



**NIGERIA HUMAN CAPITAL OPPORTUNITIES  
FOR PROSPERITY AND EQUITY –  
GOVERNANCE (HOPE-GOV)**

2026

Labour Management Procedure (LMP)

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## List of Acronyms

<b>Acronym</b>	<b>Full Meaning</b>
AIDS	Acquired Immune Deficiency Syndrome
CIC	Customer Interaction Center
EHS	Environmental, Health, and Safety
ESF	Environmental and Social Framework (World Bank)
ESHS	Environmental, Social, Health, and Safety
ESS	Environmental and Social Standard
ESS2	Environmental and Social Standard 2 (Labour and Working Conditions)
FCT	Federal Capital Territory
GRM	Grievance Redress Mechanism
HIV	Human Immunodeficiency Virus
HOPE-GOV	Human Capital Opportunities for Prosperity and Equity – Governance
ILO	International Labour Organization
IPC	Infection Prevention and Control
IPF	Investment Project Financing (World Bank instrument)
IVA	Independent Verification Agent
LFN	Laws of the Federation of Nigeria
LMP	Labour Management Procedure
NPCU	National Program Coordinating Unit
NOSHIC	National Occupational Safety Health Information Centres
NWC	National Working Committee
OHS	Occupational Health and Safety
PMT	Project Management Team

PPE	Personal Protective Equipment
RTU	Registrar of Trade Unions
SEA/SH	Sexual Exploitation and Abuse / Sexual Harassment
SEP	Stakeholder Engagement Plan
STU	State Technical Unit
WB	World Bank
MDAs	Ministries, Departments and Agencies
GoN	Government of Nigeria
M&E	Monitoring and Evaluation

## **1.0 Introduction**

The HOPE-GOV Program, supported by the World Bank, is designed to strengthen governance, accountability, and service delivery in Nigeria. The program requires the engagement of various categories of workers. In line with the World Bank's Environmental and Social Framework (ESF), particularly Environmental and Social Standard 2 (ESS2) on Labour and Working Conditions. This Labour Management Procedure (LMP) sets out the principles, rules and measures to be applied in managing labour-related issues during program implementation.

By implementing this LMP, the HOPE-GOV Program will ensure a safe, fair, and inclusive working environment, aligning with international labour standards and promoting accountability, transparency, and worker protection throughout program implementation.

## **2.0 Objectives of the LMP for the HOPE-GOV**

The objectives of this LMP are to:

- Promote fair, safe, and healthy working conditions.
- Protect workers' rights and ensure compliance with Nigerian laws and ESS2.
- Establish transparent and accountable labour practices.
- Provide mechanisms to prevent and respond to labour-related risks, including SEA/SH.
- Define procedures for addressing workers' grievances.

## **3.0 Scope of Application**

This LMP applies to all categories of project workers engaged under HOPE-GOV: Direct Workers, Contracted Workers.

#### **4.0 Types of Workers**

ESS 2 categorizes workers into direct workers, contracted workers, local workers, and primary supply workers. The categories for which the programme workers have been defined are provided below.

##### **4.1 Direct Workers**

These are public officers from government ministries, departments, and agencies (MDAs) at national, state, and LG levels. They will be governed by the Nigerian Employment Act and public service regulations. The National Program Coordinating Unit (NPCU) will be responsible for the daily management and coordination of the HOPE-GOV Program. HOPE-GOV will oversee implementation, ensuring alignment with program objectives and timelines.

The NPCU will be led by a Program Coordinator and will comprise professionals such as procurement officers, project accountants, safeguarding officers (environmental and social), M&E specialists, amongst others. Other Public Officers will include environmental and social safeguards officers.

##### **4.2 Contracted Workers**

This category of workers includes individuals and organizations engaged through contracts to provide technical assistance. This includes consultants, experts, service providers (TAs and IVAs) engaged through the NPCU to support program implementation under mutually agreed contracts.

National TAs/Consultants will provide technical support to the PMT, enhancing capacity and facilitating efficient programme implementation. The PMT will also collaborate with sub-national officers, ensuring seamless coordination between Federal and State-level activities to drive effective program implementation across all implementing entities

***Although the LMP covers the IPF Component of the Programme, under the PforR, Technical Assistance Staff and Primary Supply Workers will be required.***

## **5.0 Applicable National Laws and Standards**

Various National laws, policies, systems, standards and international good practice codes are applicable to the implementation of this Programme. Such requirements are outlined in the following sections.

### **5.1 Labour Act, Chapter 198, Laws of the Federation of Nigeria (LFN) 2004:**

The Act covers general provisions, including:

- Protection of wages
- Contracts of employment and terms and conditions of employment
- Fair treatment and equal opportunities of project workers.
- Hours of work and overtime
- Employment of women
- Labour health matters
- Prohibition of forced labour
- Labour complaints

### **5.2 Worker's Compensation Act (2010):** The Act provides

Compensation to employees who suffer from occupational diseases or sustain injuries arising from accidents in the workplace or in the course of employment. Payment of compensation (to the worker or to his dependents in case of death) by the employer is rooted in the accepted principle that the employer has a duty of care to protect the health, welfare and safety of workers at work.

### **5.3 Trade Unions (Amended) Act, 2005:** Relevant provisions include:

- Membership of a trade union by employees shall be voluntary and no employee shall be forced to join any trade union or be victimized for refusing to join or remain a member”.

- For the purposes of collective bargaining, all registered Unions in the employment of an employer shall constitute an electoral college to elect members who will represent them in negotiations with the employer.
- The right to strike is an integral part of the freedom of every citizen to associate with others, particularly to form or join a trade union of his choice for the protection of his interests, which is entrenched in section 40 of the Constitution of the Federal Republic of Nigeria 1999.
- No person shall subject any other person to any kind of constraint or restriction of this personal freedom during persuasion

5.4 National Minimum Wage Act, 2010: The national minimum wage in Nigeria is determined by the Government. Government is empowered to set up "industrial wages boards" for specific sectors or geographical areas where it considers wages to be "unreasonably low" or where there is no adequate collective bargaining machinery for the effective regulation of wages or other conditions of employment of those workers.

Generally, wage rate is determined by the applicable collective agreement or the agreement between the worker and the employer.

**Section 15 of the Labour Act states** that wages shall become due and payable at the end of each period for which the contract is expressed to subsist (daily, weekly or at such other period as may be agreed upon), provided that where the period is more than one month, the wages become due and payable at intervals not exceeding one month

#### 5.5 Federal Ministry of Labour & Employment

The Nigerian Ministry of Labour and Employment is the country's designated authority for Labour-related matters. The ministry has the authority and capacity to ensure appropriate Labour management in the country; as such, its

institutional framework is adequate to accommodate and oversee the implementation of requirements under the World Bank's ESS 2 – Labour and Working Conditions.

The Ministry is structured into six Zonal Labour offices, nine departments consisting of six professional and three service departments. It operates 36 State Labor Offices and the FCT, 23 District Labour Offices, and the Labor Desk Office, Geneva, Switzerland. Recently, nine (9) Labour Desks were approved for nine ministries, departments, and agencies. In addition, it oversees Five (5) Parastatals and relates with several national and international bodies and organizations.

## **6.0 Relevant Departments:**

**6.1 The Inspectorate:** The Department is charged with the responsibility of ensuring compliance with all national and international Labour legislations connected with terms and conditions of employment, promotion of health and safety and sustenance of industrial peace and harmony. The department is also charged with the protection of children from child labour, especially in its worst forms.

**6.2 Social Security Department:** The Ministry inaugurated a National Working Committee (NWC) on Social Security Policy for Nigeria. The outcome was the establishment of the Social Security Department within the ministry to promote a coordinated and holistic approach to social security. The policy drafted by the NWC was in line with the International Labour Organization (ILO) Convention 102, which provides a framework for international best practices based on set minimum standards. The policy is expected to provide the poor, weak and vulnerable an equitable access to medical care, employment, maternity care, survivor's benefits, etc. The department collaborates with relevant stakeholders

to regulate a well-focused, coordinated, and effective National Social Security System.

**6.3 Employment and Wages:** The Department is charged with the responsibility of initiating and implementing the employment and wages policies of the Federal Government of Nigeria and has the following functions:

- Formulation and implementation of employment policies.
- Registration and placement of unemployed applicants through: Employment Exchanges, Professional and Executive Registries, and National Electronic Labour Exchange.
- Coordination of Decent Work Country Program
- Wages administration through: Wages Monitoring and Processing of Collective Agreements
- Issuance of Recruiter's Licenses.
- Labour migration management.
- Initiating and implementing programs on active aging
- Oversight functions over the National Directorate of Employment.

**6.4 Occupational Safety and Health:** The Factory Inspectors under the department are responsible for the enforcement of the Factories Act 1990, Cap 126, Laws of the Federation of Nigeria. They also oversee the implementation of several other subsidiary legislations, which provide for the safety, health, and welfare of workers in all workplaces nationwide. The enforcement of the Factories Act is done through:

- Registration of new factory premises, renewal of certificate of registration and Amendment or revocation of certificate of registration.
- Special Inspection of workplaces.

- Investigation of accidents, dangerous occurrences and occupational diseases.
- Prosecution of recalcitrant occupiers.
- Preparation of safety and health regulations, code of practice, guidelines and standards for various operations, processes and hazardous agents.
- Provision of occupational safety and health education to workers and employers.
- Recording and dissemination of information and statistics on all aspects of occupational safety and health through the National Occupational Safety and Health Information Centres (NOSHIC).
- Provision of technical assistance and advisory services to workplaces on HIV and AIDS interventions.

6.5 The Office of the Registrar of Trade Unions: The Registrar of Trade Unions is a unit in the Trade Unions Services and Industrial Relations Department. The office of the Registrar of Trade Unions (RTU) is a statutory office created by Section 45 of the Trade Union Act CAP T8 LFN 2004. The Registrar has the primary responsibility for the effective administration of the Trade Unions Act. Hence, the office of the registrar of Trade Unions has the following specific responsibilities:

- Registration of trade unions.
- Cancellation of the certificate of registration of trade unions.
- Supervision of trade unions' accounts:
- Issuance of guidelines and circulars to registered unions, highlighting observed shortcomings in their obligations under the provisions of the Trade Unions Act for

- Effective administration of the registered bodies.
- Promotion of workers' educational programs through lectures at trade unions organized
- Seminars, workshops, symposia, and conferences.
- Maintenance of records of registered offices, documents, and particulars of registered unions.
- Attendance at courts in respect of relevant Trade Union matters.
- Collection of statutory fees as revenue for the government and paying the same into the government coffers.

### **7.0 World Bank ESS2 Requirements**

To ensure compliance with Nigerian labour laws and **ESS2**, the HOPE-GOV program will:

- **Monitor Compliance:** Establish mechanisms to track and report workplace incidents in line with the Employees' Compensation Act.
- **Provide Grievance Mechanisms (GM):** Workers will have access to complaint and grievance mechanisms regarding unsafe working conditions.
- **Protect Vulnerable Groups:** Ensure women, persons with disabilities, and informal workers receive equal protection under national labour laws.

### **8.0 Labour Categories under HOPE-GOV**

The NPCU will oversee the coordination and management of the entire Programme, including monitoring adherence to ESHS risk management guidelines. The NPCU, through the guidance of the environmental and social safeguards officers, in Collaboration with labour officials and OHS officers from the Ministry of Labour, will coordinate implementation and compliance with labour laws.

The NPCU will be responsible for the following tasks:

- Engage and manage consultants and contractors in accordance with this LMP and the applicable procurement documents.
- Monitor project contractors and workers to ensure their activities are included in the LMP and the applicable Procurement documents
- Monitor the potential risks of child labour, forced labour and serious safety issues in relation to contractors
- Ensure that recruitment is transparent and free from discrimination on gender, disability, ethnicity, religion, or political affiliation
- Provide training to mitigate social risks, including SEA-SH of project workers.
- Ensure that the project workers' GRM is functional and that project workers are informed about it.
- Monitoring the implementation of the Worker Code of Conduct.
- Report to the World Bank on labour and OHS performance and key risks and complaints.
- Develop and implement OHS measures, based on World Bank EHS Guidelines and Good International practices such as Emergency Preparedness and Response Plans.

## 9.0 Key Labour Risks

Occupational health and safety risks, child and forced labour risks, SEA/SH risks, discrimination in recruitment, delayed wage payments, and inadequate grievance handling.

### 9.1 Recruitment and Employment

The HOPE-GOV recruitment will follow transparent, competitive, and merit-based processes. Non-discrimination will be ensured, and all workers will have written contracts consistent with Nigerian law and ESS2.

## 9.2 Terms and Conditions of Employment

Under the Program, workers will have contracts specifying wages, working hours, benefits, and termination clauses. Wages will be paid regularly. Freedom of association will be respected.

## 9.3 Occupational Health and Safety (OHS)

The NPCU is responsible for providing oversight functions for the management of labour issues in relation to the programme. The Consultants and Contractors shall play significant roles in enforcing labour management procedures.

## 10. OHS Requirements for the Working Environment of Programme staff

Under the Program, measures will be taken to ensure that Program staff, TAs, and IVAs work in a safe, secure, and healthy environment, reducing risks while promoting productivity and well-being.

To ensure a safe and healthy working environment for staff, TAs, and Independent IVAs, the following OHS requirements should be implemented:

### 10.1 General Workplace Safety Requirements

- Maintain adequate ventilation, lighting, and temperature control in office spaces.
- Ensure fire safety measures such as the availability of fire extinguishers, smoke detectors, and clear emergency exits.
- Provide ergonomic workstations with appropriate chairs, desks, and computer setups to reduce strain.
- Implement regular workplace safety inspections to identify and address hazards.
- Ensure clean and sanitary office spaces, including access to potable water and clean restrooms.

## 10.2 Security and Travel Safety

- Provide secure office premises with controlled access and security personnel
- Conduct risk assessments for travel to high-risk/remote areas.
- Ensure access to emergency contacts, first aid kits, and safety briefings before field assignments.

## 10.3 Mental Health and Psychosocial Well-being

- Implement stress management programs, including flexible work arrangements when possible.
- Provide access to psychosocial support services and confidential grievance mechanisms.
- Encourage regular breaks and workload management to prevent burnout.
- Promote a positive workplace culture that discourages discrimination and harassment.
- Train IVAs on hygiene and sanitation protocols, especially when working in healthcare facilities.
- Provide hand sanitizers, disinfectants, and access to safe drinking water
- Implement a protocol for reporting and responding to health risks (e.g., exposure to infectious diseases).

## 10.4 Emergency Preparedness and Incident Reporting

The HOPE-GOV will:

- Establish emergency response procedures for medical, fire, or security incidents.
- Ensure all personnel are aware of emergency contact numbers and evacuation plans.

- Maintain an incident reporting system for workplace accidents or near misses.

#### 10.5 Monitoring and Compliance

The HOPE-GOV will conduct capacity building and awareness sessions for staff of the FMBEP and relevant MDAs, including States HOPE-GOV focal persons

#### 11.0 Prevention of Child Labour and Forced Labour

The HOPE-GOV will adhere to the World Bank Environmental and Social Standard (ESS2) – Labour and Working Conditions

##### **ESS2, which emphasizes:**

- Safe and healthy working conditions for all project workers.
- Fair treatment and non-discrimination in employment.
- Protection of vulnerable workers, including women, persons with disabilities, and migrant workers.
- Prevention of child labour and forced labour. Minimum employment age is 18 years.
- Freedom of association and collective bargaining in line with national laws.
- Accessible grievance mechanisms for workplace concerns.

#### 11.1 Gender Equality and SEA/SH Prevention

Under the program, gender-sensitive recruitment, a Code of Conduct for workers, SEA/SH training, and confidential reporting channels will be enforced during the program's implementation.

#### 11.2 Workers' Grievance Mechanism

HOPE-GOV will establish and maintain GRM across all program implementation levels, managed by the **E&S officer**. Multiple reporting channels will be available, including email and phone calls, to ensure accessibility for all personnel. The system will cover grievance receipt, review, response, and feedback provision. Complaints will be resolved within 21 calendar days. Unresolved cases may be escalated.

## **12.0 Roles and Responsibilities**

All complaints related to labour management and workforce engagement will be addressed through the Grievance Redress Mechanism (GRM) as outlined in the Stakeholder Engagement Plan (SEP) and the GM Manual. The NPCU will play a key role in tracking and ensuring grievances are resolved in a timely and transparent manner.

By integrating these monitoring and verification mechanisms, the HOPE-GOV Programme will strengthen oversight, enhance compliance, and ensure accountability in labour and workforce management.

The NPCU coordinates the overall labour management of the program.

Social Safeguards Officer – Compliance with World Bank ESS2 and manages GRM.

## **13.0 Capacity Building and Training**

Training will be provided for NPCU staff and the State's E&S officers, including relevant MDAs on ESS2 compliance, SEA/SH awareness, and GRM procedures.

## **14.0 Monitoring, Reporting, and Compliance**

The State implementing focal officers shall submit monthly reports to the NPCU. While the NPCU safeguards team will conduct inspections. Indicators include: number of workers, grievances, and training sessions conducted.

## **15.0 Budget for Implementation**

Budget allocations will cover training and monitoring.

## **16.0 Review and Update of the LMP**

This HOPE-GOV LMP will be reviewed periodically to reflect emerging risks, legal changes, and implementation experiences.

## Annex 1: Code Of Conduct on Sexual Exploitation & Abuse (SEA) And Sexual Harassment (SH)



### Federal Ministry of Budget and Economic Planning

FEDERAL MINISTRY OF BUDGET AND ECONOMIC PLANNING

NIGERIA: HUMAN CAPITAL OPPORTUNITIES FOR PROSPERITY AND EQUITY - GOVERNANCE (HOPE GOV) PROGRAM

(P181476)

CODE OF CONDUCT

On

Sexual Exploitation & Abuse (SEA) and Sexual Harassment (SH)

#### Definitions:

**Gender Based Violence (GBV)** is an umbrella term for any harmful act that is perpetrated against a person's will, and that is based on socially ascribed (gender) differences between males and females. It can be sexual, physical, psychological, and economic in nature, and includes acts, attempted or threatened, committed with force, manipulation, or coercion, and without the informed consent of the survivor. A SURVIVOR is a person who has experienced GBV.

**Sexual Exploitation and Abuse (SEA)** is the actual or attempted abuse of a position of vulnerability, power, or trust for sexual purposes, including but not limited to profiting monetarily or socially from the sexual exploitation of another.

**Sexual harassment (SH)** is the unwanted, unsolicited behavior of a sexual nature that includes verbal, physical, or visual that violates a person's dignity or creates an intimidating, hostile, or offensive environment.

**Violence Against Children (VAC)** is both physical and non-physical forms, including neglect, maltreatment, exploitation, and sexual abuse.

I, \_\_\_\_\_ (name of employee), acknowledge that preventing Sexual Exploitation & Abuse and Sexual Harassment (SH) are important. SEA/SH activities constitute acts of gross misconduct and are therefore grounds for sanctions, penalties, or termination of employment. All forms of SEA/SH are unacceptable on the work site, in offices, and in neighbouring project communities. Prosecution of those who commit SEA/SH will be followed as appropriate according to applicable laws. I also acknowledge the need to maintain peaceful relationships and interactions with residents of project areas.

Specifically, I agree that while working on the HOPE-GOV Program, I will:

- Maintain conflict-free relationships with officers and residents of Program areas when such relationships and interactions become necessary.
- Consent to police background check.
- Treat women, children (persons under the age of 18), and men with respect regardless of race, colour, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status.
- Not use language or behaviour towards women, children, or men that is inappropriate, harassing, abusive, sexually provocative, demeaning, or culturally inappropriate.
- Not participate in sexual activity with children, including grooming or through digital media. Mistaken belief regarding the age of a child and consent from the child is not a defence.
- Not engage in sexual favours or other forms of humiliating, degrading, or exploitative behaviour.
- Not have sexual interactions with officers, members of the communities surrounding the workplace, and workers' camps that are not agreed to with full consent by all parties involved in the sexual act. This includes relationships involving the withholding or promise of actual provision of benefit (monetary or non-monetary) to community members in exchange for sex—such sexual activity is considered “non-consensual” within the scope of this Code.
- Report to GRM any suspected or actual SEA/SH, whether in my company or not, or any breaches of this code of conduct.

Concerning children under the age of 18:

- Wherever possible, ensure that another adult is present when working in the proximity of children.
- Not invite unaccompanied children into my home, unless they are at immediate risk of injury or in physical danger.
- Not sleep close to unsupervised children unless absolutely necessary, in which case I must obtain my supervisor's permission, and ensure that another adult is present if possible.
- Use any computers, mobile phones, or video and digital cameras appropriately, and never to exploit or harass children or to access child pornography through any medium (see also “Use of children's images for work-related purposes”).
- Refrain from physical punishment or discipline of children.
- Refrain from hiring children for domestic or other labour that is inappropriate given their age or developmental stage, which interferes with their time available for education and recreational activities, or which places them at significant risk of injury.
- Comply with all relevant local legislation, including labour laws in relation to child labour.

Use of children's images for work-related purposes

When photographing or filming a child for work-related purposes, I must:

- Before photographing or filming a child, assess and endeavour to comply with local traditions or restrictions for reproducing personal images.
- Before photographing or filming a child, obtain informed consent from the child and a parent or guardian of the child. As part of this, I must explain how the photograph or film will be used.
- Ensure photographs, films, videos, and DVDs present children in a dignified and respectful manner and not in a vulnerable or submissive manner. Children should be adequately clothed and not in poses that could be seen as sexually suggestive.
- Ensure images are honest representations of the context and the facts.

- Ensure file labels do not reveal identifying information about a child when sending images electronically.

I understand that it is my responsibility to use common sense and avoid actions or behaviour that could be construed as GBV or SEA or breach this code of conduct. I do hereby acknowledge that I have read the foregoing Code of Conduct, do agree to comply with the standards contained therein, and understand my roles and responsibilities to prevent and respond to GBV and SEA. I understand that any action inconsistent with this Code of Conduct or failure to take action mandated by this Code of Conduct may result in disciplinary action and may affect my ongoing employment.

**Signed by** \_\_\_\_\_  
**(Employee)**

**Signed by** \_\_\_\_\_  
**(Employer/NPCU)**

**Title:** \_\_\_\_\_

**Title:** \_\_\_\_\_

**Date:** \_\_\_\_\_

**Date:** \_\_\_\_\_

## Annex 2: HOPE-GOV Program – Worker’s Complaint/Grievance Form



### Federal Ministry of Budget and Economic Planning

#### Grievance Form

Name of Staff (optional): \_\_\_\_\_

Position/Category: \_\_\_\_\_

Department: \_\_\_\_\_

Date of Complaint: \_\_\_\_\_

Nature of Grievance (tick):

Working Conditions    Wages/Benefits    Discrimination    OHS/Safety    SEA/SH    Other

Description of Grievance: \_\_\_\_\_

Suggested Resolution: \_\_\_\_\_

#### **For Official Use:**

Action Taken: \_\_\_\_\_

Date of Resolution: \_\_\_\_\_ Resolved?  Yes  No

If not resolved, escalated to: \_\_\_\_\_

## Annex 3: Field Visit Travel Checklist



### FEDERAL MINISTRY OF BUDGET AND ECONOMIC PLANNING

#### NIGERIA: HUMAN CAPITAL OPPORTUNITIES FOR PROSPERITY AND EQUITY - GOVERNANCE (HOPE GOV) PROGRAM (P181476)

##### Mission Details

- Location(s):
- Dates:
- Team members and contacts:
- Receiving counterpart contact:

##### Pre-Trip Risk Screen

- Security/travel advisory checked (date/time): Y/N
- Context risks identified: Road | Heat | Health | Security | Others:
- Medical fitness and disclosures checked (self-check): Y/N

##### Logistics and Safety

- Itinerary approved by supervisor: Y/N
- Transport: Approved driver/vehicle Y/N; Defensive driving certificate valid Y/N
- Emergency contacts shared: Y/N (PCU focal, local emergency numbers)
- First-aid kit available: Y/N
- Communications: Mobile coverage assessed Y/N; Backup power/battery Y/N
- PPE packed as relevant: high-vis vest | sturdy footwear | sun/heat protection | other:
- Lone working avoided: Y/N; Buddy system assigned: Y/N
- Site access rules understood: Y/N (induction at site)
- Data protection: only necessary data carried; devices encrypted; consent scripts ready.

##### On-Site

- Sign in/out: Y/N
- Brief safety talk done: Y/N
- Hazards observed and controls:
- Incident/near-miss reported if occurred: Y/N (to PCU within 24 hours for serious)

Post-Visit

- Debrief completed: Y/N
- Lessons and actions logged: Y/N