of the end of the quarter. (Nb. As beneficiary states of BESDA-AF, Oyo, Adamawa and Katsina are not expected to be participating states as long as they have access to these resources financed by GPE. Should BESDA-AF operation's cease within the first two years of HOPE-EDU becoming effective, then these three states may be eligible to participate in RA1).

Results Areas (DLIs)	**Eligibility Criteria and Exclusion**
RA2: Increasing Access (DLIs 4,5)	The number of States is capped at 15 (fifteen). The States will be ranked by the number (most to least) of out-of-school children aged 5-14 years. The first 15 States to meet the following criteria will be eligible: (a) it is a participant under RA1; and (b) it provides their own counterpart funds to access UBEIF infrastructure matching grants for calendar year 2026. If any of these 15 States decides not to participate, the next eligible State(s) will be invited to join until the cap has been reached.

E. Role of Partners

40. **Several development partners are active in supporting efforts to improve basic education outcomes in Nigeria through financing, advisory and technical assistance (TA).** Development partners include the African Development Bank (AfDB), Aliko Dangote Foundation, Gates Foundation, Civil Society Action Coalition for Education for All, European Union (EU), Education Above All (EAA), Foreign, Commonwealth and Development Office (FCDO), GPE, Save the Children, UNESCO, UNICEF and the World Bank. Stakeholders coordinate within the National Education Group (NEG). The recently developed Basic Education Partnership Compact (Nigeria Partnership Compact 2024) involved active participation from and consultations with partners to enhance coordination and ensure higher levels of synergies and complementarities. The proposed three RAs of the proposed operation mirror those in the Compact, which is fully aligned with the UBE program. Particular details on how partners may play a role in the proposed operation are provided in Table 7 below. In general, development partners will ensure that TA will be complementary; and materials (e.g. TLMs, training packages) developed with development partners support will be scaled up by the government where relevant.

Table 7: Role of Development Partners for HOPE-EDU

Partner	**Nature of Involvement /Description**
GPE	Provides US$52.18 million (97 percent of US$53.8 million) in direct co-financing of the operation. UNICEF is implementing agent for US$53.8 million of GPE funds, which will be expended on a similar set of activities as in this operation, in other States. GPE's system capacity grant is expected to strengthen the capacity of federal and states to develop and implement their UBE plans/programs in a harmonized manner.
EAA	Have indicated interest in grant co-financing HOPE-EDU operation, specifically on supporting out-of-school children complete NFBE program through scale-up of DLI5 targets/rewards. Timing of this support will be determined in due course.
FCDO, UNICEF, UNESCO, EU	Relevant TA to strengthen structured pedagogy packages (RA1), to improve access (RA2) and to enhance key management systems (RA3, in particular EMIS) in overlapping participating States. All partners (including the World Bank) are expected to harmonize their TA assistance to avoid duplication and fragmentation.

F. Lessons Learned and Reflected in the Program Design

41. The operation builds on lessons learnt from, and provides some continuity with, prior or current World Bank-financed operations, and introduces innovative features for transformation in the sector. See Table 8.

Table 8: Transformative programming building on experience

Results Area	**Builds on**	**Innovations for transformation**
RA1: Improving quality (structured pedagogy)	Lessons from textbooks supply chain analyses revealed poor physical quality, and inadequate distribution systems lead to wastage and late delivery. Leverages EDO Basic Education Sector and Skills Transformation Operation (Edo-BESST), BESDA and foundational literacy/numeracy models supported by other development partners by continuing support to develop and provide teacher guides, textbooks and SRMs for literacy and Math learning; train teachers and coaches; and develop observation formats.	Physical specifications for textbooks federally defined, and updated based on usage survey; textbooks procurement packed by final delivery point; and distribution monitored with TnT system. Strengthened training packages and observation mechanisms will be used in new states. Teacher support amplified to incorporate development and use of low-cost teaching aids. Learning of sub-skills in grades 1-2 will be evaluated to monitor effectiveness and inform improved implementation.

Table 8: Transformative programming building on experience		
Results Area	**Builds on**	**Innovations for transformation**
	Continues learning data series that can be used to evaluate system performance and improvement.	Incorporates standardized measurement of teaching-learning practices and learning proficiency; national assessment will include strata to measure effect of class size, as well as performance of children enrolled in NFBE.
RA2: Increasing access (new community-based primary classrooms)	Builds on Community and Social Development Project (CSDP, P090644) and Adolescent Girls Initiative for Learning and Empowerment (AGILE) Project (P170664) methodology to empower communities to create social infrastructure; and acts on HC-PEIR findings on inadequate access.	Formal commitment of state and community contributions through partnership agreements; community participation encourages needs-based funds allocation, use of low-cost and locally sourced materials, and enhanced quality through works monitoring.
RA2: Increasing access (NFBE)	Continues BESDA intervention to expand OOSC enrollment in NFBE; and acts on HC-PEIR findings on OOSC.	Rewards participation in higher levels of NFBE; links incentive to completion and testing; extra incentives to involve girls; and ensures CBMC involvement in NFLC management.
RA3: Enhancing key systems (revision to Intervention Fund Formula and decentralized management of UBE funds; school management, governance and accountability)	Responds to HC-PEIR recommendation on revising the UBE IF mechanism for enhanced equity, performance Continues BESDA initiative and builds on AGILE to provide school grants to SBMCs, enabling schools to address drop-out, school maintenance/ cleaning, and basic TLMs; grants also reduce fee pressure on parents. Follows up on HC-PEIR recommendation (3.1) to operationalize school grants.	Promotes needs- and performance-based allocations and decentralized management of UBE IF funds for more equitable and effective targeting of resources and stronger financial autonomy at decentralized levels. Incentives structured to incorporate grants into UBEC funding formula and promote allocations on annual basis with increasing coverage, so as to promote sustainable financing.
RA3: Enhancing key systems (information for education system management)	Continues BESDA efforts to expand ASC coverage and ensure annual publication; and follows up on HC-PEIR recommendation (2.1) to strengthen data collection through digital technology.	Rewards digitization of system including data collection, transmission and reports publication.
Cross-cutting	BESDA and EDOBESST used IT to support classroom observations, provide teachers with guidance on structured pedagogy, and student attendance data. DLRs in prior PforR operations focused on end-result; this did not always ensure key steps along the results chain were achieved on a timely and quality basis. HOPE-EDU seeks to address key shortcomings of BESDA PforR where interventions were not fully sustained, delays were observed in transferring DLR rewards to states, and the FME was not fully engaged in the monitoring of UBEC and States implementation progress and achievement of program results	Strengthen and develop IT-based models for structured pedagogy and education management information systems. More DLRs rewarding critical process-oriented results. FME will sign a program accountability compact with key implementing agencies – UBEC and participating States (SUBEB, SME, State Ministry of Finance/State Ministry of Budget) - to ensure that the program is sufficiently budgeted, efficiently implemented to achieve agreed results, and rewards are transferred without delays.

III. PROGRAM IMPLEMENTATION

A. Institutional and Implementation Arrangements

42. **The Program will use the government systems and implementation structure for implementation, fiduciary, safeguards, M&E, and reporting arrangements.** The program will use and strengthen existing implementation arrangements deployed by government for basic education in which the FME is mandated to formulate and coordinate policy while UBEC (federal) and SUBEB (state level) are responsible for UBE program implementation. At the National level, a joint Inter-Ministerial National Steering Committee (NSC) will be established covering all three HOPE operations. This committee will be co-Chaired by the Minister of Education, Coordinating Minister of Health and Social Welfare and

Minister of Budget and Economic Planning. They will be responsible for providing high-level guidance, advice, and strategic oversight on the HOPE interdependent series of operations.

43. **A National Program Steering Committee (NPSC) will be established at the FME to provide oversight of the HOPE-EDU Program.** The NPSC will be chaired by the Minister of Education and will be comprised of heads of the UBEC and other relevant parastatals; Commissioners for Education and SUBEB Chairpersons from the participating states; and a representative from the Federal Ministry of Finance. The NPSC Chair may at his discretion invite other key stakeholders including Development Partners to attend NPSC meetings. The NPSC will review implementation progress and agree on future work priorities; review and approve strategic approaches to achieving DLI results and operational objectives; and facilitate effective coordination across agencies, states, development partners and other stakeholders. The NPSC will meet at least once per year.

44. **The Minister of FME will appoint a National Program Coordinator (NPC).** The NPC will report to the Minister of Education. The NPC at FME will oversee the program across the relevant departments/agencies; provide regular oversight of national learning assessments and ASC implementation (pertaining to DLRs 3.0 and 3.4, and DLI 8) through the relevant FME department/unit; and oversee any IPF component activities related to DLRs 3.0 and 3.4, and DLI 8. The UBEC Executive Secretary will designate or hire a Program Manager, who will report to the Executive Secretary. Acting under the delegated authority of the Executive Secretary, the Program Manager will be responsible for the daily coordination and supervision of program activities pertaining to RA1 (DLIs 1-3; providing support to FME as needed for DLRs 3.0 and 3.4), RA2 (DLIs 4-5) and RA3 (DLIs 6-7), working in close collaboration with the Directors and Deputy Directors of the UBEC Departments. The Program Manager will also be responsible for all IPF component activities related to these DLIs; as well as for the verification of all DLIs. The Directors of relevant departments at UBEC will be responsible for overseeing the delivery of respective RA activities at the state level and will report on progress through regular UBEC channels. Technical experts will be hired using IPF funds and placed at UBEC to provide implementation support for RA1-RA3 and IPF-related activities; as well as to assist with fiduciary and social and environment safeguard functions. These experts will report to the Program Manager. The NPC and Program Manager will work closely together and hold quarterly meetings with the relevant directors of departments across FME and UBEC.

45. **At the state level, each State will establish a State Program Steering Committee (SPSC) to provide program oversight.** The committee will be chaired by the Commissioner of Education responsible for basic education and will be comprised of the SUBEB Chairperson and all heads of relevant department and agencies. The SPSC Chair may at his discretion invite other key stakeholders including development partners to attend SPSC meetings. The SPSC will approve annual work plans and the strategic approaches adopted; ensure that applicable annual eligibility criteria are met, including the establishment of adequately resourced budget lines for the activities need to achieve DLI results; and facilitate effective coordination across agencies, states, development partners and other stakeholders. The SPSC will meet at least twice per year. The SUBEB Chairperson will be responsible for the daily coordination and supervision of activities related to DLIs 1-7 (excepting DLRs 3.0 and 3.4); Heads of relevant departments at SUBEB will have responsibility for ensuring the delivery of activities related to these DLIs. The SUBEBs will collaborate closely with SMEs in each RA as needed, as well as with the LGEAs; the LGEAs will in turn assist implementation working in cooperation with SBMCs and School Principals. The preparation of the annual state education budget and state UBE plan will be jointly led by the SME/SUBEB, particularly as it relates to ensuring adequate resources are allocated to achieve DLIs, with support and guidance from UBEC. UBEC will hire technical experts using IPF funds who will be placed at the SUBEBs, including at least one expert per RA in which the state is participating. Each of these state-level technical experts will support and work in close collaboration with the relevant SUBEB/SME departments and agencies, and will report to the SUBEB Chairperson as well as their counterpart technical expert at UBEC. The SUBEBs and state governments will take responsibility for the experts' working conditions and non-salary operating costs. With respect to DLI 8 (ASC), a designated official of the SME

will be responsible for the coordination and oversight of activities, with daily supervision and implementation management being the delegated responsibility of the head of the SME department responsible for education management information systems.

46. **The Program Manager will coordinate with Development Partners to ensure TA harmonization and complementarities across states and interventions**. M&E, fiduciary and safeguards functions will be managed by the relevant departments within FME/UBEC at the Federal level, supported as needed by technical experts financed under IPF; and by SME/SUBEB at the state level. The composition of the technical experts and their working procedures will be fully described in the Operations Manual. See Annex 4.

47. **UBEC and FME will meet regularly with their counterparts of the HOPE-GOV operation to review complementarity and synergies between the two operations, and to monitor states' performance on HOPE-GOV annual eligibility criteria**. HOPE-EDU DLIs on EMIS will feed into HOPE-GOV DLIs pertaining to state citizen reports, while HOPE-GOV DLIs on teacher recruitment and deployment will be used to inform implementation of HOPE-EDU DLIs on quality and access. HOPE-EDU and HOPE-GOV will also harmonize their operations manuals and verification protocols where they share the same implementing agency at federal or state level. Finally, implementation missions of the two operations will be coordinated to ensure alignment, efficiency and impact.

B. Results Monitoring and Evaluation, and Verification Arrangements

48. **The HOPE-EDU Program's M&E framework will rely on multiple data sources, with an emphasis on supporting and strengthening existing information systems.** Program monitoring will take place across the federal, state, LGEA, school, and community levels and will be anchored by the NPC at FME, in close collaboration with UBEC. The NPC will be responsible for developing and publishing the annual basic education status Report, which will include national and state-level PDO and intermediate indicators, for HOPE-EDU program. National Learning Assessments, housed at relevant unit at FME, will be used to assess progress in learning outcomes, including those on foundational learning. National surveys such as NLSS and Multiple Indicator Cluster Survey (MICS) will be leveraged to assess education outcomes and triangulate results. At the state level, M&E will draw on administrative data from the State Education Information Management System and other sources. Sample-based approaches will be used to capture data on inputs, processes and outputs associated with delivery of certain program results-areas/interventions. The Program's results framework and a detailed DLI matrix are provided in Annex 1. A third-party Independent Verification Agency (IVA) will verify the achievement of DLIs, as per verification protocols described in Annex 1; full detail on the protocols will be included in the Program Operational Manual (POM).

C. Disbursement Arrangements

49. **Disbursements for the PforR Program will be made based on the achievement of results under each DLI.** The government will pre-finance expenditures for the HOPE-EDU Program, using its own budget resources through the identified budget lines of the PEF. The implementing entities will prepare technical reports to document the achievement of DLIs, to be verified by the IVA. Upon verification, the Program Manager will communicate the achievement of DLIs and corresponding DLI values to the World Bank, along with supporting documents. Once the World Bank agrees with the results achieved, it will provide a written request to the Program Manager to prepare a withdrawal application. Upon notification of acceptance of the verification report by the World Bank, the Program Manager will submit a withdrawal application to the World Bank, using its Client Connection System's e-disbursement functionality. The proceeds of the IDA credit and trust fund grants under the HOPE-EDU Program will be disbursed from the Special Fund Account to the respective Consolidated Revenue Fund accounts of the state governments (or a segregated HOPE-EDU Program account which will be a sub-account of the consolidated revenue fund account) and from which disbursements will be made to the

implementing agencies where the functional responsibility for achieving each DLI is domiciled. To mitigate the risk of delay in the transfer of funds to the states, service standards will be established in the POM to ensure that states' share of funds received in the Treasury Single Account at the federal level (by virtue of achievement of the DLIs) are transferred to the States' accounts within 14 days from the time of receipt of funds in the Special Fund Account. Some DLIs are timebound while some are not. Equally some DLIs are scalable while some are not. For the non-scalable DLIs, the World Bank will disburse the DLI value only upon full achievement of the DLI result. For scalable DLIs, the World Bank will disburse the DLI allocation in proportion to its verified achievement and targets, as set out in the DLI verification protocols.

50. **Disbursement arrangements for the IPF component.** The World Bank will directly disburse the funds for the IPF component (US$26.34 million IDA and US$6.09 million GPE) into a US dollar designated account (DA) opened at the Central Bank of Nigeria (CBN). This arrangement is chosen to facilitate smooth funds flow so that TA activities are not delayed by disbursement delays. The DA will be managed by the Program Manager at UBEC and NPC at FME, which will disburse funds through the Naira draw-down account also held at the CBN to finance eligible expenditures based on approved and costed annual work plans. Disbursements under the IPF component will be transaction-based following the submission of statement of expense withdrawal applications.

IV. PROGRAM ASSESSMENTS SUMMARY

A. Technical

51. **Strategic relevance: The proposed operation demonstrates strong alignment with the government priorities on human capital development articulated in Nigeria's National Development Plan 2025 and objectives of the World Bank's Country Partnership Framework (CPF) for Nigeria (FY21–FY25).**[25] The program supports the government's priorities in the basic education sector as outlined in the 10-Year UBE Roadmap (2021–2030) by the UBEC, Nigeria 2024–2027 Partnership Compact on Education, and the FME's NESRI 2024 – all of these seek to transform the basic education sector by ensuring accessible, equitable and inclusive foundational learning. With over 14.7 million OOSC ages 5 to 14 years and widespread learning poverty—where 3 out of 4 children are unable to read and understand a simple text by age 10—the operation is structured to improve learning outcomes, increase school participation, and strengthen systemic management and governance, particularly in states with strong commitment to make investments for improving equitable access and foundational learning as per the need of individual states. By focusing on foundational learning for its vast youthful population, the proposed operation contributes towards ultimately producing skilled, employable youth while addressing broader societal benefits, such as improved health, family planning, well-being, safety, and ability to use local solutions to address global challenges such as climate-related vulnerabilities in their communities. The operation's synergies with initiatives like HOPE-GOV and HOPE-PHC ensure a coordinated approach to strengthening Nigeria's human capital, and further enhance its strategic alignment and impact. Its broad programmatic and geographic coverage of basic education and linkages with government agencies and donor partners will enable it to serve as a platform for the FME as it moves towards a sector-wide approach

52. **Technical Soundness**: **The program design and interventions are informed by global, regional and national evidence on what works best in the Nigerian context.** The program design incorporates evidence-based interventions proven technically sound and effective in improving foundational learning, enhancing equitable access to education, and strengthening the system's capacity to deliver educational services. In RA1, the operation will incentivize states to adopt and strengthen SPP, which is considered one of the best buys for improving foundational literacy and numeracy in low

[25] Report No. 153873-NG

and middle-income countries, with a benefit-cost ratio of more than 100.[26] The program will build on lessons learnt from implementation of similar albeit small-scale programs financed by development partners to scale up foundational learning program in Nigeria. In RA2, the operation will reward states to expand the supply of primary schools/classrooms and provide accelerated NFBE programs, using government-community partnerships. Community-based demand-driven approach is operationally and financially more viable alternative to the traditional top-down and resource-constrained management of civil works, and is perhaps the only way to tackle the persistently large out-of-school children challenge in the country. In RA3, the use of school grants to cover running/operational costs is an important vehicle to strengthen school management, governance and accountability through greater school financial autonomy, and to reduce the cost barriers of schooling to parents while working to prevent drop-out and recuperate OOSC. RA3 also recognizes that the collection and use of reliable school level data is a pre-condition for the implementation of many of the reforms supported in this proposed operation. These initiatives draw on key reports such as the Human Capital Public Expenditure and Institutional Review (HC-PEIR)[27] by the World Bank and the Education Sector Expenditure and Institutional Review: A Sub-National Report[28] by the Nigeria Governors' Forum; and builds on lessons learned from relevant activities in past and ongoing projects (Table 8).

Climate Change

53. **Context: Climate change threatens development gains in Nigeria, with a disproportionate impact on the poor, including the large number of children seeking for education opportunities.** Nigeria is highly vulnerable to climate shocks, including extreme heat, floods, and drought, all of which are predicted to become more frequent and severe with climate change. The country has low adaptive capacity to address the negative impacts of climate change, ranking 152 out of 187 countries on the Notre Dame Global Adaptation Index (ND-GAIN) of climate vulnerability and readiness[29]. Severe floods can damage school buildings, preventing children from going to school; extended exposure to extreme heat can result in heat-related diseases, leading to missed school days and impaired academic achievement for children[30]; and droughts can force children to leave school to help with household responsibilities or earn income for their family[31].

54. **Paris Alignment**: **The operation is aligned with the goals of the Paris Agreement on both mitigation and adaptation.** It is consistent with the country's climate commitments, including the Nationally Determined Contributions [32], by improving access to water and sanitation facilities in schools, enhancing resilience to climate shocks, and promoting energy efficiency; Nigeria National Adaptation Plan[33] by promoting environmental education on climate change vulnerability and impact; and Nigeria's Long-Term Low Emission and Climate Resilient Development Strategy[34] by adopting climate-resilient investments in the education sector. The operation is also aligned with the World Bank Group's Climate Change Action Plan 2021–2025, and the Action Plan on Climate Change Adaptation and Resilience.

55. **On Mitigation, the operation will support interventions with minimal impact on greenhouse gas emissions**. Risk mitigation measure will include community mobilization and capacity building of teachers and school governors on the

[26] Angrist et al (2023) show that of all education interventions, structured pedagogy programs have the largest benefit-cost ratio at 105 with an estimated the cost of implementing structured pedagogy program in low-and middle-income countries at 17.97 USD per student per year. Structured pedagogy programs have shown to have an impact of 0.13 standard deviations increase in learning and 2.6 percent increase in earnings.
[27] World Bank, 2024. Human Capital Public Expenditure and Institutional Review.
[28] Nabena, D., Eze, C., Rowe, C., Mohammed, A. M., & Oni A. A. (2024). Education Sector Expenditure and Institutional Review. A Sub-National Report. Nigeria Governors' Forum.
[29] University of Notre Dame Global Adaptation Initiative. 2024. "Country Index Technical Report" (August 26). Available at: https://gain.nd.edu/assets/581554/nd_gain_countryindex_technicalreport_2024.pdf.
[30] https://www.unicefusa.org/stories/drastic-increase-extremely-hot-days-threatens-childrens-health-and-well-being.
[31] https://www.developafrica.org/effect-drought-women-and-children/)
[32] https://climatechange.gov.ng/
[33] https://napglobalnetwork.org/resource/nigeria-national-adaptation-plan-framework/
[34] https://unfccc.int/documents/638193

importance of climate mitigation; and the construction/renovation of classrooms and WASH facilities that are compliant with national building codes and energy performance standards, and use of energy-efficient equipment and technologies. For schools designed under the operation, EDGE (or equivalent) Certification will be applied, and can be considered as Universally Aligned.

56. **On Adaptation, the operation will prioritize school infrastructure (DLI 4) and school management (DLI 7) to build climate-resilience.** Climate-resilient infrastructure may include natural cross-ventilation systems, reflective roofing and landscaping to better manage classrooms temperature; integration of climate-proof measures and compliance with building codes to ensure buildings protect against extreme heat, flooding and landslides; raising height of classroom floors to protect from ingress of flood water; and climate-informed site selection for new classrooms. Enhanced school management measures will include disaster risk planning, early warning systems and coping mechanisms to minimize the impact of climate-related disruptions on education. See Annex 3.

Gender

57. **Girls in basic education are at risk of exploitation, abuse and violence.** The operation incentivizes several measures in RAs Two and Three to address this. Under DLI 7, the school/NFLC management committee will adopt and operationalize a SEA/H-VBG protocol that promotes safety within the community, including measures to ensure safe passage to/from schools (e.g. 'walking school bus'); and within the school, including linking to state-level systems and networks for reporting, case management and referral. For all new classrooms created under DLI 4, the management committee will ensure that the school has a secure perimeter (and adequate WASH facilities for girls). As a result, girls in school will be less exposed to SEA/H and VBG risks; and girl survivors will be provided with enhanced services for reporting and case management. This will be tracked through independent verification of the results associated with these DLIs; and an indicator is included in the results framework measuring the percentage of schools that have adopted the protocol.

58. **Girls' participation rates in basic education are lower than for boys in many Northern states.** To increase access to NFBE, under DLI 5 the operation incentivizes prioritizing the identification and enrollment of out-of-school girls. States will be rewarded for all children completing such a program, with a higher financial incentive provided for girls as a means to promote gender parity in enrollment. In the formal sector, DLI 4 incentivizes the community-based creation of new classrooms in areas of low or no access. The community management committee will be responsible for enrollment mobilization; here too, an emphasis will be placed on identifying and enrolling out-of-school girls, and achieving gender parity. Achievement of these DLIs will be tracked through independent verification; and the results framework includes an indicator measuring the percentage of children enrolled in a NFBE who are female.

59. **The operation will strengthen basic education to be more affirmative of girls**. The SPP under RA1 will include such measures as: a gender audit of TLMs to remove harmful stereotypes and promote gender-affirmative roles; teacher training and mentoring that promotes gender-aware active learning and classroom participation; and local learning evaluations that disaggregate results by gender, enabling targeted support to teachers to take remedial action where gender gaps in learning are identified. Further, DLI 6 to reform the UBE IF formula/guidelines will incorporate strengthened approaches to gender-based planning and budgeting. See Annex 2.

Citizen Engagement

60. **Citizen engagement will be essential for achieving the program objectives, addressing social and environmental risks, and securing public support to ensure long-term sustainability.** Citizen engagement mechanisms – including community meetings and school social audit reports - are embedded within the operation to promote the inclusion of the most vulnerable and marginalized, ensuring their voices are heard and their needs are met. Publication of citizens' performance audit reports on education, in the sister HOPE-GOV operation, will promote transparency and accountability.

Citizens – including through parent teacher associations meetings and community consultations - will be able to engage in meaningful discussions on school performance and advocacy for targeted improvements to address any gaps. Additionally, the TA will facilitate the collection of feedback through a dedicated call center to effectively process, and address complaints related to its activities within a specified time frame; the percentage of grievances that are addressed within the program period will be tracked. The Stakeholder Engagement Plan (SEP) has been disclosed.[35] It will be further developed under the IPF component to clarify procedures for involving civil society organizations, including the Partnership for Amplified Voice platform, for program planning and monitoring.

Monitoring and evaluation (M&E) capacity

61. **The proposed operation's results framework builds on and strengthens the existing M&E capacity of the government at LGA, State and Federal level**. The operation – through a combination of PforR DLIs (DLI 3 on national learning assessments and local level learning evaluations, and DLI 8 annual school data) and IPF TA activities (NEMIS, IVA engagement for DLI verification) – is expected to significantly enhance the M&E capacity at all levels of the government. FME, UBEC, SME and SUBEB, in conjunction with development partners, will carry out periodic review of program performance, DLI achievements, annual eligibility criteria, ensuring that information is available and used for system management and quality assurance, ultimately contributing to the achievement of PDO.

Program Expenditure framework adequacy

62. **The PEF is deemed to be adequate for the HOPE-EDU program.** The overall PEF is estimated at US$3,722.63 million for the three key pillars of basic education: improving quality, increasing access, and enhancing key service delivery systems. The PEF includes federal transfers to the states and states' own resources that will be used for UBE non-recurrent expenditures allocated to the responsible ministries, departments, and agencies (MDAs) for the year 2025 and the projected for 2026-2029 using assumptions on medium-term budget increases. The actual expenditures for the program are expected to be well beyond the amount disbursed as rewards from the IDA/GPE sources under the PforR financing. HOPE-EDU PforR operation will reward participating states for achieving results from cost-effective and technically sound interventions such as SPP (to improve learning outcomes), community-based demand-driven approaches to expand schooling opportunities in primary education and NFBE, and enhanced data systems and autonomous school management. The detailed budget allocation for the activities under the Program will appear in MDAs – particularly the states' - respective annual work plans. For the Program, the World Bank will rely on the existing audit mechanisms of the government and will monitor the MDAs/states' audit reports providing adequately detailed expenditures identified under the Program boundary, audited by qualified external auditors over the Program implementation period.

Economic justification and financial sustainability

63. **The operation is designed to deliver substantial development impacts with promising benefit-cost ratio and high internal rate of return (IRR).** At the macro-level, UBE with full learning could increase the country's HCI from 0.36 to 0.80 and boost GDP per capita by an estimated 2.2 times, equivalent to 1.6 percentage points of extra annual growth over 50 years. At the program level, cost-benefit analysis of direct costs and the expected increase in beneficiaries' future earnings (stemming from additional years of schooling and improved cognitive ability) suggests robust positive return. Under a medium impact scenario and a discount rate of 8 percent, the overall program is anticipated to yield a net present value of US$2.76 billion, alongside an IRR of 21 percent, and a benefit-cost ratio of 5.9 (generating US$5.9 in benefits for every US$1 invested). Much of the program impact is accrued through the impact of a bundled SPP under RA one where the benefit-cost ratio is over 11, with an IRR of 27 percent. Sensitivity analysis suggests that the economic returns remain promising even under more conservative assumptions (higher discount rate and lower level of impact). Moreover, the

[35] The SEP plan was disclosed on January 23, 2025; it can be found at https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099021425134519792?

social benefits of schooling, particularly for girls, extend far beyond the direct costs, generating higher returns for families, communities, and the broader economy. The program emphasizes sustainability by ensuring that interventions are part of the government program and budgeting and are implemented using the government system at federal, state, and local levels. Capacity building in technical skills—including pedagogy, foundational teaching, continuous teacher professional development, education sector data management and student assessments—is expected to yield lasting benefits for future students. Trained teachers, improved physical resources, and enhanced learning environments are expected to provide significant benefits to future cohorts of students, ensuring the sustainability and scalability of these interventions.

B. Fiduciary

64. **An Integrated Fiduciary System Assessment (IFSA) was carried out to evaluate the government's financial management, procurement, governance, and anti-corruption systems to inform the design and implementation of the HOPE-EDU.** The assessment reviewed the systems, practices, and procedures at the participating MDAs at the FME, SME, UBEC and SUBEBs in selected states.

Key Fiduciary Risks and Mitigation Measures

65. **The overall fiduciary risk (FM, procurement, and governance) is rated Substantial (residual risk)**. The FSA has identified the following key risks, which will be managed through the methodical implementation of the mitigation measures as outlined below (select actions are included in the program action plan, PAP).

(a) Delayed budget releases from the states to implementing agencies for planned expenditures on basic education leading to low budget execution and significant budget deviations. To mitigate this risk, the HOPE program through its interdependent operation, HOPE-GOV (Result Area 1), DLI 2 will incentivize increased budget execution rates, especially for non-salary items to strengthen states planning, budget preparation and execution for basic education. Participating states will also be required to commit to agreed service standards for funds release;
(b) Use of manual accounting systems at UBEC and SUBEBs, and delayed submission of financial reports by SUBEBs to UBEC. To mitigate this, UBEC will be required to finalize the deployment of their accounting software (which at the time of the assessment was at the final stages of procurement) within three months of project effectiveness, while for SUBEBs, the timely submission of financial returns will be enforced as a pre-condition for further drawings from UBEC;
(c) Weak internal audit function with audit reviews focused on pre-payment review of expenditures and internal auditors lacking the relevant technical capacity, experience, and qualification. To mitigate this, the internal audit function will be centralized at the Federal Projects Financial Management Department (FPFMD) under the Office of the Accountant General of the Federation (OAGF) for federal implementing agencies and the Program Financial Management Unit (PFMU) for state implementing agencies to ensure that internal audit is functioning in line with an acceptable audit plan for all implementing agencies;
(d) Inability of states to provide counterpart funds to access UBEIF infrastructure matching grants, resulting in a high un-accessed balance with UBEC. To mitigate this risk, under the HOPE-GOV program (Result Area 1), DLI 1 will incentivize the revision of UBEC guidelines to help ensure more flexibility in the use of UBE IF and increase States' access to UBEC funds. UBEC will be required to provide regular update on un-accessed UBE funds;
(e) Late submission of audited financial statements for PforR and IPF components. To mitigate this, HOPE-EDU will use HOPE-GOV's annual eligibility criteria on timely submission of audit reports;
(f) Ambiguity on the program operational procedures will be mitigated by ensuring activities carried out are in line with the provisions of the Finance Manual and the POM which provide detailed procedures for implementation including on procurement, financial management and anticorruption;

(g) Low capacity of doing procurement leading to inefficient and non-transparent procurement will be mitigated by implementation of a comprehensive Procurement Capacity Development Plan for the IAs;
(h) Lack of competition in procuring the recurring items leading to higher cost, delay and stock-out which will be addressed by using of Framework Agreement for procuring recurring items;
(i) Inadequate measurement of Key Performance Indicators (KPIs) on procurement and contract management will be addressed by monitoring Fiduciary Key Performance Indicators (KPIs) for procurement and contract management;
(j) No regular publication of contract award details leading to non-transparency risk which will be mitigated by publishing procurement data following Open Contracting Data Standard and use of EGP systems as a pilot basis;
(k) Non-application of World Bank debarment/temporary suspension lists which may result in unacceptable contract awards to contractors, consultants and/or suppliers under temporary suspension by the World Bank. To mitigate this, individuals or firms debarred or suspended by the World Bank will not be awarded a contract by under the Program. Terms of Reference (ToR) for audit firms will include the requirement to assess on random basis whether any contract has been awarded to a suspended or debarred firm and no parties debarred or suspended by the World Bank shall benefit from the program funds;
(l) Sharing information/report on corruption allegations with the World Bank immediately when identified and a consolidated bi-annual report describing the details of the reported allegations and actions taken; and
(m) Poor implementation and institutional arrangements between UBEC, SUBEB and FME and SME which can be mitigated through a clear definition of the institutional arrangements, roles and responsibilities.

66. The FSA concludes that the Program's fiduciary systems have the capabilities to provide reasonable assurance that the financing proceeds will be used for the intended purposes with the objective of supporting the achievement of the Program objectives, subject to the implementation of the mitigation measures.

C. Environmental and Social

67. **An Environmental and Social Systems Assessment (ESSA) was conducted** to examine the extent to which the Federal and State Government's existing environmental and social management systems operate within an adequate legal and regulatory framework to guide environmental and social impact assessments, mitigation, management and monitoring at the PforR Program level; and recommend measures to strengthen federal and state systems and capacity to deliver the PforR Program in a sustainable manner[36]. The overall environmental and social risks have been assessed and deemed **Substantial** because of the procurement of construction and rehabilitation of classrooms under RA 2 that could lead to negative environmental and social impacts such as solid waste, noise, and air pollution and possible community land acquisition for classrooms creation in DLI 5; and e-waste from digital devices in DLIs 1, 2 and 8.

68. **The environmental and social risks of the IPF component are rated Low** since the anticipated risks and impacts are negligible due to the activities of the IPF component. Some potential social risks attributed to the IPF component are associated with labor and working conditions and the likelihood of exclusion in the school enrollment process of children in the literacy/numeracy programs and in the design of workable agreements between established community development associations and state and local governments. The Environmental and Social Commitment Plan (ESCP) includes activities to improve good labor management procedures, continuous stakeholder engagement throughout implementation period including grievance mechanisms accessible to project stakeholders, direct and indirect workers including IVAs to further promote understanding of social accountability and build trust in government systems.[37] The

[36] The ESSA is disclosed in country and is found at: https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099030925052579491

[37] The ESCP has been disclosed in country, and can be found at: https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099021425134565815?

project activities will be screened further for any other potential environmental and social activities using an Environmental and Social Screening Checklist that will be developed during project implementation.

69. **Grievance Redress.** Communities and individuals who believe that they are adversely affected as a result of a Bank supported PforR operation, as defined by the applicable policy and procedures, may submit complaints to the existing program grievance mechanism or the Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address pertinent concerns. Project affected communities and individuals may submit their complaint to the Bank's independent Accountability Mechanism (AM). The AM houses the Inspection Panel, which determines whether harm occurred, or could occur, as a result of Bank non-compliance with its policies and procedures, and the Dispute Resolution Service, which provides communities and borrowers with the opportunity to address complaints through dispute resolution. Complaints may be submitted at any time after concerns have been brought directly to the Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the Bank's Grievance Redress Service (GRS), visit https://www.worldbank.org/GRS. For information on how to submit complaints to the Bank's Accountability Mechanism, visit https://accountability.worldbank.org.

D. IPF appraisal

70. **The IPF component is largely TA and capacity building to strengthen the quality of DLI interventions, including underlying IT systems; to develop policy in key areas; and to facilitate implementation and support M&E.** TA to strengthen the design of DLI interventions is an effective use of IPF instrument, as it would contribute to greater outcome-level impact. For example, the TA to (i) quality control and strengthen the design of SPPs is expected to have a positive impact on teaching-learning practices and student learning; (ii) to develop or strengthen TnT systems should enable TLMs to reach schools/NFLCs on time, eliminating waste and increasing time spent on learning; and (iii) to design community-government partnership agreements under RA2 (primary classrooms) should increase community ownership, decrease costs and improve the final product through community monitoring. Policy-oriented TA support will help: (i) the move towards a sector-wide approach in basic education, enhancing complementarity and eliminating the duplication of efforts; and (ii) ensure that school feeding funds reach schools, alleviating a demand-related barrier amongst the poorest households. Finally, the IPF will finance the hiring of TA to (i) support implementation, thereby better coordinating and harmonizing efforts within and across states, and identifying and resolving bottlenecks so as to meet deadlines; and (ii) to verify results, thus enabling disbursements and the identification of lessons that can be used to strengthen the design and implementation of ongoing interventions. The deployment of TA is judiciously balanced between the central, state and LGEA levels, thus promoting economies of scale and quality across states while also building critical implementation capacities at the local level.

Procurement Arrangements

71. Procurement under the IPF component will be carried out in accordance with the World Bank procedures, as follows: Procurement for goods, non-consulting and consulting services for the project will be carried out in accordance with the procedures specified in the 'World Bank Procurement Regulations for IPF Borrowers (5th Edition dated September 2023) and the World Bank's 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by International Bank for Reconstruction and Development (IBRD) Loans and IDA Credits and Grants' (revised as of July 1, 2016), as well as the provisions stipulated in the Financing Agreement. A simplified Project Procurement Strategy for Development (PPSD) has been prepared. An 18-month Procurement Plan will be prepared prior to program initiation. The PPSD will ensure that procurement activities are packaged and prepared in such a way that they expedite implementation, considering (i) the market analysis and the related procurement trends and (ii) the procurement risk

analysis. The PPSD including the recommended procurement approaches for the project is reflected in the Procurement Plan. The Procurement Plan will be updated, as necessary and in agreement with the World Bank, annually to reflect the project's actual implementation needs and improvements in institutional capacity.

Financial Management Arrangements

72. The Financial Management assessment for the agencies that will implement the technical assistance (IPF) component was conducted and the findings informed the design of the implementation arrangements. The financial management arrangements will comply with the financial manual that was prepared by the OAGF and the World Bank and disseminated in June 2024. Detailed procedure for planning and budgeting are documented in the recently prepared and circulated financial manual by the government. An accounting software will be procured and deployed to prepare Interim Unaudited Financial Reports (IFRs) for the project. The unaudited IFRs will be prepared and submitted to IDA within 45 days of the end of each fiscal calendar semester in an agreed upon format. A consolidated annual financial statement for the IPF component will be prepared in accordance with the relevant IPSAS. This will be audited by a suitably qualified and independent firm based on ToRs acceptable to IDA. The auditors will express an opinion on the financial statements in compliance with International Auditing Standards. The audit report, including the management letter, will be delivered to IDA within six months of the end of the financial year.

73. The World Bank will disburse funds for the IPF component into a US Dollar DA opened at the CBN. A current drawdown (NGN) account will also be opened with the CBN for the payment of incurred eligible expenditures. The disbursement upon project effectiveness will be made through an initial advance. The World Bank Loan and Disbursement department will decide the ceiling for the initial advance/disbursement. Replenishments of the DA will be done against withdrawal applications supported by the Statements of Expenditures. A single disbursement category for financing out of the proceeds of the credit in respect of the technical assistance component is envisioned. The recently prepared Financial Management manual will be applied for all the control processes and procedures of the IPF component of this Program.

E. Program Action Plan

Action Description	Source	DLI#	Responsibility	Timing		Completion Measurement
Prepare Program Operational Manual (POM)	Technical	NA	FME, UBEC	Other	Prior to program effectiveness	Approved POM published on program website
Implement Procurement Capacity Development Plan	Fiduciary Systems	NA	FME, UBEC, SUBEB	Other	Within 6 months of effectiveness	Capacity Development Plan
Use Framework Agreement for	Fiduciary Systems	NA	All IAs	Other	During implementation	Framework agreement

procuring recurring items						
Deploy accounting software	Fiduciary Systems	NA	UBEC	Other	Within 3 months of effectiveness	Accounting software used
Agreed Terms of Reference for External Audit	Fiduciary Systems	NA	UBEC	Other	Within 3 months of effectiveness	TOR of External Audit
Submit report on fraud and corruption allegations to WB	Other	NA	FME, UBEC, SUBEB	Other	Semi-annually	Consolidated report
Deploy qualified E&S Officers and TA	Environmental and Social Systems	NA	FME, UBEC, SUBEB	Other	Within 3 months of effectiveness	Officers and TAs engaged
Strengthen school-level protocols on gender-based violence (GBV) and implement Program-specific GRM	Environmental and Social Systems	NA	SUBEB, SME	Other	Within 6 months of effectiveness	School-level GBV protocols and GRM Guidelines
Develop and implement e-waste management strategies	Environmental and Social Systems	NA	UBEC, FME, SUBEB, SME	Other	Within 1 year of effectiveness	E-waste management guidelines
Develop protocol on community land donation	Environmental and Social Systems	NA	SUBEB	Other	Within 3 months of effectiveness	Land donation protocol

V. KEY RISKS

74. **Based on the Systematic Risk Rating Tool, the overall residual risk of the HOPE-EDU Program is considered Substantial.** This is due to high political and governance and macroeconomic risks, and substantial fiduciary, institutional

capacity and environmental and social risks. Table 9 below provides description and risk mitigation measures for high and substantial categories.

Table 9: Risk categories and ratings of the Program

Risk Category	Rating	Description	Mitigation Strategies
Political and Governance	H	High level of state autonomy but concurrent and overlapping responsibilities for basic education across different levels of government leads to challenges on coordination, policy implementation and accountability. The recent decision to grant political and financial autonomy to local governments may exacerbate this risk.	Engage and collaborate with all stakeholders to minimize overlap and enhance communication, including engaging with the Nigerian Governors Forum (NGF) and the Association of Local Governments of Nigeria (ALGON). SWAp approach will help with coordination. New leadership at FME is expected to engage closely with all relevant agencies
Macro-economic	H	Uncertain growth outlook, heavily reliant on external factors and government policy response to longstanding issues. Limited resources available for education sector, and potential to exacerbate inflation and trigger an inflation-depreciation spiral.	Monitor macroeconomic outlook and support government through interventions. Strengthen macroeconomic policy framework and increase revenue through separate engagements (RESET Development Policy Financing (P501661) and ARMOR PforR (P177308)). DLIs to incentivize increased funding from federal and states will alleviate resource constraints
Institutional Capacity for Implementation and Sustainability	S	Coordination, accountability and capacity issues between FME, UBEC, SME and SUBEB may result in delayed program implementation. Sequencing and coordination of the HOPE Programs are interdependent, and delays in one will have repercussions on the other. Independent nature of the participating states in the federal structure poses additional challenges in coordination	Inter-Ministerial HOPE-IP Steering Committee will improve coordination. Key MDAs will be supported by targeted TA under the IPF component which will be specifically designed to enhance implementation, coordination and M&E capacity. TA support from other partners will also help. HOPE-EDU will coordinate closely with HOPE-GOV on productive sequencing, particularly to ensure that newly hired teachers are trained on SPP; and that newly hired or redeployed teachers are assigned on a priority basis to new classrooms constructed under DLI 4. Frequent engagement with the NGF and compact agreement between the federal and the states should help mitigate this risk
Fiduciary	S	Weak internal audit function with audit reviews focusing on pre-payment review of expenditures and internal auditors lacking relevant technical capacity, experience, and qualification; low budget execution rates due to approved budget amounts not being cash-backed and bureaucratic bottlenecks in accessing funds; use of Program funds for other purposes other than the intended purposes.	i) Internal audit function will be centralized at the FPFMD under the OAGF for federal implementing agencies and the Program Financial Management Unit (PFMU) for state implementing agencies to ensure that internal audit is functioning in line with an acceptable audit plan for all implementing agencies; ii) Through HOPE-GOV, implementing agencies will be incentivized for increased budget execution rates to strengthen states planning, budget preparation and execution for basic education; establishing service standards as part of the PAP to ensure timely release of funds within an agreed period; iii) all participating states will need to meet HOPE-GOV's annual eligibility criteria on timely submission of audit reports in order to be eligible for HOPE-EDU
Environmental and Social	S	Potential environmental risks and impacts from construction activities, including noise, dust emissions, vegetation clearance, soil erosion, and accidents. Social risks include land acquisition, exclusion of vulnerable groups, limited access to grievance mechanisms, and potential for child labor, GBV, SEA/SH, and security risks.	Implement risk mitigation measures recommended in ESSA, and included in PAP.

ANNEX 1. RESULTS FRAMEWORK

Program Development Objective(s)

To improve foundational learning outcomes, increase access to basic education and enhance education systems in participating States

PDO Indicators by Outcomes

Baseline	Period 1	Period 2	Period 3	Closing Period
Improving foundational learning outcomes				
Children in Grade 3 who are proficient in reading, disaggregated by sex (Percentage)				
May/2025	May/2026	May/2027	May/2028	May/2029
T.b.d	n.a	n.a	n.a	Increase of five percentage points over baseline (girls and boys)
Children in grade 3 who are proficient in mathematics, disaggregated by sex (Percentage)				
May/2025	May/2026	May/2027	May/2028	May/2029
T.b.d	n.a.	n.a.	n.a.	Increase of five percentage points over baseline (girls and boys)
Increasing access to basic education				
Out-of-school children aged 5-14 years who have been brought into a formal or non-formal literacy and numeracy program (cumulative) (Number)				
Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0	0	500,000	1,772,000	2,862,000
Enhancing education systems				
States that digitally publish complete Annual School Census Database and Report on time (Number)				
Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0	0	15	25	35

Intermediate Indicators by Results Areas

Baseline	Period 1	Period 2	Period 3	Closing Period
Result Area 1: Improving Quality				
Primary school teachers that successfully complete training on effective use of structured pedagogy materials (Percentage)				
Sep/2025	Sep/2026	Sep/2027	Sep/2028	Sep/2029
0	0	45	90	90

Number of schools with sufficient TLMs for literacy and numeracy, by grade (Number) DLI				
Sep/2025	Sep/2026	Sep/2027	Sep/2028	Sep/2029
0	30,000 (grades1-3)	50,000 (grades1-3)	50,000 (grades1-3), 30,000 (grades4-6)	50,000 (grades1-6)
Students supported with better education, in primary school (Number of people) CRI				
May/2025	May/2026	May/2027	May/2028	May/2029
0	0	9,220,000	18,590,000	19,480,000
➢Students supported with better education, in primary school - Female (Number of people) CRI				
May/2025	May/2026	May/2027	May/2028	May/2029
0	0	4,520,000	9,110,000	9,550,000
Public primary teachers that are periodically observed by a mentor who provides feedback to the teachers (Percentage)				
Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0	0	45	90	90
Teachers receiving direct support from Program interventions (Cumulative) (Number)				
Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0	0	210,000	420,000	420,000
Teacher effectiveness score among P1-P3 teachers (Text)				
May/2025	May/2026	May/2027	May/2028	May/2029
na	na	na	na	improvement over baseline
Large-scale national learning assessments completed (cumulative) (Number)				
Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0	1	1	1	2
Result Area 2: Increasing Access				
New primary classrooms created with community participation (cumulative) (Number)				
Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0	0	3,000	7,000	13,000
Out-of-school children who complete a NFBE program (cumulative) (Number)				
Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0	0	500,000	1,000,000	1,500,000
Out-of-school children completing NFBE program who are females (Percentage)				
Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
44	44	46	47	48
Result Area 3: Enhancing Key Systems				
Core UBE funds that are de-centrally managed (Percentage)				
Dec/2025	Dec/2026	Dec/2027	Dec/2028	Dec/2029
n.a.	n.a.	20	50	80

Public primary schools using annual school grant (Percentage)				
Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0	0	70	80	90
Public primary schools receiving annual school grant that adopt protocol to address SEA/SH-GBV risks for girls (Percentage)				
Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0	0	70	80	90
SBMCs receiving annual school grant that adopt framework for climate adaptation and mitigation (Percentage)				
Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0	0	70	80	90
Grievances addressed within project specified timeline (Percentage)				
Jun/2025	Jun/2026	Jun/2027	Jun/2028	Jun/2029
0	50	60	70	90

Disbursement Linked Indicators (DLI)

Period	Period Definition
Prior Results	Year 0 (Effectiveness date)
Period 1	Year 1 (2025/26)
Period 2	Year 2 (2026/27)
Period 3	Year 3 (2027/28)
Period 4	Year 4 (2028/29)

Baseline	Prior Results	Period 1	Period 2	Period 3	Period 4
1: Number of schools with sufficient TLMs for literacy and numeracy, by grade (Number)					
0	DLR 1.0: TLMs quality-assured and needs-estimated, and track-trace system approved	DLR 1.1: Primary schools have sufficient TLMs for literacy and numeracy			DLR 1.23: Textbooks usage guidelines approved
0.00	15,000,000.00	57,000,000.00	0.00	0.00	1,500,000.00
DLI allocation		73,500,000.00	As a % of Total DLI Allocation		14.14%

2: Number of primary teachers with improved structured pedagogy practices (SPP) (Number)					
0	DLR 2.0: SPP training packages approved	DLR 2.1: All primary teachers and mentors enabled to improve SPP	DLR 2.2: All Grades 1-3 teachers regularly mentored on SPP	DLR 2.3: All primary teachers regularly mentored on SPP	DLR 2.4: Number of primary teachers with improved SPP
0.00	15,000,000.00	46,000,000.00	5,000,000.00	10,000,000.00	41,000,000.00
DLI allocation		117,000,000.00	As a % of Total DLI Allocation		22.51%
3: Percentage of children proficient in literacy and numeracy (Percentage)					
0	DLR 3.0: Baseline percentages of children proficient in literacy and numeracy established	DLR 3.1: Learning evaluation mechanisms for Grades 1-2 literacy and numeracy approved	DLR 3.2: Number of LGEAs acting on early learning evaluations	DLR 3.3: Number of LGEAs acting on early learning evaluations	DLR 3.4: Increased percentage of children proficient in literacy and numeracy
0.00	1,000,000.00	7,500,000.00	10,000,000.00	10,000,000.00	44,000,000.00
DLI allocation		72,500,000.00	As a % of Total DLI Allocation		13.95%
4: Number of new primary classrooms created through community participation (Number)					
0		DLR 4.1: Government-community agreements signed to create new classrooms	DLR 4.2: 13,000 new classrooms created		
0.00	0.00	7,500,000.00	78,000,000.00	0.00	0.00
DLI allocation		85,500,000.00	As a % of Total DLI Allocation		16.45%
5: Number of out-of-school children who complete NFBE program (Number)					
0	0	DLR 5.1: 10,000 NFLCs have Management Committee, teacher, and TLMs	5.2: 1,500,000 out-of-school children complete NFBE program		
0.00	0.00	18,000,000.00	24,000,000.00	0.00	0.00
DLI allocation		42,000,000.00	As a % of Total DLI Allocation		8.08%
6: Percentage of core UBE funds managed at decentralized level (Percentage)					
0			DLR 6.1: Increased number of states accessing UBE matching funds	DLR 6.2: Fifty percent of core UBE funds de-centrally managed	DLR 6.3: Eighty percent of core UBE funds de-centrally managed
0.00	0.00	0.00	3,000,000.00	3,000,000.00	4,000,000.00
DLI allocation		10,000,000.00	As a % of Total DLI Allocation		1.92%

7: Percentage of public primary schools using annual school grant (ASG) (Percentage)					
0	0	DLR 7.1: ASG amount and management regulations approved	DLR 7.2: 70 percent of public primary schools use ASG	DLR 7.3: 80 percent of public primary schools use ASG	DLR 7.4: 90 percent of public primary schools use ASG
0.00	0.00	7,400,000.00	20,100,000.00	22,100,000.00	24,100,000.00
DLI allocation		73,700,000.00	As a % of Total DLI Allocation		14.18%
8: Percentage of schools included in current-year Annual School Census (ASC) Report (Percentage)					
0	DLR 8.0: National digital ASC system available	DLR 8.1: State digital ASC system operational	DLR 8.2: 90 percent of schools included in current-year State ASC Report	DLR 8.3: 90 percent of schools included in current-year National ASC Report	DLR 9.4: 95 percent of schools included in current-year State ASC Report
0.00	1,000,000.00	11,100,000.00	14,800,000.00	2,000,000.00	16,650,000.00
DLI allocation		45,550,000.00	As a % of Total DLI Allocation		8.76%

Monitoring & Evaluation Plan: PDO Indicators by PDO Outcomes

Children in Grade 3 who are proficient in reading, disaggregated by sex (percentage) DLI	
Description	The number of students in a representative sample of Grade 3 students in participating states who can read and understand a simple text appropriate for their grade level, expressed as a percentage of the number of Grade 3 students sampled; disaggregated by sex
Frequency of data collection	Twice (Years 0 and 4)
Data source	Sample-based national assessment of learning
Methodology for data collection	Administration of national assessment of learning in basic education that covers Grades 3 and measures learning against clearly articulated levels of proficiency in language arts
Responsibility for data collection	Baseline: FME/UBEC. Endline: FME
Children in Grade 3 who are proficient in mathematics, disaggregated by sex (percentage) DLI	
Description	The number of students in a representative sample of Grade 3 students in participating states who can understand and solve mathematical problems appropriate for their grade level, expressed as a percentage of the number of Grade 3 students sampled; disaggregated by sex
Frequency of data collection	Twice (Years 0 and 4)
Data source	Sample-based national assessment of learning in literacy
Methodology for data collection	Administration of national assessment of learning in basic education that covers Grades 3 and measures learning against clearly articulated levels of proficiency in mathematics
Responsibility for data collection	Baseline: FME/UBEC. Endline: FME
Out-of-school children aged 5-14 years who have been brought into a formal or non-formal literacy and numeracy program (cumulative) (number)	
Description	The number of out-of-school children aged 5-14 years in participating states who have either: (i) newly enrolled in Grades 2 or 3 subsequent to the introduction of a SPP under DLIs 1-3; (ii) enrolled in a public primary classroom newly created under DLI 4; or (iii) enrolled in a NFBE program under DLI 5.
Frequency of data collection	Annual, starting Year 2
Data source	School and NFLC records (enrollment registers)
Methodology for data collection	SUBEBs gather data from schools/NFLCs supported under DLIs 1-5, in collaboration with SAMEs
Responsibility for data collection	SUBEBs/UBEC M&E Officers
States that digitally publish complete Annual School Census Database and Report on time (number)	
Description	Number of participating states that digitally publish the Annual School Census database and the corresponding ASC Report within the same school year corresponding to the data. A complete database is considered to include school-level data from at least 95 percent of all public and private basic education and upper secondary schools in the state.
Frequency of data collection	Annual
Data source	State government publishes the annual report and database
Methodology for data collection	IVA verifies database and report. See also DLI8 protocol.
Responsibility for data collection	IVA

Monitoring & Evaluation Plan: Intermediate Results Indicators by Results Areas

Result Area 1: Improving quality	
Primary school teachers that successfully complete training on effective use of structured pedagogy materials (Percentage)	
Description	Number of teachers in SPP-covered grades in RA1-participating States who successfully complete training on effective use of structured pedagogy materials, expressed as a percentage of all teachers in SPP-covered grades in RA1-participating State
Frequency	Annual, starting Year 2
Data source	Interviews with teachers
Methodology for Data Collection	IVA contacts a representative sample of teachers participating in SPP. The calculation will be derived from information generated to verify DLR 2.2; see verification protocol.
Responsibility for Data Collection	IVA

Number of schools with sufficient TLMs for literacy and numeracy, by grade (Number)	
Description	Number of public primary schools where in any given grade each student has access for usage to one Language and one Mathematics textbook; and the teacher(s) of those subjects has a teacher's guide for each of those subjects that is linked to the textbooks. That is, in any given grade for both Language and Mathematics the student to textbooks ratio does not exceed 1:1. The textbooks and teacher's guides must have been quality assured to be compliant with the structured pedagogy approach.
Frequency	Annually, starting in Year 2
Data source	SUBEB TnT documentation and IVA survey
Methodology for Data Collection	IVA contacts a representative sample of schools reported by SUBEB to have received SPP-compliant TLMs on the basis of TnT documentation; and verifies that TLMs in sufficient. The calculation will be derived from information generated to verify DLR 1.2; see verification protocol.
Responsibility for Data Collection	SUBEB/IVA
Students supported with better education, in primary school (Number of people) CRI	
Description	Description
Frequency	Frequency
Data source	Data source
Methodology for Data Collection	Methodology for Data Collection
Responsibility for Data Collection	Responsibility for Data Collection
Students supported with better education, in primary school - Female (Number of people) CRI	
Description	Description
Frequency	Frequency
Data source	Data source
Methodology for Data Collection	Methodology for Data Collection
Responsibility for Data Collection	Responsibility for Data Collection
Public primary teachers that are periodically observed by a mentor who provides feedback to the teachers (Percentage)	
Description	Number of public primary teachers in SPP-covered grades in RA1-participating States that are observed at least once per term during the academic year by an observer who also provides mentoring feedback, expressed as a percentage of the number of public primary teachers in SPP-covered grades in RA1-participating States
Frequency	Annual, starting Year 2
Data source	Interviews with teachers
Methodology for Data Collection	IVA contacts a representative sample of teachers participating in SPP
Responsibility for Data Collection	SUBEB/SME/LGEA (to provide list of participating schools/teachers); IVA (to collect teacher reports)
Teachers receiving direct support from Program interventions (Cumulative) (Number)	
Description	Number of teachers who benefit from the SPP (RA1), and from interventions under RA2 (new staffed primary classrooms, NFBE program)
Frequency	Annually (from year 1)
Data source	State progress reports; Administrative report on program activities
Methodology for Data Collection	States aggregate information across all schools under the program interventions
Responsibility for Data Collection	SUBEB
Teacher effectiveness score among P1-P3 teachers (Text) DLI	
Description	An average of effectiveness scores for teachers in a random and representative sample of P1-P3 teachers in RA1-participating States. Teaching practices of P1-P3 teachers are measured using a valid and structured observation instrument. The current target of 'improvement over baseline' may be modified once the baseline results are available.
Frequency	Twice, at baseline (before rollout of SPP) and at endline (after rollout).
Data source	Classroom observations
Methodology for Data Collection	A random and representative sample of P1-P3 teachers in each of the states participating in RA1 are observed using a standard instrument that has been validated to measure practices associated with improved learning; and that is reliably scored by trained observers.
Responsibility for Data Collection	IVA

Large-scale national learning assessments completed (cumulative) (Number)	
Description	Counts the number of large-scale national learning assessments completed.
Frequency	Twice, in Year 0 and Year 4
Data source	Learning assessments of students in P3, at least one grade of P4-P6, and at least one grade of JSS1-3.
Methodology for Data Collection	Administration of learning assessments to samples of students in the above-mentioned grades.
Responsibility for Data Collection	UBEC/FME
Result Area 2: Increasing access	
New primary classrooms created with community participation (cumulative) (Number)	
Description	Number of new public climate-resilient primary classrooms created and operating with qualified teachers, pursuant to partnership agreement signed between community, LGEA and SUBEB/SME
Frequency	Annually, starting Year 2
Data source	IVA site visits
Methodology for Data Collection	SUBEB provides IVA with list of classrooms reported completed; IVA conducts site visits to confirm reports. See also verification protocol for DLI 4.
Responsibility for Data Collection	IVA
Out-of-school children who complete a NFBE program (cumulative) (Number)	
Description	Number of out-of-school children enrolled in a NFLC under DLI 5 who are tested upon completion of a program
Frequency	Annual, starting Year 2
Data source	IVA checks of NFLC registers
Methodology for Data Collection	SUBEBs provide reports of children who completed and were tested, by NFLC. IVA visits representative sample of NFLCs to verify reports, using registers as means of verification
Responsibility for Data Collection	IVA
Out-of-children children completing NFBE program who are females (Percentage)	
Description	Number of out-of-school girls enrolled in a NFLC under DLI 5 who are tested upon completion of a program; expressed as a percentage of the number of children enrolled in a NFLC under DLI 5 who are tested upon completion of a program
Frequency	Annual, starting Year 2
Data source	IVA checks of NFLC registers
Methodology for Data Collection	SUBEBs provide reports of children who completed and were tested, by NFLC. IVA visits representative sample of NFLCs to verify reports, using registers as means of verification.
Responsibility for Data Collection	IVA
Result Area 3: Enhancing key systems	
Core UBE funds that are de-centrally managed (Percentage)	
Description	The amount of UBE IF funds made available to: i) SUBEBs for them to procure and distribute TLMs; ii) LGEAs and/or community organizations including SBMCs/CBMCs to finance small-scale construction and rehabilitations works as well as associated school furniture and equipment; and iii) LGEAs to finance activities related to teacher continuous professional development, and the monitoring and quality assurance of education services; expressed as a percentage of the total UBE IF funds allocated to states for any of the three aforementioned purposes.
Frequency	Annual, starting Year 3
Data source	UBEC/SUBE financial records
Methodology for Data Collection	UBEC/SUBEBs will generate financial statements on the amount of IF funds allocated to states for the three purposes, as well as the funds made available to the above-mentioned agencies for these purposes. UBEC will calculate the percentage, and the calculation will be verified by an IVA based on evidence provided. Further detail on the statements and calculation will be provided in the Operations Manual section pertaining to DLI 6 verification.
Responsibility for Data Collection	UBEC/SUBEBs, with supplementary data collection as needed by IVA
Public primary schools using annual school grant (Percentage) [DLI]	
Description	Number of public primary schools in participating States that received the annual school grant, disbursed at

	least 95 percent of funds received, and reported on funds usage, all in line with grant guidelines; expressed as a percentage of the number of public primary schools in the participating States
Frequency	Annual, starting Year 2
Data source	SUBEB records on financial transfers and IVA checks with schools
Methodology for Data Collection	SUBEBs provide report on number (and percentage) of schools that received the grant, providing documentary evidence (e.g. financial transfer records or payment instructions). IVA contacts a representative sample of schools to verify receipt, as well as to verify disbursement and reporting in line with grant guidelines. See DLI 7 verification protocol for further details.
Responsibility for Data Collection	SUBEBs and IVA
Public primary schools receiving annual school grant that adopt protocol to address SEA/SH-GBV risks for girls (Percentage)	
Description	Number of public primary schools receiving an annual school grant under DLI 7 that adopt a protocol to address risks for female students of SEA/SH and GBV; expressed as a percentage of the number of public primary schools receiving an annual school grant. The protocol requirements will be detailed in the operations manual, as well as in the grant guidelines developed in the context of DLR 7.1.
Frequency	Annual, starting Year 2
Data source	IVA checks with schools
Methodology for Data Collection	As part of DLI 7 verification, the IVA will also check that the protocol has been adopted and operationalized. See also DLI 7 verification protocol.
Responsibility for Data Collection	IVA
SBMCs receiving annual school grant that adopt framework for climate adaptation and mitigation (Percentage)	
Description	Number of SBMCs receiving an annual school grant under DLI 7 that adopt a framework for climate adaptation and mitigation; expressed as a percentage of the number of SBMCs receiving an annual school grant. The framework requirements will be detailed in the operations manual, as well as in the grant guidelines developed in the context of DLR 7.1.
Frequency	Annual, starting Year 2
Data source	IVA checks with schools
Methodology for Data Collection	As part of DLI 7 verification, the IVA will also check that the framework has been adopted and operationalized. See also DLI 7 verification protocol.
Responsibility for Data Collection	IVA
Grievances addressed within project specified timeline (Percentage)	
Description	Number of grievances addressed during project timeline; expressed as a percentage of number of grievances received during project timeline.
Frequency	Annual, starting Year 2
Data source	Grievance registration mechanism
Methodology for Data Collection	Grievance redressal mechanism will record grievances and keep track of their resolution.
Responsibility for Data Collection	UBEC safeguards personnel

Verification Protocol: Disbursement Linked Indicators

1 : Number of schools with sufficient TLMs for literacy and numeracy, by grade (Percentage)	
Formula	**DLR 1.0:** For each participating State, US$500,000 are disbursed when the SUBEB/SME: (i) approves a design of the SPP and a plan to roll it out; (ii) quality assures the literacy/numeracy titles or manuscripts that will be first procured and distributed to schools as part of the SPP; (iii) estimates the number of textbooks and teacher's guides to be procured so as to ensure there is a 1:1 student:textbook ratio in all public primary schools for each of the Language Arts and Mathematics subjects, and that all teachers have a teacher's guide for the Language Arts and Mathematics subjects; and (iv) approves a TnT system. **DLR 1.1:** For each public primary school, for each primary grade that has sufficient textbooks and teacher's guides to ensure that there is one textbook accessible for use per child per subject (only for the two subjects, Language Arts and Mathematics) and there is one teacher's guide accessible for use per teacher per subject (for the same two subjects), US$200 are disbursed (if the grade is P1, P2 or P3) and US$180 are disbursed (if P4, P5 or P6), up to the maximum amount allotted to the DLR (US$57 million). Any school fully supplied with materials for any given grade through other donor partner (DP) or World Bank-financed support may not be counted towards the reward. A participating state may be rewarded only once for a given grade. Only textbooks and teacher's guides that have been quality assured and are part of the SPP may be considered when determining if the DLR has been achieved. **DLR 1.2:** US$1.5 million are disbursed upon the issuance of approved federal guidelines on textbooks usage, which are based on the findings of a durability and management survey of the SPP textbooks.
Description	The DLI links disbursements to ensuring that there are adequate amounts of TLMs in primary grades that use a structured pedagogy approach to mastering foundational literacy and numeracy. **For DLR 1.0**, participating States will: (i) approve a design of the SPP including its major constituent elements, as well as a plan to roll it out (including *inter alia* how many grades will be covered in what years they will start to be covered); (ii) quality assure their TLMS (i.e. their proposed titles or manuscripts for the textbooks (or equivalent) and teacher's guides) in the language arts and in mathematics, for each of the primary grades that will receive textbooks for the planned first year of implementation of the SPP at school level; (iii) estimate for the first round of procurement the number of textbooks and teacher's guides they will need to procure so as to ensure there is a 1:1 student:textbook ratio in all public primary schools and grades implicated in the plan's first year of school-level implementation, in the two subjects, Language Arts and Mathematics, and that each teacher of these two subjects will have a teacher's guide; and (iv) approve a TnT system. The proposed materials should be quality assured for *inter alia* alignment with a structured pedagogy approach, girls participation, and climate awareness and response; and revised as needed. The SUBEB/SME may be assisted to quality assure and strengthen their TLMs with support from IPF-financed TA. The needs estimate should be ideally disaggregated down to the school level, so that at the time of procurement the publisher/printer can pack by school. With respect to the TnT system, the SUBEB will approve a system that enables it to track and document the delivery of TLMs along the main points from the printer/publisher to the school. The approved system will include a budgeted plan and implementation timeline for its operationalization. It is expected that the participating States will begin immediately to implement the plan once approved (e.g. through procuring required equipment), so that it is operationally ready to track delivery in Years 1-2. **For DLR 1.1**, each participating State is incentivized to ensure that each primary student in each grade covered by the SPP has at least two textbooks, for the Language Arts and for Mathematics, that each teacher of these subjects in each grade has a teacher's guide for each subject, and that the textbooks and teacher's guides are accessible for usage. The participating State will be rewarded, by public primary school, for each grade that has sufficient TLMs so as to achieve a 1:1 student:textbook ratio in each of the subjects, Language Arts and Mathematics and to provide each teacher of these subjects with the teacher's guide. The TLMs must be those that are part of the SPP, and must have been quality assured. This DLR can be achieved in any of the four years of the operation, so as to provide each participating State the possibility to achieve rewards in line with its rollout schedule. As part of their rollout schedule, participating States must cover at least P1-P3, keeping in mind that under DLIs 2 and 3 the final outcome rewards pertain to these grades; and must plan to ensure that the SPP will begin to be delivered at school level in the 2026/27 school year. **For DLR 1.2**, the federal government will be rewarded for the approval of guidelines on textbooks usage and management based on the results of a durability and usage survey of the SPP TLMs conducted in the latter half of the 2028/29 academic year.
Data source/ Agency	**DLR 1.0:** Official documentation of SUBEBs; IVA review **DLRs 1.1:** IVA survey **DLR 1.2**: Official documentation of FME

Verification Entity	**DLRs 1.0 - 1.1**: IVA **DLR 1.2:** Program Manager
Procedure	**DLR 1.0:** For each participating State, the SUBEB Chairman or SME Commissioner forwards to the Program Manager: (i) the approved SPP and plan for rollout; (ii) documentation indicating that the textbooks and teacher's guides for the grades that will be covered in the planned first year of school-level implementation have been quality-assured to ensure alignment with a structured pedagogy approach; (iii) an estimate of how many textbooks and teacher's guides will need to be procured for the first year of school-level implementation; and (iv) a design document for a TnT system with budgeted implementation plan (including timeline) that includes all required equipment and training for it to be operationalized, approved by the Governor's Office. For each state, the IVA checks that the documents are valid and complete. **DLR 1.1:** Given that the rollout schedule will vary by participating state, this DLR will be verified in each of Years 1-4. In each year, for each participating State, the SUBEB Chairman forwards to the Program Manager a complete list of all public primary schools that have been supplied with SPP TLMs as well as documentation generated by the TnT system showing dated school-level confirmation for any SPP TLMs that have been delivered to schools; and indicates for which grade(s), SPP TLMS have been supplied in that year. No sooner than two months after the start of the academic year, starting in 2026/27, the IVA makes contact with a random and representative sample of schools that are reported to have been supplied with TLMs for each participating State, using the list of schools provided as the sampling frame, and determines what percentage of the schools have sufficient TLMs in the grade(s) which the SUBEB claims to have covered in that year. Sufficient is defined as: (i) having one textbook per student per subject (for two subjects only, Language Arts and Mathematics); (ii) having one teacher's guide per subject (for the same two subjects only) for each teacher of the subject; and (iii) the textbooks and teacher's guides are accessible for use by the students and teachers. The protocol will be amplified in the POM to clarify how accessibility is measured, but will include a physical check of where the TLMs are kept, interviews with teachers and school directors about accessibility to the TLMs for regular usage, and a visual check of accessibility/usage if the class is being delivered at the time of the visit. The textbooks and teacher's guides must be those that are part of the SPP; they may be in physical or digital format. In the case of digital textbooks, for a textbook to count it must be a separate digital device with the textbook loaded onto it. (For example, in a school with thirty children in P1, in order for the school to count towards the achievement of this DLR, the school would need to have at least 30 digital devices that are solely for the use of P1 students, loaded with the textbook for Language Arts and the textbook for Mathematics; as well as one digital device solely for the use of the P1 teacher, loaded with the teacher's guide for Language Arts and the guide for Mathematics)**.** The percentage determined by the IVA is multiplied by the number of public primary schools in the sampling frame, to determine the number against which the disbursement is calculated, for each participating State. In any given participating State, the verification for a particular grade will be done in one year only. For example, if in Year 1 schools are verified to determine if they have sufficient TLMs for Grades P1, P2 and P3, the reward will be calculated based on the verification result; then these grades cannot be verified again in any of the Years 2-4, nor can the participating State claim any rewards for those grades in those years. **DLR 1.2**: The UBEC Department of Academic Services contracts a survey using ToR that have been approved by the Association; the survey will investigate the experience pertaining to SPP TLMs, and will cover such issues as warehouse management, distribution, school-level usage and storage, and textbook life expectancy. Upon completion of the survey report, the UBEC and FME organize a national consultation to discuss the findings and recommendations, subsequent to which the FME formally approves guidelines on textbooks usage as well as revised (if needed) physical specifications for textbooks. The UBEC Department of Academic Services forwards to the Program Manager a copy of the survey report and the approved guidelines. The Program Manager confirms these are evidence that the DLR has been achieved, and informs the Association in writing. This triggers disbursement of the full amount allocated to the DLR, provided the Association validates the evidence.
2 : Number of primary teachers with improved structured pedagogy practices (SPP) (Number)	
Formula	**DLR 2.0:** For each participating State, US$500,000 are disbursed when the SUBEB, SME and Governor's Office jointly approve the training modules for the Year 1 training of teachers and mentors who will deliver the structured pedagogy package for literacy and numeracy, as well as budgeted training logistics and mentoring plans for each LGEA covering all P1-P6 teachers and mentors. **DLR 2.1**: US$110 are disbursed for each public primary teacher (of Grades P1-P6) and mentor who successfully completes their training, up to the maximum amount allotted to the DLR (US$46 million). Any teachers or mentors trained through other development partners support will not be counted towards the reward. **DLR 2.2**: US$24 are disbursed for each public primary teacher (of Grades P1-P3) who is observed at least once per term throughout the 2026/27 academic year by an observer who also provides the teacher with mentoring feedback, up to the maximum amount allotted for the DLR (US$5 million).

	DLR 2.3: US$24 are disbursed for each public primary teacher (of Grades P1-P6) who is observed at least once per term throughout the 2027/28 academic year by an observer who also provides the teacher with mentoring feedback, up to the maximum amount allotted for the DLR (US$10 million). **DLR 2.4**: US$180 are disbursed for each public primary teacher (of Grades 1-3) who scores higher on a structured pedagogy teaching effectiveness score compared to baseline, up to a maximum amount of US$36 million. For each of the 5 participating States with the largest average improvement in their teachers' score, US$1 million will also be rewarded.
Description	This DLI incentivizes the improving of teaching-learning practices using a structured pedagogy approach for foundational literacy and numeracy. It includes results pertaining to: i) the approval of SPP training packages; ii) teachers and mentors being enabled to improve structured pedagogy practices; iii) the regular mentoring of teachers on SPP; and iv) an actual improvement in structured pedagogy practices. With respect to the second DLR, enabled means they have acquired the necessary capacities, as determined by their having successfully completed the SPP training. **In Year 0**, participating States will be rewarded for the development and approval of a training package and plan, consisting of: (i) the training materials/modules; and (ii) a budgeted logistics plan for each LGEA covering the training of all primary teachers and mentors that will deliver the SPP, as well as the annual, periodic classroom observations by the mentor. The training package will include materials/modules for the teachers and for the mentors. The materials for mentors will include pedagogical support resources that can be used to help provide guidance to teachers, as well as a classroom observation instrument that is aligned to the teaching practices recommended under the SPP. The budgeted plan will identify the teachers and mentors to be trained, by LGEA. It is expected that the States will phase delivery of the training so as to ensure that P1-P3 teachers are trained first, prior to the start of the 2026/27 academic year; and that the P4-P6 teachers are trained afterwards. **In Year 1**, participating States will be rewarded for each teacher and mentor successfully completing their training, up to the maximum amount allotted to the DLR. That is, for a teacher or mentor to be considered 'enabled to improve structured pedagogy practices' means that they have respectively acquired capacities to improve structured pedagogy practices, as determined by their having successfully completed the SPP training. **In Year 2**, the DLR rewards for each public teacher (of Grades P1-P3) who is observed at least once per term throughout the academic year by a trained mentor who also provides the teacher with feedback. **In Year 3**, the DLR rewards for each public teacher (of Grades P1-P6) who is observed at least once per term throughout the academic year by a trained mentor who also provides the teacher with feedback. **In Year 4**, the DLR rewards for each public teacher (of Grades P1-P3) who has a teaching effectiveness score higher than that observed at baseline. That is, teachers participating in the SPP will be observed and scored in Year 1 using a structured observation format. They will again be observed and scored in Year 4 using the same format, in order to determine if their performance has improved over baseline. The baseline and Year 4 observations will be conducted and scored by an independent agency.
Data source/ Agency	**DLR 2.0:** Official documentation of the SUBEBs/SMEs; IVA review. **DLR 2.1 – 2.3**: Official documentation of participating State SUBEBs/SMEs; information generated through IVA contacts with schools/teachers/mentors. **DLR 2.4**: Classroom observations conducted by IVA in Years 1 and 4.
Verification Entity	IVA
Procedure	**DLR 2.0:** In each participating State, the SUBEB Chairman or SME Commissioner forwards to the Program Manager a copy of: i) the training materials that have been approved by the SUBEB/SME; and ii) the training and mentoring plans for each LGEA, with an associated budget approved by the Governor's Office. The plans must include the number of teachers and mentors to be trained. The budget must cover the costs associated with training and with ensuring that teachers are observed by mentors at least once per term. For each state, the IVA checks that the documents are valid and complete. **DLR 2.1**: Given that the rollout schedule will vary by participating state, this DLR will be verified in each of Years 1-4. In each year, for each participating State, the SUBEB Chairman or SME Commissioner forwards to the Program Manager the list of teachers and mentors that have successfully completed the training, by school and LGEA in which they work. A teacher or mentor trained in any given year cannot be claimed for reward in any subsequent year, i.e. a teacher or mentor who has successfully completed their training can only be counted once during the operation toward the DLR. Successful completion is defined as having been certified as achieving a passing score on a test administered by the trainer at the end of the training. An IVA reviews a random and representative sample each of teachers and mentors, by state, using the list provided to the Program Manager as the sampling frame, and determines what percentages of the teachers and mentors claimed by the SUBEB Chairman or SME Commissioner have in fact been certified. The percentages determined by the IVA are multiplied by the reported numbers (of teachers and mentors, respectively) to determine the numbers of

	teachers and mentors against which the disbursement is calculated, by participating state. The IVA submits its report to the Program Manager, indicating the extent to which the DLR has been achieved for each participating state. **DLR 2.2**: For each participating State, an IVA contacts a random and representative sample of P1-P3 teachers, and determines what percentage of teachers were observed by a mentor at least once per term during the academic year. The percentage determined by the IVA is multiplied by the total number of P1-P3 teachers in the participating state to determine the number against which the disbursement is calculated. **DLR 2.3**: For each participating State, an IVA contacts a random and representative sample of P1-P6 teachers, and determines what percentage of teachers were observed by a mentor at least once per term during the academic year. The percentage determined by the IVA is multiplied by the total number of P1-P6 teachers in the participating state to determine the number against which the disbursement is calculated. **DLR 2.4**: For each participating State, an IVA conducts a baseline assessment of teaching practices during the 2025/26 academic year (Year 1), *before* the training of P1-P3 teachers (DLR 2.1) has started. The assessment will generate a score of teaching effectiveness, based on the findings of a reliable structured observation using an instrument that validly measures how well teachers practice structured pedagogy. The assessment will be done of a random and representative sample of P1-P3 teachers, with a score assigned to each teacher. The same assessment will again be administered in the second half of the academic year 2028/29 (Year 4) using the same sample, with a score again assigned to each teacher. The IVA determines the percentage of teachers who have improved their score over baseline. This percentage is then multiplied by the number of P1-P3 teachers in the state, to determine the number of teachers that count toward achievement of the DLR. Further, at baseline and endline, the IVA calculates an average score for each participating State using all the teachers observed in that State. The IVA calculates by how much each participating State has improved its average score over baseline, and ranks the States from the biggest improvement to the least. The five top-ranked participating States are each awarded an extra US$1 million, as per the formula. At both baseline and endline, the IVA must stratify the sample to include one stratum for teachers with 45 students or less, and one for teachers with more than 45 students; though this stratification is not used in calculating the amount of the award.
3 : Percentage of children proficient in literacy and numeracy (Percentage)	
Formula	**DLR 3.0**: The full amount allocated to the DLR (US$1,000,000) is disbursed upon the issuance of the minutes of the formal discussion at a national forum of senior decision-makers of the published report of the national assessment of learning. Disbursement is made only if the report includes learning levels for at least one grade each in lower primary (which must be Grade P3), upper primary and JSS against clearly articulated levels of proficiency (including a minimum level corresponding to a mastery of essentials for that grade/subject); and the learning levels at Grade P3 present formal public school results that are statistically significant at *all* state/FCT levels; and within each state/FCT, present learning levels at P3 by class-groups with 45 or fewer students and with more than 45 students. The language used while assessing the students of P3 must correspond to the language of instruction. The results provided in this assessment constitute the baseline referenced in the formula for DLR 3.4. **DLR 3.1**: For each participating State, US$250,000 are disbursed upon approval of the tools and budgeted mechanisms for conducting learning evaluations of Grades 1-2 literacy and mathematics. **DLRs 3.2**: For each LGEA, US$16,000 are disbursed when the results of the 2026/27 learning evaluations of Grades 1-2 literacy and mathematics are published and reviewed for action at official fora of mentors doing classroom observations. The DLR requires that the LGEA act on the early learning evaluation. To act on means that the results of the evaluation have been published, and reviewed and discussed by LGEA officials and the mentors operating in the LGEA at an official gathering within the LGEA; and the officials and mentors have agreed on a set of actions to strengthen the SPP including follow-up with the teachers. For a LGEA to achieve this result, it must therefore have the early learning evaluation report (with results) as well as a report documenting the discussion of the results and the follow-up actions that have been agreed will be taken to strengthen the SPP in light of the results. **DLRs 3.3**: For each LGEA, US$16,000 are disbursed when the results of the 2027/28 learning evaluations of Grades 1-2 literacy and mathematics are published and reviewed for action at official fora of mentors doing classroom observations. The requirements for achieving the DLR are the same as set out in DLR 3.2. **DLR 3.4**: For each participating State, US1.3 million are disbursed if there has been an increase over baseline *both* in the percentage of Grade 3 students who achieve a minimum level of proficiency or above in the Language Arts; *and* in the percentage of Grade 3 students who achieve a minimum level of proficiency or above in Mathematics; up to a maximum of US$39 million. At the federal level US$5 million are disbursed if there has been an increase over baseline of five percentage points *both* in the percentage of Grade 3 students nationwide (counting only participating states) who achieve a minimum level of proficiency or above in the Language Arts; *and* in the percentage of Grade 3 students nationwide (counting only participating states) who achieve a minimum level of proficiency or above in Mathematics. In order for any federal reward to be disbursed under DLR 3.4, the published report of the national learning assessment must (as under DLR 3.4) include learning levels for at least one grade each in lower primary (which must be Grade P3), upper primary

	and JSS against clearly articulated levels of proficiency (including a minimum level corresponding to a mastery of essentials for that grade/subject); and the learning levels at Grade P3 present formal public school results that are statistically significant at *all* state/FCT levels, and within each state/FCT, by class-groups with 45 or fewer students and with more than 45 students. Further, the published report must also present results for students who followed a NFBE program under DLI 5 (disaggregated by program if the students in the sample followed more than one program). The language used while assessing the students of P3 must correspond to the language of instruction.
Description	This DLI pertains to the measurement of learning achievements, particularly with a view to determine system effectiveness including the effectiveness of the SPP. The federal government will be rewarded twice: in Year 0 for the publication and discussion of a nationally representative learning assessment; and in Year 4, for an increase over the DLR 3.0 baseline (of at least five percentage points) in the percentage of Grade 3 students who achieve the minimum level of learning proficiency in both the Language Arts and Mathematics. For the second assessment only, the sample must also include a stratum of children who have completed a NFBE program under DLI 5, disaggregated by program as relevant. The data collection, analysis and report publication for the learning assessment in Year 0 may be financed by another operation financed by the World Bank or other donor partner, though any policy and strategy discussions based on the report must not have been so financed in order to qualify for disbursement under DLR 3.0. In order to evaluate learning at a local level and act on the results to strengthen the design and delivery of structured pedagogy, this DLI also relates to the operationalization of an annual exercise to evaluate learning in Grades 1-2 literacy and mathematics among schools doing the SPP, with a view to gaining insight into how well the structured pedagogy approach is impacting learning and to strengthening both the local design of the approach and the observers' support to teachers. These rapid evaluation tools will be aligned with critical sub-skills in both reading and mathematics that form the early building blocks in both subjects, and are meant to drive adjustments for maximum impact. Depending on the particular institutional, resource and capacity circumstances of the State, the evaluations may be administered by the observers/mentors, an independent body, or other suitable agent. Similarly, the evaluations may be universally administered or sample-based, provided that the sample gives an accurate representation of learning progress at least down to the level of each LGEA. In Year 1, the States will be rewarded for the development and approval of the evaluation mechanism and instruments, with an associated budget to operationalize the mechanism that has been approved by the Governor's Office. In Years 2 and 3, the States will be rewarded for the annual publication of the results of these evaluations linked to their formal discussion by classroom observers/coaches, with agreed-upon actions to strengthen the SPP program. That is, there must be evaluations undertaken in two separate years.
Data source/ Agency	**3.0:** Official UBEC/FME documentation **3.1:** Official documentation of SUBEBs/SMEs and Governors Offices; results of verification exercise. **3.2-3.3:** Official documentation of participating SUBEBs/SMEs and LGEAs; results of IVA verification survey **3.4**: Learning assessments administered to students; Agency conducting learning asssessment
Verification Entity	**3.0 – 3.4**: Agency conducting learning assessment results; checked by IVA
Procedure	**DLR 3.0:** The Director of the agency responsible for the learning assessment provides the Program Manager with a copy of the final report, the full database of results, and the minutes of the national forum at which the report findings and recommendations were discussed. An IVA reviews the report and database, and confirms that the report has the required information listed above in the formula for DLR 3.0. **DLR 3.1**: In each participating State, the SUBEB Chairman or SME Commissioner forwards to the Program Manager an official regulatory document describing the operational procedures of the evaluation mechanism, including a sample learning evaluation tool. The operational procedures will stipulate all roles and responsibilities of the different actors involved in the evaluation mechanism. They attach a budget for operationalizing the mechanism that has been approved by the Governor's Office. An IVA verifies the validity of the documents for each state, and checks that they satisfactorily include the elements listed above. **DLRs 3.2 – 3.3:** In each participating State, for each year associated with one of the DLRs, the SUBEB Chairman or SME Commissioner forwards to the Program Manager a copy for each LGEA of the learning evaluation results as well as the minutes of the observers' forum discussion, including agreed-upon actions, and the list of attendees by designation. An IVA verifies that each LGEA reported to have conducted the evaluation, discussed the results with observers/mentors, and agreed upon actions to strengthen the SPP program including follow-up actions directly with teachers, has in fact done so. The IVA submits its report indicating how many LGEAs have achieved the DLR, by participating state. **DLR 3.4**: The Agency that conducts the learning assessment provides the report and full database of results to the Program Manager. An IVA reviews the report and database, and determines, by participating state and nationally (counting only participating states), if there has been an increase over baseline by at least five percentage points both in the percentage of Grade 3 students who achieve a minimum level of proficiency or above in the Language Arts *and* in the percentage of

	Grade 3 students who achieve a minimum level of proficiency or above in Mathematics. Further, the IVA confirms that the report has the required information listed above in the formula for DLR 3.4.
4: Number of new primary classrooms created through community participation (Number)	
Formula	**DLR 4.1**: For each participating State that has not less than 100 partnership agreements signed between a community organization, the LGEA, the SUBEB and the SME, US$500,000 are disbursed. **DLRs 4.2:** For each new public primary classroom that is created and operating with a qualified teacher as a result of a partnership agreement, US$6,000 are rewarded up to the maximum allotted for the DLRs (US$78 million).
Description	**In preparation to achieve DLR 4.1**, each participating State will approve an official partnership framework document that explains the nature and content of the partnership agreements that will be signed with communities, as well as the procedures to be followed in coming to such an agreement; and includes a template of the agreement that must be followed. The agreement must lay out the respective contributions of the four parties to the agreement: the community (as represented by the SBMC or a community-based organization), the LGEA, the SUBEB and the SME. The agreement must also: (i) detail the arrangements for implementing the agreement; (ii) make clear the standards that must be adhered to in the creation of the classroom, including any standards pertaining to primary education, furniture and equipment, construction, security, the environment, and climate resilience; (iii) include the provision of a secure perimeter, physically disabled access, and adequate gender-segregated WASH facilities if these are not already provided for; and (iv) ensure that a qualified teacher will be available and appointed to work in the new classroom once created. It is expected that in most if not all cases the community-based organization will take a lead role in managing works, with technical support from the SUBEB and, as needed, the LGEA. The SUBEB will provide support for *inter alia* developing designs that incorporate local materials and construction methods, and for works supervision. Further detail on requirements of the agreement and the roles of partners will be elaborated in the Operations Manual. The SUBEB in collaboration with the SME and LGEAs identifies candidate communities, and works with the relevant community-based organization to agree on the terms of the partnership agreement, which is then signed by a duly authorized representative of each party. Partnership agreements are meant to provide access to basic education only where it is constrained. Therefore agreements are eligible to qualify as a reward under this DLI only if it is with a community where there are no schools within safe walking distance, or where accessible schools have a student to functional classroom ratio exceeding 50 and adding an extra shift is not a solution. **In Years 2-4 (DLR 4.2)**, the agreements are implemented, resulting in the creation of new public primary classrooms with a qualified teacher that meet the accessibility criteria and conform to all standards contained in the agreement.
Data source/ Agency	**DLR 4.1**: IVA survey **DLRs 4.2**: site visits by IVA.
Verification Entity	IVA
Procedure	**DLR 4.1**: The SUBEB Chairman forwards a copy of all signed partnership agreements to the Program Manager, who contracts an IVA using ToR that have been approved by the Association. For each state, an IVA examines a representative sample of agreements to verify that each party has indeed signed the agreement, and that each verified agreement is in conformity with the approved partnership framework. By participating state, the percentage of agreements sampled that are found to have been duly signed and to be in conformity is then multiplied by the total number of agreements submitted to the Program Manager. The IVA determines the number of agreements that are deemed to qualify as a result; provided this number is 100 or more, then the DLR reward can be disbursed to the state. **DLR 4.2**: In each of years 2-4 the SUBEB Chairman of each participating State informs the Program Manager of the number and location of classrooms that are reported to have been created, and for each completed site attaches the partnership agreement, documentary proof that each created classroom has been provided with a qualified teacher, and photographic evidence of the site before and after works. The photographic evidence must be such as to reveal compliance with applicable standards of the partnership agreement. An IVA reviews all submitted evidence and determines which classrooms are compliant with the agreement, including standards, on the basis of the evidence submitted. The list of the classrooms deemed compliant by the IVA constitutes the sampling frame. The IVA physically visits a random and representative sample in each state of the classrooms reported to have been completed, and confirms what percentage of the sample has in fact conformed to the accessibility criteria, has a qualified teacher assigned to and working in each classroom, has been created in line with the partnership agreement. That is, in order for the classroom to count as a result for the DLR, the IVA must confirm all three elements: that it is in a community that was eligible under the access criteria provided above; that is has a qualified teacher working in the classroom; and that the civil works have adhered to all standards stipulated in the agreement. The percentage determined by the IVA is multiplied by the number of classrooms in the sampling frame to determine the number, by state, against which the disbursement is calculated. The verification process is conducted once per year only.

5: Number of out-of-school children who complete NFBE program (Number)	
Formula	**DLR 5.1:** US$1,800 are awarded for each NFLC that has: (i) an established CBMC of which at least the Chairperson has been trained on NFLC functions; (ii) a paid facilitator/instructor who is qualified to teach NFBE programs; and (iii) received approved NFBE TLMs. The total amount disbursed against this DLR will not exceed US$18 million. **DLRs 5.2:** US$14/10 are awarded for each out-of-school girl/boy who completes a NFBE program at a NFLC recognized under DLR 5.1 and who is tested by a qualified assessor on the program completed; and US$20 are awarded for each child who completes a NFBE program at a recognized NFLC and subsequently enrolls in a formal primary or JSS. The total amount disbursed against this DLR will not exceed US$24 million. A reward for a child completing a program or transitioning to formal education can only be disbursed once. That is, a child completing a given program can only be counted once when calculating rewards; children completing a given program in any given year must be additional to (i.e. different from the) children completing the same program in a prior year.
Description	This DLI promotes literacy and numeracy particularly among OOSC by incentivizing the completion of, and testing in, a NFBE program. For DLR 5.1 (Year 1), the participating State identifies all NFLCs that are qualified to participate in the DLI, and ensures that they are provided with the necessary management and training capacities, including a paid instructor/facilitator and approved TLMs. For each NFLC, the CBMC must be officially constituted and at least one member of the CBMC must be trained on NFLC management using a training package provided by a qualified education agency. Further, for each NFLC the State in cooperation with the CBMC identifies a paid Instructor/Facilitator who is qualified to teach NFBE programs. Finally, the NFLC must be provided with the curricular materials (including an Instructor/Facilitator's guide and textbooks) of the NFBE program(s) that will be taught. The program(s) must be formally recognized by the FME and/or SME as providing an education equivalent to some portion of formal basic education, such that a child who successfully completes the NFBE program may transition into formal basic education at the appropriate level. Now that all conditions are in place to deliver the NFBE programs, the CBMC and local community enroll children in the NFLC. The first cohort is enrolled in Year 2, and new cohorts are enrolled in Years 3 and 4. Each cohort must be taught by a qualified and paid Instructor/Facilitator. Upon completion by each cohort of a NFBE program, each student must be assessed by a qualified Assessor. The position of Assessor is determined at State level; it may be, for example, an individual of a State Agency for Mass Education who is specifically designated as a qualified Assessor, the Instructor/Facilitator provided that s/he has been qualified by the state to certify successful completion, or other suitably qualified individual.
Data source/ Agency	**DLRs 5.1 – 5.2:** Official documentation of participating State SUBEBs/SMEs; information generated by IVA contact with CBMCs and site visits
Verification Entity	IVA
Procedure	**DLR 5.1** In each participating State, the SUBEB Chairman or SME Commissioner sends by official correspondence to the Program Manager the list of all NFLCs that will be eligible to generate rewards under the DLI, including the NFLC name and contact details. An IVA physically visits a random and representative sample, for each state, of the NFLCs, and determines what percentage of the NFLCs have in fact met the three necessary conditions. First, the NFLC has a duly constituted CBMC of which at least one member has been trained on NFLC management, evidence for which must be provided in the form of a training completion certificate. Second, the NFLC has a paid and qualified facilitator/instructor, evidence for which must be provided in the form of a contract indicating the amount to be paid and the agency/body responsible for payment, as well as a training completion certificate or other acceptable qualification. Third, the NFLC has a teacher's guide and textbooks, evidence for which is a physical check. The percentage is the number of NFLCs that have met all three conditions expressed as a percentage of the total number of NFLCs on the list provided to the Program Manager. For example, if a participating State reports that that it has identified 1,000 NFLCs for which all 3 conditions have been met; and the IVA visits a sample of 100 and determines that in fact only 50 of those reported have met all 3 conditions: then the disbursement will be made for 500 NFLCs (1,000 reported x 50/100 verification rate), and 500 x US$1,800 = US$900,000 will be disbursed against the result for that state. **DLR 5.2**: In each of Years 2-4, in each participating State, the SUBEB Chairman informs the Program Manager of the number of out-of-school girls and boys who completed a NFBE program and were formally assessed upon completion; as well as the number of children who subsequently enrolled in a formal primary or JSS school. The numbers must be provided by NFLC. An IVA physically visits a random and representative sample (for each state) of the NFLCs that will yield a statistically representative sample of the children reported as results, using the attendance registers, completion assessment records and formal school enrollment records as means of verification. The IVA will also verify that at the NFLC visited, the three conditions of DLR 5.1 have also been met; if they have *not* been met, then *none* of the children who completed or transitioned from that NFLC will be counted as a result. The percentage of children determined by the IVA to have completed a program and been assessed, as well as those children to have transitioned to formal school, are

	multiplied by the reported numbers to determine the numbers, by state, against which the disbursement is calculated. The verification process is conducted once per year only.
6: Percentage of core UBE funds managed at decentralized level (Percentage)	
Formula	**DLR 6.1:** US$3 million are disbursed if two conditions are met: (i) the number of States/FCT for which the UBEC matching funds allocation was released in full for the calendar year 2026 is greater than the number of States/FCT for which the allocation was released in full for the calendar year 2025; *and* (ii) the number of States/FCT for which the UBEC matching funds allocation was released in full for the calendar year 2026 is at least twenty. If these two conditions are not both met, then no amount is awarded. **DLR 6.2:** The full amount (US$3 million) is disbursed if at least fifty percent of core UBE funds allocated in 2028 are de-centrally managed. If less than fifty percent of core funds are de-centrally managsed, then no amount is awarded. **DLR 6.3:** The full amount (US$4 million) is disbursed if at least eighty percent of core UBE funds allocated in 2029 are de-centrally managed. If less than eighty percent of core funds are de-centrally managed, then no amount is awarded.
Description	This DLI incentivizes the implementation of revisions to the UBE Intervention Fund (IF) guidelines. The guidelines themselves will be revised as part of the sister operation, HOPE-GOV, to: (i) enhance states' access, approval and reporting processes including releases pertaining to UBE funds, particularly the matching funds; (ii) set rules, including the cut-off period for un-accessed funds; (iii) promote a greater decentralization in the management of funds; and (iv) strengthen gender-based planning and how funds are used to address climate change, support vulnerable groups, and ensure child protection and safety. In Year 2, the DLI rewards implementation of the revised guidelines in relation to accessing matching funds. In each of Years 3-4, the DLI rewards the decentralized management of core funds that have been allocated. Core funds are understood here to mean funds for the following three categories of expenditures: (i) procuring and distributing TLMs; (ii) small-scale works to increase or improve physical capacity to accommodate students, including construction and rehabilitation works as well as associated school furniture and equipment; and (iii) teacher continuous professional development and the monitoring and quality assurance of education services. The decentralized levels of management will be as follows: the SUBEB, for category (i); the LGEA and/or community organizations including a SMBC/CBMC, for category (ii); and the LGEA, for category (iii). To calculate the percentage, the numerator will include the UBE IF funds that have been made available to any of the agencies named in the previous sentence for expenditures in any of the three categories for which the agencies are responsible; and the denominator will include all UBE IF funds allocated for the three categories. Further details on the definitions of small-scale works, funds availability and decentralized management, as well as the calculation of the percentage, will be provided in the Operations Manual.
Data source/ Agency	UBEC/SUBEBs
Verification Entity	IVA
Procedure	**DLR 6.1:** In Year 2, after the Nigerian fiscal year for 2026 has closed, the IVA is provided, for each of the Nigerian fiscal (calendar) years 2025 and 2026: (i) the approved UBE IF allocation for each state, broken down so as to indicate the allocation for the matching funds component; and (ii) the amount actually released to the states, again broken down so as to indicate the amount released for the matching funds component. Proof of transfers made to the states must come from UBEC and state records; and the amounts presented in the evidence from both the UBEC and state sides must match each other. The IVA determines for each state (and the FCT) if the full amount allocated for the matching funds component was in fact released to and received by the state; this is a yes/no determination. The IVA then counts the number of states/FCT that received the full amount allocated for the matching funds component, for 2025 and 2026; determines if the number for 2026 is greater than the number for 2025; and determines if the number for 2026 is at least 20. **DLRs 6.2 – 6.3:** In each year associated with these DLRs, UBEC provides to the Program Manager financial statements demonstrating the percentage of core UBE funds that have been decentrally managed. The characteristics of the statements will be elaborated in the Operations Manual. An IVA verifies the percentage of funds that have been decentrally managed, using the financial statements and other source materials as needed.
7: Percentage of public primary schools using annual school grant (ASG) (Percentage)	
Formula	**DLR 7.1:** US$200,000 are disbursed to each participating State that: (i) approves a minimum grant amount and disbursement schedule of not less than US$100 equivalent per term; (ii) approves updated SBMC reglations for governance and management, including the budgeting, reporting and accounting of the grant; and (iii) compiles a database of school financial account numbers for at least 80 percent of public primary schools. **DLR 7.2:** For each participating State in which at least 70 percent of public primary schools receive at least the minimum grant amount of US$100 equivalent per term and manage the grant funds according to the updated regulations, expending at least 95 percent of the received grant, the amount allotted to the DLR for that participating State is disbursed. If the DLR target of at least 70 percent is not achieved, no funds are disbursed. The amount allotted to the DLR for any given participating State (PS) equals the number of public primary schools in the PS expressed as a percentage

	of the total number of public primary schools nationwide, multiplied by the maximum amount allocated to the DLR (US$20.1 million). For example, if a given PS has 6,700 public primary schools and it achieves the DLR; and if there are 67,000 public primary schools nationwide; then the given PS's reward will be US$20.1 million multiplied by (6,700/67,000), or US$2.01 million. **DLR 7.3:** For each participating State in which at least 80 percent of public primary schools receive at least the minimum grant amount of US$100 equivalent per term and manage the grant funds according to the updated regulations, expending at least 95 percent of the received grant, the amount allotted to the DLR for that participating State is disbursed. If the DLR target of at least 80 percent is not achieved, no funds are disbursed. The amount allotted to the DLR for any given participating State (PS) equals the number of public primary schools in the PS expressed as a percentage of the total number of public primary schools nationwide, multiplied by the maximum amount allocated to the DLR (US$22.1 million). **DLR 7.4:** For each participating State in which at least 90 percent of public primary schools receive at least the minimum grant amount of US$100 equivalent per term and manage the grant funds according to the updated regulations, expending at least 95 percent of the received grant, the amount allotted to the DLR for that participating State is disbursed. If the DLR target of at least 90 percent is not achieved, no funds are disbursed. The amount allotted to the DLR for any given participating State (PS) equals the number of public primary schools in the PS expressed as a percentage of the total number of public primary schools nationwide, multiplied by the maximum amount allocated to the DLR (US$24.1 million).
Description	This DLI incentivizes State governments to provide public primary schools with a regular grant to cover non-salary, school recurrent costs; to ensure that the funds are used transparently to meet essential school operational needs; and to strengthen school governance and management. In Year 1, the participating State is rewarded for meeting certain conditions. First, identifying the amount of the grant that will be disbursed each year to schools, as well as the schedule of disbursement (e.g. each month or term) and the formula that will be used to determine the amount per school. The grant amount and disbursement schedule must not be less than US$100 per term. Second, updating SBMC regulations governing the management and use of the school grant, as well as community involvement in school management and governance. The regulations must cover the procedures for budgeting, reporting, accounting and involving the community; and include a positive list of eligible expenditures, including mandatory expenditures. The positive list will include such categories as TLMs, cleaning and maintenance, attendance monitoring and addressing drop-out, and ASC data submission. The guidelines pertaining to management and governance will address *inter alia* inclusion and child protection (including the adoption of a SEA/H-GBV protocol), climate awareness and resilience, and community involvement with mechanisms for parents to monitor and provide feedback on school quality and performance. Third, compiling a database of financial account numbers of at least 80 percent of public primary schools. The account numbers may be for a commercial bank or other financial intermediary (e.g. mobile money operator), provided that they enable the transfer to the SBMC in a manner that is transparent to all SBMC members. In each of Years 2-4, States will be rewarded for ensuring that a certain percentage of public primary schools receive and properly manage a school grant, with the percentage increasing each year; and that in each year, the SBMC expends at least 95 percent of the funds received. To receive a grant, the school will need to have a duly constituted management committee and a bank or other financial account that can be accessed and managed transparently. Reward disbursements will be contingent upon the school receiving not less than the minimum grant amount as per the agreed formula and disbursement schedule; and the SBMC managing the funds as per the regulations, and expending at least 95 percent of funds received.
Data source/ Agency	**DLR 7.1:** Official documentation of participating State SUBEBs/SMEs; IVA review **DLRs 7.2 – 7.4:** Official documentation of participating State SUBEBs/SMEs; information generated by IVA contact with SBMCs.
Verification Entity	IVA
Procedure	**DLR 7.1:** For each participating State, the SUBEB Chairman or SME Commissioner provides the Program Manager with a regulatory document approved by the Governor's Office that stipulates the amount and payment schedule of the grant, the formula that will be used to determine the amount per school, as well as the regulations pertaining to the use of the grant and to school management and governance. The regulations must include the elements outlined in the description above. They also provide the Program Manager with a database containing the official list of all public primary schools; indicating those for which a financial mechanism is in place (such as an account with a commercial bank or other financial intermediary). The Chairman/Commissioner confirms that the percentage of public primary schools for which a financial mechanism is in place is 80 percent or greater. For each state, an IVA verifies that the regulatory document provided is valid and includes the above-mentioned elements; that the database is complete and indicates those schools for which a financial mechanism is in place, and that such schools constitute at least 80 percent of all schools in the database.

	DLRs 7.2 – 7.4: In each year, for each participating State, the SUBEB Chairman or SME Commissioner provides the Program Manager with evidence of all the public primary schools that have received the minimum grant amount as per the payment schedule contained in the regulatory document submitted in evidence for DLR 7.1, indicating what percentage of all public primary schools received the grant. The evidence will include the updated list of all public primary schools, indicating those which received the minimum grant amount; as well as evidence of payment, such as payment instructions to financial institutions. (Any account details will be suitably anonymized and incomplete to protect privacy and prevent fraud, in accordance with relevant regulations). An IVA verifies on the basis of the evidence submitted what percentage of all public primary schools received the grant. The IVA contacts a random and representative sample (for each state) of SBMCs to verify if the funds were received and managed as per regulations, and that at least 95 percent of the funds were expended; the sample is drawn solely from those schools reported to have received funds. The percentage of schools in the sample that is found by the IVA to have received and managed/expended the funds as per regulations is then multiplied by the percentage of public primary schools that received the grant to determine the percentage against which the disbursement is calculated as per the formula. For example, if 80 percent of all schools received the minimum grant funds, and the IVA finds that 80 percent of schools sampled received and managed the funds as per regulations (and expended at least 95 percent of the funds received), then the percentage used to calculated disbursement for that state is 80/100 multiplied by 80/100 = 64 percent.
8 : Percentage of schools included in current-year Annual School Census (ASC) Report (Percentage)	
Formula	**DLR 8.0:** The full amount (US$1 million) is disbursed once the FME has provided all States/FCT access to the national digital NEMIS data template and platform, including functionalities for uploading all state/FCT data, generating dashboards to publish ASC results at different levels of disaggregation (including state/FCT, LGEA and school), and downloading school-level data; as well as the operational procedures for all system administrators and users. If one or more States/FCT does not have this access, then no amount can be disbursed. **DLR 8.1**: For each State/FCT in which: (i) all LGEAs have received not less than five dedicated digital devices pre-loaded with the NEMIS digital ASC form and all staff members designated for data entry and transmission have been trained on its use; (ii) all LGEAs and the SME have adequate IT infrastructure for data access and validation; and (iii) a list of all public and private pre-primary, primary, junior secondary and senior secondary schools has been compiled: US$300,000 are disbursed. **DLR 8.2**: For each State/FCT, if the 2026-27 ASC state database and Report are digitally published by 15 February, 2027 incorporating validated and digitally submitted data from at least 90 percent of all public and private basic education and senior secondary schools, and the data can be publicly accessed with disaggregation available at school and LGEA level, then the amount allotted per State/FCT (US$400,000) is disbursed. If for any given state/FCT the percentage is below 90 percent at the time of verification, then no funds are disbursed for that state. However, the reward may be claimed in a subsequent year if the percentage threshold is found to have been met for the 2026-27 database and Report. Any state/FCT for which data collection for 2026-27 has been financed in full by another donor partner and/or a World Bank-financed operation is not eligible for the DLR reward. **DLR 8.3**: If the 2027-28 ASC national database and Report are digitally published by 15 March, 2028, incorporating validated and digitally submitted data from at least 90 per cent of all public and private basic education and senior secondary schools, and the data can be publicly accessed with disaggregation available at school, LGEA and state level, then US$2 million are disbursed (the full allocation). If the percentage is below 90 percent at the time of verification, then no funds are disbursed. However, the reward may be claimed in a subsequent year if the percentage threshold is found to have been met for the 2027-28 database and Report. **DLR 8.4**: For each State/FCT, if the 2028-2029 ASC state database and Report are digitally published by 15 February, 2029 incorporating validated and digitally submitted data from at least 95 percent of all public and private basic education and senior secondary schools, and the data can be publicly accessed with disaggregation available at school and LGEA level, then the amount allotted per State/FCT (US$450,000) is disbursed. If for any given state/FCT the percentage is below 95 percent at the time of verification, then no funds are disbursed for that state/FCT. Any state/FCT for which data collection for 2028-29 has been financed in full by another donor partner and/or a World Bank-financed operation is not eligible for the DLR reward.
Description	The DLI links disbursements to the digital submission and publication of ASC data. In order to achieve DLR 8.0, the federal government will first complete certain preparatory activities, with support from the IPF component for technical assistance and the procurement of equipment as needed: (i) agreement between NEMIS (FME) and UBEC, with action plan, for aligning unique school/EMIS codes across the NPA and ASC platforms and census codes; (ii) NEMIS digital platform is upgraded to publish snapshot of ASC results at all levels of disaggregation including state, LGEA and school; to enable uploading and validation of data; and to enable downloading of school level data; (iii) NEMIS agrees with States/FCT on a revised schedule for collection, analysis and publication of data and statistical report within the second term of the same school year; and (iv) FME approves a budgeted plan for supporting states in collection/publication of

	ASC data, and for upgrading and maintaining the NEMIS digital ecosystem. With these in place, in order to achieve DLR 8.0 the FME will then provide all States/FCT access to the national digital NEMIS data template and platform, including the functionalities described in point (ii) above; as well as the operational procedures for all system administrators and users. In parallel, the States/FCT will put in place the conditions required to operationalize the digital system at their level, so as to achieve DLR 8.1. The States/FCT will be rewarded for ensuring that each LGEA has received at least five dedicated digital devices with NEMIS digital ASC form, and all staff designated for data entry and transmission have been trained; that all LGEAs and the SME have adequate IT infrastructure for data access and validation; and that a list of all public and private pre-primary, primary, junior secondary and senior secondary schools has been compiled. A dedicated device is a device that can be used *only* to collect and transmit ASC data or perform another essential school function (e.g. conduct classroom observations). In Years 2 (DLR 8.2) and 4 (DLR 8.4), the States/FCT will be rewarded for making the ASC database and Report publicly available in digital format by 15 February of the same academic year based on a certain percentage coverage of schools; with disaggregation available down to the LGEA and school level. In Year 3 (DLR 8.3), the federal government will be rewarded for making the ASC database and Report publicly available in digital format by 15 March of the same academic year based on a certain percentage coverage of schools; with disaggregation available down to the state, LGEA and school level.
Data source/ Agency	**DLR 8.0:** SMEs EMIS offices and IVA survey results **DLR 8.1**: SMEs and IVA survey results **DLRs 8.2 – 8.4**: IVA survey results
Verification Entity	IVA
Procedure	**DLR 8.0:** The SME Commissioner or Head of the office responsible for EMIS in each of the 37 states/FCT sends official correspondence to the Program Manager confirming that they are able to access the national digital NEMIS data template and platform, and that it includes functionalities for uploading their state/FCT data, generating dashboards to publish ASC results at different levels of disaggregation (including state/FCT, LGEA and school), and downloading school-level data; and that they have received the operational procedures for all system administrators and users. For each state/FCT, an IVA verifies that the relevant EMIS office can indeed access the template/platform, and that it has the aforementioned functionalities; and that the office responsible for EMIS has received the operational procedures. Provided the IVA confirms that that these conditions have been met in *all* 37 states/FCT, then the DLR can be considered achieved. **DLR 8.1:** For each State/FCT, the SME Commissioner confirms in writing to the Program Manager that all LGEAs have at least five dedicated digital devices with NEMIS digital ASC form for data entry, and that all staff designated for data entry have been trained; and that all LGEAs and the SME have adequate IT equipment for accessing and validating ASC data. The Commissioner also provides the Program Manager with a list of all public and private pre-primary, primary, junior secondary and senior secondary schools along with the identification code for each school. For each state/FCT, an IVA verifies that all LGEAs have received at least five dedicated digital devices with NEMIS digital ASC form, and their designated staff have been trained on data entry and transmission; and that the SME and LGEAs in each State/FCT have adequate IT infrastructure for ASC data access and validation. The IVA also verifies and validates the aforementioned list of schools. The IVA reports on which States/FCT have achieved the result. **DLRs 8.2 and 8.4:** For each state/FCT, and no later than 15 working days after the formula deadline, an IVA verifies that the ASC database and Report for the current academic year are digitally published and publicly accessible; what percentage of all public and private basic education and senior secondary schools have data in the database; and that aggregated data can be accessed for the State/FCT as a whole, for each LGEA as a whole, and for each school in the database. The IVA reports on which States/FCT have achieved the result, indicating by state what percentage of schools have data in the database. For each state/FCT, the IVA will also be responsible for determining if the data collection for the academic years 2026/27 and 2028/29 was financed in full by another donor partner and/or a World Bank-financed operation. **DLR 8.3:** No later than 15 working days after the formula deadline, an IVA verifies for the country as a whole that the ASC database and Report for the current academic year are digitally published and publicly accessible; what percentage of all public and private basic education and senior secondary schools have data in the database; and that aggregated data can be accessed for the country as a whole, for each State/FCT as a whole, for each LGEA as a whole, and for each school in the database. The IVA reports on which States/FCT have achieved the result, indicating by state what percentage of schools have data in the database.

Notes:

1. In all cases involving an IVA, the IVA will be competitively selected; the ToR in the contract must be approved by the Association prior to contract signature. Further detail on the verification procedures for all DLRs, including those involving an IVA, will be provided in the POM. It is understood that as part of the verification procedure, the IVA submits its report to the Program Manager, clearly indicating the extent to which the DLR has been achieved. The Program Manager informs the Association in writing, attaching the IVA report as evidence; and this triggers disbursement (for each participating State or for the federal government) of the amount determined by the formula, provided the Association validates the evidence. For all verification procedures, further details will be provided in the POM. See also Section III. C. Disbursement Arrangements above.
2. All evidence submitted to the Association by the Program Manager, including IVA reports and any documents that may have been reviewed or produced by the IVA, that a DLR has been achieved will be reviewed, validated and approved by the Association according to its internal procedures. The Association may choose to question or reject the validity of evidence submitted, and may also request clarifications, further verifications or evidence, and re-submission of evidence; in any such cases, the Association will provide reasons for its position to the Program Manager.
3. The schedule for achieving results is provided in the DLI/DLRs table above. That notwithstanding, some of the DLRs can be achieved behind this schedule and still qualify for disbursement.
    a. The following DLRs that are awarded to participating States can be achieved up to one year later than scheduled, and still be eligible for disbursement: 1.0 (TLMs quality assured and needs-estimated, and track-and-trace system approved); 2.0 (SPP training packages approved); 3.1 (Learning evaluation mechanisms for Grades 1-2 literacy and numeracy approved); 4.1 (Government-community agreements signed to create new classrooms); and 5.1 (NFLCs have Management Committee, teacher and TLMs). If any given participating State still does not achieve the DLR in the year later than scheduled, then it is no longer eligible for any DLR in that DLI. For example, if a participating State does not achieve DLR 1.0 in either Year 0 or Year 1, then it is not eligible for any DLR rewards under DLI 1.
    b. Participating States may claim awards under DLR 1.1 in any of the years 1-4; under 2.1 in any of the years 1-4; under 4.2 in any of the years 2-4; and under 5.2 in any of the years 2-4.
    c. DLR 3.0 can be achieved up to one year later than scheduled, and still be eligible for disbursement. If it is achieved after Year 1, no reward may be disbursed against 3.0, and furthermore no reward may be disbursed against DLR 3.4.
    d. The following DLRs must be achieved in the year scheduled, and cannot be claimed for disbursement in any subsequent year: 2.2 and 2.3 (regular mentoring of primary teachers during the academic year); 3.2 and 3.3 (conduct of early learning evaluations and acting upon the results); and 7.2 and 7.3 (reception of annual school grants).
    e. DLR 8.0 can be achieved up to one year later than scheduled, and still be eligible for disbursement. DLRs 8.2 and 8.3 can be achieved in any later year, even though the result will not have been achieved by the publication deadline indicated in the protocol; see protocol for further details.
    f. All Year 4 DLRs must of course be achieved prior to project closure.
4. For DLRs that are non-scalable at state level, each participating State receives the same amount if it achieves the DLR. The amount to be awarded to each participating State is provided in the formulae above. The only exception to this is if the total value of the achievement, aggregating across participating States, exceeds the maximum amount allocated to the DLR. In that case, the value of the reward per participating State would be equal to the value as stated in the formula multiplied by the maximum amount divided by the total value of the achievement. For example, DLR 1.0 awards US$500,000 to each participating State that achieves the result, up to a maximum amount of US$15 million across all participating States. In the event that 31 states/FCT achieve the result, that would represent a total value of US$15.5 million, which exceeds the maximum amount. In this case, the amount awarded per participating State, for all 31 states that achieved the result, would be US$500,000 multiplied by (15M/15.5M) = US$483,871.
5. For DLRs that are scalable at state level, the amount received by each participating State will be different than what is indicated by the formula if the total achievement across all participating States corresponds to a value that exceeds the maximum amount allocated to the DLR. If the total quantitative achievement represents a value that is equal to or less than the maximum amount allocated to the DLR (Case One), then the amount received by each participating State is equivalent to their quantitative achievement multiplied by the unit reward value. However, if the total quantitative achievement represents a value that is greater than the maximum amount allocated to the DLR (Case Two), then the unit reward will be reduced proportionately. For example,

assume that for DLR 2.2 (Year 2), US$5,000,000 are allocated and there is a US$24 reward for each teacher that is regularly mentored.

- Case One: the total quantitative achievement represents a value that is equal to or less than the maximum amount allocated to the DLR. Assume that in Year 2 all participating States collectively have 200,000 teachers who are regularly mentored; and that Niger State in particular has 20,000. The total value of the achievement of all participating States is equal to 200,000 multiplied by US$24 = US$4,800,000. This is less than or equal to the maximum amount allocated to the DLR (US$5,000,000). In this scenario, the unit reward is not affected, and Niger State would be rewarded 20,000 x US$24 = 480,000.
- Case Two: the total quantitative achievement represents a value that is greater than the maximum amount allocated to the DLR. Assume instead that in Year 2 that all participating States collectively have 280,000 teachers who are regularly mentored; and that Niger State in particular has 20,000. The total value of the achievement of all participating States is equal to 280,000 multiplied by US$24 = US$6,720,000. This is greater than the maximum amount allocated to the DLR (US$5,000,000). In this scenario, the unit reward is affected. The unit reward must be adjusted to equal to its value multiplied by the maximum amount expressed as a percentage of the total value of the achievement (as calculated using the unadjusted unit award). That is, the adjusted unit reward is US$24 multiplied by ((US$5,000,000 (maximum amount) divided by 6,720,000 (total value of achievement using unadjusted unit award)) = US$17.86. In this case, Niger State would be rewarded 20,000 x US$17.86 = US$357,143 (and *not* 20,000 multiplied by US$24 = 480,000).

6. If the total quantitative achievement represents a value that is less than the maximum amount allocated to the DLR, then the undisbursed amount remains available for states to claim against this DLR in subsequent years. (There are some exceptions to this rule, as explained in para 3 above; it does not apply to those DLRs that must be achieved in the year in which they are scheduled).
7. For all DLIs, the use of the word 'state' (as in 'participating state') is taken to include the FCT, if the FCT is a participant in the DLI.

Top-up Triggers under GPE STG Grant

The GPE Grant allocates US$46.086 million towards DLI rewards. Of this amount, US$15 million are top-up triggers for Akwa-Ibom, Kebbi and Lagos. Each of these states will receive up to US$5 million of GPE funds, in return for meeting the DLR targets for three DLIs. (The reward for meeting the target may be financed in whole or in part by the GPE funds).

- DLI 3: Percentage of children proficient in literacy and numeracy;
  - DLR 3.0 is a federal reward.
  - DLRs 3.1, 3.2 and 3.3 are exclusively state-level rewards.
  - DLR 3.4 is also a state-level reward, though US$5 million of the maximum amount allocated to this DLR is set aside as a federal award.
- DLI 7: Percentage of public primary schools using annual school grant;
  - All DLRs (7.1-7.4) are state-level rewards.
- DLI 8: Percentage of schools included in current-year Annual School Census Report
  - DLRs 8.0 and 8.3 are federal rewards.
  - DLRs 8.1, 8.2 and 8.4 are state-level rewards.

Further detail on the DLRs for these DLIs can be found in Table 5 and this annex.

ANNEX 2: Gender Interventions in HOPE Education	
DLI	**Interventions**
1	Gender audit of TLMs to remove harmful stereotypes and promote gender-affirmative roles
2	Teacher training and mentoring includes promotion of gender-aware active learning and classroom participation. Increase in proportion of mentors who are female.
3	Learning evaluations disaggregate results by gender at local level, enabling targeted support to teachers to take remedial action
4	Community management organizations responsible for classroom construction will mobilize for child enrollment, including a focus on identifying out-of-school girls and promoting gender parity. The construction must include establishment of a secure perimeter and provision of WASH facilities for girls.
5	Non-formal learning center (NFLC) management committees will mobilize for child enrollment, including a focus on identifying out-of-school girls and promoting gender parity. The management committee will adopt and operationalize a safety, inclusion and VBG framework/mechanism that both ensures the NFLC is secure within the community, including measures to ensure safe passage to/from schools (e.g. 'walking school bus'); and that girls are safe within the school, including linkages to state-level systems and networks for reporting, case management and referral.
6	Strengthened approaches to gender-based planning and budgeting incorporated in revised UBE IF formula/guidelines.
7	Strengthened school governance and management will include capacity building on safety, inclusion and VBG, including adoption of a safety, inclusion and VBG framework/mechanism that both ensures the school is secure within the community, including measures to ensure safe passage to/from schools (e.g. 'walking school bus') and providing a secure perimeter; and that girls are safe within the school, including linkages to state-level systems and networks for reporting, case management and referral.
8	Review ASC data collection format to ensure gender-relevant information is collected; and ensure ASC dashboards and publications provide gender-disaggregation and gender-specific indicators

ANNEX 3: Climate Change and Basic Education

1. **Nigeria is highly vulnerable to climate change and climate variability.** According to the 2021 Notre Dame Global Adaptation Index, it is the world's 64th most vulnerable country and the 13th least ready country to adapt to climate change. Today, it faces a wide range of environmental challenges and natural hazards, such as floods, erosion, drought, and desertification, especially in the semi-arid areas of the country.[38] Climate change exacerbates these challenges, with negative impacts on every sector, particularly education, health, water resources, infrastructure, and agriculture.

2. **In the past decades, Nigeria witnessed highly variable precipitation, temperature increases, and drought.** The annual variability of rainfalls, particularly in the north, has resulted in climatic hazards, especially floods and drought. The country was affected by annual flooding, with unprecedented events recorded in 2012 and 2022. The 2012 flood affected more than 4 million people and caused losses and damages of over US$16 billion. The 2022 flood caused 603 deaths, 2,407 injured, and over 2.8 million displaced across Nigeria;[39] it also generated direct economic damages in the range of US$3.8 billion to US$9.1 billion, with the median at US$6.7 billion, as of November 25, 2022.[40] In addition, over the last 30 years, the country suffered from temperature increases of about 0.19°C per decade, and encroachment by the Sahara Desert.[41]

3. **Climate projections show further temperature increases, and intensification of natural disasters.** Temperatures are expected to increase by 2.9°C to as much as 5.7°C by end of the century,[42] which will extend the duration of heatwaves by an estimated 8 to 55 days during the same period. In addition, heavy rainfall is predicted to intensify; while extreme rainfall events are likely to cause flooding that affects rivers and surface runoff during the summer rainy season. Moreover, the intensification of floods and the extended duration of droughts are likely to increase the frequency and intensity of natural disasters.

4. **Climate change is profoundly affecting Nigeria's economy and society**. The above climate risks increase food insecurity, population displacement, conflicts, and biodiversity loss.[43] Climate change has a negative impact on the WASH sector, as droughts and floods prevent access to water resources, or pollute them—which compromise safe sanitation and hygiene practices. Floods and droughts dramatically affect agriculture, which is the main source of income for 80 percent of the rural poor. Frequent and intense rainfalls also increase vector-borne diseases, such as malaria.[44] Moreover, natural disasters lead to infrastructure degradation, crop failure, and increased food insecurity—particularly affecting the low-income households. In the future, climate inaction is estimated to cost Nigeria between 6 and 30 percent of GDP by 2050, equivalent to a loss of US$100–460 billion.[45]

[38] World Bank, *Climate Risk Country Profile*: *Nigeria*.
[39] UN Office for the Coordination of Humanitarian Affairs, "Nigeria Floods Response–How to Help," https://reliefweb.int/report/nigeria/nigeria-floods-response-how-help-october-2022.
[40] GRADE Note on the June–November 2022 Nigeria Floods.
[41] World Bank, *Climate Risk Country Profile*: *Nigeria*.
[42] With nighttime temperatures likely to increase by as much as 4.7°C
[43] Ani, K., Anyika, V. and Mutambara, E. 2021. "The impact of climate change on food and human security in Nigeria." IJCCSM 14, 2.
[44] UNICEF (United Nations Children's Fund), "Why Water, Sanitation and Hygiene Must Be Top of Your Climate Agenda," https://wcmsprod.unicef.org/media/109481/file/WASH%20Climate%20Paper.pdf.
[45] 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.

5. **Climate change can drastically affect the education sector in Nigeria.** A recent analysis showed that the vulnerability of the country's education sector to the major climate-related risks (floods, droughts) is 'very high' or 'high', depending on the location. Climate change can affect the sector ***directly***: for example, severe floods can destroy or damage school buildings, which would prevent children from going to school. High temperatures also affect education outcomes: prolonged exposure to extreme heat causes heat illnesses and discomfort, leading to missed school days and poorer academic performance, especially for young children (UNICEF, 2021).[46] In addition, high temperatures affect working memory, stamina and cognitive efficiency—thus harming the students' ability to learn and the teachers' ability to teach. Climate change can also affect the sector ***indirectly***: when households face income loss and food insecurity due to natural disasters, children's education may be interrupted and some may have difficulty returning to their studies. Children excluded from school or discriminated against—especially girls and children with disabilities—are often the same children who are most affected by climate change and disasters. They are more likely to participate in day labor following a disaster or in situations of chronic environmental degradation, even when schools are open. Moreover, recurring natural disasters, such as floods, can trigger outbreaks of waterborne diseases, which can also prevent children from returning to school. Furthermore, natural disasters can cause economy-wide damage, that can limit the resources available for education, leading to reduced funding, compromised infrastructure, and limited access to quality education for Nigerian students.

6. **Integrating climate awareness and action in basic education requires comprehensive measures.** It is essential to prioritize investments in climate-resilient education, such as building new schools and improving existing infrastructure that can withstand extreme weather events. In addition, integrating climate change education into the curriculum, providing life skills training, and supporting the poorest households can help build climate resilience in and through girls' education. This is crucial for the sustainable development of the Nigerian education system and the economy as a whole. The current project intends to address the above-mentioned needs, through the specific measures described in Table A3.1 below.

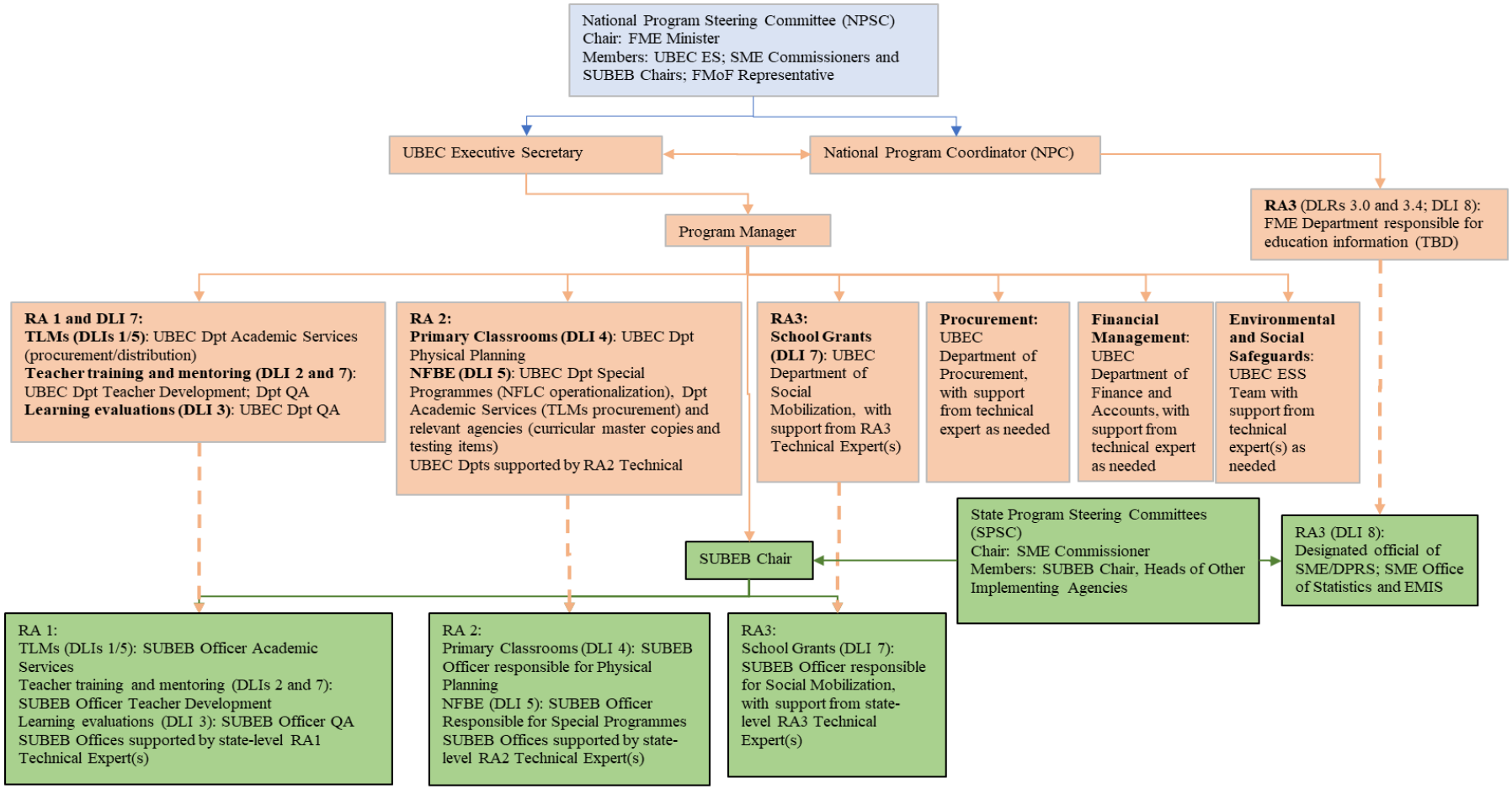
Table A3.1: HOPE-EDU Climate Actions

DLI/DLR: amount allocated (US$ million, IDA only)	**Climate actions incorporated**
DLI 1: **66.827**	Incorporate climate awareness, adaptation and mitigation into TLMs used for structured pedagogy, at level appropriate for primary grades. The following can be incorporated into reading materials • Awareness: e.g. drought, flooding and heat • Adaptation: e.g. tree planting to create shade, siting buildings away from flood-prone area, how to respond to natural disasters, capturing rainwater • Mitigation: e.g. using hedges or other materials to establish school perimeter, instead of building materials; using energy-efficient light bulbs; using solar panels to generate power Further, the distribution system (including warehousing and distribution) will be analyzed for climate-related risks, leading to adaptation (e.g. warehouses being relocated or strengthened against flooding) and/or mitigation (e.g. using more fuel-efficient vehicles; more energy-efficient warehouse lighting).
DLI 2: 102.134	**DLR 2.0**: Incorporate climate awareness, adaptation and awareness into teacher/ training modules, so that they can effectively teach, and be supported to teach, themes that have been incorporated into DLI 1 TLMs. **DLR 2.2**: As a result of training, teachers are enabled to teacher effectively on themes pertaining to awareness, adaptation and mitigation; and mentors are similarly enabled to support teachers. **DLR 2.3**: Mentors provide periodic support to teachers to teach effectively on themes pertaining to awareness, adaptation and mitigation.

[46] UNICEF (United Nations Children's Fund), "Why Water, Sanitation and Hygiene Must Be Top of Your Climate Agenda," https://wcmsprod.unicef.org/media/109481/file/WASH%20Climate%20Paper.pdf.

	DLR 2.4: There is an improvement over baseline of teacher effectiveness, including on themes pertaining to awareness, adaptation and mitigation.
DLI 3: 64.566	**DLR 3.1**: Learning evaluation instruments for language include items that use themes of awareness, adaptation and mitigation. **DLRs 3.2 – 3.3**: LGEAs identify gaps in language learning, including those that enable comprehension of themes of awareness, adaptation and mitigation. **DLR 3.4**: There is an improvement over baseline of child literacy, including their ability to understand themes of awareness, adaptation and mitigation.
DLI 4: 79.800	**DLR 4.1**: Community partnership agreements, as well as the school designs and operational manual for community-managed construction, will include process and end-result standards that incorporate climate awareness, and include measures of adaptation and mitigation. This will include: i) selecting site to avoid flood-prone areas and consider availability of safe transportation routes in case of climate-induced catastrophe; ii) school designs that incorporate adaptation and mitigation (see below for specifics); and iii) application of EDGE (or equivalent) Certification standards into building materials and practices. **DLR 4.2**: Construction projects will incorporate various climate-response measures, as follows. • Adaptation: site surveys, and choosing site in an area not flood-prone and that is proximate to available transportation route enabling evacuation if needed; wall and roof design incorporates proper ventilation and reflective surfacing; landscaping to provide shade, protect against severe wind, and mitigate flood risks; rainwater harvesting for conservation and clean water availability during flooding and other disasters; disaster risk reduction through reinforced structures; disaster risk identification, early warning systems, and emergency response plans. • Mitigation: use of energy-efficient lighting; solar panels; natural materials to protect perimeter (e.g. hedging); low-carbon building materials; incorporation of EDGE Certification standards (or equivalent) into materials and building practices. • Adaptation/mitigation: community management committee provided with technical advice and training on climate awareness and response.
DLI 5: **40.267**	**DLR 5.1**: Incorporate climate awareness, adaptation and mitigation into TLMs used for NFBE programs, at level appropriate for primary grades. Same themes as those identified under DLI 1. Further, Management Committee and teacher are provided with technical advice and training on climate awareness and adaptation/mitigation responses that could be applied at the NFLC. **DLR 5.2**: Children doing NFBE program learn about climate awareness, adaptation and mitigation themes incorporated into TLMs.
DLI 6: **10.000**	Climate awareness and adaptation/mitigation responses are incorporated into UBE Intervention Fund formula and guidelines, enabling use of funds to promote awareness and response across all areas covered by UBE funding (including civil works, TLMs, teacher continuous professional development, school governance/management, use of school operating grants, M&E).
DLI 7: 68.970	**DLR 7.1**: Revised management regulations will include strengthened guidelines pertaining to climate awareness and response. These will focus on those areas that are within the scope of the SMBC's responsibilities and resources; see below for specifics. **DLRs 7.2 – 7.4**: SBMCs are provided with advice on climate awareness and response; develop climate risk response plans, including risk management plan (identification, EWS, and emergency response); and use a portion of their annual school grant to introduce response measures, including: • Adaptation: rainwater harvesting for conservation and clean water availability during flooding and other disasters; making walls/roofs reflective; landscaping for shading and reducing flood risks; implementation of emergency response plans, if needed • Mitigation: installation of energy efficient light bulbs; use of hedging to establish perimeter; use of low carbon materials for minor repairs
DLI 8: **41.100**	**DLR 8.1**: Climate-resilient digital devices (for data collection) hardware will be selected for procurement, incorporating design features that protect against water damage. **DLRs 8.2 – 8.4**: Information is generated each year on school climate awareness and response, enabling tracking of progress and supporting integration of climate awareness/response into policy development, planning and budgeting.

ANNEX 4: Program Implementation and Institutional Arrangements



Nb. Solid lines denote relation of accountability and reporting. Dotted lines denote relation of technical support.