



FEDERAL MINISTRY OF BUDGET AND ECONOMIC PLANNING

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

PROGRAM OPERATIONS MANUAL (POM)

**June 26, 2025
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The document has a restricted distribution, as it is meant for use by HOPE-GOV stakeholders implementing the Program in the performance of their official duties. Its contents may not otherwise be disclosed without authorization.

ABBREVIATIONS AND ACRONYMS

APA	Annual Performance Assessment	FPFMD	Federal Project Financial Management Department
AWP	Annual Work Plan	FSA	Fiduciary System Assessment
ARMOR	Accelerating Revenue Mobilization Reforms	GBV	Gender-Based Violence
BE	Beneficiary Entity	GDP	Gross Domestic Product
BED	Basic Education	GFS	Government Financial Statistics
BHCPF	Basic Health Care Provision Fund	GRM	Grievance Redress Mechanism
BVN	Bank Verification Number	GRS	Grievance Redress Service
CBN	Central Bank of Nigeria	HCI	Human Capital Index
CMD	Centre for Management Development	HOPE	Human Capital Opportunities for Prosperity and Equity
CPF	Country Partnership Framework	HOPE-EDU	Hope for Quality Education for All
DA	Designated Account	HOPE-GOV	Human Capital Opportunities for Prosperity and Equity-Governance
DLI	Disbursement Linked Indicator	HOPE-IP	Human Capital Opportunities for Prosperity and Equity – Interdependent Programs
DLR	Disbursement Linked Result	HOPE-PHC	Primary Healthcare Provision Strengthening
EC	Eligibility Criteria	HRMIS	Human Resource Management Information System
ESSA	Environmental and Social Systems Assessment	IDA	International Development Association
FCT	Federal Capital Territory	IPF	Investment Project Financing
FM	Financial Management	IVA	Independent Verification Agent
FMBEP	Federal Ministry of Budget and Economic Planning	LMP	Labour Management Procedure
FME	Federal Ministry of Education	MDA	Ministries Departments and Agencies
FMF	Federal Ministry of Finance	M&E	Monitoring and Evaluation
FMHSW	Federal Ministry of Health and Social Welfare	MOC	Ministerial Oversight Committee
		NC	National Coordinator
		NHIA	National Health Insurance Agency

NHSRII	National Health Sector Renewal Investment Initiative	SMoE	State Ministry of Education
NNPCU	National Program Coordination Unit	SMoF	State Ministry of Finance
NPHCDA	National Primary Healthcare Development Agency	SMoH	State Ministry of Health
OAGF	Office of the Accountant General of the Federation	SORT	Systematic Operations Risk Tool
OAGS	Office of the Accountant General of a State	STC	State Technical Committee
OCDS	Open Contracting Data Standard	SWAP	Sector-Wide Approach
PAD	Program Appraisal Document	TA	Technical Assistance
PAP	Program Action Plan	TSA	Treasury Single Account
PBA	Performance-Based Allocation	U5MR	Under Five Mortality Rate
PDO	Program Development Objective	UBE	Universal Basic Education
PEF	Program Expenditure Framework	UBE-IF	Universal Basic Education Intervention Fund
PFM	Public Financial Management	UBEC	Universal Basic Education Commission
PforR	Program for Results	UBER	Universal Basic Education Roadmap
PHC	Primary Health Care	WB	World Bank
POM	Program Operations Manual	WBG	World Bank Group
SABER	State Actions on Business Enabling Reforms		
SFTAS	States Fiscal Transparency, Accountability and Sustainability		
SRGBV	School-related Gender-Based Violence		
SMoBEP	State Ministry of Budget and Economic Planning		

HOPE-GOV Program Operations Manual

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1. INTRODUCTION TO THE PROGRAM OPERATION MANUAL (POM)

1.1. The Scope and Objectives of the POM

This Program Operations Manual (POM) outlines the operational procedures for implementing the Nigeria Human Capital Opportunities for Prosperity and Equity – Governance (HOPE-GOV) Program for Results (PforR), and the associated Technical Assistance (TA) under the Investment Project Financing (IPF). Collectively, these initiatives are known as the HOPE-GOV Program, which is referred to as the “Program” in this POM.

The POM outlines comprehensive procedures for administration, procurement, financial management, and monitoring and evaluation (M&E), social and environmental safeguards. It details the arrangements for independent verification of the disbursement-linked results (DLRs), including the verification protocol (VP) and the implementation of the IPF. Furthermore, the POM encompasses the Program Action Plan (PAP), which addresses identified gaps in current financial management, procurement, environmental, and social systems, as well as complaints and grievance redress mechanisms. It also specifies the Program's coordination and oversight structures.

The objective of the POM is to provide strategic guidance, procedures, and policies for stakeholders implementing the HOPE-GOV Program. Specifically, the POM sets out to:

- Help stakeholders understand the HOPE-GOV Program's scope, content, structure, and activities.
- Indicate the performance expected of different levels of Program management and stakeholders.
- Guide the operation of the functions performed under the HOPE-GOV Program (at both the Federal and State levels) to ensure consistency, timeliness, and accuracy while maximizing intended outputs and outcomes.
- Establish procedures and criteria that allow relevant agencies and oversight bodies to effectively implement diverse Program components and activities, enhancing their ability to manage and mitigate internal risks.
- Harmonize the reporting, monitoring, and evaluation procedures.
- Provide useful Program templates and terms of reference (ToRs) in the Annexes. Note that these are not meant to be exhaustive. Where the POM refers to a document (guidelines, ToR, etc.) that is not included in the Annexes, users should refer to the National Program Coordination Unit (NPCU) and the World Bank for a copy of the document.
- Establish internal control procedures so that the government (both Federal and State) can be fully accountable to the public, development partners, and other stakeholders.

1.2. Users of the POM

This POM is intended for use by stakeholders involved in the HOPE-GOV Program, including the NPCU, various implementing agencies and partners, Program consultants, and coordination and oversight committees at both the Federal and State levels. Some of these include:

- ⇒ Federal Ministry of Budget and Economic Planning (FMBEP), along with its agencies and counterparts at the State and Local government levels.
- ⇒ Federal Ministry of Health and Social Welfare (FMHSW), along with its agencies and counterparts at the State and Local government levels.
- ⇒ Federal Ministry of Education (FME), its agencies, and counterparts at the State and Local government levels.
- ⇒ Federal Ministry of Finance (FMF), its agencies and counterparts at the State and Local government levels
- ⇒ Universal Basic Education Commission (UBEC) and State Universal Basic Education Boards (SUBEBs) at the State level.
- ⇒ Ministerial Oversight Committee (MOC) of the Basic Health Care Provision Fund (BHCDF), along with all gateways and institutions participating in the BHCDF,
- ⇒ Other State ministries, departments, and agencies that will be implementing the Program.
- ⇒ Inter-Ministerial Steering Committee, National Program Steering Committee, Technical Committees and the HOPE-GOV NPCU.
- ⇒ State HOPE-GOV Steering Committees, Technical Committees and Focal Persons.

1.3. Key Reference Program Documents¹

The POM is most effective when read alongside the HOPE-GOV Financing Agreement (FA), the Disbursement and Financial Information Letter (DFIL), the Program Appraisal Document (PAD), the Program Technical Assessment, and the Program Environmental and Social Systems Assessment (ESSA). The last three documents are publicly available on the internet.

If any discrepancies arise between the POM, PAD, and Program Assessments, the POM guidelines take precedence.

In the rare event that the POM conflicts with the FA or DFIL, the provisions outlined in the FA or DFIL take precedence.

1.4. Amendments to the POM

This POM was developed through a series of reviews and consultations with key stakeholders implementing the Program at the Federal, State, and Local government levels, and ended with a

¹ Downloadable from: <http://projects.worldbank.org/P181476?lang=en>

final engagement with relevant federal Ministries, Departments, and Agencies (MDAs) on the 21st of May 2025.

The POM—both the main text and its annexes—is a living document that may be revised and updated as necessary during the Program's implementation. This includes addressing issues arising during implementation for which the current version of the POM does not provide clear guidance on how to resolve them and proceed. All new prescriptive measures should then be reflected in the revised or updated version of the POM.

The POM is expected to undergo regular reviews at least once a year. The NPCU will propose updates to the primary text and annexes in consultation with all implementing agencies and partners within 31 days of the start of each calendar year, specifically by 31st January of each year.

The NPCU should formally submit any proposed revisions to the POM to the World Bank for review and no objection. Thereafter, they should be disseminated immediately to all stakeholders (i.e., the users of the POM) implementing the HOPE-GOV Program.

2. SUMMARY HOPE-GOV PROGRAM DESCRIPTION

The HOPE-GOV PAD provides the framework for what the Program intends to deliver, while the POM describes how the relevant stakeholder agencies should implement the various components of the Program. Thus, while the POM draws from the PAD, it focuses on the 'how-to-do' aspects of the Program, along with relevant summary descriptions of its features. For the detailed HOPE-GOV Program description, including sectoral context and the rationale for the Program, please refer to the Program Appraisal Document (PAD) of this Program.

2.1. HOPE-GOV Program Development Objective (PDO), Results Areas, and Results Chain

The PDO aims to support the Federal Republic of Nigeria in strengthening financial and human resource management in the basic education and primary healthcare sectors. Strengthening financial management is expected to enhance social contracts and citizens' trust in their governments through more strategic allocation and expenditure of resources for basic education and primary healthcare by increasing the availability and effectiveness of financing for these areas; and improving transparency and accountability in these sectors; thereby boosting the efficiency of public expenditures in the targeted areas. Consolidating human resource management will improve human capital outcomes by increasing the recruitment, deployment, and performance management of teachers and primary healthcare workers.

To achieve the PDO, the Program aims to enhance results in the participating States across all three result areas (RAs). It implements a range of essential interventions at both the input and output levels, driving intermediate outcomes that ultimately lead to overall results. Moreover, the Program's DLIs actively encourage the achievement of both intermediate and final outcomes for each of the three RAs.

Figure 1 illustrates the Program's results chain and the supportive role of the DLIs within it:

- ⇒ **Result Area 1: Increased availability and effectiveness of financing for basic education and primary healthcare service delivery.** This result area will support the government in (i) enhancing States' access to UBE-IF resources; (ii) strengthening States' planning, budget preparation, and execution for basic education and primary healthcare; and (iii) improving budget-making process at the Local government tier through the adoption of the national chart of accounts at that level of government.
- ⇒ **Result Area 2: Enhanced transparency and accountability for basic education and primary healthcare financing.** This result area will incentivize (i) the timely and consistent publication of citizen-friendly State basic education and primary healthcare budgets, budget implementation/execution reports, and transfers; (ii) the timely publication of financial and performance audits for the basic education and primary healthcare sectors; and (iii) improved transparency through the publication of procurement processes in the two sectors. These actions will help improve stakeholders and citizens in monitoring the use of public financial resources for their intended purposes.
- ⇒ **Result Area 3. Improved recruitment, deployment, and performance management of basic education teachers and primary healthcare workers by Federal, State, and Local governments.** This result area will incentivize (i) the enhancement of State sector and workforce planning functions; (ii) the reduction of significant staffing gaps alongside improved deployment and management practices for basic education and primary healthcare workers; and (iii) the adoption of new or existing systems, such as the Central Bank of Nigeria's Bank Verification Number (BVN) system and National Identity Number (NIN) platforms, to combat payroll fraud.

The HOPE-GOV aims to facilitate availability and access to better-quality basic education and primary healthcare services.

HOPE-GOV supports these outcomes by strengthening upstream policies, programs and institutional processes for more effective service delivery, focusing on the efficient, effective, and accountable management of financial and human resources in these sectors. HOPE-GOV builds on the improved fiscal transparency and accountability results achieved under the SFTAS Program and will reinforce the institutionalization of the timely publication of core fiscal data, improved budget credibility, procurement transparency, and payroll integrity. HOPE-GOV deepens these reforms through a detailed focus on the basic education and primary healthcare sectors, following the fiscal management chain from planning and budgeting to monitoring of downstream implementation, reporting, and oversight. Key assumptions underlying the theory of change include (i) sustained political commitment, broader government support, and economic stability, along with the existence of structured funds flow mechanisms for UBEC and BHCPF; (ii) States' capacity will be sufficiently built so that more States can meet the new requirements of the revised guidelines and access basic education funds; that the overall window

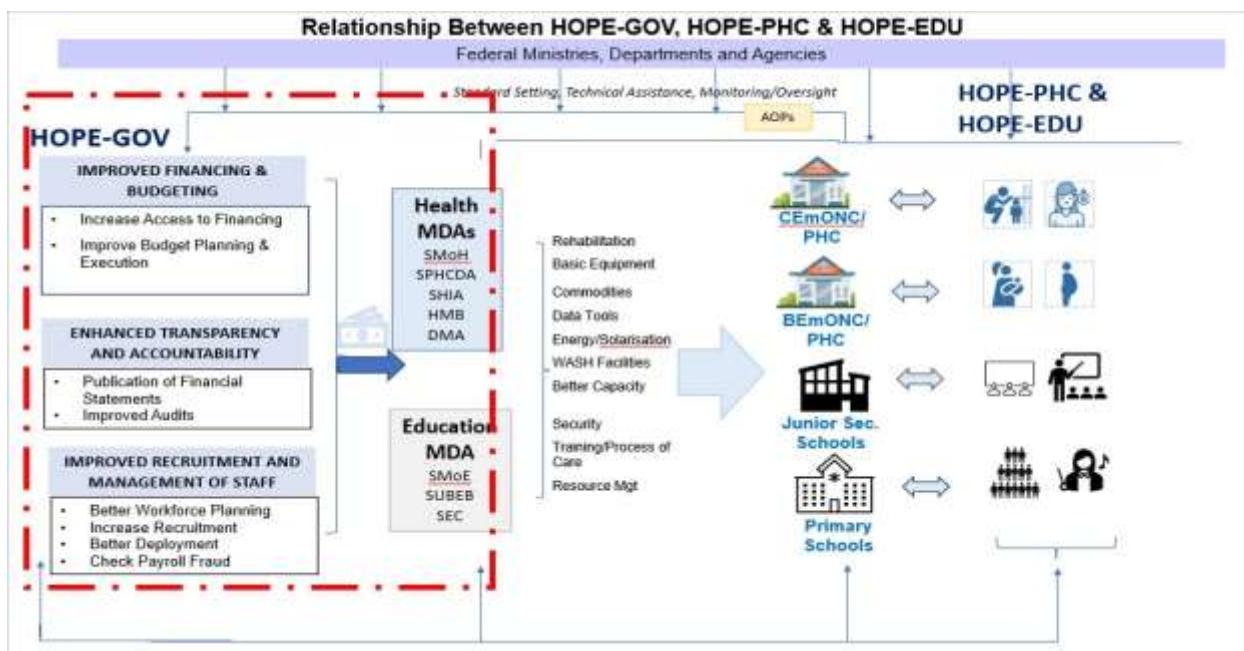
for education financing remains at 1% of GDP and that GDP will grow; (iii) citizens and representative groups receive capacity training to understand and question the financial reports, and that the States are able to prepare consistent and reliable data at a disaggregated level for health and education sectors; and (iv) there is a pool of qualified teachers and healthcare workers with sufficient training to be deployed in basic education schools and PHCs.

Figure 1: The Program Results Chain



The HOPE Interdependent Series of Programs (HOPE-ISOPs) comprises a series of three interdependent operations strategically positioned to address different challenges, but all geared towards helping achieve the same development outcomes. While HOPE-Primary Healthcare (Nigeria: Primary Healthcare Provision Strengthening Program: P504693/HOPE PHC) and HOPE-Basic Education (HOPE for Quality Basic Education for All: P507001/HOPE-EDU) will focus on the quantity and quality of services delivered at the facility level. HOPE-Governance (HOPE-GOV) focuses on the critical crosscutting challenges and enabling factors related to both financial and human resource management (Figure 2).

Figure 2: The HOPE Interdependent Series of Programs (HOPE-ISOPs)



2.2. HOPE-GOV Program Scope, Duration

The Program comprises a set of two key activities that support Federal, States, and Local government agencies (hereinafter referred to as **Implementing Agencies**) in achieving the result areas of the Program: (1) a **Program for Result** for Federal, State, and Local government agencies, which will be implemented using the PforR instrument, and (2) a **TA component** for States and selected national-level institutions, which will be implemented using the IPF instrument.

The PforR is open ex-ante to the 36 State plus the FCT and the designated Federal agencies. The financial and human resource management reforms are relevant to all Implementing Agencies, as transparency, accountability, and performance management remain weak across the entities despite previous efforts to improve them. While there is a strong consensus that no State should

be ex-ante excluded from the Program, States must meet the annual eligibility criteria (EC) and achieve disbursement-linked results (DLRs) to access PforR financing.

The technical assistance under the IPF component will support all Implementing Agencies based on need and demand (not performance), including those that currently do not receive any capacity building in Program-related areas from ongoing World Bank or development partners' support.

The Program will support the full and sustained implementation of strategic reforms in financial and human resource management at the Federal, State, and Local government levels. The selected reforms are considered the most critical and impactful for strengthening the availability and efficient allocation of resources, transparency, accountability, and the appropriate use of allocated funds, as well as for the recruitment, deployment, and retention of adequate staff in these sectors. The selected reforms form the basis of the eligibility criteria and the DLIs. The formulation of the DLIs is designed to address gaps in financial and human resource management identified in the technical assessment carried out by the World Bank during the preparation of the Program and to enhance the impact of the basic education and primary healthcare programs. **Table 1 shows the HOPE-GOV Program Boundary**, i.e., the Universal Basic Education Roadmap (UBER) and the National Health Sector Renewal Investment Initiative (NHSRII) government programs supported by the HOPE-GOV Program.

HOPE-GOV supports a subset of actions from government programs, as defined in Pillar 6 of the UBER and Pillar 1 of the NHSRII, to be implemented from 2024 to 2028. These actions will mostly be undertaken at the sub-national (State and Local government) levels, with a few at the Federal level. The Program will support Nigeria's States in addressing underlying governance weaknesses in the systems and procedures that constrain outcomes in basic education and primary healthcare, with a focus on improved financial resource allocation, efficiency in resource use, strengthened public financial management (PFM), improved sector fiscal transparency and accountability, and enhanced human resource management through results-based financing. Additionally, a US\$20 million IPF component will finance the verification of results, TA, which will also be used to build capacity of the implementing agencies to deliver results, support peer learning across States.

The Program will be implemented for four years and end on 30th June 2029. From 2024 to 2029, the PforR will cover implementing agencies performance in financial and human resource management. Capacity-building activities will commence as soon as a firm is engaged and will continue through the three performance years.

Table 1: HOPE-GOV Program Boundaries

	Government's UBE program	Government's Basic Healthcare program	HOPE GOV PforR Program	Reasons for non-alignment
Objective	Accelerated, sustained, inclusive and equitable provision of quality basic education for all children	To improve primary healthcare in support of achieving universal health coverage	To support the Federal Republic of Nigeria in strengthening financial and human resource management in basic education and primary Healthcare sectors.	Sectoral objectives are aligned. HOPE-GOV focuses on systems strengthening
Duration	2021-2030	2024-2028	2024-2029	HOPE-GOV will support the initial phase of implementation of government Programs.
Geographic coverage	National	National	National. Participating States must achieve annual eligibility criteria (EC) to qualify for Disbursement.	No difference
Result areas	Providing financing, enhancing access for learning, teacher management system, and sector coordination, infrastructure, equipment, etc.	Providing financing, enhancing access to basic health care, quality of care, governance, enabling high-performing healthcare workforce, strengthening institutions, partnerships and community engagement, infrastructure, equipment, etc.	RA1: Increasing availability and effectiveness of financing. RA2: Enhancing transparency and accountability. RA3: Improving recruitment, deployment, and performance management	Aligned with the PforR's focus being on system strengthening
Overall Financing	US\$1.39 billion	US\$0.69 billion	US\$480 million results-based US\$20 million IPF	Accounts for 24 percent of the government's program

PforR

The Program for Result has a total resource envelope of US\$480 million (equivalent): This component will provide result-based financing on an annual basis to implementing agencies that have been verified through the annual performance assessments (APA) as having: 1) complied with the annual eligibility criteria, and 2) achieved the disbursement-linked results (DLRs).

- **Eligibility Criteria (EC):** For each year of the Program, States will need to publish the annual approved State budgets and annual audited financial statements in a timely manner. In years 1, 2, and 3, of the Program, States are further required to prepare and publish their approved budgets with program segments for basic education and primary healthcare, prepare and publish annual audited financial statements, and publish quarterly budget implementation reports that include a detailed section on basic education and primary healthcare (within 30

days of the end of the quarter). The preparation of budgets should align with international best practices by using the national chart of accounts and a budget classification system that is GFS-compliant to foster the comparability of budget classifications across the federation. Similarly, States' audited financial Statements should be prepared in accordance with International Public Sector Accounting Standards (IPSAS). Please refer to the full verification protocol as elaborated on annex 1 of the POM.

- **Disbursement-linked indicators and results (DLIs and DLRs):** There are six DLIs under the three result areas (RAs). Each DLI has specific annual DLRs to be achieved by States/implementing agency for each Program year. Each DLR has a specific amount of result-based financing attached to its achievement per State/agency per year. The DLRs are detailed in the DLI verification protocol, which has been established upfront and, disseminated to all implementing agencies
- **The APAs will be carried out by the Program's independent verification agent (IVA).** The NPCU will hire the IVA, which will use the detailed requirement in the verification protocol established for the Program to assess achievement of results across the DLIs and DLRs.
- **Entities verified by the IVA as having achieved the EC and (at least some) DLRs will receive disbursement equal to the sum of the values of all the DLRs they achieved in that performance year.** This fund will provide additional resources to the States/agencies to finance budgeted recurrent expenditures necessary for implementing the Program.

Technical assistance (IPF) component

The US\$20 million IPF component will include a targeted TA program to strengthen the capacity of relevant Federal, State, and Local entities responsible for financial and human resource management to deliver results that support the achievement of the DLIs.

The support will involve a mixture of modalities: central and regional technical workshops, customized, on-the-ground, just-in-time advisory support for individual Implementing Agencies, peer learning forums, and State exchange visits. The different modalities allow for training in areas common to all entities and customized training for individual implementing Agencies that address specific needs.

Technical assistance to the implementing agencies will be delivered through firm(s) that will be engaged on a competitive basis. The Program will also leverage other relevant Federal government agencies to provide additional TA to the States. TA will include capacity building for climate-smart budgeting and expenditure tracking in the States.

TA will include support for revising the UBEC or BHCPF funding guidelines/formula, establishing baseline mappings of teachers and healthcare workers by States, Local government areas, and facilities, providing guidance on the production of financial and performance audits and citizen budget, setting up biometric systems to improve workers' attendance, and creating toolkits to facilitate consolidated budgeting, budget reports, annual operational plans, and performance audits.

- This component will also support the NPCU in the FMBEP, enabling it to perform its roles in Program management and coordination, including fiduciary, strategic communication, safeguards, M&E, and the independent verification process. The NPCU will engage an external firm to audit expenditure and the management of the IPF component.
- This component can also be used to support the NPCU's engagement with other institutions to strengthen FGN-State policy coordination.

2.3. HOPE-GOV Program Milestones

Table 2: Overall Program Milestones

Program Milestone	Key Program Activity	Responsibility	Timeline
World Bank Board Approval		WB	26 Sept 2024
Signing of the Financing Agreement		FMOF IERD/FMBEP	14 April 2024
Signing of Subsidiary Agreements by States completed	SAs Signed	FMoF, NPCU and States	To be confirmed
Program Effectiveness declared	Legal Opinion received. Program effectiveness conditions met: 1) Appointment of the IVA; 2) Establishment of the NPCU; 3) Adoption of the POM	FMoF, NPCU and WB	To be confirmed
Capacity building activities for States begin	Activities provided to States based on need and demand	TA Implementing Agencies and Partners	To be confirmed
Recruitment of IVA	For independent verification of results	NPCU	30 th September 2025
Annual Performance Assessment (APA) for Year 0	Assessment of performance of all participating States against eligibility criteria and the DLRs for Year Zero performance year	IVA	30 th October 2025
Disbursement for Year Zero to States	Disbursement based on APA results	NPCU and WB	30th November 2025

Annual Performance Assessment (APA) for Year 1	Assessment of performance of all participating States against eligibility criteria and the DLRs for 2025 performance year	IVA	...31 August... 2026
Disbursement for Year 1 to States	Based on Year 1 APA results	NPCU and WB	...30 September... 2026
Annual Performance Assessment (APA) for Year 2	Assessment of performance of all participating States against eligibility criteria and the DLRs for 2026 performance year	IVA	31 August.... 2027
Disbursement for Year 2 to States	Based on Year 2 APA results	NPCU and WB	30 September..... 2027
Capacity building activities		TA Implementing Agencies and Partners	To be confirmed
Annual Performance Assessment (APA) for Year 3	Assessment of performance of all participating States against eligibility criteria and the DLRs for 2027 performance year	IVA	31 August.... 2028
Disbursement for Year 3 to States	PBAs based on Full APA results	NNPCU and WB	30 September.....2028
Program Closing	Program financial Statements are prepared and program audit	NNPCU	Jul 2029

3. HOPE-GOV INSTITUTIONAL ARRANGEMENTS

3.1. Federal Ministry of Budget and Economic Planning Program Coordination Unit

The Federal Ministry of Budget and Economic Planning (FMBEP) will establish the National Program Coordination Unit (NNPCU). As per the Financing Agreement, the NNPCU should be adequately staffed and resourced to perform the key functions detailed below throughout the Program's implementation.

NPCU Key Functions

The NPCU's key functions for which it will carry out activities directly are as follows:

- (i) Hire an Independent Verification Agency to verify the performance of federal level agencies and states against the DLIs and DLRs.
- (ii) Oversee Strategic Communications and outreach initiatives aimed at government entities (both Federal and State), development partners, and the public, including managing the HOPE-GOV public website/portal.
- (iii) Coordinate various implementing agencies and partners to manage the State's capacity-building program under the HOPE-GOV.
- (iv) Lead monitoring, evaluation, and reporting activities covering both the PforR and TA components.
- (v) Manage and coordinate Program and stakeholder activities.
- (vi) Develop and manage the Program's Grievance Mechanism.
- (vii) Disburse annual PforR financing to the States based on the Bank's decision achieved DLRs.
- (viii) Responsible for the accounting and financial reporting for the Program — for both the PforR and TA components.
- (ix) Manage the reporting of Fraud and Corruption under the Program.
- (x) Conduct procurement on behalf of implementing agencies under the TA/IPF component.

a. **Hire an Independent Verification Agent for the HOPE-GOV program.** The IVA will be hired to perform annual performance assessments (APAs) to verify the performance of the relevant federal agencies and participating states on the HOPE-GOV DLIs and DLRs and to confirm the authenticity of the results according to the DLI matrix and Verification Protocol. These assessments will typically occur between the third and the fourth quarter of the fiscal year or closer to the completion date for ECs. The IVA will produce reports that will be subject to technical review by the National Program Coordinating Unit before being submitted to the World Bank for confirmation.

b. **Oversee communications and outreach initiatives aimed at government entities (both Federal and State), development partners, and the public, including managing the HOPE-GOV public website/portal.**

The NPCU should have a full-time Communications Officer. The communications officer will lead in the development and design of lead communications and outreach initiatives for the duration of the Program. The communications officer will develop a capacity building program on communications and outreach for the Program Coordinator on engaging external stakeholders.

During its inaugural year, the main sub-activities encompass: 1) developing a communication and outreach strategy and plan for the HOPE-GOV Program that will last throughout the Program's duration. This strategy focuses on identifying the target audience, crafting relevant messages, and determining effective channels for information dissemination to facilitate Program implementation; and 2) developing content for the launch of the HOPE-GOV public website/web

portal, which will feature annual performance assessment results from the IVA and other essential Program information (in collaboration with ICT expert). 3) Training of the Program Communication Officer deployed to the HOPE-GOV Program. Additional sub-activities will be outlined in the communications and outreach strategy and plan, likely including further sensitization and awareness initiatives for key Federal and State stakeholders.

In the event that the communications officer posted from the civil service requires additional capacity, then the NPCU may hire a communications consultant, whose duration of assignment must not exceed 12 months to support on this function. The consultant will also be expected to provide on the job training and handholding to the communications officer within the period

Section 10 of the POM provides further details of this function.

c. Coordinate with various implementing agencies and partners to manage the State's capacity-building program within the HOPE-GOV.

The NPCU will coordinate with implementing agencies in the design and delivery of capacity-building activities within the TA/IPF component of the HOPE-GOV Program. In coordination with various implementing partners, t will develop State capacity in conjunction with MDAs such as NPHCDA, UBEC, and BHCDF-MOCand any other service provider competitively selected for this purpose, in ensuring that the capacity-building initiatives supported by these agencies are executed effectively. The NPCU will receive inputs from implementing agencies and partners, in developing annual work plans before forwarding to the World Bank for approval.

The implementing agencies and partners' capacity-building work will be reported quarterly to the NPCU, and in-year progress against specific deliverables (e.g., workshops) from their approved AWPs will be captured in the quarterly monitoring report. No later than 30 days after the end of the calendar year, each implementing agency and partner will prepare an annual report on the implementation of their AWPs and submit it to the NPCU with a copy to the World Bank. The NPCU will consolidate it into the overall Program Annual Report.

NPCU should also submit to the World Bank the semester M & E report not later than 30 days from the end of the period.

The M&E Officer will evaluate the effectiveness of capacity-building activities for beneficiary entities in helping them achieve the PforR results/DLRs and provide feedback to the TA implementing agencies and partners on lessons learned and areas for strengthening.

In the first year of effectiveness, the NPCU will organize sensitization and awareness activities about the capacity-building support available to participating States in conjunction with the TA implementing partners.

Section 5 of the POM provides further details of this function.

d. Lead monitoring, evaluation, and reporting activities covering the PforR and TA components.

A full-time M&E Officer will be deployed to the NPCU to design and implement the monitoring and evaluation activities. The M&E Officer is also expected to help build the capacity of the relevant FMBEP staff in M&E.

The key sub-activities include: i) reviewing the APA findings and recommending areas of focus (lagging States or selected DLRs) for enhanced monitoring and focused capacity-building support; and ii) establishing and producing the regular M&E tools and reports for the Program, including the semi-annual and annual reports to be shared with the National Steering Committee, the Bank,

Section 9 of the POM provides further details of the M&E framework and reporting for the Program.

e. Manage and coordinate Program and stakeholder activities.

The NPCU will oversee the entire Program's management, coordination, and stakeholder engagement. This encompasses several essential sub-functions:

- Coordinating the APA exercise, including procuring and managing the IVA, and ensuring timely and quality implementation.
- The implementation of the IPF component, including the TA.
- Leading the process to update the Program Operations Manual (POM) formally.
- Serving as the point of contact with the Bank's supervision and implementation support team.
- Acting as the Secretariats for the HOPE-ISOPs Inter-Ministerial National Steering Committee and National Program Steering Committee.
- NPCU to serve as a liaison for all the implementing agencies at the federal and sub-national levels of government.
- Establish and maintain qualified staff (in line with approved TOR) and resources to support management of ESHS risks and impacts of the Project, in a manner satisfactory to the Bank by assigning focal officials responsible for ensuring E&S Programme Action Plan (PAP) implementation
- Prepare and submit to the Bank semester monitoring reports (June and December) on the environmental, social, health and safety (ESHS) performance of the Project, including but not limited to the implementation of the ESCP, status of preparation and implementation of E&S instruments as required under the ESCP, stakeholder engagement activities, and functioning of the grievance mechanism(s)
- Communicate on an ongoing basis with the State HOPE-GOV Program Leads who may be designated by the Governor, the State Commissioners of Budget and Planning, the State Commissioners of Finance; the State HOPE-GOV Focal Persons; and other relevant State government officials.

- f. **Manage the Program's complaint-handling mechanism.** Section 8 of the POM provides further details about this function.
- g. **Disburse annual PforR financing to the States** based on the Bank's disbursement decision s. The NPCU is responsible for disbursing annual PforR financing—to States that achieved the annual EC, DLIs and DLRs based on the Bank's decision regarding disbursements.
- h. NPCU will work with respective states that have expressed interest in the Program and sign Subsidiary Agreements to qualify them for full participation and receipt of fund under the DLRs. Section 4 of the POM provides further details about this function.

Responsible for the accounting and financial reporting for the Program, for both the PforR and TA components. A full-time Program Accountant, Finance Officer, and Internal Auditor, will be deployed from the FPFMD based on the FPFMD's financial manual to support the setup of the NPCU. The primary responsibility of the FM team is as set out in Annex 2 of the POM. This includes budgeting, disbursement, accounting, internal controls, financial reporting, and audits. The FM team will support the NPCU in all financial aspects of the Program, ensuring compliance with World Bank requirements and procedures. The FM team shall prepare an unaudited Interim Financial Report (IFR) on a semester basis, among other fiduciary matters. The Program financial Statements shall be in two parts: (i) for the PforR component, the States' audited financial Statements shall constitute the Program financial Statements. From the audited financial Statements submitted by the States, the program accountant will undertake a compilation of the data on recurrent expenditures included in the Program Expenditure Framework across participating States for review by the IVA; and (ii) for the TA component, the audited financial Statements of the implementing agencies shall be the other part of the Program financial Statements. The Program accountant will produce a consolidated annual financial Statement for the implementing agencies for auditing. The NPCU will appoint an external audit firm to audit the consolidated annual financial statement of the IPF components.

Sections 4 and 5 of the POM provide further details about this function.

- i. **Conduct procurement on behalf of implementing agencies under the TA/IPF component.** NPCU shall carry out procurement for itself and on behalf of all implementing agencies. Within the NPCU, a full-time and experienced Procurement Officer (civil servant to be cleared by the Bank) will be deployed to support the Program. The principal role of the Procurement Officer will be to support the NPCU in ensuring that the implementation of the HOPE-GOV TA component is conducted in line with the "Procurement Regulations for IPF Borrowers" (Procurement Regulations) dated September 2023 and the "Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants," (revised as of July 1, 2016). Where the civil servant deployed as the Procurement Officer is not sufficiently experienced for the role, the NPCU shall hire an experienced and time-based Procurement Consultant (to be cleared by the Bank) to support and develop the capacity of the deployed Procurement Officer.

In the first year of effectiveness, the main categories of procurement are expected to consist of:

- Selection of an external firm as the IVA to conduct the annual performance assessments.
- Procurement of goods for the NPCU and implementing agencies.

The appropriate selection method for each consulting and goods contract is established in the *Procurement Plan*, including which items are subject to prior review and which items are subject to post-procurement review. The Procurement Officer will need to update the procurement plan as necessary and in agreement with the Bank to reflect the project's actual implementation needs and improvements in institutional capacity.

UBEC and FMHSW will receive TA support from the NPCU as outlined in the TA component and CB plan.

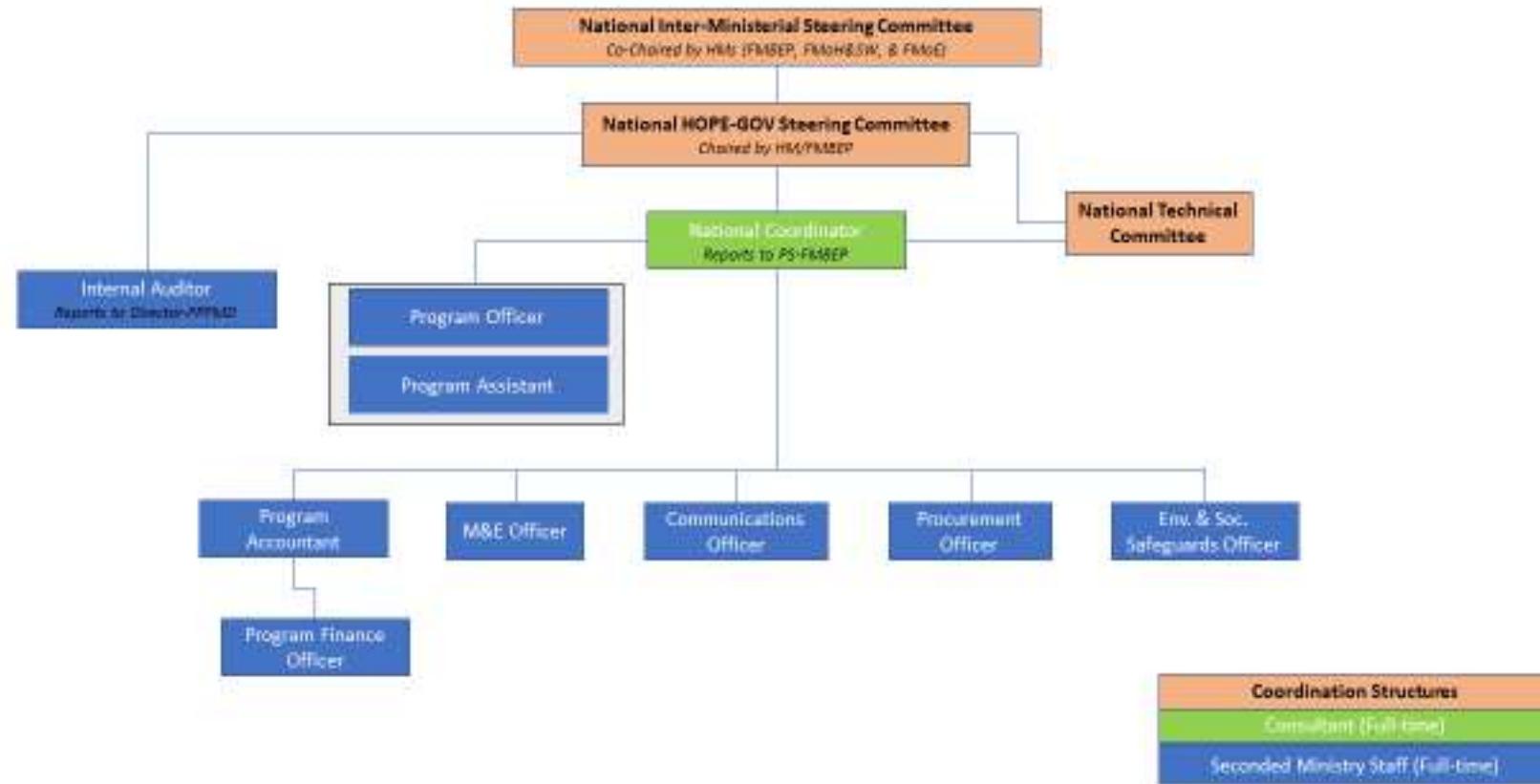
Section 5 of the POM provides further details about this function.

NPCU Staffing, Management, and Reporting Arrangements

The Program will maintain a lean staff, with most of the staff deployed from the FMBEP and other staff deployed from respective MDAs. The core team of the NPCU will include the (i) National Coordinator, (ii) Program Accountant, (iii) Program Procurement Officer, (iv) Program Officer, (v) Program Monitoring & Evaluation Officer, (vi) Program Communications Officer, (vii) Program Environmental and Social Safeguards Officer, (viii) Program Internal Auditor and (ix) Program Assistant. This approach ensures that a) Program implementation is institutionalized within the government, with existing personnel performing daily tasks that will be sustained when the Program closes, and b) staffing costs are minimized to allow the bulk of TA funds to be spent on capacity building and performance verification.

The National Coordinator (NC), will manage the team staff and coordinate the activities at the NPCU on a day-to-day basis. The NC will report to the Permanent Secretary, FMBEP. All full-time consultants must submit monthly and semi-annual operational report of activities performed to the National Coordinator. Deployed Ministry Staff (full-time) will report to the National Coordinator for the duration of their assignment. The Internal Auditor will report to the Director-FPFMD and must submit quarterly reports to the National Coordinator through the Director-FPFMD. The quarterly reports must also be submitted to the HOPE-GOV Steering Committee.

Figure 3: HOPE-GOV Organogram



3.2. HOPE Interdependent Series of Operations Inter-Ministerial National Steering Committee

The Committee strengthens cooperation among stakeholders in implementing the UBER and NHSRII programs. It shall comprise the Honourable Ministers (HMs) of FMBEP, FMHSW, FME, and the FMF and co-chaired by the Hon. Ministers for FMBEP, FMHSW and FME. The Committee will have the discretion to co-opt or invite any additional member as deemed necessary.

The Committee will meet quarterly. Its primary roles and responsibilities; include: i) assess the Program's implementation progress, specifically the achievement of DLIs across all beneficiary entities; ii) evaluate disbursement statuses to the implementing agencies and the IPF implementations; iii) review the HOPE series of operations vis a viz national priorities, M & E Strategy, communication activities, including publishing APA results; iv) examine the progress of the capacity-building program across implementing agencies v) any risks and challenges that may impact on Program Implementation.

3.3. HOPE-GOV Project Steering Committee

This Committee shall be responsible for providing strategic oversight for the HOPE-GOV Program. It will be chaired by the Honourable Minister, FMBEP, with the Permanent Secretary as Deputy Chair. The Program Steering Committee will include the Permanent Secretaries of the FMBEP, FMHSW, FME, and FMF, ED NPHCDA, ES UBEC, and the Director/ Secretary BHCDF-MOC. The committee will meet quarterly to review and consider the HOPE-GOV quarterly reports, oversee and oversee progress on the program's result areas and capacity-building efforts.

3.4. HOPE-GOV National Technical Committee

The National Technical Committee (NTC) will be chaired by the Permanent Secretary of the FMBEP, and will include the Directors of National Monitoring & Evaluation, Plans and Projects, Social Development, Special Duties, and International Cooperation Department. The NTC will also include representatives of FMHSW, FME, and FMF; ED NPHCDA, ES UBEC, and the Director/ Secretary BHCDF-MOC, who must all not be below the rank of a Director. To institutionalize and sustain a coordinated "Ministry Approach", this Committee will meet quarterly to oversee and offer technical guidance related to the Program's result areas and capacity-building efforts.

The HOPE-GOV NPCU will serve as the Secretariat for the above three Committees with the HOPE-GOV National Coordinator as Secretary.

3.5 State-Level Institutional Arrangements

States lead the implementation of the PforR component by meeting the eligibility criteria and five of the six DLRs. Therefore, States are the primary beneficiaries of the TA component. To support the implementation of the Program, the following institutional arrangements shall be established in each participating State no later than two months after the Program's effectiveness:

a. State Steering Committee

The HOPE-GOV State Steering Committee will be chaired by the Executive Governor of a participating State or his designee. Its primary roles and responsibilities include: i) Review verification report/states performance as reported by the IVA. ii) assess the Program's implementation progress, specifically the achievement of DLIs; iii) review DLR funds received by the state; iv) review risks and challenges that may impact the achievement of the DLRs by the state. (v) review the actions of the HOPE-GOV State Technical Committee; vi) examine the progress of the capacity-building program across implementing MDAs; vii) offer strategic guidance for the Program. (viii) review state's strategic objective and development plan in line with HOPE -GOV objectives. Members of the committee should at a minimum include the Commissioners (or other cabinet level functionary) responsible for Budget and Economic Planning, Finance, Health, Education and Local Government. The Committee shall meet at least twice every year.

b. HOPE-GOV State Technical Committee

The HOPE-GOV State Technical Committee shall be chaired by a Commissioner as designated by the Executive Governor of a State. The membership of the Committee shall include the representatives of the Commissioners of Budget and Economic Planning, Finance, Health, Education, Local Government & Chieftaincy Affairs and representatives from the key MDAs responsible for achieving the DLRs, including the Permanent Secretaries of MBEP, MoH, MoE, MoF, and Ministry of Local Government & Chieftaincy Affairs. The HOPE-GOV State Technical Committee chair, who will also be the HOPE-GOV State Program Lead shall convene quarterly coordination meetings.

Key responsibilities of the State Technical Committee include:

- Track the annual progress of the HOPE-GOV State action plans
- Review annual performance assessment results from the IVA, and suggest and implement corrective measures to enhance the State's performance towards meeting the EC and achieving the DLIs.
- Review the capacity-building activities geared towards the achievement of the DLRs.
- Report on progress and annual performance results to the State Steering Committee.
- **Designate the HOPE-GOV Focal Person who will report to the HOPE-GOV State Technical Committee. The HOPE-GOV Focal Person shall:**
 - a. Coordinate and monitor the implementation of the DLIs and collate reports/documentation from implementing agencies for the IVA during the APAs.
 - b. Coordinate state's participation in the capacity-building activities.
 - c. Be the Secretary of the HOPE-GOV State Technical Committee.

4. PROGRAM FOR RESULTS (PforR) IMPLEMENTATION ARRANGEMENTS

4.1. PforR Beneficiaries and Eligibility Criteria

The PforR component is ex-ante and open to all States and designated Federal agencies for participation. However, to be eligible to access the funding, States must achieve the Eligibility Criteria (EC) for each performance year. The Program allows for different entry points for States. States that do not achieve the EC in Year 1 shall not receive Year 1 DLR funding; however, they can aim to join the Program in Year 2. To ensure that all states participate in the Program for at least 1 year, states need to achieve EC by year 3.

Eligibility Criteria (EC): For each year of the Program, States will need to publish the annual approved State budgets and annual audited financial Statements in a timely manner. In years 2 and 3 of the Program, States are further required to prepare and publish their approved budgets with program segments for basic education and primary healthcare, prepare and publish annual audited financial statements, and publish quarterly budget implementation reports that include a detailed section on basic education and primary healthcare (on average, within 30 days of the end of the quarter). The preparation of budgets should align with international best practices by using the national chart of accounts and a budget classification system that is GFS-compliant to foster the comparability of budget classifications across the federation. Similarly, States' audited financial Statements should be prepared in accordance with International Public Sector Accounting Standards (IPSAS).

Table 3: Eligibility Criteria (2025-2027)

	Year 0: 2025 Partial	Year 1: 2025	Year 2: 2026	Year 3: 2027
EC1	FY25 State budget prepared under National Chart of Accounts, approved by the State Assembly and published online by January 31, 2025	FY26 State budget prepared under National Chart of Accounts with program segment for basic education and primary healthcare, approved by the State Assembly and published online by January 31, 2026	FY27 State budget prepared under National Chart of Accounts with program segment for basic education and primary healthcare, approved by the State Assembly and published online by January 31, 2027	FY28 State budget prepared under National Chart of Accounts with program segment for basic education and primary healthcare, approved by the State Assembly and published online by January 31, 2028
EC2	AND FY24 Audited Financial Statement prepared in accordance with IPSAS, submitted to the State Assembly and published by July 31, 2025	AND FY25 Audited Financial Statement prepared in accordance with IPSAS, submitted to the State Assembly and published by July 31, 2025	AND FY26 Audited Financial Statement prepared in accordance with IPSAS, submitted to the State Assembly and published by July 31, 2027	AND FY27 Audited Financial Statement prepared in accordance with IPSAS, submitted to the State Assembly and published by July 31, 2028
EC3		AND FY25 Quarterly Budget Implementation Report with detailed section on basic education and primary healthcare published on average within 30 days of quarter end.	AND FY26 Quarterly Budget Implementation Report with detailed section on basic education and primary healthcare published on average within 30 days of quarter end.	AND FY27 Quarterly Budget Implementation Report with detailed section on basic education and primary healthcare published on average within 30 days of quarter end.

	Year 0: 2025 Partial	Year 1: 2025	Year 2: 2026	Year 3: 2027
			days of quarter end.	

4.2. PforR Disbursement-Linked Indicators, Results and Value

The Program has a common performance/results framework comprising six disbursement-linked indicators (DLIs), a subset of the UBER and NHSRII reforms. As shown in the DLI Matrix, each DLI has one to three disbursement-linked results (DLRs) per year.

The value of achieving each DLR is the same for entities, and the pricing attached to each of the DLRs is based on the following principles:

- Outcomes that strengthen the legal and regulatory frameworks for financial and human resource management are one-time payments for the year in which they are first achieved. They must be accomplished within the first one to two years of the program (Year 0 - Year 1).
- Results for DLI 5 are valued for achieving both the basic and stretch targets. States that qualify for the stretch result will receive only the value of the stretch result; they will not receive the value for both the basic and stretch results. For each year the States achieve the eligibility criteria, they will receive PBAs in proportion to their DLR achievements for that year (refer to Section 4.6 on the annual PforR financing determination).

Table 4: Disbursement-Linked Indicator (DLI) Matrix

Disbursement-Linked Indicator	Disbursement-Linked Results				
	Period 1 - 2025	Period 2 – 2026	Period 3 – 2027	Period 4 – 2028	Period 5 – 2029
DLI 1: Enhance access of UBEC financing of basic education (Number) <i>DLI 1Allocation – \$7.50m (1.55% of Total DLI Allocation)</i>	DLR1.1 UBEC guidelines revised to: (i) States' access and reporting process including publication of releases; and (ii) set rules for managing un-accessed funds.	DLR1.2 UBEC funds are released to States in accordance with the revised guidelines.	DLR1.2 UBEC funds are released to States in accordance with the revised guidelines.	DLR1.2 UBEC funds are released to States in accordance with the revised guidelines.	No DLR
DLR 1 Value – \$7.50	\$4.50m	\$1.00m	\$1.00m	\$1.00m	\$0.00
DLI 2: Strengthen State budget planning and execution for basic education and primary healthcare (Number) <i>DLI 2Allocation – \$184.5m (38.10% of Total DLI Allocation)</i>	DLR 2.1: State adopts comprehensive guidelines for preparation and submission of consolidated work plan for State BED budget by March 31 st , 2025 DLR 2.2: State adopts comprehensive guidelines for preparation and submission of consolidated work plan for State primary healthcare	DLR 2.3: Local governments publish FY25 budgets by February 28, 2026.	DLR 2.1: Approved budget based on AWP, PLUS budget deviation for basic education <20%, as per verification protocol. DLR 2.2: Approved State budget based on annual PHC consolidated work plan, PLUS budget deviation for primary healthcare is	DLR 2.1: Approved budget based on AWP, PLUS budget deviation for basic education <15%, as per verification protocol. DLR 2.2: Approved State budget based on annual PHC consolidated work plan, PLUS budget deviation for primary healthcare is	No DLR

Disbursement-Linked Indicator	Disbursement-Linked Results				
	Period 1 - 2025	Period 2 – 2026	Period 3 – 2027	Period 4 – 2028	Period 5 – 2029
	budget by March 31 st , 2025. DLR 2.3: Local governments adopt harmonized budget guidelines/chart of accounts by March 31 st , 2025.		<20%, as per verification protocol. DLR 2.3: Local governments publish FY26 budgets in line with charts of account by January 31, 2027.	<20%, as per verification protocol. DLR2.3: Local governments publish FY27 budgets in line with charts of account by January 31, 2028.	
<i>DLR 2.1 Value (\$75.00m)</i>	<i>\$18.00m</i>	<i>\$0.00m</i>	<i>\$27.00m</i>	<i>\$30.00m</i>	<i>\$0.00</i>
<i>DLR 2.2 Value (\$76.50m)</i>	<i>\$19.50m</i>	<i>\$0.00m</i>	<i>\$27.00m</i>	<i>\$30.00m</i>	<i>\$0.00</i>
<i>DLR 2.3 Value (\$32.50m)</i>	<i>\$6.00m</i>	<i>\$7.50m</i>	<i>\$9.00m</i>	<i>\$10.00m</i>	<i>\$0.00</i>
DLI 3: FEDERAL-Strengthened accountability and transparency for Federal funding for basic education and primary health care (Number) <i>DLI 3 Allocation – \$6.00m (1.24% of Total DLI Allocation)</i>	No DLR	DLR 3.1: UBEC and FMHSW (BHCDF MoC Secretariat) publish online: (i) FY24 annual audited financial Statements by May 31, 2025, AND (ii) Dates, Amounts, and Recipients of all transfers made to subnational	DLR 3.1: UBEC and FMoH (BHCDF MoC Secretariat) publish online: (i) FY25 annual audited financial Statements by May 31, 2026, AND (ii) Dates, Amounts, and Recipients of all transfers made to subnational	DLR 3.1: UBEC and FMoH (BHCDF MoC Secretariat) publish online: (i) FY26 annual audited financial Statements by May 31, 2027, AND (ii) Dates, Amounts, and Recipients of all transfers made to subnational	No DLR

Disbursement-Linked Indicator	Disbursement-Linked Results				
	Period 1 - 2025	Period 2 – 2026	Period 3 – 2027	Period 4 – 2028	Period 5 – 2029
		level on a quarterly basis within 15 days of the end of the quarter.	level on a quarterly basis within 15 days of the end of the quarter.	level on a quarterly basis within 15 days of the end of the quarter.	
DLR 3 Value (\$6.00m)	\$0.00m	\$2.00m	\$2.00m	\$2.00m	\$0.00
DLI 4: Strengthen Accountability and Transparency of State funding for Basic Education and Primary Healthcare (Number) DLI 4 Allocation – \$66.00m (13.66% of Total DLI Allocation)	DLR 4.1: State publishes FY25 citizen's budget for basic education and primary healthcare by February 28, 2025. DLR 4.2: Financial and performance audits of basic education and primary health sub-sectors submitted to State Assembly and published by June 30, 2025. DLR 4.3: Publish contract award information for all	DLR 4.1: State publishes FY26 citizen's budget for basic education and primary healthcare by February 28, 2026. DLR 4.2: Financial and performance audits of basic education and primary health sub-sectors submitted to State Assembly and published by June 30, 2026. DLR 4.3: Publish contract award information for all	DLR 4.1: State publishes FY27 citizens budget for basic education and primary healthcare by February 28, 2027, AND State publishes FY25 citizens' performance audit report for basic education and primary health by July, 2026. DLR 4.2: Financial and performance audits of basic education and primary health sub-sectors submitted to State Assembly and published by June 30, 2027. DLR 4.3: Publish contract award information for all	DLR 4.1: State publishes FY27 citizens budget for basic education and primary healthcare by February 28, 2028, AND State publishes FY26 citizens' performance audit report for basic education and primary health by July 31, 2027. DLR 4.2: Financial and performance audits of basic education and primary health sub-sectors submitted to State Assembly and published by June 30, 2028. DLR 4.3: Publish contract award information for all	No DLR

Disbursement-Linked Indicator	Disbursement-Linked Results				
	Period 1 - 2025	Period 2 – 2026	Period 3 – 2027	Period 4 – 2028	Period 5 – 2029
		procurements in the education and health sectors on a quarterly basis within 30 days of the end of the quarter in OCDS format on the online portal.	published by June 30, 2026.	published by June 30, 2027.	
			DLR 4.3: Publish contract award information for all procurements in the education and health sectors on a quarterly basis within 30 days of the end of the quarter in OCDS format on the online portal.	DLR 4.3: Publish contract award information for all procurements in the education and health sectors on a quarterly basis within 30 days of the end of the quarter in OCDS format on the online portal.	
<i>DLR 4.1 Value (\$26.00m)</i>	<i>\$2.50m</i>	<i>\$6.50m</i>	<i>\$7.00m</i>	<i>\$10.00m</i>	<i>\$0.00</i>
<i>DLR 4.2 Value (\$17.50m)</i>	<i>\$0.00</i>	<i>\$4.00m</i>	<i>\$6.00m</i>	<i>\$7.50m</i>	<i>\$0.00</i>
<i>DLR 4.3 Value (\$22.50m)</i>	<i>\$0.00</i>	<i>\$6.00m</i>	<i>\$7.50m</i>	<i>\$9.00m</i>	<i>\$0.00</i>
DLI 5: Increased number of Basic Education Teachers and Primary Healthcare Workers deployed (Number)	DLR 5.1: Baseline exercise mapping the number and duty stations of basic education teachers across the State and a multi-year costed teacher recruitment and deployment	DLR 5.1: State publishes online report on actions taken and progress made in filling staffing gaps and promoting equitable deployment AND meets	DLR 5.1: State publishes online report on actions taken and progress made in filling staffing gaps and promoting equitable deployment AND meets	DLR 5.1: State publishes online report on actions taken and progress made in filling staffing gaps and promoting equitable deployment AND meets	No DLR
DLI 5 Allocation – \$189.50m					

Disbursement-Linked Indicator	Disbursement-Linked Results				
	Period 1 - 2025	Period 2 – 2026	Period 3 – 2027	Period 4 – 2028	Period 5 – 2029
(39.23% of Total DLI Allocation)	<p>plan to address the staffing gap completed and published by March 31, 2025</p> <p>DLR 5.2: Baseline exercise mapping the number and duty stations of PHC workers in the State and a multi-year costed PHC worker recruitment and deployment plan to address the staffing gap completed and published by March 31, 2025</p>	<p>basic or stretch targets by March 31, 2026:</p> <p>- Basic</p> <p>Target: 15% of staffing gap filled - Stretch</p> <p>Target: 20% of staffing gaps filled.</p> <p>DLR 5.2: State publishes online PHC staff gaps action report and meets basic or stretch targets by March 31, 2026:</p> <p>- Basic</p> <p>Target: Staff in Level 2 PHC facilities (BEmONC) by 15%</p> <p>- Stretch</p> <p>Target: Community Health Workers (CHW) linked to Level 2 PHCs and deployed to communities by 15% as per</p>	<p>basic or stretch targets by March 31, 2027:</p> <p>- Basic</p> <p>Target: 15% of staffing gap filled - Stretch</p> <p>Target: 20% of staffing gaps filled.</p> <p>DLR 5.2: State publishes online PHC staff gaps action report and meets basic or stretch targets by March 31, 2027:</p> <p>- Basic</p> <p>Target: Staff in Level 2 PHC facilities (BEmONC) by 15%</p> <p>- Stretch</p> <p>Target: Community Health Workers (CHW) linked to Level 2 PHCs and deployed to communities by 20% as per</p>	<p>basic or stretch targets by March 31, 2028:</p> <p>- Basic</p> <p>Target: 15% of staffing gap filled - Stretch</p> <p>Target: 20% of staffing gaps filled.</p> <p>DLR 5.2: State publishes online PHC staff gaps action report and meets basic or stretch targets by March 31, 2028:</p> <p>- Basic</p> <p>Target: Staff in Level 2 PHC facilities (BEmONC) by 15%</p> <p>- Stretch</p> <p>Target: Community Health Workers (CHW) linked to Level 2 PHCs and deployed to communities by 15% as per</p>	

Disbursement-Linked Indicator	Disbursement-Linked Results				
	Period 1 - 2025	Period 2 – 2026	Period 3 – 2027	Period 4 – 2028	Period 5 – 2029
		verification protocols.	verification protocols.	verification protocols.	
<i>DLR 5.1 Value (\$94.90m)</i>	<i>\$13.00m</i>	<i>\$22.50m</i>	<i>\$28.80m</i>	<i>\$30.60m</i>	<i>\$0.00</i>
<i>DLR 5.2 Value (\$94.60m)</i>	<i>\$13.00m</i>	<i>\$24.00m</i>	<i>\$25.60m</i>	<i>\$32.00m</i>	<i>\$0.00</i>
DLI 6: Improved Payroll and Performance Management for Basic Education Teachers and Healthcare Workers (Number)	No DLR	DLR 6: Biometric capture and BVN data of 80% of BED and PHC workers in the public service completed and linked to payroll and identified ghost workers taken off the payroll.	No DLR	No DLR	No DLR
<i>DLI 6 Allocation – \$30.00m (6.21% of Total DLI Allocation)</i>					
<i>DLR 6 Value (\$30.00m)</i>	<i>\$0.00</i>	<i>\$30.00m</i>	<i>\$0.00</i>	<i>\$0.00</i>	<i>\$0.00</i>

Table Notes:

- (1) Disbursement-linked results (DLRs) are the specific results to be achieved each year under a DLI. Implementing agencies performance will be assessed during the APA against the DLRs.
- (2) The DLR value shown in the DLI Matrix Table is per year for all qualifying States. This value represents the amount of performance-based financing that entities will receive if they are assessed as having achieved the DLR.
- (3) DLIs 2, 4, and 5 each contain multiple DLRs that are assessed and valued separately. These are indicated by sub-numbering, e.g., 2.1 and 2.2, etc. Valued separately, States can receive performance-based financing even if they achieve only one of the DLRs under the DLI.

(4) DLRs, which have distinct but related components that must all be achieved in order to receive financing, are indicated by the use of 'AND' in the description.

(5) DLRs 5.1 and 5.2 for Periods 2, 3, and 4 have a basic target with a lower financing value and a stretch target with a higher financing value attached to them. States must achieve at least the basic target to receive performance-based financing.

4.3. The Annual Performance Assessment Guidelines and the Verification Protocols

An independent verification agent (IVA) will carry out annual performance assessments (APAs), using the DLI Verification Protocols. The APA Guidelines and DLI Verification Protocols, applicable to all entities, can be found in Annex 1. The following section highlights key elements from the guidelines and protocols.

The APA guidelines and DLI Verification Protocols may require refinement during Program implementation to issues that may arise in the course of the APAs. Proposed formal revisions should originate from NPCU and can be based on IVA recommendation, be submitted to the World Bank for review and approval, and be promptly distributed to all implementing agencies within 30 days after approval or before the beginning of the calendar year when the updated guidelines and protocols will take effect.

The DLI Verification Protocols

The verification protocol for the EC and each DLR comprises 1) a detailed definition/description of the DLR, including definitions of key terms; 2) the data source to be used by the IVA for assessing DLR achievement; 3) the procedure the IVA will use to determine whether the entity has achieved or not achieved the EC or DLR. It is important to note the following:

- The detailed definition/description of the DLR in the verification protocol is not meant to be exhaustive. Rather, it describes the minimum content, function, and performance expected to achieve the DLR.
- This protocol does not exhaustively record the IVA's data sources and data requirements. With the prior approval of the World Bank, the, the IVA through the NPCU, can request additional information or data from implementing agency that may be required to form an opinion.
- This protocol does not exhaustively record the procedures that the IVA will use to assess entities' achievements of the DLRs.

The APA guidelines

1. Timing and Definitions

- In Year 0 (2025), the APA will occur after attaining Program effectiveness.
- The 2025 APA evaluates implementing agencies' performance based on DLRs for the year being assessed. This assessment will occur in 2026. Similarly, the 2026 APA reviews the Implementing Agencies' performance against DLRs for 2026, with the evaluation taking place in 2027. This pattern continues for future assessments.

- “Year” refers to the calendar year (unless stated otherwise) from January 1 to December 31. “Year-end” refers to December 31.

The schedule for the APAs is outlined in the table below.

Table 5: PforR Annual Cycle

Program Evaluation and Disbursements	Year 0 (2025)	Year 1 (2025)	Year 2 (2026)	Year 3 (2027)	Year 4 (2028)
Performance period being assessed/year under assessment	Sept 24 – Mar 25	Jan – Dec 25	Jan – Dec 26	Jan – Dec 27	
Verification report submitted by the IVA to the NPCU and WB	Aug – 25	Aug – 26	Aug – 27	Aug – 28	
Disbursement of performance-based allocations to IEs	Oct - Dec – 25	Oct - Dec – 26	Oct - Dec – 27	Oct - Dec – 28	

2. **The APAs are conducted independently of each other.** Therefore, each entity’s performance on the DLRs does not depend on its results from the previous year and will be evaluated from scratch. For instance, an implementing agency might not achieve a DLR in year 0, or achieve in years 1 and 2, and then not achieve again in year 3 on the same DLR.
3. **Templates:** The NPCU, will, where necessary, distribute guidelines, templates, and tools to assist implementing agencies in building capacity to meet various DLRs. These materials will also be shared with the IVA. While implementing agencies are encouraged to utilize these templates to evaluate their level of achievement for each DLR, they are not required to do so. In such instances, the IVA assessment should rely on the definitions and descriptions of the DLR outlined in the verification protocol.
4. **Online Publication on State Official Website (s):** Several of the DLRs require online publication on an official website(s):
 - DLRs that require "publication" must have an online presence on an official website of the state. The location/website should be easily accessible.
 - State official websites encompass the State Government site, the Office of the Auditor General for States, relevant State ministries’ websites, such as Finance, Budgets, and Economic Planning, education, Health and the State House of Assembly’s site. If any other entity’s website/state or web portal is used for publication, then a link should be provided to the state’s official website.
 - All information that must be published on the implementing agencies’ official website(s) by specific dates will also remain permanently on the site. The IVA will conduct periodic checks—at least quarterly—throughout the Program’s duration.

- All on-line publishes information/documents should be timestamped to indicate the publication date and time.
- All information published on implementing agency's websites must be marked and easily accessible to the public. Links to these online publications and databases should be prominently displayed on each site's homepage.
- The States must provide IVA with links to specific web pages where the evidence can be downloaded/accessed from the official State website(s).

5. Treatment of cash and accrual accounting:

- Implementing Agencies using cash accounting are expected to produce annual and year-end figures using cash basis. Implementing Agencies that have transited to accrual accounting are expected to produce annual and year-end figures using accrual basis.
- Where an Implementing Agency presents audited financial statements prepared using the accrual basis, the IVA will base its calculations and analysis on the accrued balances rather than on cash flows. The IVA will also independently validate all accrued balances in the year-end figures submitted, ensuring their appropriateness after year-end. If an Implementing Agency transitions from cash to accrual accounting during the Program, the IVA's comparative analysis will consider the cash position in the first year of accrual accounting and then use the accrual position in subsequent years.

4.4. The Independent Verification Agent, the APA Process, and Dealing with Potential Issues

The Independent Verification Agent Arrangements

- The FMBEP and the FMHSW will jointly hire the IVA to undertake the verification assignments for the HOPE-GOV, and HOPE-PHC Programs following the agreed-upon TOR cleared by the Bank.
- The IVA will be operationally accountable to the HOPE-GOV NPCU for the verification report regarding HOPE-GOV and HOPE- PHC (NPCU) for verification of HOPE – PHC Program results.
- The IVA will conduct the APA, from data collection to assessment. It will issue individual verification reports to each Implementing Agency/State (with copies to the NPCU and WB) and the consolidated verification report(s) to the NPCU and WB.
- The IVA will evaluate how well Implementing Agencies have met the DLRs based on APA guidelines and verification protocols. This process is expected to involve a central desk review and on-site visits for physical verification.
- During the APA process, the IVA may request data and input from other government and non-government entities related to the Implementing Agency's' achievements of the DLRs. The IVA reserves the right to reach a conclusion that differs from the one suggested by the Implementing Agency.
- The IVA will formally submit the Consolidated Verification Report to the NPCU and the World Bank.

- The IVA reports the APAs' results to the NPCU, while the World Bank decides on disbursement based on the NPCU's recommendations.

The IVA's performance will undergo an annual formal review by the National HOPE-GOV Steering Committee based on agreed criteria in its TOR.

The APA Process and Outputs

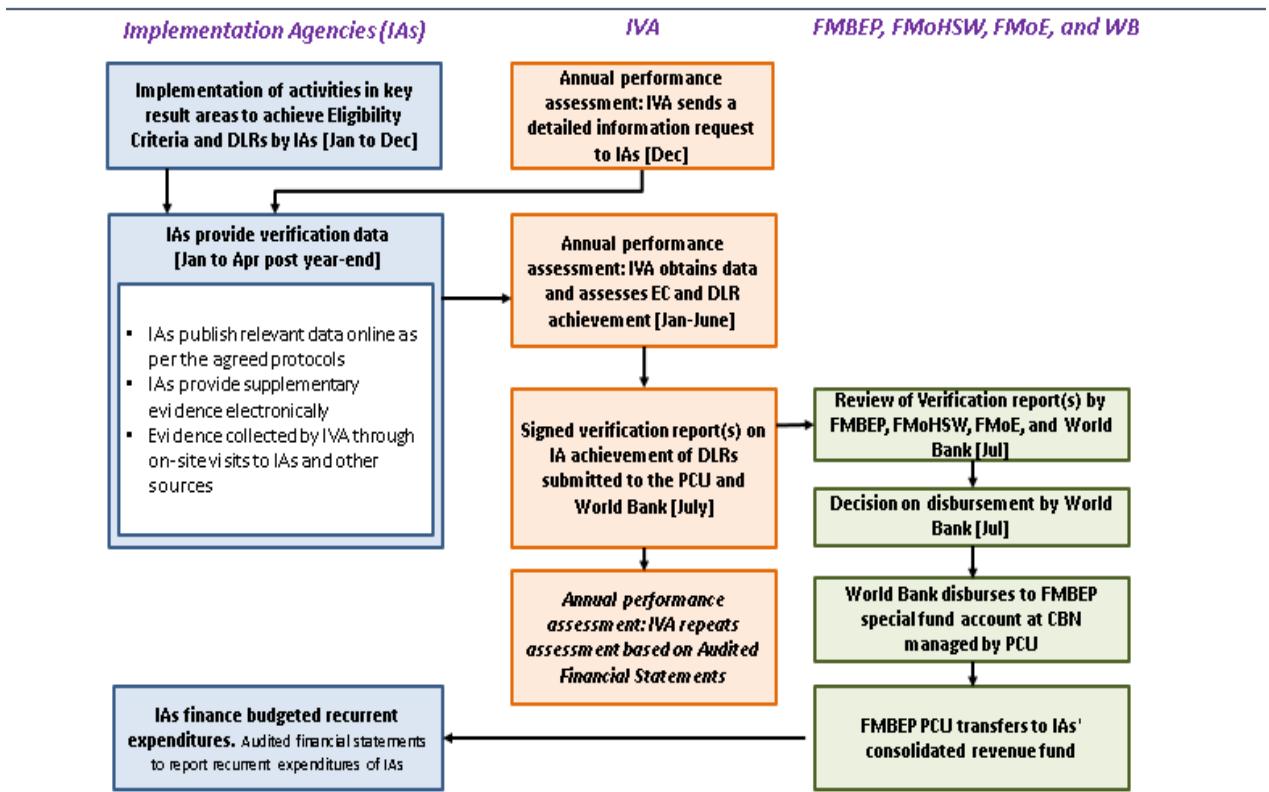
Figure 4 below outlines the APA process, including the roles and responsibilities of key stakeholders, as well as the information flows and sequences. The timelines illustrate the APAs cycle for the duration of the Program.

The IVA will conduct an APA each year of the Program. At the end of each APA, the IVA is expected to produce the following:

1. **Annual Performance Assessment Reports will be sent by the IVA to each State, FCT and agency at the Federal level, with copies to the NPCU. NPCU will forward the report to the World Bank. Each report will contain the following information:**
 - Description of the work done by the IVA on each DLR and the areas of difficulty in confirming the implementing agencies' performance, if any.
 - A binary assessment report of each DLR: Achieved or not achieved.
 - Reasons for the State's failure to meet the DLR with specific details of why the result was not achieved. Which required elements were met and which were not.
 - The NPCU review the report and provide feedback/comments, if any, for the IVA to address in a subsequent draft.
 - Once NPCU is satisfied with the response, the NPCU will send the final draft report to the WB.
 - WB will review the result and can object to the recommendations of the IVA and NPCU.

In addition to these reports, the IVA shall document evidence in electronic files organized by DLI and implementing agency to confirm that all checks in the verification protocol have been carried out. The documentary evidence and data generated in the course of HOPE – GOV Program assessments and related activities will be mainstreamed into the government M & E systems. Electronic files will be handed over to the Government (NPCU) after each APA cycle.

Figure 4: Annual Performance Assessment Process



Addressing potential challenges that may arise during the APA process

This section outlines possible issues that may occur during the APA process, along with suggested solutions for addressing them:

1. Delays caused by implementing agencies providing verification data late:

- The IVA will issue a thorough information request to the implementing agencies, outlining the information required for the APA, deadlines for submission of the data needed for the APA. Implementing agencies must submit the information within the time stipulated in the request.
- The IVA may grant deadline extensions, during the verification period, for submission of document/evidence for all entities collectively rather than for individual entities to ensure fairness. However, such extensions will only be approved in exceptional circumstances.
- The IVA will determine if DLRs have been met, relying on the information available by the specified deadline.

2. **Instances of deceptive reporting by implementing agencies:** The IVA will promptly notify the NPCU of any signs of coordinated efforts by implementing agencies to fraudulently report data concerning DLR achievement. **This should be formally reported to the NPCU.**

4.5. Using APA Results for M&E and Communications

The performance of each implementing agency—meaning their achievement of the EC and DLRs evaluated in the APAs—will be available on the HOPE-GOV public website/web portal to enhance transparency and accountability and to encourage peer learning and constructive competition. For further information, see Sections 9 and 10.

4.6. PforR Annual Performance-Based Funding Determination

The total PforR funding disbursement for an entity recognized by the Bank as meeting the EC is calculated by summing the values in the DLI matrix for all DLRs that the Bank acknowledges the State achieved during the assessed performance year. The results and disbursements should be finalized after July when the AFSs are available, rather than disburse earlier and adjust later. This calculation includes the following adjustments, if relevant:

1. Suppose an implementing agency was “overpaid” last year and does not qualify for PforR financing this year (for example, by not meeting the EC requirements) to offset the amount. In that case, the general rule is that the State must still reimburse the Bank via the FGN according to the applicable terms of the Subsidiary Agreement.

The total disbursement for PforR financing in each performance year will equal the combined total of PforR financing disbursements for all States, FCT and Federal agencies meeting the eligibility criteria in the assessed year, while respecting the overall financing limit of USD 480 million for the PforR component. Should States fall short of expected performance collectively, surplus funds will be carried over to the following year. However, this carryover does not apply to individual States, FCT or Federal agencies; they will not receive disbursements from the previous year if they fail to meet the DLR or even if they meet it the following year. Conversely, if States collectively exceed performance expectations, disbursements will be prorated to align with the entire financing amount available, i.e., the overall limit of USD 480 million for the PforR component.

4.7. PforR Disbursement Arrangements

Annual disbursements for PforR financing will occur only after the Bank approves the achievement of result. This decision follows the receipt of evidence showing that implementing agencies have met the Program EC and DLRs through the APA process, as verified by the IVA, and includes any necessary adjustments. The Bank will formally notify the NPCU of this disbursement decision.

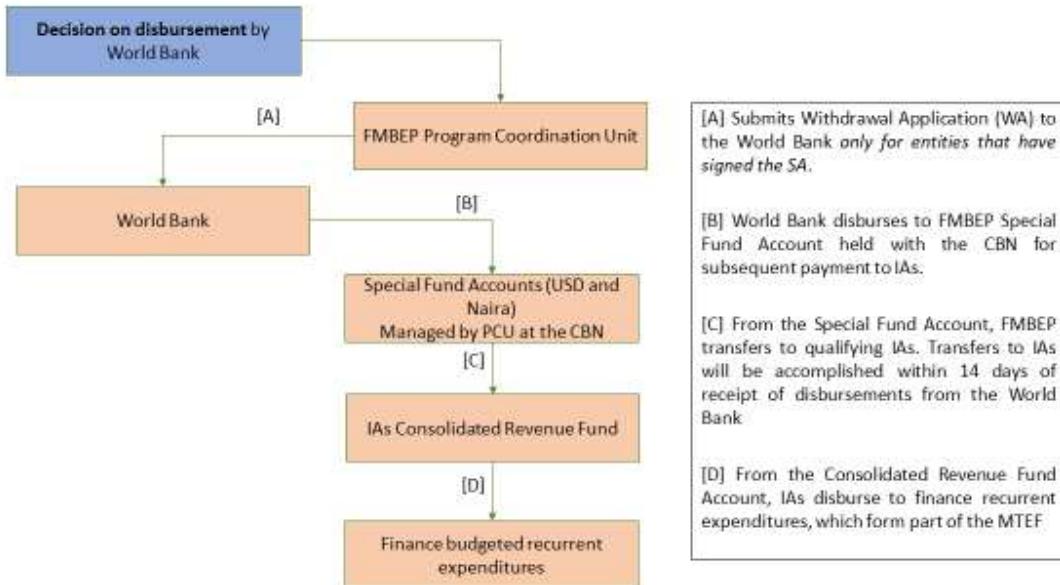
Implementing agencies (States, FCT and Federal agencies) can only access PforR financing after signing the Subsidiary Agreement (SA). This SA is a legal contract between the Federal

government, acting as the borrower, and the States, FCT and Federal agencies that are the beneficiaries. States, FCT and Federal agencies that have yet to sign the SA will have their PforR financing payments withheld until the agreement is finalized.

The flow of funds arrangement is triggered by the Bank's decision to disburse.

- I. The proceeds of the IDA loan under the Program results component will be disbursed to the Federal Government's Special Fund Account, a subaccount of the TSA held with the CBN—managed by the FMBEP (PCU). Disbursement is triggered by the achievement of the DLI-related results for the Program. The PCU will submit the verification report for the achievement of DLIs by each implementing agency for review by the World Bank. Upon notification of acceptance of the verification report, a Withdrawal Application will be submitted to the World Bank.
- II. Disbursement of achieved DLI results to performing states will be made directly from the Special Fund Account to the sector subaccount of the Consolidated Revenue Fund Accounts of the respective states to be opened for that purpose and from where disbursements will be made to the implementing agencies. The implementing agencies have their bank accounts opened with commercial banks or as stipulated by the state's legal framework regulating the operation of accounts.
- III. To mitigate the risk of delay in the transfer of funds from the PCU to the implementing Agencies, service standards will be established and monitored to ensure that implementing agencies' share of funds received in the TSA are transferred to the implementing agency's accounts within 14 days from the time of receipt of funds in the Special Fund Account.
- IV. Some DLIs are time bound 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 in the DLI matrix.

Figure 5: PforR Disbursements/Funds Flow Arrangements



If a decision to disburse is delayed by over four weeks due to disputes or verification issues concerning the achievement of Disbursement Linked Results (DLRs) for certain implementing agencies, disbursements should continue for the subset of implementing agencies where the Bank has decided to disburse. This approach prevents delays in the annual Program-for-Results (PforR) cycle timelines. For implementing agencies where the Bank chooses to disburse later, those disbursements can occur from the standard yearly PforR cycle. Following the decision to disburse for these States, FCT and Federal Agencies, the arrangement for the flow of funds will remain consistent with the standard procedures agreed upon.

4.8. PforR Financial Reporting and Program Audit

Audit and Oversight

1. **Program Audit:** State Auditors-General conduct independent audits of public finances in their respective jurisdictions and will be responsible for the audit of the Program within each state. The audit report issued for the GPFS of the state shall include or be accompanied by a special audit opinion on the HOPE GOV's PEF disclosure note. **Noting the Program boundary, the annual audited financial statements of the HOPE GOV participating states, will constitute the basis for the fiduciary assurance required by the World Bank under the PforR.** The states' annual financial statements shall include a disclosure note listing out expenditures for the year and the comparative prior year for all constituent elements of the PEF for the Program. The submission of the audit report (as well as the financial statements upon receipt of the draft accounts from the States Accountant General) to the legislature has witnessed some

improvement following the World Bank-financed intervention (SFTAS). However, there is need to strengthen the quality of the reports provided and timeliness in submission.

2. Annually, (i) NPCU will submit to the Bank, the audited financial statements of the participating states with state auditor's expression of audit opinion on the financial statements identifying program expenditures of the implementing agencies. The AFSs are to be uploaded to the states' websites not later than 6 months after the financial year end. The associated management letter will refer to the Program if observations are raised that are relevant to the PEF; and (ii) The NPCU will, after receiving the audit reports from the SOAuGs, compile the data on Program expenditures for the state implementing agencies extracted from the audited financial statements. The data will be certified by the External Auditor based on agreed upon procedures. The NPCU will be responsible for ensuring that the compiled data certified by the External Auditor is delivered to the World Bank within nine (9) months of the end of fiscal year. The timely submission of the AFSs will serve as an eligibility criterion for states' participation in the subsequent years of the Program.
3. For the IPF component, a private audit firm will be hired by the NPCU (FMBEP) to conduct the annual audit and submit consolidated audit reports and management letter of the implementing agencies at federal level within 9 months of the end of the financial year.

4.9. PforR Program Expenditure Framework

Implementing the government programs—UBER and NHSRII—supported by the HOPE-GOV Program primarily require staff time, consultants, workshops, and training. These inputs constitute the recurrent spending of implementing agency key finance entities, directly responsible for implementing the government programs and the HOPE-GOV Program activities.

The primary finance entities include relevant sector ministries, departments, and agencies at the Federal and State levels of government in all 36 States and the FCT. These entities encompass a range of government processes that enable the allocation and utilization of financing and policymaking for managing human resources responsible for delivering basic education and primary healthcare. They are part of the entities' sub-functions related to the 'General Public Services Function,' as defined by government finance statistics.

The program expenditure framework represents the total estimated recurring spending related to the HOPE-GOV financing across all implementing agencies. For the performance years of 2025 to 2028, the *estimated* expenditure framework is **NGN 2.82 trillion/USD 2.08 billion**, calculated using the entities' most recent MTEFs. As shown in Table 5, the IDA's contribution of US\$500 million constitutes 24.03 percent of the total expenditure framework of US\$2.08 billion over the four years.

This Program expenditure covers the personnel costs, and some selected recurrent expenditures (general training, consulting, and professional services) of selected State MDAs responsible for the results areas from September 2024 through the end of 2028. These include the Federal Ministries of Finance, Budget, Planning, Education, Health, the Office of the Accountant General, and their counterparts at the State level.

During implementation, the Program expenditure framework will be monitored by submitting the States' and Federal agencies' annual audited financial Statements. In the case of States, these Statements contain details of the realized budgeted recurrent spending broken down by individual ministries, departments, and agencies, allowing for the computation of the program expenditure framework.

Total Program expenditures (actual) at Program closure should be greater than or equal to the PforR withdrawals from IDA. The FGN must recover and refund any overdraws, ensuring that the results achieved are related to the financial resources deployed.

Table 6: Estimated Program Expenditure Framework and Financing Sources (in US\$ million)

Financing Source	Program Expenditure (USD Million)					
	2024	2025	2026	2027	2028	Total
Borrower/Recipient	286	346	416	482	549	2080
IDA (PforR)	-	120	120	120	120	480
IDA (IPF)	0.2	5	5	5	4.8	20
Total Program Financing	286.2	471	541	607	673.8	2580

Activities excluded from the Program: As defined above, the Program expressly excludes activities that do not meet World Bank policy on eligibility for PforR financing. State governments and Federal agencies shall ensure that the Program does not include any activities that, in the opinion of the World Bank, are likely to have significant adverse impacts that are sensitive, diverse, or unprecedented on the environment and/or on affected people, as defined in the World Bank policy on PforR financing, and/or works, goods, and consultancy contracts exceeding the Operations Procurement Review Committee's thresholds.

5. TECHNICAL ASSISTANCE (IPF) PROJECT IMPLEMENTATION ARRANGEMENTS

5.1. Overview of the Technical Assistance Component

The Technical Assistance Component for HOPE-GOV (also referred to as the “TA component”) uses the Investment Project Financing (IPF) instrument. It will be managed in accordance with the Bank’s Policy and Bank Directive for IPF. Its total financing envelope is US\$20 million (equivalent).

The sum of US\$20 million will be set aside for TA and Program management for this operation. This component will have three main parts: (i) TA support and capacity building; (ii) Program coordination and fiduciary management; and (iii) verification of results, and M&E. The first component will be the largest, focusing on providing capacity support to all participating state governments to strengthen their systems and capacities to enable them to achieve Program implementation. This will include supporting federal and states entities on issues such as preparing or changing UBEC or BHCDF funding guidelines/formula; setting baseline mappings for teachers and healthcare workers by states, local governments and facilities; initial guidance on production of financial and performance audits or citizen reports; and setting up systems regarding worker attendance. The IPF component will be managed in accordance with World Bank policy and World Bank Directive for IPFs.

Timing: The activities associated with the TA component will begin when the Program becomes effective or as soon as the structures are put in place. The WB and FMBEP will continue to engage with the agencies and provide TA to support the achievement of the results. It is expected that most capacity-building activities aimed at helping States meet the Program DLIs will occur within the first two years, facilitating progress toward achieving the DLRs and solidifying these improvements for the remainder of the Program's duration.

In relation to TA and capacity building, HOPE-GOV will adopt a strategic approach by relying on national institutions for public sector capacity building. The Program will build coalitions among line ministries that have the technical knowledge and public-sector training institutions with the capability and reach to deliver capacity building programs across the nation, to facilitate tapping the technical skills and experience within the Nigerian public sector to create sustainable capacity building programs. Training and learning will focus on areas directly linked to the achievement of the DLIs of the Program. The NPCU and other implementing agencies will submit to IDA for clearance their annual training plans, including capacity building activities for the states and training for their own staff. Despite the approved work plan, the NPCU must obtain the World Bank’s no objection, on a case-by-case basis, for any training activities. These specific requests should include the names of the officers to be trained, the training institutions and facilitators, the proposed cost the justification for the training, and the estimated cost of the training. Unless otherwise approved by IDA, all training must be conducted within Nigeria. For more details, please refer to the Enhanced Project Accountability Framework in Annex 2.2.

On Program Coordination and fiduciary management, the NPCU will develop the overarching TA plan covering all three components. By Program effectiveness, the NPCU will have prepared a TA Plan that will cover all three components, describing the activities under each of the three

components, along with their indicative budgets and timelines. The TA Plan will be reviewed by the World Bank and submitted for the approval of the Steering Committee.

On verification of results and M&E the IPF will be used to procure the consultancy services of an IVA responsible for the implementation of the verification protocol and reporting to the NPCU on the Program results. The NPCU will also put in place a robust Program M&E system to (i) monitor Program activities; and (ii) provide a consistent series of checks, feedback and technical support during implementation of activities prior to assessment of results by the IVA in the APA. The outputs of the Program M&E shall feed into the National M&E systems coordinated by the FMBEP, to ensure that the activities undertaken by the Program are aligned and feed into the National Development program.

Sub-Component One: Enhancing State Government Systems and Capacities:

5.2. TA Component Implementing Agencies and Partners

The TA Component aims to deliver activities using in-country institutions, as much as possible, to build the capacity of implementing agencies sustainably. Providers of training services are to be procured on a competitive basis. Training programs or services provided could be on a just-in-time or peer-to-peer basis, for one or more states /agencies facing similar challenges, and should as much as possible be on a virtual basis., other institutions The TORs for agencies hired competitively will be prepared, reviewed, and cleared by the World Bank as needed before the commencement of these services.

Table 6 summarizes the implementing agencies and partners for each TA sub-component.

Table 7: Indicative Content Areas for Capacity Building

HOPE-GOV Program DLIs	Areas of Capacity Building		Focal Agencies	Cross cutting agencies
Eligibility Criteria	<ul style="list-style-type: none"> Preparing financial Statements according to IPSAS standards Preparing annual State budgets according to the chart of accounts Auditing financial Statements 	•	<ul style="list-style-type: none"> State Accountant General's Office State Budget Office State Auditor General's Office 	•
DLI 1: Enhance access of UBEC financing of basic education	<ul style="list-style-type: none"> Revising guidelines for States' access to and reporting on UBER funds Compliance on rules for managing un-accessed funds 	•	<ul style="list-style-type: none"> UBEC • • 	<ul style="list-style-type: none"> FMB&EP FMoE
DLI 2: Strengthen State budget planning and execution for basic education and primary healthcare	<ul style="list-style-type: none"> Preparing and submitting consolidated work plans and budgets Efficiently implementing the budget and analysing budget deviations. 	•	<ul style="list-style-type: none"> State Budget Office State ministries of Health & Education 	<ul style="list-style-type: none"> FMB&EP FMoE FMoH&SW
DLI 3: FEDERAL-Strengthened accountability and transparency for Federal funding for basic education and primary health care	<ul style="list-style-type: none"> Preparing, engaging on, and publishing citizens' budget. Preparing and submitting annual audited financial Statements Complying with protocols for the transfer of funds to sub-national levels. 	•	<ul style="list-style-type: none"> FMB&EP • OAGF OAuGF 	<ul style="list-style-type: none"> DFAs UBEC MOC

DLI 4: Strengthen Accountability and Transparency of State funding for Basic Education and Primary Healthcare	<ul style="list-style-type: none"> State publishes citizen budget for basic education and primary health Conducting financial and performance audits. Preparing and publishing contract awards in OCDS format. 	•	<ul style="list-style-type: none"> State Ministry of Budget and Planning State Auditor General's Office State Bureau of Public Procurement 	<ul style="list-style-type: none"> SUBEB, SPHCDA
DLI 5: Increased number of Basic Education Teachers and Primary Healthcare Workers deployed	<ul style="list-style-type: none"> Conducting baseline personnel mapping surveys Taking remedial action on personnel gaps and publishing same 	•	<ul style="list-style-type: none"> State ministries of budget, health and education SUBEB SPHCDA 	<ul style="list-style-type: none"> SUBEB SPHCDA LEAs LHAs
DLI 6: Improved Payroll and Performance Management for Basic Education Teachers and Healthcare Workers	<ul style="list-style-type: none"> Capturing biometric data on education and health personnel in the public service Linking BVN data to payroll in the public service 	•	<ul style="list-style-type: none"> State Ministry of Finance State Ministry of Education State Ministry of Health 	<ul style="list-style-type: none"> SUBEB SPHCDA OHCS OAGS

Implementing Agencies and Partners:

- A suitable agency(s) with distinct skills and extensive experience in facilitating capacity building and educational initiatives for Local, State, and Federal agencies may be engaged, on a competitive basis, to provide TA to beneficiary entities. This engagement is intended to help the NPCU implement specific capacity-building and learning activities within Local, State, and Federal agencies. The agency(s) will be contracted based on terms of reference approved by the Bank. The Selected agency/firm will create and distribute guidelines and “How to” notes, conduct technical workshops, offer tailored on-the-ground advisory services via mobile expert teams, organize State peer learning forums and exchange visits, and carry out studies on State reform experiences. The agency’s work will focus on key areas that assist States in achieving the EC and DLIs.

- **The appropriate Federal MDAs responsible for relevant policies will provide certain technical assistance to States and Local governments.** For instance, the NPHCDA will emphasize primary healthcare service standards, while UBEC will concentrate on planning guidelines.
- **A suitable agency/firm will facilitate training and capacity building for climate-smart budgeting and expenditure tracking in the States.** This approach will address the climate disaster risks involved in the budgeting process, with training emphasizing the integration of climate disaster screening into budgeting practices.
- **The Program Coordination Unit** will not directly carry out capacity-building activities in the States but will serve a coordinating role, as described in section 5.4.

5.3. Project Implementation: Planning and Budgeting, Coordination, and Reporting

Planning and budgeting arrangements:

- The NPCU's annual work plan and budget will encompass its essential functions and incorporate the suggested annual work programs, all of which have received approval from the World Bank.
- The Annual Work Plan (AWP) must detail the intended activities for the Technical Assistance (TA) component for the upcoming calendar year, along with clearly defined deliverables and outputs to monitor each activity's progress. Additionally, they should outline the planned key procurement of goods and services. Budgets must present the sources and uses of funds organized by activity, ensuring compliance with Bank guidelines. **Annex 5 includes the suggested template and guidelines for work plans and budgets**, as provided by the World Bank. The Program Coordination Unit (NPCU) will communicate any revisions to the templates to the WB.
- The World Bank and NPCU will review the draft AWP and budget to ensure they align with the design of the TA component and the strategic framework for capacity building. The NPCU must submit a final AWP and budget for the World Bank's approval before the start of the calendar year.
- The Bank makes the final decision to approve each AWP and budget. The approved AWP and budget form the basis for disbursement and activity monitoring.

5.4. Project Implementation: Financial Management and Procurement

During program preparation, the implementing agencies' procurement and financial management were assessed, and the results shaped the design of the implementation arrangements. Below are the detailed arrangements for the implementing agencies.

Financial Management

Implementing remedial action plans will strengthen the FM system in the implementing agencies. Table 9 lists the Financial Management Action Plan to enhance the project FM system further.

Table 8: Financial Management Action Plan

Action Description	Due Date	Responsible Party
1. Designate Financial Management Specialist/Project Account, Project Internal Auditor and support accounting technicians in each implementing agency	Post effectiveness, within one month of effectiveness	All Implementing Agencies
2. Fiduciary staff of the implementing agencies are trained in Bank FM procedures and Disbursement Guidelines	Post effectiveness, no later than three months after effectiveness	All Implementing Agencies and the Bank

Fund Flows/Disbursements

- The World Bank will release funds for the NPCU into U.S. dollar-designated accounts (DAs) established at the CBN based on approved and budgeted AWP.
- Disbursements will be made primarily as advances quarterly, based on (i) unaudited IFRs prepared by the NPCU and submitted semesterly to the Bank and (ii) forecasts for the subsequent six months.
- A flexible disbursement ceiling will apply. The ceiling will be derived from the approved AWP and budget and equivalent to a six-month expenditure forecast.
- The NPCU will establish a Naira draw-down account (also held with the CBN) from which Naira payments will be made for eligible expenditures and to other service providers. The service standard is that the NPCU makes payments within 72 hours for eligible expenditures.
- NPCU's noncompliance with the Banks Policies and Directives and the Financing Agreement warrants the suspension of disbursement to the NPCU.
- Disbursement categories: Table 10 outlines the amount allocated to a single disbursement category for financing from the proceeds of the credit regarding the TA component:

Accounting and financial reporting

- The NPCU will use their computerized accounting systems to account for IDA funds on a cash basis.
- The NPCU shall prepare semesterly unaudited IFRs and submit them to IDA within 45 days of the end of each semester. The standard format of the unaudited IFRs is attached as Annex 2.3 of the POM.

- The annual financial Statements for the TA component will be prepared in accordance with the relevant International Public Sector Accounting Standards (IPSAS).

Internal controls

- FPFMD will designate an internal auditor for the Project. The internal auditor will prepare quarterly internal audit reports and submit them to the Bank within 45 days of each fiscal calendar quarter.
- The program will implement additional controls through an enhanced accountability framework to reduce the risk of misusing funds for soft expenditures, such as travel, workshops, and study tours. This framework is a standard for countries with high fiduciary risks involved in IPF projects. A copy can be found in Annex 2.2 of the POM.
- The *Bank* will share its Financial Procedures Manual with the implementing agencies and adapt it for their accounting and control procedures.

External audit

- The Program's financial Statements consist of two sections: (i) the audited financial Statements for the PforR component within 9 months of the end of the financial year and (ii) the audited financial Statements for the TA component. The Program Accountant will compile a consolidated annual financial Statement for the implementing agencies for auditing purposes.
- A private audit firm will be hired by the NPCU (FMBEP) to conduct the annual audit and submit an audit report and management letter within six months of the end of the financial year. The annual audited financial Statements will be considered the basis for the annual financial assurance required by the World Bank. The audit will be carried out under terms of reference acceptable to the Bank. The standard format for external auditors' terms of reference for financial audits is attached as Annex 2.1 of the POM.
- The NPCU will submit the consolidated Program audit report, in electronic format, to the World Bank within nine months after the end of the government's fiscal year.
- In addition to the annual financial Statement audit, the NPCU will invite the bank to conduct annual procurement audit.

Table 9: Summary of key reports required from implementing agencies

Purpose	Report	Time and Frequency
Planning and budgeting	Annual work plan (AWP) and annual budget submitted to the World Bank and NPCU for review and approval	Annually: March 2025, October for 2026 – 2028.
Funds flow/Disbursements Accounting and financial reporting	Unaudited Interim Financial Report (IFR) (before regular withdrawal applications); (i) Sources and uses of funds (ii) Uses of funds by project activities (iii) Expenditure forecasts for the subsequent six months. (iv) DA reconciliation Statements attaching the relevant bank Statements	Semesterly, submitted within 45 days after the first full semester of the calendar year post program effectiveness. <i>For example: if the Program is effective in December 2024. The first IFR will cover December 2024 to May 2025 and be due July 2025.</i>
Internal controls	Quarterly internal audit reports prepared by internal auditor will be submitted to IDA within 45 days of each fiscal calendar quarter.	Quarterly, submitted within 45 days after the first full quarter of the calendar year post program effectiveness.
Audits	Audited annual financial Statements	Annually, starting June 2027.

Procurement Arrangements

Procurement under this IPF component will be carried out in accordance with the following World Bank procedures: (a) the World Bank Procurement Regulations for IPF Borrowers (February 2025); and (b) “Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans, IDA Credits, and Grants” (revised as of July 1, 2016); and other provisions stipulated in the Financing Agreement. The national procurement procedures will apply to the project where necessary. For each contract to be financed by the Credit, the various procurement methods or consultant selection methods, estimated costs, prior review requirements, and time frame will be agreed upon between the Borrower and IDA in the Procurement Plan.

The categories of procurement for the Program consist mainly of:

- Selection of the IVA for conducting the annual performance assessments.
- Selection of the external firm that will conduct surveys of States to collect baseline and end-of-program data for personnel mapping, the e-procurement, and funds release DLI, and provide the data to the IVA for results verification.

- Engagement of suitable consultancy firms on a competitive basis, on terms of references approved by the Bank.
- Procurement of firm and individual consultancies to support the NPCU, UBEC, NPHCDA, and BHCPF-MOC in implementing their annual work plans.
- Procurement of goods, such as vehicles, computers, and office equipment for the NPCU and implementing agencies (as applicable).

The NPCU will handle all procurement for the Program and for this purpose -

- A full-time procurement officer experienced in procurement under a World Bank-funded project will be posted from Office of the Head of the Civil Service of the Federation to the NPCU to implement procurement activities. Where the civil servant deployed as the Procurement Officer is not sufficiently experienced, the NPCU shall engage an experienced and time-based Procurement Consultant (to be cleared by the Bank) to support and develop the deployed Procurement Officer's capacity.
- The Procurement Officer will support the NPCU in setting up a functional procurement unit. This unit will feature a procurement filing and data management system alongside a contract administration system. Initially, the system may be manual, but it will transition to an electronic format within six months once funding becomes available after the Program is operational.
- The Bank will provide procurement-related staff in the NPCU with training on the Bank's Procurement Regulations and System Tracking of Exchanges in Procurement (STEP), which is a mandatory requirement for managing procurement transactions and related documentation under Bank-financed IPF projects before or immediately after program effectiveness.

A Project Procurement Strategy for Development (PPSD) has been prepared with the Bank's support, aiming to ensure that procurement activities are packaged and arranged to expedite implementation, taking into account (i) market analysis and related procurement trends and (ii) procurement risk analysis. The PPSD includes the recommended procurement approaches for the project, which are reflected in the *Procurement Plan*, covering the first 18 months of project implementation.

Procurement Plan: The appropriate selection method for each consulting and goods contract is established in the *Procurement Plan*, including which items are subject to prior review and which items are subject to post-procurement review conducted by the Bank. The first version of the Procurement Plan for the first 18 months of the TA component was developed and agreed upon with the implementing agencies during program appraisal. The Procurement Plan will need to be updated immediately after program effectiveness to reflect approved annual work plans and budgets for the NPCU for 2025 - 2026, and thereafter, as necessary and in agreement with the Bank, to reflect the project's actual implementation needs and improvements in institutional capacity.

Operating costs for the NPCU will include travel expenses and related allowances approved in advance by the IDA; equipment rental; office maintenance; procurement of materials and supplies; utility and communication expenses; and bank charges. The Program will finance these operating costs through IPF using World Bank procurement procedures. Additionally, these expenses will be subject to post reviews by the Bank.

Training, Capacity Building, and Workshops: An Enhanced Project Accountability Framework governs expenditures related to training, workshops, and study tours. The Project Coordination Unit (NPCU) will submit the annual training plans, which incorporate capacity-building activities for the implementing entities as part of their yearly work plans for the Bank's approval. Additionally, detailed training plans for their staff must be submitted to the Bank for prior approval. These plans should outline, among other details, the names of the officers to be trained, the training institutions and/or facilitators involved, the associated costs, the rationale for the training, and the estimated training expenses. For more details, please refer to the Enhanced Project Accountability Framework in Annex 2.2. In consultation with the Bank, the NPCU may engage a local qualified firm to provide capacity building support to the States based on Needs Assessment to bridge capacity gaps and enhance disbursements. The firm should have the required qualified faculty and facilities to conduct the required trainings.

6. ENVIRONMENTAL AND SOCIAL ARRANGEMENTS

Operational Performance and Institutional Capacity Assessment

An Environmental and Social Management System Assessment (ESSA) was conducted to review the current environmental and social management systems and their practical effectiveness. The ESSA, conducted at the program level, utilized insights from the Bank, development partners, and borrowers, along with analyses done during the PforR operation preparation. The key finding indicates that, for the most part, there is sufficient policy, institutional, and legal capacity and measures to ensure positive social and environmental outcomes.

Although gaps are present, the Bank has agreed with the Government on concrete actions to enhance environmental and social management systems. This aims to ensure positive outcomes and mitigate identified gaps and risks, particularly related to potential increase in generation of healthcare wastes due to the expansion in the number and optimization of Public Primary Healthcare Facilities, potential discrimination of vulnerable groups, ethnic considerations and sexual abuse or harassment of women in recruitment, deployment, and performance management of teachers and primary health workers, release of annual statutory allocations for UBEC and BHCPF and enhanced efficiency and equity of UBEC financing of basic education which will increase State discretion on the use of funds for State priority needs could result in investments in the rehabilitation/refurbishment of schools, which could lead to adverse environmental and social impacts associated with rehabilitation, for example, generation of solid waste, noise and air pollution, and the potential rehabilitation work can also impact workers' health and safety. The PAP includes these concerns (Section 7 and Annex 3).

Environmental and Social Effects of the Program

Given that the HOPE-PforR Program is an institutional reform program, it will not support investments with high environmental and social risks for example, construction and infrastructure development. It will not accommodate involuntary displacements and resettlement. Thus, any Program activity that entails land acquisition, negative impact on natural habitat and cultural resources, public and worker's health and safety will not be funded under the PforR without adequate environmental and social management. For example, the program will support the procurement of any IT equipment only when an adequate e-waste management plan is in place and monitored and reported regularly.

The HOPE-GOV PforR and its defined program boundary are not anticipated to present significant adverse environmental and social risks, as outlined in OP/BP 9.0 and relevant guidance notes. Consequently, **the overall assessment indicates that the environmental and social risks and impacts of this program are low.**

The assessment exercise aligned program components with the Interim Guidance Note on ESSA and identified two principles for in-depth social risk evaluation. These core principles focused on (a) general principle of environmental and social management, (b) public and worker safety, (c) ensuring equitable access to program benefits, particularly by considering the rights and interests of Indigenous Peoples (IPs), and addressing the needs of vulnerable groups, and () preventing the escalation of social conflict, particularly in fragile States, post-conflict regions, or areas facing territorial disputes. Environmental and Social risk assessment was conducted to evaluate the relevance of these principles.

The HOPE-GOV PforR is expected to have largely positive environmental effects, as it may generate additional fiscal resources for improved environmental monitoring and enforcement of existing regulations. The Program is not anticipated to fund any civil works, which means it is unlikely to result in significant adverse effects that are sensitive, diverse, or unprecedented for the environment and communities. This principle ensures that the Program functions within a sufficient legal and regulatory framework. In summary, the systems in place for managing these impacts and risks are robust, with both Federal and State entities demonstrating a strong history of adherence to Nigeria's Environmental Impact Assessment (EIA) laws and World Bank Environmental and Social Framework in development activities.

Given the environmental effects, some recommendations are made as follows:

- Strengthening the E&S capacity under the project is needed. To facilitate this, E&S specialists should be recruited for the Program.
- Develop healthcare waste management strategies to facilitate healthcare waste management. The requirements for healthcare waste control should be included in the bidding document under HOPE PforR.
- Build the capacity of implementing agencies on the healthcare waste management strategies developed.

- Building the capacities of implementing entities for environmental, social, and safety (ESHS) in schools is necessary.
- There is a need to develop an environmental and social management strategy or manual for schools. HOPE-GOV will work with HOPE-PHC and HOPE-BED to ensure that these strategies are developed and utilized for service delivery activities.
- Develop e-waste management strategies to facilitate the management of e-waste to be generated by the program. The requirements for e-waste control should be included in the bidding document under HOPE-GOV PforR. The program will support the procurement of any IT equipment only when an adequate e-waste management plan is in place, monitored and reported regularly.

The HOPE-GOV PforR is also associated with some social risks. Enhanced efficiency and equity of UBEC financing of basic education (DLI1) and strengthened State budget planning and execution for basic education and primary health care (DLI2) could potentially impact workers' health and safety for workers involved in rehabilitation works that may be associated with these DLIs. The workers may be exposed to noise at the work site. There could also be an influx of workers to the communities where rehabilitation work will occur. This may affect the communities as there could be cases of sexual abuse and other vices, for example, drug abuse. There could be potential discrimination against vulnerable groups, ethnic considerations, and sexual abuse or harassment of women while reducing staffing gaps and deployment for basic education teachers and primary health care workers (DLI5). In addition, although social conflict as envisaged by ESSA, especially regarding armed conflict, is not applicable, discrimination along the lines of ethnicity and religion in the recruitment of teachers and health workers can result in complaints, social unrest, and demonstrations.

Given the identified social issues and weaknesses, the following recommendations are made:

- Ensure that the recruitment of teachers and health workers to reduce the staffing gap and the application of mechanisms to minimize absenteeism are carried out transparently to avoid ethnic or religious bias. Also, gender inclusion in the recruitment, deployment, and management of teachers and health personnel must be ensured.
- Ensure a select number of teachers are trained in environmental management and safety in the school environment.
- Establish a robust grievance redress mechanism specific to the Program to ensure that complaints from different stakeholders are well addressed.
- Strengthen provisions in the Code of Conduct (CoC) on gender-based violence (GBV) prevention and response, including clear protocols for identifying, reporting, and addressing instances of GBV within the school environment.

- Promote inclusive practices to accommodate students with disabilities through teacher training and inclusion in the upgrade CoC.

HOPE-GOV facilitates citizen involvement in the budgeting process. Such participation fosters Local ownership, enhances information exchange and transparency, and serves as the foundation for building beneficiary engagement and trust. To effectively engage citizens, institutional capacity and a clear vision are essential. Consequently, the NPCU must enlist a specialist to manage social mobilization efforts and to integrate social issues into its operations, encompassing communication, program and stakeholder involvement, as well as monitoring and evaluation processes.

Section 5 of this POM outlines the complaint-handling mechanism for issues arising from potential environmental and social risks and the Program's associated impacts.

7. PROGRAM ACTION PLAN

The Program Action Plan (PAP) outlines essential cross-cutting actions to be executed, with some supported by the Bank, by the Program Coordination Unit (NPCU), implementing agencies, partners, States, and other stakeholders involved in the program. These actions are crucial for addressing program risks through timely and effective mitigation measures that might otherwise hinder the achievement of the program's overall objectives and desired outcomes. The actions facilitate the implementation of the PforR and TA/CB components by tackling issues identified in the Technical, Fiduciary, and Environmental and Social Assessments conducted during the program's preparation phase.

While different stakeholders may be responsible for ensuring that the agreed-upon actions are met in a timely and satisfactory manner to the World Bank, it is the NPCU's ultimate responsibility to monitor progress against each actions. The NPCU captures the latest progress status in the semi-annual and annual progress reports, which are shared with various stakeholders (including the Central Steering Committee and the World Bank).

The PAP is a dynamic document that requires updates throughout program implementation. The current version of the **PAP is included as Annex 3 of the POM**. As outlined in the signed Financing Agreement, any amendments to the PAP—such as adding, removing, or altering specific actions, responsible parties, or timelines—must be discussed and approved by the World Bank. Prior to this the NPCU should discuss the proposed revisions and updates to the PAP among all stakeholders.

8. GRIEVANCE REDRESS AND COMPLAINTS HANDLING MECHANISM

The Grievance Mechanism is a structured system of process and procedure designed to receive, assess and resolve complaints, queries, or clarification related to the Program. At the Implementing Agencies level, both the NPCU and HOPE-GOV focal persons share the responsibility for raising awareness about the grievance redress and complaints handling mechanism outlined in this section. They must accomplish this within six months of the program's onset, with assistance from the NPCU's Environmental and Social Officer and communications specialist.

This grievance redress aims to ensure:

Citizens can voice out their complaints and get feedback

- Accountability for the allocated funds and safeguard the interests and fundamental human rights of individuals who may be affected by the HOPE-GOV initiative.
- Timely feedback is provided to citizens or affected persons.

Complaints from States and implementing agencies should be directed to the NPCU via email <hopegovcomplaints@nationalplanning.gov.ng>, the HOPE-GOV website, or any other communication method provided by the NPCU. These complaints will be handled by the NPCU's Environmental and Social Officer, who will promptly acknowledge receipt to the complainant using their provided contact information. All complaints received will remain confidential until resolved and authorized for disclosure. Complaints relating with funds will be handled by the Financial Management Specialist (FMS)

The Environmental and Social Officer will assess whether the received complaint:

- Concerns fraud and corruption, environmental and social safeguards, or any other issue, and if
- It can be dealt with internally (e.g., related to administrative/system issues, service provision, etc.) or forwarded to other relevant institutions that are mandated to handle this type of complaint.

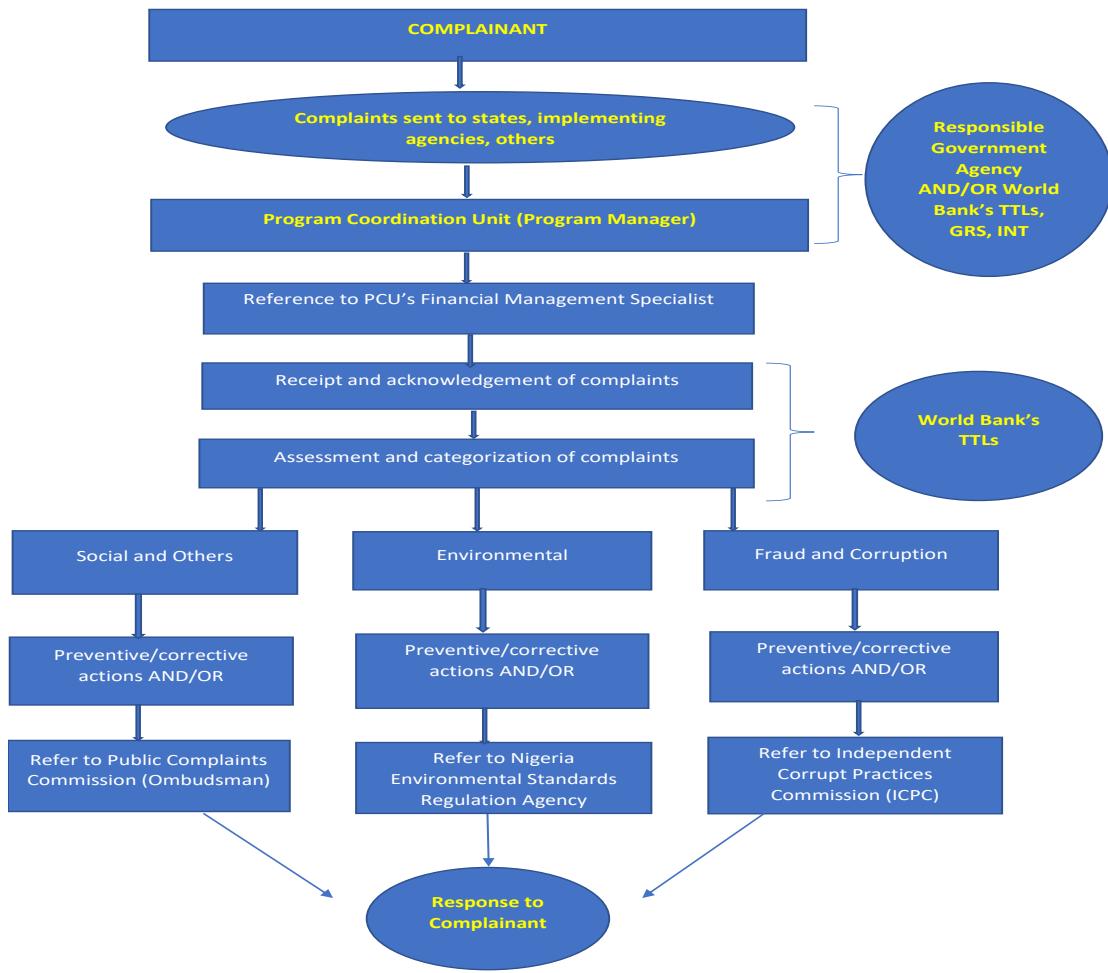
All complaints from affected citizens, communities, and other project beneficiaries (different from those involved in program implementation) related to issues arising from program implementation can be reported to one (or all) of the following:

- State Focal Points, using the grievance redress channels that will be established for the Program. This can be in-person, through a dedicated email <hopegovcomplaints@nationalplanning.gov.ng>
- The State Focal Point will also endeavour to address the complaint and where he/she is unable to, the complainant will be informed to escalate the issue to the NPCU, providing them with the channels for escalation. In all cases, the State Focal Point will inform the World Bank in a quarterly report on the grievances received. A GM manual will be developed by the Program which will provide the grievance redress procedure. The manual will be developed within 3 months of Program effectiveness.

- For Fraud and corruption cases, the NPCU’s Program Coordinator will report all such cases to the World Bank HOPE-GOV TTL(s) and the responsible government agency no later than 30 days after receiving the subject complaint(s).
 - The World Bank HOPE-GOV TTLs will then report all such cases to the Integrity Vice Presidency (INT), and/or the Inspection Panel.
 - INT is an independent unit within the World Bank Group (WBG) whose core function is to investigate fraud, corruption, collusion, coercion, and obstruction and to pursue sanctions related to these sanctionable offenses in WBG-financed activities. Complaints are submitted by filling out an online form.
 - The Grievance Redress Service (GRS) of the World Bank and the Inspection Panel. Individuals or communities who feel negatively impacted by a World Bank-supported PforR operation, as outlined by relevant policies and procedures, are encouraged to file complaints with the GRS. This service ensures a timely review of all complaints to address significant issues. Affected parties can also approach the World Bank’s independent Inspection Panel, which assesses whether harm has occurred or may occur due to the Bank’s failure to adhere to its policies and procedures. Complaints are accepted at any time after these issues have been directly raised with the World Bank, allowing Bank Management the chance to respond. For details on lodging complaints with the World Bank’s corporate GRS, please visit <http://www.worldbank.org/GRS>. For guidance on submitting complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

Every six months, the Program Accountant of the NPCU will prepare a consolidated report and send it to the National Program Steering Committee and the World Bank’s TTLs via the NPCU Program Coordinator. This report will include all received complaints along with updates on the types of complaints, actions taken, and the current status. Additionally, it will notify State focal persons, implementing agencies, and partners about any complaints currently under investigation by the World Bank or the relevant government agency. If complainants are dissatisfied with the outcomes or the actions taken, they can address the issue directly to the Ombudsman.

Figure 6: Complaints Handling Mechanism/Flow



9. MONITORING AND EVALUATION FRAMEWORK AND REPORTING

9.1. Principles Guiding the Program M&E

Overall Principles

Scope: The overall Program M&E function will be continuous and cut across the PforR and TA/CB components.

Responsibility: The function's overall accountability lies with the NPCU. Within this unit, the National Coordinator oversees the function's execution, while the NPCU's M&E Officer handles daily operations. The M&E Officer gathers and assesses data regarding the implementation progress of the entire program, covering components, subcomponents, and related activities for TA/CB implementation. The primary sources of data and information for the M&E Officer are the HOPE-GOV focal points in each participating State and within each implementing agency or

partner. Annex 4 provides templates and formats for M&E data collection and reporting.

The Program Results Framework in Annex 6 outlines the expected outcomes with a matrix of indicators and associated targets to monitor. This framework includes PDO and intermediate result indicators sourced from the DLIs. Each indicator features a baseline (from 2024) and a target for the program's conclusion in 2029 (assessed in 2028), detailing the total number of States that will achieve these results. Since all indicators in this framework originate from the DLIs, the verification and assessment protocols correspond to DLI verification procedures. The baseline figures come from the Bank's analysis of State-by-State history, supplemented by a baseline survey conducted in 2023/24. This survey, carried out by the PFMUs and Commissioners of Finance for each State, offers valuable insights into the status of financial and human resource management reforms tied to the DLIs.

Furthermore, target figures are based on the Bank's projections regarding each State's performance on the MTEF and insights from the 2023/24 survey, where the Commissioners of Finance estimated their State's capacity to meet the DLRs during the program period. The Bank established these targets following evaluations of potential improvements from consultations with States, past experiences in public financial and human resource management reforms, and fiscal simulations. Ultimately, the Program seeks to enhance the accuracy of State-level data through the DLIs, with APAs ensuring reliable data that reflects progress toward the end program targets.

Audience and primary use of the Program M&E: The reports and other outputs generated through M&E activities will be disseminated by the NPCU to implementing agencies, partners, the National Program Steering Committee (NPSC), and the Bank. The NPSC will use the M&E reports and outputs to assess implementation progress and provide strategic guidance to enable the Program to achieve its development objectives. The Bank will use the M&E reports and outputs to guide the joint implementation support missions carried out by the World Bank and the NPCU to review the progress to date, discuss the issues raised, and formulate recommendations that will become action points for implementation follow-up and subsequent reviews.

M&E Principles for the PforR Component

The elements of the Program's M&E function are similar to those of the IVA's role, yet they remain distinct. While the IVA operates externally and independently to verify the attainment of DLIs, allowing for incentive disbursement to qualified States, the M&E function is internal. It focuses on tracking progress toward DLRs, the PDO and intermediate indicators. Continuous M&E reports are sent to management to provide timely assistance to implementing agencies, collaborating with the Program Officer as part of the M & E and Program coordination functions to produce quarterly and semester M & E reports. The quarterly reports will be in line with the HOPE-GOV Steering Committee meetings while the semester reports are to be sent to the WB within 30 days from the end of the semester. The M & E officer will develop tools for data collection and the reporting template to be shared with the Bank before the commencement of data collection and reporting.

The NPCU will set up a Management Committee, which includes the NC (acting as chair) and technical specialists from each of the three results areas of the Program. This group will convene monthly and once the APA results are released. It will assess the evaluation report for each implementing agency to categorize (1) DLRs that are unmet with no progress and (2) DLRs that are unmet but show significant progress. The review outcomes will lead to recommendations for monitoring specific lagging States and/or DLRs, and suggest key actions to address implementation issues and slow advancements. The results and conclusions from this review will be compiled into a report, which will be shared with the National program Steering Committee and the World Bank within two months following the publication of the APA reports for additional review and feedback.

The findings and conclusions of this review will feed into the Monitoring Dashboard (see below on M&E tools and reports) produced by the NPCU for systematic progress tracking of recommended key actions. This will keep key stakeholders (implementing agencies and partners, National Steering Committee, World Bank, etc.) up to date on the corrective actions that implementing agencies/partners undertake to address specific implementation bottlenecks and make progress toward achieving desired results/DLIs.

M&E Principles for the TA/CB Component

The TA/CB component's M&E promotes close collaboration and coordination among implementing agencies and partners, supported by the NPCU's Program Officer.

It enables the NPCU M&E Officer to systematically track progress against deliverables agreed upon in the approved work plans of the implementing agencies/partners and the NPCU's own procurement plan.

It also allows for a selective approach to monitoring the TA/CB performance, focusing on activities critical to the program's success.

9.2. M&E Tools/Reports

Table 10 outlines the tools and reports intended for M&E and reporting within the Program. Annex 4 includes suggested templates and formats for each tool and report.

Table 10: Summary of the Program M&E Tools and Reports

Report Type	Frequency	Responsibility	By When
Monitoring Report	Quarterly		30 days after the end of the quarter
Program Reports (including PAP monitoring)	Semi-annually/Annually	NPCU's M&E Officer, with inputs from States Focal Points and HOPE-GOV Program Coordinators of implementing agencies	30 days after the end of the semester/calendar year
Midterm Review Report	Once		Within two years from program effectiveness 15 days before the start of the MTR mission
Program Completion Report	Once		3 months before project closure

a. **Semi-annual and Annual Program Reports** are intended to formally inform stakeholders of the status of program implementation, PAP progress, and all key decisions or actions necessary for the successful implementation of the Program. Two reports will be prepared for each calendar year: one (semi-annual) for the period covering program implementation in the first calendar semester (January – June) and a second (annual) for the entire calendar year (January – December). These progress reports will be prepared by the NPCU's M&E Officer (based on inputs provided by participating States, IVA, and implementing agencies) and submitted to the World Bank for review and feedback no later than 30 days after the end of the reporting period. Annex 4 includes the proposed format of these reports.

- A key element of the semi-annual and annual program reports involves detailing progress relative to the **Program Results Framework**, which outlines the Program Development Objectives (PDOs) along with the Intermediate Results Indicators (IRIs) that will consistently assess the Program's performance (refer to Annex 6). The Monitoring and Evaluation (M&E) Officer will compile the necessary data and summarize the advancements toward meeting all PDOs and IRIs. This will include numerical data on each indicator's status and a narrative addressing any discrepancies from the anticipated or targeted values for inclusion in the semi-annual and annual reports. Most of this data will originate from the APA reports, as the PDOs and IRIs are derived from the Disbursement Linked Indicators (DLIs), with the NPCU leveraging the APA reports to aggregate DLI performance across all entities.
- The **PAP Monitoring Tool** tracks and updates the Program Action Plan (PAP) actions undertaken by government entities, some with support from the World Bank, to mitigate program risks and achieve targeted outcomes. The NPCU updates these actions and milestones every six months, with the latest progress recorded in semi-annual and

annual reports. To adhere to reporting deadlines, each government entity responsible for specific PAP actions must report its progress to the NPCU 15 days before the semester concludes, enabling the NPCU's M&E Officer to compile this information promptly.

- b. **The Midterm Review (MTR) Report will be created within two years of the program's effectiveness.** Its purpose is to evaluate the Program's progress, identify any challenges or issues that could negatively affect its objectives, and outline necessary corrective actions. For this review, both thorough and desk evaluations will be conducted. Prior to the MTR, the NPCU will evaluate HOPE-GOV performance by preparing a midterm review report and consulting with all HOPE-GOV State focal points, implementing agencies, and partners to propose whether the program requires restructuring. The NPCU should finalize the MTR Report within two years of the program's start and send it to the National Program Steering Committee and the World Bank for review and feedback at least 15 days before the MTR mission begins. The proposed MTR Report format is included in Annex 4.
- c. **The Program Implementation Completion Report** will be created following a comprehensive evaluation after the program's closing date. This evaluation will determine if the program's results and objectives were met effectively and efficiently, and it will offer recommendations and insights from the implementation phase to help decide whether to continue, replicate, or expand the intervention. Evaluations may be conducted through thorough assessments and desk reviews. The final program evaluation will occur no later than three months before the closing date and will be presented to the World Bank and the National Program Steering Committee at least one month before the program's end. The final Implementation Completion Report (refer to Annex 4 for suggested content), overseen by the NPCU, will contribute to the World Bank's Implementation Completion and Results Report (ICR), released within six months of the program closure and made publicly accessible.

10. COMMUNICATIONS AND OUTREACH

10.1. Overall Principles Guiding Program Communications and Outreach

Scope: The Program Communications and Outreach function spans the PforR and TA/CB components and will be implemented continuously throughout the Program.

Responsibility: The overall function is under the purview of the NPCU. Within the NPCU, the National Program Coordinator ensures that the function is performed while the Communications Officer manages day-to-day operations. The Communications Officer is responsible for creating the communications and outreach strategy and annual action plans for the program's duration. They will also establish and oversee the HOPE-GOV public website and web portal. Furthermore, the Communications Officer will collaborate with other implementing agencies and partners to coordinate communication and outreach activities related to their HOPE-GOV initiatives, ensuring consistent messaging and effective information distribution.

Program Communications and Outreach Strategy: This strategy will be developed at the start of program implementation to direct the communications and outreach efforts throughout the Program's duration. It will provide the necessary context and outline these activities' overall and specific goals. Furthermore, the strategy will identify key audiences (internal stakeholders) involved in executing the Program, and external groups such as civil society organizations (CSOs) and the public. It will clarify essential messages and pinpoint effective communication channels for disseminating information to each target audience. Additionally, the strategy will detail its implementation approach, potential challenges and risks, and the methods for addressing them.

Communication action plans: The action plans support the implementation of the Program Communications and Outreach Strategy. The action plans should include the following elements: (i) specific activities supporting each of the key aspects identified in the strategy; (ii) the timeline for their implementation; (iii) the individuals and resources involved; (iv) the supporting deliverables; (v) the budget needed; and (vi) the result indicators that allow for monitoring the effectiveness of the communications and outreach activities. The action plan should be regarded as a dynamic working document covering one year ahead.

Key communications and outreach activities envisioned include the following (the strategy and action plans will expand and provide more details):

- The HOPE-GOV public website and web portal will consistently operate, showcasing the outcomes of the IVA's annual performance assessments alongside essential program information. This aims to enhance the Program's transparency and enable effective information sharing with stakeholders.
- Specific outreach activities for State-level stakeholders responsible for implementing the UBER and NHSRII.
- Targeted outreach for citizens who benefit from enhanced financial and human resource management in their States.

Box 1: HOPE-GOV Website/Portal Outline - Indicative

Objectives: To be a robust and interactive website/portal which is a one-stop shop for the Program that provides the following:

- Key program information to the public to promote financial and human resource management, including on HOPE-GOV Program progress and results achieved
- Mechanism to gather information from and share information to participating States, NPCU, implementing agencies and partners
- Mechanisms for feedback from stakeholders

Target audience:

- All stakeholders involved in implementing the Program in participating States and designated Federal agencies
- All implementing agencies and partners
- The wider public

Website/Portal Contents

- Key data/information on the two components of the Program: PforR and TA
- Implementing Agencies (IA) performance results from the annual performance assessments (APAs). At a minimum showing the achievement of the eligibility criteria and each of the DLIs per year, entity-by-entity.
- Program implementation progress (drawn from the quarterly monitoring dashboards and semi-annual and annual reports)
- Program implementation dashboards that will enable stakeholders to upload data from their various locations
- A discussion forum to enhance collaboration among stakeholders
- Contacts page with feedback mechanisms to link to the HOPE-GOV focal points, NPCU, Program Coordinators of implementing agencies
- Social media links
- Gallery
- Site map

POM ANNEXES

A1 APA Guidelines and Verification Protocols

A2 FM Enhanced Accountability Framework, Standard external audit ToR, and IFR template

A3 Program Action Plan

A4 Program Results Framework

A5 M&E tools and reports templates

A6 Terms of Reference for program Officer

- National Program Coordinator
- Environmental and Social Officer
- Monitoring and Evaluation Officer
- Communication Officer

ANNEX 1: VERIFICATION PROTOCOLS

I. Introduction

This verification protocol sets out the specific requirements for the achievement of each of the Eligibility Criteria and Disbursement-Linked Indicators/Results, and the process for the Independent Verification Agency to conduct the performance assessment. The Program will conduct four (4) performance assessments which will determine the disbursements. The first assessment will cover a select set of DLRs that can be achieved by mid-2025. The second, third and fourth assessments will each cover a full performance year, respectively 2025, 2026 and 2027.

Assessment	Period Covered	ECs/DLRs	Timing of assessment (indicative)	Timing of disbursement (indicative)
1	Year 0 (partial 2025)	EC-1, EC-2 DLRs: 1.1, 2.1, 4.1, 5.1, 5.2	June – August 2025	September 2025
2	Year 1 (2025)	EC-1, EC-2, EC-3 DLRs: 1.2, 2.3, 3.1, 4.1, 4.2, 4.3, 5.1, 5.2, 6	June – August 2026	September 2026
3	Year 2 (2026)	EC-1, EC-2, EC-3 DLRs: 1.2, 2.1, 2.2, 2.3, 3.1, 4.1, 4.2, 4.3, 5.1, 5.2	June – August 2027	September 2027
4	Year 3 (2027)	EC-1, EC-2, EC-3 DLRs: 1.2, 2.1, 2.2, 2.3, 3.1, 4.1, 4.2, 4.3, 5.1, 5.2	June – August 2028	September 2028

II. Eligibility Criteria (EC)

For each year of the Program, in order to be eligible to receive funds for achievement of the disbursement-linked results for that year, states need to achieve all of the annual Eligibility Criteria. The annual Eligibility Criteria comprise of three parts as shown in the table below: (1) Publication online on a timely basis the annual approved state budget in accordance with the national Chart of Accounts (with program segments for basic education and primary healthcare beginning with the FY26 budget); (2) Publication online of the annual audited financial statements prepared in accordance with IPSAS; and (3) Publication of timely quarterly budget implementation reports with detailed sections on basic education and primary healthcare.

Eligibility Criteria Table

	Year 0: 2025 partial year	Year 1: 2025	Year 2: 2026	Year 3: 2027
EC-1	FY25 state budget, prepared under national Chart of Accounts, approved by the State Assembly and published online by January 31, 2025.	FY26 state budget, prepared under national Chart of Accounts with program segment for basic education and primary healthcare, approved by the State Assembly and published online by January 31, 2026.	FY27 state budget, prepared under national Chart of Accounts with program segment for basic education and primary healthcare, approved by the State Assembly and published online by January 31, 2027.	FY28 state budget, prepared under national Chart of Accounts with program segment for basic education and primary healthcare, approved by the State Assembly and published online by January 31, 2028.
EC-2	FY24 audited financial statement, prepared in accordance with IPSAS, submitted to the State Assembly and published by July 31, 2025.	FY25 audited financial statement, prepared in accordance with IPSAS, submitted to the State Assembly and published by July 31, 2026.	FY26 audited financial statement, prepared in accordance with IPSAS, submitted to the State Assembly and published by July 31, 2027.	FY27 audited financial statement, prepared in accordance with IPSAS, submitted to the State Assembly and published by July 31, 2028.
EC-3		FY25 quarterly budget implementation reports with detailed section on basic education and primary healthcare published on average within 30 days of quarter end.	FY26 quarterly budget implementation reports with detailed section on basic education and primary healthcare published on average within 30 days of quarter end.	FY27 quarterly budget implementation reports with detailed section on basic education and primary healthcare published on average within 30 days of quarter end.



III. Disbursement-Linked Indicators (DLI) Matrix

Table Notes:

- (1) Disbursement-linked results (DLRs) are the specific results to be achieved under a DLI. DLRs must be achieved within the year indicated in order to be eligible for performance-based financing.
- (2) The DLR value shown in the DLI Matrix Table is per year per state (or relevant Federal agency as indicated). This value is the amount of performance-based financing to be received if the state/agency is assessed as having achieved the DLR.
- (3) DLIs 1, 2, 4 and 5 each contain more than one DLR that are separately valued. These are indicated by the sub-numbering, e.g., 1.1 and 1.2; 2.1 and 2.2 etc. Separately valued means that the state/agency can receive the performance-based financing for the DLR that is achieved, even if other DLRs are not.
- (4) DLRs which have distinct but related components that must be all achieved in order to receive financing are indicated by the use of 'AND' in the description.
- (5) Some DLRs have a basic target with a lower financing value and a stretch target with a higher financing value attached to it. States need to at least achieve the basic target to receive performance-based financing. States achieving the stretch target will receive the value of the stretch target only (not basic plus stretch).
- (6) For States that have functional Financial Management Information System (FMIS), the verification will include generation of budget implementation/execution report in FMIS and comparison of the generated report with figures published online by each state, exclusively for basic education and primary healthcare. Where there is a variance, the variance should be highlighted and brought to the attention of the state for correction, preferably as part of the recommendations by the IVA to the affected state.
- (7) The IVA must pay keen attention to the period or date to be selected when generating a report in FMIS. If a wrong date or period is erroneously selected, it may lead to inaccuracies in the figures. Important also is the grouping of the various expenditure items that constitute basic education and primary healthcare. To avoid ambiguity, the IVA will have to review each states budget lines to identify the expense budget items related to basic education and primary healthcare and use the same to execute the verification in FMIS and reports published online by each state.
- (8) For States that do not have functional FMIS, the IVA will have to physically verify the expense or payment vouchers and compare the expenditures/payments that are related to basic education and primary healthcare to determine the accuracy of the figures published online.

**Disbursement-Linked Indicator (DLI) Matrix**

<i>Disbursement - Linked Indicator</i>	<i>Total Financing Allocated (US millions)</i>	<i>Year 0</i>	<i>Year 1 – 2025</i>	<i>Year 2 - 2026</i>	<i>Year 3 – 2027</i>
DLI 1: Enhanced access, and equity of UBEC financing of basic education		1.1. UBEC guidelines revised to: (i) enhance states' access approval and reporting process including publication of releases; (ii)) set rules for managing un-accessed funds	N/A	N/A	N/A
		N/A	1.2 UBEC funds are released to States in accordance with the revised guidelines.	1.2 UBEC funds are released to states in accordance with the revised guidelines.	1.2 UBEC funds are released to states in accordance with the revised guidelines.
DLI 2: Strengthened state budget planning and execution for primary healthcare and basic education		2.1 State adopts comprehensive guidelines for preparation and submission of consolidated work plan for state basic education budget by March 31 st , 2025	N/A	2.1 (i) Approved budget by Participating State based on annual work plan AND (ii) budget deviation for basic education < 20%.	2.1 (i) Approved budget by Participating State based on annual work plan AND (ii) budget deviation for basic education < 15%.
		2.2 State adopts comprehensive guidelines for preparation and submission of consolidated work plan for state primary health care budget by March 31 st , 2025.	N/A	2.2 (i) Approved state budget based on annual PHC consolidated work plan AND	2.2 (i) Approved state budget based on annual PHC consolidated work plan AND



<i>Disbursement-Linked Indicator</i>	<i>Total Financing Allocated (US millions)</i>	<i>Year 0</i>	<i>Year 1 – 2025</i>	<i>Year 2 - 2026</i>	<i>Year 3 – 2027</i>
				(ii) budget deviation for primary healthcare < 20%.	(ii) budget deviation for primary healthcare < 15%.
		2.3 Local governments adopt harmonized budget guidelines/chart of accounts	2.3 Local governments publish FY25 budgets by February 28, 2026	2.3 Local governments publish FY26 budgets in line with the National Chart of Accounts by January 31.	2.3 Local governments publish FY27 budgets in line with the National Chart of Accounts by January 31.
DLI 3: Strengthened accountability and transparency for Federal funding for basic education and primary health care		N/A	3. UBEC and FMoHSW (through BHCPF MoC secretariat) publish online: (i) FY24 annual audited financial statements by May 31, 2025 AND (ii) Dates, amounts and recipients of all transfers made to subnational level	3. UBEC and FMoHSW (through BHCPF MoC secretariat) publish online: (i) FY25 annual audited financial statements by May 31, 2026 AND (ii) Dates, amounts and recipients of all transfers made to subnational level	3. UBEC and FMoHSW (through BHCPF MoC secretariat) publish online: (i) FY26 annual audited financial statements by May 31, 2027 AND (ii) Dates, amounts and recipients of all transfers made to subnational level
DLI 4: Strengthened accountability and transparency		4.1 Participating state publishes FY25 citizen budget for basic education	4.1 Participating state publishes FY26 citizen budget for basic education and primary health	4.1 Participating state publishes: (i) FY27 citizen budget for basic education	4.1 Participating state publishes: (i) FY28 citizen budget for basic education



Disbursement -Linked Indicator	Total Financing Allocated (US millions)	Year 0	Year 1 – 2025	Year 2 - 2026	Year 3 – 2027
basic education and primary health care funding at state level		and primary health by 28 February 2025		and primary health by 28 February 2027 AND (ii) FY25 citizen performance audit report for basic education and primary health by 31 July 2026	and primary health by 28 February 2028 AND (ii) FY26 citizen performance report for basic education and primary health by 31 July 2027
		N/A	4.2 Financial and performance audits of FY24 basic education and primary health sub-sectors submitted to State Assembly and published by June 30, 2025.	4.2 Financial and performance audits of FY25 basic education and primary health sub-sectors submitted to State Assembly and published by June 30, 2026.	4.2 Financial and performance audits of FY26 basic education and primary health sub-sectors submitted to State Assembly and published by June 30, 2027.
		N/A	4.3 Publish contract award information for all procurements in the education and health sectors on a quarterly basis within 30 days of the end of the quarter in OCDS format on the online portal.	4.3 Publish contract award information for all procurements in the education and health sectors on a quarterly basis within 30 days of the end of the quarter in OCDS format on the online portal.	4.3 Publish contract award information for all procurements in the education and health sectors on a quarterly basis within 30 days of the end of the quarter in OCDS format on the online portal.
DLI 5: Increased numbers of		5.1 (i) Baseline exercise mapping the number and duty stations of basic	5.1 Participating state (i) publishes online report on actions taken and progress	5.1 Participating State (i) publishes online report on actions taken and progress	5.1 Participating State (i) publishes online report on actions taken and progress



<i>Disbursement - Linked Indicator</i>	<i>Total Financing Allocated (US millions)</i>	<i>Year 0</i>	<i>Year 1 – 2025</i>	<i>Year 2 - 2026</i>	<i>Year 3 – 2027</i>
teachers and health workers deployed		education teachers across the Participating state and (ii) a multi-year costed teacher recruitment and deployment plan to address the staffing gap completed and published by March 31, 2025.	made in filling staffing gap and promoting equitable deployment by March 31, 2026 AND (ii) Meets basic or stretch target for gaps filled by March 31, 2026:	made in filling staffing gap and promoting equitable deployment and (ii) meets basic target or stretch target for gaps filled by March 31, 2027.	made in filling staffing gap and promoting equitable deployment; and (ii) meets basic target or stretch target for gaps filled by March 31, 2028
		5.2 (i) Baseline exercise mapping number and duty stations of PHC workers in the Participating State and (ii) multi-year costed PHC worker recruitment plan to address staffing gap completed and published by March 31, 2025.	5.2 Participating State (i) publishes PHC staff gaps actions report; (ii) meets basic or stretch targets for gaps by March 31, 2026; and (iii) meets base target consisting of: (a) Staff in Level 2 Primary Health Care facilities (BEmONC) by 15%, (b) Community Health Workers (CHW) linked to Level 2 PHCs and deployed to communities by 15%	5.2 Participating State (i) publishes PHC staff gaps actions report; (ii) meets basic or stretch targets for gaps by March 31, 2027; and (iii) meets base target: (a) Staff in Level 2 Primary Health Care facilities (BEmONC) by 15%, (b) Community Health Workers (CHW) linked to Level 2 PHCs and deployed to communities by 20%	5.2 Participating State (i) publishes PHC staff gaps actions report; (ii) meets basic or stretch targets for gaps by March 31, 2028; and (iii) meets base target: (a) Staff in Level 2 Primary Health Care facilities (BEmONC) by 15%, (ii) Community Health Workers (CHW) linked to Level 2 PHCs and deployed to communities by 15%
DLI 6: Improved payroll and		N/A	6. Biometric capture and BVN data of 80 percent of BED and	N/A	N/A



<i>Disbursement - Linked Indicator</i>	<i>Total Financing Allocated (US millions)</i>	<i>Year 0</i>	<i>Year 1 – 2025</i>	<i>Year 2 - 2026</i>	<i>Year 3 – 2027</i>
performance management for teachers and health workers			PHC workers in the public service completed and linked to payroll and identified ghost workers taken off the payroll.		

**General Principles used by the IVA**

1. The states' performance against the EC and each DLR will be assessed strictly on an Achieved or Not Achieved basis by the IVA using the verification protocol described in sections D and E.
 - a. The verification protocol for the EC and each DLR comprise of: 1) the definition and description of DLR achievement, including definition of key terms; 2) the state data source to be used by the IVA for the assessment of the DLR achievement; 3) the procedure the IVA will use to assess whether the state has achieved or not achieved the EC or DLR.
2. The definition and description of DLR achievement in the verification protocol is not meant to be comprehensive on what a law contains or how a system should function. Rather, it describes the basis of the DLR assessment by the IVA.
3. The data source and data requirements of the IVA are not recorded exhaustively within this protocol. The IVA reserves the right to request for any additional information or data from states that may be required to form an opinion.
4. The procedures IVA will use to assess states' achievement of the DLRs are not recorded exhaustively within this protocol. The IVA reserves the right to undertake additional procedures or amend the procedures in order to form an opinion, provided that any amendment applies uniformly to all states.
5. The performance assessments are conducted independently of each other i.e. the assessment of states' performance against the DLRs is not linked to or influenced by the performance under the previous DLRs but will be assessed anew.
6. Templates: The FME/UBEC, NPHCDA or MoC/SWAp Office shall, where necessary, through the Federal Ministry of Budget and Economic Planning (FMBEP)/NPCU, provide standard templates for states to use for some DLRs, including the following: (a) Consolidated work plans for basic education and primary health; (b) Baseline mapping of frontline workers
7. Where no template is provided, states should be guided by the definition/description of the DLR in the protocol.
8. Online Publication on State official website(s):
 - a. DLRs which require information to be "published" means that at a minimum, they are published online on an official state website or state web portal.
9. State official website(s) include the website of the State Government, the website of the Office of the Auditor-General for States, the website of relevant State Ministries such as Finance, Budgets and Economic Planning, Health Education or the website of the State House of Assembly.
10. All information required to be published on the states' website(s) by certain dates are to remain on the website indefinitely. This will be checked periodically (at least quarterly) by the IVA. All information placed on websites by states must be time-stamped to show



the date and time of publication. Where a required publication is not time-stamped and the IVA is subsequently unable to verify the date of publication, the requirement will be assessed as not met.

11. All information required to be published on the states' website(s) must be well sign-posted and easy for visitors to the websites to find. In particular, links to these online publications and databases must be clearly identifiable on the home pages of each website.
12. For all evidence to be downloaded from the state official website(s), the states are to inform the IVA of the link and the specific webpages. Please note also that all evidence must therefore be downloadable and in PDF formats. Editable versions of these reports shall also be submitted to the NPCU (M&E Office).
13. Use of Audited Annual Financial Statements: Where financial statements are the basis to assess DLRs, the Audited Annual Financial Statements for the State, the Local Government or the Statutory Corporation/Agency will be used.
14. Treatment of cash and accrual accounting: States using cash accounting will be expected to produce annual and year-end figures on a cash basis. States that have moved to accrual accounting will be expected to produce annual and year-end figures on an accrual basis.
15. Where a State provides audited financial statements and reports that are prepared on an accrual basis, the IVA will conduct its calculations and analysis on the basis of the accrued balances and not on the basis of cash flows. All accrued balances included within the year-end figures submitted to the IVA will be validated separately by the IVA after the year end to confirm they were appropriate. Where a state moves from cash to accrual accounting during the program, the IVA's comparative analysis will apply the cash position for the first year of accrual accounting and then apply the accrual position in the subsequent years.
16. The IVA will report on any indications of systemic attempts at fraudulent reporting or alteration of data related to DLR achievement by participating states for consideration by the World Bank and FMBEP.
17. The IVA will retain documentary evidence in electronic form to confirm that all the checks in the verification protocol have been carried out.
18. For each round of performance assessments, the IVA will prepare a draft report on key findings, conclusions and recommendations and send to each individual state as well as to the FMBEP/NPCU and the World Bank, providing 10 calendar days for responses. The IVA will then prepare a final report on key findings, conclusions and recommendations with annex on the response from states on the draft reports and the IVA's response and send to each individual state as well as to the FMBEP and the World Bank.



Eligibility Criteria (EC) and Disbursement-linked Result (DLR) Verification Protocol

Eligibility Criteria - 1	
<i>Description in EC Table</i>	<i>Definition/Description of EC achievement</i>
Annual state budget, prepared under national Chart of Accounts [with program segment for basic education and primary healthcare] approved by the State Assembly and published online by [specified date].	<p>The following disclosures will be made on the official website of the State that can be accessed by specific timelines defined for each of the Program years in the Eligibility Criteria Table:</p> <p>Annual state budget approved by the State Assembly: This means that the annual state budget has been passed by the State Assembly and has obtained the Governor's assent by the specified date in the Eligibility Criteria Table. The approved budget shall include appropriations according to the functional/organizational and detailed economic classifications of expenditures.</p> <p>Annual state budget prepared under National Chart of Accounts (GFS compliant): The national Chart of Accounts (CoA) is the approved FAAC CoA/budget classification system, domesticated to the State requirement in terms of elements without varying the structure and segments.</p> <p>In addition to the organization, fund, geolocation, and economic segments, the IVA will have to verify that functional and programme segments of the CoA have specific components/elements for basic education and primary healthcare. The basic education and primary healthcare functional and programme segments should be linked to their respective economic codes for each expense item budgeted for basic education and primary healthcare.</p> <p>Program segment for basic education and primary healthcare: This means that the annual state budget is clear and distinguishes appropriations that fund expenditure for basic education (primary and junior secondary) and for primary health care so that expenditures for these sub-sectors can be monitored through the budget and implementation reports. This can be done through the program segment and/or the functional segment but should allow for the accurate calculation of execution rates for these sub-sectors</p>
<i>Data Source and Procedures to assess achievement (2019 APA onwards)</i>	
<i>State data sources</i>	
<ul style="list-style-type: none">State official website(s): the website of the Office of the Auditor-General for States, the website of the State Government, the website of relevant Ministries such as Finance, Budget and Economic Planning, the website of the State House of AssemblyFederal Ministry of Finance: National Chart of AccountsFinancial Management Information System (FMIS): for states that have functioning FMIS	



- **Non-FMIS States:** states that do not have functioning FMIS, verification that tools/templates used in the preparation of the annual budget/domesticated by the state is compliant to the NCoA.

Procedure to be used by the IVA

The IVA will review information published online by the State before and up to the deadline date for the online publication of the documents specified for each criterion, and carry out the following:

For Year 0:

1. Download the Annual State Budget from the State official website
2. Confirm the budget has been finalized and passed into law (*i.e. obtain evidence of assent by the Governor*)
3. Confirm that the approved annual budget is published online by the specified date on the State official website.
4. Obtain a copy of the National Chart of Accounts from the Federal Ministry of Finance
5. Compare the budget to the NCOA to see if there is any significant differences in structure, coding and segmentation. The factor to be used for comparison is the approved FAAC CoA/budget classification system. It is expected to be domesticated to the State's requirements in terms of elements without varying the structure and segments. Confirm whether this has been done.
6. Conclude whether the State Budget is prepared under the NCoA, or whether there are any significant differences. In particular, confirm that the State Budget includes appropriations according to administrative, economic (Personnel, Overheads, Capital, and Other expenditures), functional and program classifications.

For Year 1, 2 and 3, the IVA shall also:

7. Confirm that the approved annual budget includes a functional and/or program segment that allows for identification and tracking of expenditure for basic education (primary and junior secondary) and primary healthcare.
8. For States with Centralized payroll systems for primary health care workers and teachers, confirm that the approved annual budget reflects funds transferred from Local Government to the State for the payment of personnel costs for frontline workers, as grants.

Eligibility Criteria - 2

Description in EC table	Definition/Description of EC achievement
Annual audited financial statement, prepared in accordance with IPSAS,	The following disclosures will be made on the official website of the State that can be accessed by specific timelines defined for each of the Program years in the Eligibility Criteria Table:



submitted to the State Assembly and published by [specified date].	<p>Audited financial statements: The annual audited financial statements should contain a complete set of financial statements including, <u>at a minimum</u>: the sources and uses of funds statements (or receipts and payments of funds statement); the appropriation for the year in review as well as the actual spending and balances against the appropriation; comparative actual expenditures of the preceding year; a summary statement of the state's debt stock and debt servicing; accounting policies applied; and all disclosure notes to the accounts required under the selected financial reporting framework.</p> <p>Audited financial statements for FY2025 – FY2028 should include details of expenditure in basic education and primary health care sectors in line with the program, functional and economic segments of the chart of accounts.</p> <p>International Public Sector Accounting Standards (IPSAS). IPSAS-compliant annual audited financial statements: At the minimum Part 1 of the IPSAS Cash Basis of reporting should be applied by each state</p>
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Data Source and Procedures to assess achievement**State data sources**

- **State official website(s):** the website of the Office of the Auditor-General for States, the website of the State Government, the website of relevant Ministries such as Finance, Budget and Economic Planning, the website of the State House of Assembly
- **Financial Management Information System (FMIS):** for states that have functioning FMIS

Procedure to be used by the IVA

The IVA will review information published online by the State before and up to the deadline date for the online publication of the documents specified for each criterion, and carry out the following:

1. Download the audited Financial Statements for the year under assessment from the State official website
2. Confirm whether the Statement of Responsibilities, the Accounting Policies Note and the Audit Certificate all specify the financial reporting framework under which the Financial Statements were prepared.
3. Where the reporting framework is stated consistently across all three documents, confirm whether the State has applied International Public Sector Accounting Standards - (Cash or Accrual).
4. Confirm that the audited Financial Statements are prepared in accordance with IPSAS and published by the specified date on the State official website.
5. If IPSAS has been implemented, confirm whether the primary statements and supporting notes are as expected.
6. Conduct checks of the consistency and reasonableness of the key balances within the Financial Statements



7. Confirm that the Financial Statements contain the following disclosures: the sources and uses of funds statements (or receipts and payments of funds statement); the appropriation for the year in review as well as the actual spending and balances against the appropriation; comparative actual expenditures of the preceding year; a summary statement of the state's debt stock and debt servicing; accounting policies applied; and notes to the accounts.
8. Expenditure covered in the audited Financial Statements relating to basic education and primary health care sectors must at a minimum cover those for salaries and emoluments, books, furniture and teachers development for the basic education sector. And salaries and emoluments, medicines and hospital consumables for primary health care sectors respectively.

Eligibility Criteria – 3

<i>Description in EC Table</i>	<i>Definition/Description of EC achievement</i>
Relevant FY quarterly budget implementation reports with detailed section on basic education and primary healthcare published on average within 30 days of quarter end.	<p>The following disclosures will be made on the official website of the State that can be accessed by specific timelines defined for each of the Program years in the Eligibility Criteria Table:</p> <p>Quarterly Budget Implementation Report: This means that the three monthly utilization of the annual appropriated budget by each state. Quarter 1 (January to March), Quarter 2 (April to June) Quarter 3 (July to September), Quarter 4 (October to December).</p> <p>Basic Education: This means specific components or elements that are exclusively for basic education purposes are classified, budgeted and expensed (budget implementation/utilization) using the functional and programme segments of the appropriated budget and linked to their various expenditure line items.</p> <p>Primary Healthcare: This means specific components or elements that are exclusively for primary healthcare purposes are classified, budgeted and expensed (budget implementation/utilization) using the functional and programme segments of the appropriated budget and linked to their various expenditure line items.</p> <p>30 Days of Quarter end: This means 30 days from the end date of each quarter.</p> <p>Detailed Section: This means the expense has to be broken down into the various sub-elements of the economic segment of the CoA (account type, sub-account type, account class, sub-account class, and object of economic classification). However, the budget is prepared at the object of economic classification level for budgeting and transacting while the other sub-elements are mainly for reporting purposes. Depending on how each state would have classified their programmes for basic education and primary healthcare, the detailed level of classification in this category could be at either the activity level or objective level of the programme segment of the CoA. In the functional segment of the CoA, the detailed means classification for basic education and primary healthcare at the secondary</p>



	<p>Quarterly budget implementation reports are the same as quarterly budget execution reports. The reports are to be posted to the state official website on average within 30 days of the quarter end.</p> <p><u>Each</u> of the quarterly budget implementation reports are required to include the following information, at a minimum:</p> <ol style="list-style-type: none">1) The approved budget appropriation for the year for each organizational units (MDAs), and for each of the core economic classifications of expenditure (Personnel Cost, Other Recurrent Cost, and Capital Expenditure). This is applicable to states that are on cash accounting method. For states that are on accrual accounting method, the capital expenditure is replaced with Assets and their corresponding account class and sub-account classes2) Where states have amended/revised or passed supplementary budgets, States should show <u>both</u> the approved original budget AND the approved amended/revised/supplementary budgets in the reports.3) The actual expenditures for the quarter attributed to each MDA and each expenditure classification <u>and</u> also the actual cumulative expenditures for the year to date. Column of the report must include percentage utilization against percentage appropriated under each expenditure item.4) The balances against each of the revenue and expenditure appropriations. The balances should also be provided on a consolidated basis across the revenue and expenditure categories of cash or accrual basis as explained in 1 above.5) For quarterly budgeted implementation report (BIR), the 4th quarter BIR should match the audited financial statement for the year, otherwise any discrepancies or misalignment must be covered by the Notes to the AFS and must not exceed 20% of the actual cumulative disbursement as reflected in the 4th quarter BIR <p>Note that 'Other Expenditures' will include debt servicing and transfers, or other expenditures not attributable to any of the other three (3) expenditure classifications.</p>
<u>Data Source and Procedures to assess achievement</u>	
<p><u>State data sources</u></p> <ul style="list-style-type: none">• State official website(s): the website of the Office of the Auditor-General for States, the website of the State Government, the website of relevant Ministries such as Finance, Budget and Economic Planning, the website of the State House of Assembly• Financial Management Information System (FMIS): for states that have FMIS	
<p><u>Procedure to be used by the IVA</u></p>	



The IVA will review information published online by the State before and up to the deadline date for the online publication of the documents specified, and carry out the following:

1. Download the Quarterly Budget implementation Reports for all four quarters of the year under assessment.
2. For each quarterly report, confirm the dates of posting to the State official website and evidence of posting on the stated dates. Confirmation will be through a timestamp showing the date of publication (or through evidence obtained from the State IT Service provider).
3. Calculate the average time taken to publish the quarterly reports for the year and confirm that the average time taken is 30 days or less from the end of the quarter.
4. Confirm that the reports each include, at a minimum, the approved original AND revised (if applicable) budget appropriation for the year against each organizational units (MDAs) for each of the core economic classification of expenditures as explained in the definition section, the actual expenditures for the quarter attributed to each as well as the cumulative expenditures for year to date, and balances against each of the revenue and expenditure appropriations.
5. Confirm that the information above is also provided on a consolidated basis across the four (4) economic classifications for the entire state. Note that 'Other Expenditures' will include debt servicing, and transfers, or other expenditures not attributable to any of the other three (3) economic classifications.
6. States that have functioning Financial Management Information System (FMIS), the verification will include generation of budget implementation/execution report in FMIS and comparison of the generated report with figures published online by each state, exclusively for basic education and primary healthcare. Where there is a variance, the variance should be highlighted and bring to the attention of the state for correction, preferably as part of the recommendations by the IVA to the affected state.
7. Confirm that the reports each include a clear presentation of the actual expenditures for the quarter and cumulative year to date attributed to basic education (primary and junior secondary) and primary healthcare for each of the four (4) expenditure classification and [by administrative, functional and program classifications]
8. Confirm that the information above is also provided on a consolidated basis across the four (4) economic classifications for the entire state. Note that 'Other Expenditures' will include debt servicing, and transfers, or other expenditures not attributable to any of the other three (3) economic classifications.
9. Confirm that the cumulative expenditures and balances of each of the revenue and expenditure appropriations in the 4th Quarter Budget Implementation Report are consistent with the audited Financial Statements.

DLI 1 – Enhanced access of UBEC financing of basic education

<i>DLR description as per DLI Matrix</i>	<i>Definition/Description of DLR achievement</i>
	This DLR is a one-time DLI that can only be achieved in Year 0.



	<p>This DLR incentivizes the reform of the UBE Intervention Fund (IF) formula and guidelines to enhance access to, and effective utilization of funds, as well as to increase the decentralized management of the funds at the subnational level. The guidelines will also be revised to strengthen gender-based planning and how funds are used to address climate change, support vulnerable groups, and ensure child protection and safety. In subsequent years, the operationalization of the use of the revised guidelines will be incentivized through the HOPE-Education Program for Result.</p> <p>The revised UBE IF guidelines must be approved by the Board of UBEC, and include, at a minimum, provisions that:</p> <ol style="list-style-type: none">1. Enhance the ability of States to access UBE IF funds in a timely manner2. Require UBEC to publish the amounts transferred to states and the date such transfers were made on a quarterly basis on the UBEC website3. Set a cut-off period for un-accessed funds and rules for their usage4. Stipulate an increase in the decentralized management of UBE IF funds at the subnational level, particularly for (i) SUBEBs to manage funds for the procurement and distribution of teaching-learning materials; (ii) the LGEA and/or community organizations (including school-based and community-based management committees) to manage funds for small-scale civil 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) the LGEAs to manage funds for teacher continuous professional development and the monitoring and quality assurance of education services. However, this increase should be exclusive of the 50% matching grant which states currently receive.5. Mandate gender-based planning and the allocation of funds by UBE-IF recipients for addressing climate change, support vulnerable groups, and ensure child protection and safety.6. UBEC must notify States, not later than September 30, of any given year of the projected financing that will be available for the next fiscal year.
<i>Data Source and Procedures to assess achievement</i>	
<u>Data Sources</u>	
UBEC revised guidelines published on the FMoE or UBEC websites UBEC for FEC Extract evidencing approval of revised UBEC guidelines	

**Procedures to be used by the IVA**

The IVA will:

1. Obtain a copy of the revised UBE-IF guidelines from UBEC
2. UBEC confirms that the UBE-IF guidelines have been approved by providing the extract of the decision of the UBEC Board for sighting
3. Review the guidelines and confirm whether they meets the minimum criteria specified in the definition section specified below:
 - a. Enhance the ability of States to access UBE IF funds in a timely manner
 - b. Require UBEC to publish the amounts transferred to states and the date such transfers were made on a quarterly basis on the UBEC website
 - c. Set a cut-off period for un-accessed funds and rules for their usage
 - d. Stipulate an increase in the decentralized management of UBE IF funds, as described above in the fourth provision of the DLR definition/description.
 - e. Mandate gender-based planning and the allocation of funds by UBEI recipients for addressing climate change, support vulnerable groups, and ensure child protection and safety.
 - f. UBEC must notify States, not later than September 30, of any given year of the projected financing that will be available for the next fiscal year.

<i>DLR description as per DLI Matrix</i>	<i>Definition/Description of DLR achievement</i>
Year 0 – NA Years 1, 2 and 3 1.2 UBEC funds are released to states in accordance with the revised guidelines.	Incentives under this DLR are being managed under the HOPE-Education PforR.

Data Source and Procedures to assess achievement**Data Sources**

Proof of transfers made to states, should be same from UBEC records and state records as UBEC guidelines

**Procedures to be used by the IVA**

The IVA will carry out the following: (i) obtain the approved UBEC allocation for each state for each year of the DLI; (ii) determine if allocated amount was released (yes/no); (iii) Proof of transfers made to states, should be same from UBEC records and state records

The IVA will:

1. Obtain financial statements from UBEC demonstrating the disbursements made to states in the associated FY
2. Obtain from states records of the UBE-IF grants disbursed to states in the associated FY
3. Checks for compliance with the key revisions

DLI 2 – Strengthened state budget planning and execution for basic education and primary health

<i>DLR description as per DLI Matrix</i>	<i>Definition/Description of DLR achievement</i>
Year 0 2.1 State adopts comprehensive guidelines for preparation and submission of consolidated work plan for state BED budget by March 31st, 2025.	Year 0: This a one-time DLI to be achieved by March 31, 2025. The approved guidelines should at a minimum mandate the consolidated work plans to: <ol style="list-style-type: none">1. Align with or be based on State Education Sector Strategy(SESS) and reflect all programs/projects related to basic education in the state2. Projected funding envelop/ceiling for the basic education sector.3. Align with chart of accounts expenditure classifications and program segment4. Reflect recurrent costs associated with frontline workers – salaries, benefits, recruitment – noting which funding source will cover (LG or state)5. Capital: include prioritization criteria, investment management guidelines, geotagging, adherence to costing standards, physical and fiscal reporting
YEAR 1 N/A	
Year 2 2.1 Approved budget based on AWP AND	



<p>budget deviation for basic education < 20% (Number), as per verification protocol.</p> <p>Year 3</p> <p>2.1 Approved budget based on AWP</p> <p>AND</p> <p>budget deviation < 15% (Number), as per verification protocol</p>	<p>Year 2 and 3</p> <p>Approved state budget reflects annual consolidated work plan:</p> <p>Budget deviation</p> <p>The expenditure outturn deviation is computed as the difference between the original approved total budgeted expenditure for the fiscal year and the actual total expenditure in the fiscal year, divided by the original approved total budgeted expenditure, and expressed in positive percentage terms. Total expenditure includes total recurrent expenditure and total capital expenditure. The deviation should be less than the percentage defined for each year of the Program in the DLI Matrix (20% in Year 2 and 15% in Year 3).</p> <p>Basic Education</p> <ul style="list-style-type: none">i. Total budget: means the sum of total budget line items amount that are budgeted for pre-primary, primary and junior secondary for recurrent and non-recurrent, including capital expenditures, by consolidation of the state's functional and programme segments of the domesticated NCoA for each state. In the event whereby a state has migrated to IPSAS accrual, the capital expenditures shall be replaced with the assets classification codes and their corresponding asset expenditure actuals. The same approach should be applied by the IVA to determine actual disbursements for each fiscal year as total expenditure outturn for each state.ii. The consolidated plan must reflect the annual operational plans developed as part of the multi-year education sectoral plan.iii. The budget must at a minimum include the budget of the Ministry of Education, Universal Basic Education Board, all UBEC grants released to entities in the state and all Education related Donor/Development Funds.
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<i>Data Source and Procedures to assess achievement</i>	
<u>State data sources</u>	
<ul style="list-style-type: none">• Report of the Ministry of Education signed by the Hon. Commissioner confirming acceptance of State's adoption of Guidelines for preparation and submission of consolidated work plan for basic education• 4th quarter Budget Implementation Reports• Approved State guidelines for work plan and budget preparation• Approved State annual budget• Annual Audited Financial Statements and Annual Report by the Auditor-General for the State for the year	
<u>Procedures</u>	
The IVA will carry out the following:	
Guidelines	
<ol style="list-style-type: none">1. The IVA will obtain and review state revised guidelines for annual work plan and budget preparation and confirm whether guidelines are in line with the definition/description provided above and have been formally approved by the State Ministry of Education.2. The IVA will determine level of comprehensiveness, and confirm whether guidelines have been formally approved by the State Commissioner for Education.	
<ol style="list-style-type: none">3. Budget deviation<ol style="list-style-type: none">i. Obtain the approved annual budget and the audited financial statements from the Auditor-General for the State for the fiscal year.ii. Calculate the expenditure outturn deviation for the sub-sector for each year as per the definition of DLR achievement,iii. Confirm whether the expenditure outturn deviation is not higher than the maximum percentage defined for each year of the Program in the DLI Matrix	
The IVA should note in reports the following:	
<ol style="list-style-type: none">i. When the original budgeted figures differ between the approved Annual Budgets and AFS.ii. When the source of the values used in the calculations are from the hard copies of the AFS which are not available in the online AFS i.e. States have not upload the full AFS online.iii. When the transferred funds amount value is different from the actual receipt posted in the ledger or FMIS or financial statement.	



<i>DLR description as per DLI Matrix</i>	<i>Definition/Description of DLR achievement</i>
Year 0 2.2 State adopts comprehensive guidelines for preparation and submission of consolidated work plan for state primary health care budget by March 31st, 2025	Year 0: This a one-time DLI to be achieved by March 31, 2025. The approved guidelines should at a minimum mandate the consolidated work plans to: 6. Align with or be based on State Health Sector Annual Operational Plan (AOP) and reflect all programs/projects related to the healthcare sector in the state 7. Projected funding envelop/ceiling for the healthcare sector. 8. Align with chart of accounts expenditure classifications and program segment 9. Reflect recurrent costs associated with frontline workers – salaries, benefits, recruitment – noting which funding source will cover (LG or state) 10. Capital: include prioritization criteria, investment management guidelines, geotagging, adherence to costing standards, physical and fiscal reporting
Year 1 - NA	
Year 2 2.2 Approved state budget based on annual PHC consolidated work plan	Year 2 and 3 Approved state budget reflects annual operational plan:
AND budget deviation for primary healthcare < 20% as per verification protocol.	
Year 3 2.2 Approved state budget based on annual PHC consolidated work plan	Budget deviation The expenditure outturn deviation is computed as the difference between the original approved total budgeted expenditure for the fiscal year and the actual total expenditure in the fiscal year, divided by the original approved total budgeted expenditure, and expressed in positive percentage terms. Total expenditure includes total recurrent expenditure and total capital expenditure. The deviation should be less than the percentage defined for each year of
AND	



Budget deviation for primary healthcare < 20% as per verification protocol.	Primary Healthcare <ol style="list-style-type: none">i. Total budget means the sum of total budget line items amount that are budgeted for primary healthcare for recurrent and non-recurrent, including capital expenditures, by consolidation of the state's functional and programme segments of the domesticated NCoA for each state. In the event whereby a state has migrated to IPSAS accrual, the capital expenditures shall be replaced with the assets classification codes and their corresponding asset expenditure actuals. The same approach should be applied by the IVA to determine actual disbursements for each fiscal year as total expenditure outturn for each state.ii. The consolidated plan must reflect the annual operational plans submitted to the MOCiii. The budget must at a minimum include the budget of the Ministry of Health, Primary Health Care development Agency, Health Insurance Agencies, Emergency Management Agencies and all Health related Donor/Development Funds.iv. Where there is a revised / supplementary budget, the revised budget will be used provided that it was passed by August 31 of the year under consideration.
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Data Source and Procedures to assess achievement***Data Sources***

- Report of the Ministry of Health signed by the Hon. Commissioner confirming acceptance of State's adoption of Guidelines for preparation and submission of consolidated work plan for the health sector.
- 4th quarter Budget Implementation Reports
- Approved State guidelines for work plan and budget preparation
- Approved State annual budget
- Annual Audited Financial Statements and Annual Report by the Auditor-General for the State for the year

Procedures to be used by the IVA

The IVA will carry out the following:

Guidelines

4. The IVA will obtain and review state revised guidelines for annual work plan and budget preparation and confirm whether guidelines are in line with the definition/description provided above and have been formally approved by the State Ministry of Health.
5. The IVA will determine level of comprehensiveness, and confirm whether guidelines have been formally approved by the State



Commissioner for Health.

6. Budget deviation

- iv. Obtain the approved annual budget and the audited financial statements (AFS) from the Auditor-General for the State for the fiscal year.
- v. Calculate the expenditure outturn deviation for the sub-sector for each year as per the definition of DLR achievement,
- vi. Confirm whether the expenditure outturn deviation is not higher than the maximum percentage defined for each year of the Program in the DLI Matrix

The IVA should note in reports the following:

- iv. When the original budgeted figures differ between the approved Annual Budgets and AFS.
- v. When the source of the values used in the calculations are from the hard copies of the AFS which are not available in the online AFS i.e. States have not upload the full AFS online.
- vi. When the transferred funds amount value is different from the actual receipt posted in the ledger or FMIS or financial statement.

<i>DLR description as per DLI Matrix</i>	<i>Definition/Description of DLR achievement</i>
Year 0 2.3 Local governments adopt harmonized budget guidelines/chart of accounts	One-time DLI to be achieved in Year 0 or 1. Chart of accounts should be consistent with those adopted by States and used for budgeting and accounting. Should at the minimum have a program segment/programmatic code for disaggregating health sector and education budgets and spending. [states have functional code for BED; program code for PHC]
Year 1 2.3 Local governments publish FY25(should be FY26) budgets by February 28, 2025	Harmonized Budget: this means verification that budget classification codes are domesticated or harmonized to conform to the budget classification elements of the NCoA but in this case, it is harmonized or domesticated exclusively for the Local Government component or structure of the NCoA.
Year 2 2.3 Local governments publish FY26 (should be FY27) budgets in line with chart of accounts by January 31, 2027	National Chart of Account (NCoA): this means the approved budget and accounts classification codes for the federation and structured exclusively for (1) the federal government (2) the state governments (3) the local governments. With regards to this DLR, the NCoA is referring to the domesticated structure for each local government in each state and covers all the segments of the NCoA (administrative, fund, function, programme, geolocation, and, economic) for each local government budgets and accounts.



Year 3 2.3 Local governments publish FY27 (should be FY28) budgets in line with chart of accounts by January 31, 2028	<p><u>And need to address dates of publication</u></p> <p><u>Yr 1 – FY26 budgets</u></p> <p><u>Yr 2 – FY27</u></p> <p><u>Yr 3 – FY28</u></p>
<i>Data Source and Procedures to assess achievement</i>	
<u>Data Sources</u> Approved chart of accounts	
<u>Procedures to be used by the IVA</u>	
<ol style="list-style-type: none">1. Verify the structure of the local government CoA conforms to the approved NCoA structure2. Verify that classification codes conform to the approved classification codes of the NCoA3. Verify the CoA issued by the Accountant-General in the state4. Verify that budget for basic education is budgeted at functional and programme levels of the domesticated CoA for each FY5. Verify that budget for primary healthcare is budgeted at functional and programme levels of the domesticated CoA for each FY6. Verify the local governments budgets for each FY is approved by the relevant authorities in the state or local government.7. Verify the publication dates for each budget FY is published within the dates prescribed in the DLR	
DLI 3 – FEDERAL- Strengthened accountability and transparency for Federal funding for basic education and primary health care	
<i>DLR description as per DLI Matrix</i>	<i>Definition/Description of DLR achievement</i>
Year 0 - NA	The following disclosures will be made on the official website of UBEC and FMoH (BHCDF MoC secretariat) that can be accessed by specific timelines defined for each DLR.
Year 1 3.1 UBEC and FMoH	Audited financial statements: The annual audited financial statements should contain a complete set of financial statements including, <u>at a minimum</u> : the sources and uses of funds statements (or receipts and payments of funds



<p>(BHCDF MoC secretariat) publish online: (i) FY24 annual audited financial statements by May 31, 2025, (ii) Dates, amounts and recipients of all transfers made to subnational level on a quarterly basis within 15 days of the end of the quarter</p> <p>Year 2</p> <p>3.1 UBEC and FMoH</p> <p>(BHCDF MoC secretariat) publish online: (i) FY25 annual audited financial statements by May 31, 2026, (ii) Dates, amounts and recipients of all transfers made to subnational level on a quarterly basis within 15 days of the end of the quarter</p> <p>Year 3</p> <p>3.1 UBEC and FMoH</p> <p>(BHCDF MoC secretariat) publish online: (i) FY26 annual audited financial statements by May 31,</p>	<p>statement); the appropriation for the year in review as well as the actual spending and balances against the appropriation; comparative actual expenditures of the preceding year; and all disclosure notes to the accounts required under the selected financial reporting framework.</p> <p>International Public Sector Accounting Standards (IPSAS). IPSAS-compliant annual audited financial statements: At the minimum, Part 1 of the IPSAS Cash Basis of reporting should be applied by each state</p>
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2027, (ii) Dates, amounts and recipients of all transfers made to subnational level on a quarterly basis within 15 days of the end of the quarter

Data Source and Procedures to assess achievement**Data Sources**

- The Office of Accountant General of the Federation – Audited Annual Financial Statements for the year under assessment.
- Office of the Auditor-General of the Federation - Published audited financial statement and annual audit report for 2025 and onwards (Also to be obtained from the official website(s)).

Procedures to be used by the IVA**Publication**

Obtain the following from the website of each State and confirm publication of the Annual Report of the State Auditor-General and the Audited Annual Financial Statements for the State for the year under assessment.

Transfer

Obtain budget release receipt confirmation of States for UBEC and BHPCF as per UBEC and BHPCF guidelines

The obligation here is on the federal agencies to be audited and to publish the transfers. This should be checked against states (per DLR 4).

DLI 4 – Strengthened accountability and transparency of state funding for basic education and primary healthcare

<i>DLR description as per DLI Matrix</i>	<i>Definition/Description of DLR achievement</i>
Year 0 4.1 State publishes FY25 citizen budget for basic education and primary health by 28 February 2025	<i>Citizens' Budget</i> Citizens' budget published online means that the State government shall present the annual budget in a summarized but comprehensible manner for citizens and posted on the State website(s) no later than the date specified in the DLR. The form and general content of the citizens' budget shall be in line with the format provided by the Open



Year 1 4.1 State publishes FY26 citizen budget for basic education and primary health by 28 February 2026	Government Partnership Office of the Federal Government of Nigeria. The minimum required budget information to be contained in the Citizens Budget are: 1) the sources of revenues; 2) domestic and foreign grants, domestic and foreign loans, and other financing sources; 3) total expenditure by functions of government (CoFOG) segment with identifiable functions for basic education and primary healthcare (4) total expenditure by health policy (Programme) segment with identifiable programmes for basic education and primary healthcare (5) functions and programmes linked to their respective economic classifications; (6) the budget framework including total revenue and grants, total expenditures, budget deficit, budget financing and financing gap; 7) breakdown of expenditures by sectors/ministry; and 8) list of large capital projects and their geolocations in each state . The citizen's budget shall cover the entire State budget, but must in addition provide more details, in line with the enhanced budget disaggregation provided for the basic education and primary health care sectors.
Year 2 4.1 State publishes FY27 citizen budget for basic education and primary health by 28 February 2027 AND State publishes FY25 citizens performance audit report for basic education and primary health by 31 July 2026	
Year 3 4.1 State publishes FY28 citizen budget for basic education and primary health by 28 February 2028 AND State publishes FY26 citizens performance audit report for basic education and primary health by 31 July 2027	

Data Source and Procedures to assess achievement

**Data Sources**

- **State official website(s):** the website of the Office of the Auditor-General for States, the website of the State Government, the website of relevant Ministries such as Finance, Budget and Economic Planning, Education, Health, the website of the State House of Assembly
- **Financial Management Information System (FMIS):** for state that have functioning FMIS

Procedures to be used by the IVA*Citizens' Budget*

1. Obtain a copy of the Citizens' Budget directly from the State's official website(s) and confirm the information included agrees with the full Annual Budget. Identify and report on any significant discrepancies with the standard template provided.
2. Obtain evidence to confirm the date of publication online and conclude on whether the Citizens' budget was published on or before the deadline of the relevant fiscal year.
3. Confirm whether the Citizen's budget contain the following minimum details:
 - i. the sources of revenues.
 - ii. domestic and foreign grants, domestic and foreign loans, and other financing sources;
 - iii. total expenditure by functions of government (CoFOG) segment with identifiable functions for basic education and primary healthcare
 - iv. total expenditure by health policy (Programme) segment with identifiable programmes for basic education and primary healthcare
 - v. functions and programmes linked to their respective economic classifications.
 - vi. the budget framework including total revenue and grants, total expenditures, budget deficit, budget financing and financing gap;
 - vii. breakdown of expenditures by sectors/ministry; and
 - viii. list of large capital projects and their geolocations in each state.

Citizen Performance Reports:

1. Obtain a copy of the Citizen's Performance Audit Report from the State's official website(s) on or before DATE and confirm it agrees with the full Annual financial and performance Audit Report for BED and PHC published by the Auditor-General for the State.
2. Confirm whether the Citizen's Performance Audit report was prepared according to the template suggested to the States. Where a different format is used, compare with the template, and identify any significant differences. Conclude on whether the adopted format is acceptable.



<i>DLR description as per DLI Matrix</i>	<i>Definition/Description of DLR achievement</i>
Year 0 – NA	The audited financial statements should contain a complete set of financial and performance statements including, at a minimum: the sources and uses of funds statements (or receipts and payments of funds statement); the appropriation for the year in review as well as the actual spending and balances against the appropriation; comparative actual expenditures of the preceding year; a summary statement of the state's debt stock and debt servicing; accounting policies applied; and all disclosure notes to the accounts required under the selected financial reporting framework.
Year 1 4.2 Financial and performance audits of basic education and primary health sub-sectors submitted to State Assembly and published by June 30, 2025	
Year 2 4.2 Financial and performance audits of basic education and primary health sub-sectors submitted to State Assembly and published by June 30, 2026	<p>Note that this is not the same as the general state AFS, which is EC-2. While EC2 mandates a general/traditional financial audit report, DLR2 requires a higher-level performance audit standard -</p> <p><i>Performance Audit:</i> In line with the International Standards for Supreme Audit Institutions, the performance audit requirements of the AFS should at a minimum include an assessment of the economy, efficiency and effectiveness of expenditures, as well as recommended actions for improvement.</p>
Year 3 4.2 Financial and performance audits of basic education and primary health sub-sectors submitted to State Assembly and published by June 30, 2027	Performance aspects of the AFS should also at a minimum cover the 20 biggest items of expenditure by value, of the capital expenditures and at least 60% of the total value of the capital expenditures for basic education and primary health care sectors.
<i>Data Source and Procedures to assess achievement</i>	
<u>Data Sources</u>	
<ul style="list-style-type: none">• State official website(s): the website of the Office of the Auditor-General for States, the website of the State Government, the website of relevant Ministries such as Finance, Budget and Economic Planning, Education, Health, the website of the State House of Assembly	
<u>Procedures to be used by the IVA</u>	



1. Obtain a copy of the AFS directly from the State's official website(s) and confirm the information included agrees with the full Annual Budget. Identify and report on any significant discrepancies with the standard template provided.
2. Obtain evidence to confirm the date of publication online and conclude on whether the AFS was published on or before the deadline of the relevant fiscal year.
3. Confirm whether the AFS, in addition to the traditional financial coverage covers the performance audit principles listed in the description section above.
4. Confirm whether the minimum required assessments of the economy, efficiency and effectiveness of the government's expenditures was carried out,
5. Confirm that the performance assessment covers the 20 biggest items of expenditure by value, of the capital expenditures and at least 60% of the total value of the capital expenditures for the entire basic education and primary health care sectors.

<i>DLR description as per DLI Matrix</i>	<i>Definition/Description of DLR achievement</i>
Year 0 – NA Year 1, 2 and 3 4.3 Publish contract award information for all procurements in the education and health sectors on a quarterly basis. Within 30 days of the end of the quarter in OCDS format on the online portal.	<ul style="list-style-type: none">• For MDAs with e-Procurement: States will have to have an online portal established to record and publish data on all the various processes in the procurement cycle, for all contracts awarded through e-Procurement during the fiscal year that are in line with the Open Contracting Data Standards (OCDS)..• For MDAs without e-Procurement: States will have published contract award information* for all contracts awarded during the fiscal year that are above the threshold (as defined in the state procurement law or in the state procurement regulation(s)), in line with the Open Contracting Data Standards (OCDS) on the state official website** or online portal if already established. <p><i>*The minimum contract award information to be published (i) Project name, (ii) awarding institution, (iii) award date, (iv) name of contractor, and (v) contract amount. **If the contract award information is published on the state official website, the information must be accessible to the public.</i></p>

Data Source and Procedures to assess achievement**Data Sources**

- State Bureau for Public Procurement, Public Procurement Agency or equivalent



- State official website(s): the website of the Office of the Auditor-General for States, the website of the State Government, the website of relevant Ministries such as Finance, Budget and Economic Planning, the website of the State House of Assembly
- Open contracting online portal
- Office of the State Accountant General
- Ministries of Health, Education, Works etc.

Procedures to be used by the IVA

The IVA will carry out the following:

1. For MDAs without e-procurement, obtain a schedule of all contracts awarded during the year under assessment above the threshold (as defined in the state procurement law or in the state procurement regulation(s)).
2. For MDAs without e-procurement, confirm whether the disclosures on the state official website are compliant with/in line with the Open Contracting Data Standards (OCDS).
3. For MDAs with e-Procurement, obtain a schedule of all contracts awarded during the year before and after go-live.
4. For MDAs with e-procurement, confirm that the States has an online portal established to record and publish data on all the various processes in the procurement cycle, for all transactions initiated after the go-live resulting in a contract award during the fiscal year and confirm whether the data published is in line with the Open Contracting Data Standards (OCDS).

DLI 5 – Increased number of basic education teachers and primary healthcare workers deployed

<i>DLR description as per DLI Matrix</i>	<i>Definition/Description of DLR achievement</i>
Year 0 5.1 Baseline exercise mapping the number and duty stations of basic education teachers across the state and a multi-year costed	<u>Year 0:</u> Mapping number and duty station of basic education teachers means a clearly articulated manpower plan showing the current staffing positions in the basic education sector showing at a minimum – (i) The personnel list of all teachers in the basic education sector in every state showing the names, qualifications, experience, positions/functions, duty station, date of commencement of duty of the staff.



<p>deployment plan to address the staffing gap completed and published by March 31, 2025.</p> <p>Year 1</p> <p>5.1 State publishes online report on actions taken and progress made in filling staffing gap and promoting equitable deployment</p> <p>AND meets basic or stretch target by March 31, 2026</p> <p>Basic target: 15% of staffing gap filled</p> <p>Stretch target: 20% of staffing gap filled</p> <p>Year 2</p> <p>5.1 State publishes online report on actions taken and progress made in filling staffing gap and promoting equitable deployment</p> <p>AND meets basic target or stretch target by March 31, 2027.</p>	<p>ii. Forecasting: Determination of teachers leaving service in the next 4 years. Assessment of the future workforce requirements based on population projections, maximum permissible pupil to teacher ratio, urban vs rural ratio targets, gender distribution, special needs teaching requirements, and any other specific staffing requirement across all the basic education schools in the state.</p> <p>iii. The current staffing position in all the basic education schools, showing gaps.</p> <p>iv. Identifying the skills and number of teachers needed in each school.</p> <p>v. The actual costed recruitment and deployment plan, i.e. what gaps they plan to fill over the next 4 years, how they plan to fill it (recruitment of what type and redeployment of what type), and what it will cost.</p> <p>vi. Strategy for sourcing and recruiting new employees to fill the identified gaps, including whether to hire internally, externally, or through a combination of both.</p> <p>Year 1 – Year 3:</p> <p>i. Baseline mapping under implementation must be approved by the State Executive Council</p> <p>ii. The state shall prepare an annual report showing actions taken on filling staffing gaps based identified in the baseline mapping.</p> <p>iii. The report must be signed off by the Commissioner responsible for basic education matters.</p> <p>The report should be published online on the website of the Ministry of Education or the State Universal Basic Education Board) or the State Government</p>
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Year 3 5.1 State publishes online report on actions taken and progress made in filling staffing gap and promoting equitable deployment AND meets basic target or stretch target by March 31, 2028	
<i>Data Source and Procedures to assess achievement</i>	
<u>Data Sources</u> Website of the Ministry of Education or the State Universal Basic Education Board) or the State Government. State payroll records from the Accountant General/ LGA Sub-treasurer Baseline mapping approval by the State Executive Council	
<u>Procedures to be used by the IVA</u> The IVA will carry out the following: <ul style="list-style-type: none">• Obtain the approved State baseline exercise report.• Confirm that the report is approved and signed by Commissioner for Education.• Confirm whether the report contains the relevant and multi-year costed recruitment and deployment plan and includes all elements provided in the definition/description above• Confirm that the report aligns with the projections in the State Education Sector Plans.• For basic and stretch goals, confirm if the relevant year's target has been met	
<i>DLR description as per DLI Matrix</i>	<i>Definition/Description of DLR achievement</i>
Year 0 Baseline exercise	<u>Year 0:</u>



<p>mapping number and duty stations of PHC workers in the state and multi-year costed PHC worker recruitment plan to address staffing gap completed & published by Mar. 31, 2025.</p> <p>Year 1 State publishes PHC staff gaps actions report AND meets basic or stretch targets for gaps by March 31, 2026 AND meets: Base Target: (i) Staff in Level 2 Primary Health Care facilities (BEmONC) by 15%, (ii) Community Health Workers (CHW) linked to Level 2 PHCs and deployed to communities by 20% as per verification protocol</p> <p>Year 2 State publishes PHC staff gaps actions report AND meets basic or stretch targets for gaps by March 31, 2027 AND meets: Base Target: (i) Staff in Level 2 Primary Health Care facilities (BEmONC) by 15%</p>	<p>Mapping number and duty station of primary healthcare workers means a clearly articulated manpower plan showing the current staffing positions in the primary healthcare sector showing at a minimum –</p> <ul style="list-style-type: none">i. The personnel list of all primary healthcare workers in the primary healthcare facilities receiving direct facility financing (DFF) from the Basic Health Care Provision Fund (BHCDF).ii. The list will show the names, qualifications, experience, positions/functions, duty station, and date of commencement of duty of the staff.iii. Forecasting: Determination of primary healthcare workers leaving service in the next 4 years. Assessment of the future workforce requirements based on population density, urban vs rural ratio, gender distribution, and specific staffing requirement across all the primary healthcare facilities in the state.iv. The current staffing position in all the primary healthcare facilities, showing gaps.v. Identifying the skills and number of primary healthcare workers needed in each facilityvi. The actual costed recruitment and deployment plan, i.e. what gaps they plan to fill over the next 4 years, how they plan to fill it (recruitment of what type and redeployment of what type), and what it will cost.vii. Strategy for sourcing and recruiting new primary healthcare workers to fill the identified gaps, including whether to hire internally, externally, or through a combination of both. <p>Year 1 – Year 3:</p> <ul style="list-style-type: none">iv. Baseline mapping under implementation must be approved by the State Executive Councilv. The state shall prepare an annual report showing actions taken on filling staffing gaps based identified in the baseline mapping.vi. The workers recruited or redeployed must be linked to Level 2 facilities.vii. The report must be signed off by the Commissioner responsible for health matter.viii. The report should be published online on the website of the Ministry of Health or the State Government.
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(ii) Community Health Workers (CHW) linked to Level 2 PHCs and deployed to communities by 20% as per verification protocol

Year 3

State publishes PHC staff gaps actions report AND meets basic or stretch targets for gaps by March 31, 2028

AND meets: Base Target:

(i) Staff in Level 2 Primary

Health Care facilities

(BEmONC) by 15%,

(ii) Community Health

Workers (CHW) linked to Level

2 PHCs and deployed to

communities by 15% as

per the verification

Data Source and Procedures to assess achievement**Data Sources**

Website of the Ministry of Health or the State Government.

State payroll records from the Accountant General/ LGA Sub-treasurer

Baseline mapping approval by the State Executive Council

Procedures to be used by the IVA

The IVA will carry out the following:

- Obtain the approved State baseline exercise report.
- Confirm that the report is approved and signed by Commissioner for Health.
- Confirm whether the report contains the relevant and multi-year costed recruitment and deployment plan and includes all elements provided in the definition/description above.



- Confirm that the report aligns with the projections in the State Health Sector Annual Operational Plan.
- For basic and stretch goals, confirm if the relevant year's target has been met

DLI 6: Improved payroll and performance management for basic education teachers and healthcare workers

<i>DLR description as per DLI Matrix</i>	<i>Definition/Description of DLR achievement</i>
Year 0 – NA	To achieve the DLR, the following criteria has to be met by the 31st December of the year under assessment to count for that year:
Year 1 Biometric capture and BVN data of 80 percent of BED and PHC workers in the public service completed and linked to payroll and identified ghost workers taken off the payroll.	Use of biometric to reduce payroll fraud is defined as a state having: i) completed a biometric exercise for a percentage (as defined for each of the Program years in the DLI Matrix) of the current (defined as in the same calendar year) civil servants and pensioners on the state payroll; ii) linked the biometrics data to the state payroll to identify ghost workers; iii) removed confirmed ghost workers and ghost pensioners within three (3) months of each case being confirmed.
Years 2 and 3 – NA	A state having: i) linked bank verification number data to a percentage (as defined for each of the Program years in the DLI Matrix) of its current (defined as in the same calendar year) civil servants and pensioners on the state payroll; ii) taken steps to identify payroll fraud; iii) removed confirmed ghost workers and ghost pensioners within three (3) months of each case being confirmed. State payroll is defined as the payroll run by the State Accountant General in that State. <i>Note that LGAs are now receiving their funds in a separate account and would likely be running their payroll separately.</i>

Data Source and Procedures to assess achievement**Data Sources**

- **State Payroll service provider or relevant MDA** - for payroll scripts and biometric database
- **State Biometric database manager** - for the biometric database and register
- **Office of the State Accountant General** – for annual or periodic reports of ghost workers and payroll fraud identified and the financial savings achieved

Procedures to be used by the IVA



1. Obtain the following from each State:
 - a. A copy of the nominal roll for all state civil servants (sighted but not retained for security reasons)
 - b. A copy of the nominal roll for all state pensioners (sighted but not retained for security reasons)
 - c. A report from the State Biometric database on the number of persons registered
 - d. A report from the State Payroll on the number of civil servants and pensioners for which biometric data or BVN numbers are linked to payroll
2. Discuss with the State progress made with the implementation of a biometric register for civil servants and pensioners. Determine whether the State has a separate biometric register or relies on BVNs.
3. Obtain and review copies of documentation and reports on progress made with the implementation of biometric validation.
4. Summarize the progress presented by the State and record the position presented by the State for the following:
 - a. The percentage of the target population covered by biometric registration,
 - b. The number and percentage of staff and pensioners for which biometric data or BVN has been linked to payroll,
 - c. Whether in-year changes to the civil servant and pensioner payrolls (as a result of starters, leavers, deaths etc.) are captured by the biometric exercise.
 - d. Procedures in place for ensuring timely (within 3 months of the event) updates to the payroll to reflect leavers, retirees and deaths.
 - e. actions taken to remove ghost workers, including the numbers of workers removed and the timeliness of the removals.
5. Obtain the following corroborative evidence and compare with the position presented by the State:
 - a. Copies of payroll reports/scripts obtained directly from the systems administrator or database manager, showing the total population on the payroll and the total payroll population with biometric/BVN data.
 - b. Copies of relevant biometric data base reports/scripts obtained directly from the systems administrator showing the total number of civil servants and pensioners on the register.
 - c. A record of all ghost workers identified during the year under assessment, including the dates they were identified and the date they were removed from the payroll.
6. Conduct the following tests:
 - a. Select a sample of 20 staff and 20 pensioners at random from the total population on the payroll and also from the total payroll population with biometric / BVN data. Examine the records held for all sampled items and confirm they are as expected.
 - b. Select a sample of 20 staff and 20 pensioners at random from the State biometric database. Examine that biometric data and other records are held for all sampled items as expected.
 - c. Select a sample of 40 ghost workers and ghost pensioners from the reports provided and confirm whether their payments were stopped within three (3) months of being confirmed as ghosts.
 - d. Calculate the percentage of civil servants and pensioners for which Biometric / BVN data has been linked to payroll

ANNEX 2

ANNEX 2.1: STANDARD EXTERNAL AUDITOR TERMS OF REFERENCE (TOR)

1. BACKGROUND

The HOPE-GOV Program is a Program funded by the World Bank to support improvements in the strategic allocation and expenditure of resources for basic education and primary health care in Nigeria, through increasing the availability and effectiveness of financing for basic education and primary healthcare; enhancing transparency and accountability for basic education and primary healthcare; and improving recruitment, deployment and performance management of teachers and primary healthcare workers. The HOPE-Governance (HOPE-GOV) focuses on the critical crosscutting challenges and enabling factors related to both financial and human resource management in the primary health care and basic education sectors including improved financial resource allocation; strengthened PFM, fiscal transparency and accountability; and enhanced human resource management.

A total sum of US\$500 million in IDA credit facility was allocated for the HOPE-GOV program, out of which US\$480 million will be implemented using the Programme-for-Results (PforR) and the US\$20 million will be implemented using Investment Project Financing (IPF) lending instrument. The HOPE-GOV program (P181476) was approved on 26th September 2024 by the World Bank, and the beneficiaries of the program are the 36 States and the Federal Capital Territory (FCT).

Funds Recipients Ministry: The Federal Ministry of Budget & Economic Planning (FMBEP) FCT-Abuja Nigeria.

Implementing Agency: The HOPE-GOV National Programme Coordinating Unit (NPCU), which is domiciled in the Federal Ministry of Budget & Economic Planning (FMBEP), the implementing agency intends to apply part of the proceeds of this TA component (IPF instrument) credit to pay under the contract for consultancy Services for the engagement of an External Auditor to audit the Human Capital Opportunities for Prosperity and Equity - Governance Program Financial Statements annually.

Procurement Method: The NPCU will adopt “**Consultants Qualification Selection Method (CQS)**”, in accordance with Bank Procurement guidelines.

Method of Engagement: Three (3) Audit Firms will be solicited to submit their expression of interest. The evaluation of Audit Firms will be carried out by the National Project Coordinating Unit (NPCU), supported by the Federal Project Financial Management Department (FPFMD), and any Audit Firm ranked 1st will be invited for financial negotiation within an estimated amount and also chosen to audit the HOPE-GOV Program Financial Statements up to 31st December every year

The Project Development Objectives

The Programme Development Objective is to support the Federal Republic of Nigeria in strengthening institutions and the allocation and utilization of financial and human resources in basic education and primary health care. The achievement of the results will be measured by the following PDO level indicators:

Indicator 1: States accessing the full UBEC matching grant and achieving at least 80 percent budget execution for basic education sector,

Indicator 2: States publishing financial and performance audits of the basic education and PHC sectors,

Indicator 3: Number of states with at least one designated primary healthcare (PHC) facility in 50 percent of their wards meeting the staffing criteria for and receiving National Direct Facility Funding from the BHCDF,

Indicator 4: States that reduce staffing gaps in the basic education and primary healthcare sectors by 40 percent, with at least 30 percent of new recruits being women

Implementation Arrangements: The project is implemented under regular government structures, including the key technical Ministries/Agencies of Education and Health. The FMBEP hosts the national project coordination unit (NPCU).

The Program organs at the Federal level include:

- a) **Interdependent Series of Operations Inter-Ministerial National Steering Committee (NTC):** Responsible for providing high-level guidance, advice, and strategic oversight on the HOPE series of operations including (i) assessing the Program's implementation progress, specifically the achievement of DLIs across all beneficiary entities; (ii) evaluating disbursement statuses to the BEs; (iii) reviewing the PCU's monitoring, evaluation, communication, and outreach efforts, including publishing APA results; (iv) examining the progress of the capacity-building program across BEs by implementing agencies and partners; and (v) offering strategic guidance for the Program
- b) **National Technical Committee:** Oversight and offer technical guidance related to the Program's result areas and capacity-building efforts.
- c) **National Program Coordinating Unit (NPCU):** The National Program Coordination Unit (NPCU) comprising of qualified staff with demonstrable experience will be constituted through a process satisfactory to the Bank. The members of the NPCU will work full time on the Program. The NPCU will include a National Coordinator (NC) assisted by Program Officer, Procurement Officer, Financial Management Officers, Social Safeguards Officer, Environmental Safeguards Officer, M&E Officer, a Communication Officer and other key technical experts as required. Responsible for: (i) overall coordination of the Program; (ii)

engagement and supervision of the IVA; (iii) M&E of Program implementation; (iv) technical support and capacity building; and (v) fiduciary management.

At the state level includes:

a) **State Steering Committee:** (i) Approving the annual state HOPE-GOV action plan to meet the EC and achieve the DLIs, which encompasses essential capacity-building activities (ii) Tracking the annual progress of the state HOPE-GOV action plans, reviewing annual performance assessment results from the IVA, and suggesting and implementing corrective measures to enhance the state's performance. (iii) Reporting on progress and annual performance results to the state governor

2. OBJECTIVE OF THE PROJECT AUDIT

The objective of the audit of the Project Financial Statements (PFSs), is to enable the external auditor to express an independent and professional opinion on the financial position of Nigeria HOPE-GOV at the end of each fiscal year and of the funds received and expenditures for the accounting period ending on that date (usually 31st December every year).

The Program accounts (books of account) which provide a basis for the financial statement preparation, are those established to reflect the financial transactions in respect of HOPE-GOV, as maintained by the Federal Project Financial Management Department (FPFMD) and NPCU.

3. PREPARATION OF ANNUAL FINANCIAL STATEMENTS

PFSs have been prepared in accordance with International Public Sector Accounting Standards (IPSAS), as promulgated by the International Accounting Standards Committee, and give a true and fair view of the financial position of the project as at 31st December each year and of resources and expenditures for the year ended on that date.

The auditor is responsible for forming and expressing opinions on the financial statements. The auditor would carry out the audit of the project in accordance with the International Standards on Auditing (ISA), as promulgated by the International Federation of Accountants (IFAC). As part of the audit process, the auditor may request from the implementing agencies written confirmation concerning representations made in connection with the audit.

4. SCOPE OF THE AUDIT

In addition to Bank financial management guidelines, the audit should be carried out in accordance with International Standards on Auditing, as promulgated by the International Federation of Accountants, Government regulations & requirements, and other terms agreed upon between the Bank and Project Coordinating Unit and should include such tests and auditing procedures as the auditor considers necessary under the circumstances.

The annual audit would cover the financial statements of the Nigeria HOPE-GOV program activities implemented across the components: TA component whose books of accounts are maintained at the Project Financial Management Unit/PCU under the supervision of the FPFMD and the PforR component (PEF), whose financial statements are prepared/audited at the OSAG/OSAUG.

The annual Audit report should include whether:

- a) The IDA credit funds have been provided and used in accordance with the conditions of the relevant financing agreements, with due attention to economy and efficiency, and only for the purposes for which the funding was provided.
- b) Goods and services financed have been procured in accordance with the relevant financing agreements.
- c) All necessary supporting documents, records and accounts have been kept in respect of all project activities, with clear linkages between the books of account and reports presented to the Government and World Bank.
- d) Designated/Special Accounts (DAs/SAs) have been maintained in accordance with the provisions of the relevant financing agreements. The audit should examine the eligibility and correctness of financial transactions during the period under review and fund balances at the end of such period, operation, and use of the SA in accordance with the credit agreement.
- e) The PFSs have been prepared in accordance with International Public Sector Accounting Standards (IPSAS), as promulgated by the International Accounting Standards Committee, and give a true and fair view of the financial position of the project as at 31st December each year and of resources and expenditures for the year ended on that date.

In addition, External auditors should pay special attention to those expenditures for which withdrawal applications for project reimbursements were made under Statements of Expenditure (SOE) procedures. A separate reference is required in the auditor's opinion on the eligibility of the claimed expenditures and hence the extent to which the Bank can rely on SOEs as a basis for Loan disbursement. The review of the SOEs should:

- a) Determine that the Project has maintained adequate supporting documentation to support claims for Bank reimbursement of expenditures incurred.

- b) Assess the adequacy of accounting and internal control systems to monitor expenditures and their validity, and other financial transactions and ensure safe custody of project-Financed Assets.
- c) Verify that expenditures are eligible for financing under the Loan Agreement, with reference to the Staff Appraisal Report for guidance where necessary.
- d) Identify any ineligible expenditure; where identified, these should be noted by the auditor.

In complying with International Standards on Auditing, the auditor is expected to pay particular attention to the following matters:

- a) **Fraud and Corruption:** Consider the risks of material misstatements in the financial statements due to fraud as required by ISA 240: The Auditor's Responsibility to Consider Fraud in an Audit of Financial Statements. The auditor is required to identify and assess these risks (of material misstatement of the financial statements) due to fraud, obtain sufficient appropriate audit evidence about the assessed risks; and respond appropriately to identified or suspected fraud;
- b) **Laws and Regulations:** In designing and performing audit procedures, evaluating and reporting the results, consider that noncompliance by the implementing agency with laws and regulations may materially affect the financial statements as required by ISA 250: Consideration of Laws and Regulations in an Audit of Financial Statements;
- c) **Governance:** Communicate audit matters of governance interest arising from the audit of financial statements with those charged with governance of an entity as required by International Standards on Auditing 260: Communication of Audit Matters with those Charged with Governance.
- d) **Risks:** To reduce audit risk to an acceptable low level, determine the overall responses to assessed risks at the financial statement level, and design and perform further audit procedures to respond to assessed risks at the assertion level as required by Internal Standard on Auditing 330: the Auditor's Procedures in Response to Assessed Risks.

5. PROJECT FINANCIAL STATEMENTS (PFSs)

The Nigeria HOPE-GOV program Financial Statements shall include:

- a) A statement of Sources and Applications of funds comprising:
 - i. A summary of funds received from IDA funds
 - ii. A summary of expenditures, shown under the main Program Components (TA and PforR-PEF) and by main categories of expenditures, both for the current fiscal year and accumulated to date.

- b) A Designated Accounts Statement reconciling the balances on the IDA SAs to the SA bank balance shown on the Statement of Sources and Applications of Funds. The SAs Statement will comprise:
 - i. Deposits and replenishments received from the World Bank.
 - ii. Payments substantiated by withdraw applications for eligible expenditures in Concurrence with legal documents.
 - iii. Interest that may be earned from the balances and which belong to the borrower; and
 - iv. The remaining balance at the end of each fiscal year end
- c) A schedule listing individual SOE withdrawal applications by specific reference number and amount. The total SOE withdrawals should be part of the overall reconciliation of disbursements.
- d) A Statement of Financial Position showing the Cash Assets and Liabilities of the Loan program.
- e) A Statement of Financial Performance.
- f) Statement of Financial Position
- g) A Cash Flow Statement.
- h) Statement of Net changes
- i) Notes to the Financial Statements describing the applicable accounting principles in place and a detailed analysis of the main figures.
- j) A Statement of Budget versus Actual Expenditures reported in the Financial Report.
- k) As an annex to the financial statements a comprehensive list of all fixed assets purchased, with dates, values and condition of the assets and a stock position for all major relevant products at the reporting date;
- l) The Accounting Policies adopted, and any other information deemed necessary for the presentation of *“true and fair view”*.
- m) A statement reconciling the balance on each current TSA Naira bank accounts with the Central Bank of Nigeria (CBN) on the Statement of Sources and Applications of Funds. Additionally, the PFSs shall include [as annexes in support of (a) above] the following:
 - i. A reconciliation between the amounts shown as “received by the program from the World Bank” and the “amount actually disbursed by the World Bank”, as confirmed by the Bank. Note that Bank disbursements may have been made to the borrower or directly to a third party (usually to a supplier or consultant). In addition, Bank disbursements may have been made to a commercial Bank/Apex Bank for expenditure against a World Bank Special commitment covering a commercial Bank’s letter of credit. These disbursement procedures require supporting evidence that the funds were used properly according to the loan agreement. The supporting evidence may be in the form of original invoices, contracts, etc., or a Statement of Expenditures (SOE) under the parameters established in the Loan/Credit Agreement. The reconciliation should reflect all Bank disbursements i.e., direct to the borrower, direct to a third party, and/or covering a commercial bank’s letter of credit. It is important for the auditor to fully

understand the operation of the Designated Account (Funds advanced) to appropriately review the reconciliation referred to in the preceding paragraph.

- ii. A statement reconciling the balance on each current TSA Naira bank accounts on the Statement of Sources and Applications of Funds.
- n) Any other report and schedule as the auditor may deem necessary

6. STATEMENT OF EXPENDITURES (SOEs)/UNAUDITED INTERIM FINANCIAL REPORTS (IFRs)

In addition to the audit of the PFSs, the auditor shall be required to verify all SOEs or IFRs used as a basis for the submission of loan withdrawal applications to the World Bank. The auditor will apply such tests and auditing procedures as considered necessary under the circumstances. Annexed to the PFSs should be a schedule listing individual SOE or IFR withdrawal applications by specific reference number and amount.

The total withdrawals under the SOE or IFR procedures shall be part of the overall reconciliation of Bank disbursements described in paragraph 5 above.

7. DESIGNATED ACCOUNTS

In conjunction with the audit of the PFSs, the auditor will also be required to review the activities of the Designated Accounts associated with the Program.

The Designated Accounts usually comprises"

- a. Advance deposits received from the World Bank;
- b. Replenishments substantiated by withdrawal applications.
- c. Interest that may have been earned on the accounts, and that belong to the recipient, and
- d. Withdrawals related to project expenditures such as direct payment, reimbursement, and special commitments.

The auditor shall pay particular attention to compliance with the Bank's procedures and the balances of the Designated Accounts at the end of the fiscal year (or period). The auditor shall examine the eligibility of financial transactions during the period under examination and fund balances at the end of such a period, the operation and use of the DAs in accordance with the relevant general conditions, relevant financing agreements and disbursement letter, and the adequacy of internal controls for this type of disbursement mechanism.

For this Program, the Designated Accounts are referred to in the general conditions, the Financing Agreement and the Disbursement Letter (Paragraph xxx). The auditor shall also examine the eligibility and correctness of:

- a. Financial transactions during the period under review
- b. Account balances at the end of such a period
- c. The operation and use of the Designated Account in accordance with the financing agreement, and

- d. The adequacy of internal controls for the type of disbursement mechanism.

8. AUDITORS EXPERIENCE AND QUALIFICATIONS

The Firm appointed as the Program external auditor should:

- a) Be properly registered and certified as an Audit Firm authorized to practice within the confines of Laws of the country-Federal Republic of Nigeria;
- b) must have registered or renewed its registration with the office of the Auditor-General for the Federation in the year for which appointment or renewal of appointment is being sought;
- c) Have experience and knowledge of the World Bank's current Financial Management requirements and Government Financial guidelines, respectively, for a minimum of 5 years;
- d) Possess proven record of past and similar experience in financial audit matters;
- e) Have an understanding of key Financial Management issues and linkages.
- f) The Audit Firm should also have key Personnel with the following attributes:
 - i. Have an international recognized professional accounting qualification (i.e. ICAN, CNA or an equivalent professional accounting qualification;
 - ii. Be a member in good standing of a body of Accountants affiliated with the International Federation of Accountants (IFAC); and

9. AUDITOR CONFLICTS OF INTEREST

In order to avoid potential conflicts of interest, the Firm appointed as the external auditor shall not be allowed to advise on the establishment of the Program's Financial Management System.

10. DURATION OF AUDITOR'S ENGAGEMENT

The audit engagement will be for an initial period of 3 years, subject to annual review. Thereafter, the engagement may be extended for a further maximum period of 2 years. ***Note that the first accounting year/period is expected to cover 18 months period of the project (i.e. starting from the disbursement date).***

11. DELIVERABLES

11.1 AUDIT REPORT

Besides a primary independent opinion on the PFSs, the annual audit report shall include a separate paragraph confirming that IDA Funds have been used in accordance with the conditions of the relevant financing agreements. That the separate independent opinion as to whether the PFSs of Special Account give a true and fair view of the Program Financial Position of the Special Accounts.

The auditor shall also include a separate paragraph commenting on the accuracy and propriety of expenditures withdrawn under SOE procedures, if appropriate, and the extent to which these can be relied upon as a basis for loan disbursements.

The auditor will issue an opinion on the Program Financial Statements (PFSs). The annual audit report of the program accounts should include a separate paragraph highlighting key internal control weaknesses and non-compliance with the financing agreement terms.

The auditor will in addition, provide special opinion on the expenditures incurred on training/workshop/study tour, identifying any expenditure that is considered ineligible, based on established policy:

<i>Special Opinion</i>	<i>Rationale</i>
<i>Use of Funds by program and non-program staff for travel/training/workshops/study tour.</i>	<i>FM supervision points to systemic non-compliance with policy on retirement of travel advances and doubtful value for money on travel/training/workshops/study tour expenditures. The assessed risk under this category is rated high.</i>

11.2 MANAGEMENT LETTERS

In addition to the auditor's report, the auditor shall prepare a "Management Letter", in which the auditor shall:

- a) Identify and discuss, if appropriate, any differences between the Interim Financial Report (IFR) and Annual Financial Statements for the year concerned, including any impact that these differences may have on subsequent IFRs;
- b) Give comments and observations on the Accounting Records, Systems and Controls that were examined during the course of the audit;
- c) Identify specific deficiencies or areas of weakness in the systems and controls, and make recommendations for their improvement;
- d) Report on the degree of compliance with the **financial agreements** and give comments, if any, on internal and external matters affecting such compliance;
- e) Communicate matters that have come to attention during the audit which might have a significant impact on the implementation of the Program; and
- f) Any other matters that the auditor considers pertinent.

12. CLIENT's OBLIGATION

The auditor shall be given access to all legal documents, correspondence and any other information associated with the Program that may reasonably be deemed necessary to enable him/her to undertake the audit.

The auditor shall obtain direct confirmation of amounts disbursed and outstanding at the World Bank, and of amounts disbursed under the additional Grant (if any). Bank Task Team Lead (TTL) will assist in obtaining these confirmations.

The auditor should receive a copy of the relevant Program Appraisal Documents (PAD), Financing Agreement (FA), Bank Financial Management Policies and guidelines, Program Operations Manual (POM) and Financial Management Manual Handbook and Bank's Disbursement Manual.

13. GENERAL

The annual audit shall be planned so as to ensure the receipt by the World Bank of the Audited PFSs on or before June 30 of each year i.e., not later than 6 months after year-end.

The financial statements, including the audit report, management letter and management response/Remediation Action Plan (RAP) shall be received by the Bank no later than 6 months after the end of the accounting year to which the audit relates.

The auditor will submit the **report** to the FMBEP (NPCU) rather than to any staff member of the NPCU. The NPCU shall then promptly forward copies of the audit report and accompanying statements each to the World Bank, Federal Ministry of Finance, and Federal Project Financial Management Department (FPFMD), OAGF together with the management letter and management response / RAP.

It is highly desirable that the auditor becomes familiar with the Bank's Guidelines on Annual Financial Reporting for World Bank-Financed Activities, June 30, 2003, which summarizes the Bank's financial reporting and auditing requirements. The auditor shall be familiar with World Bank Procurement Guidelines, which can be obtained from the project implementing agency. The auditor shall also be familiar with the Bank's Disbursement Handbook for World Bank Clients, Disbursement Guidelines for Projects: May 2006. These documents are available on the Bank's website and could be obtained from the Task Team Leader (TTL).

ANNEX 2.2: FM ENHANCED ACCOUNTABILITY FRAMEWORK

An enhanced accountability framework will be implemented in the project to provide increased assurance that funds are used for the intended purposes with economy and efficiency and attain value for money. This is primarily applicable to additional scrutiny of soft expenditures such as workshops, training, travel and operating expenses. The protocol for reporting on fraud and corruption is also included in this annex.

⇒ ***For PforR Component***

1. Eligibility Criteria for State participation and access fund

While all states are, in principle, ELIGIBLE to participate and receive financing, the financing will only flow once a state has met the following ELIGIBILITY criteria:

- Mandatory Cross Participation in the HOPE-ISOP: HOPE-GOV, HOPE-PHC and HOPE-EDU
- Expression of Interest Received from State (Preferable signed by the Executive Governor).
- Set up a State-led institutional arrangement – State Steering Committee and State Technical Committee
- State designates a focal person for HOPE-GOV Program
- Signing of Subsidiary Agreement between the Federal Government (FMOF) and the State Government

2. Verification/Authorization process and Funds flow

- **Implementing Agencies:** Implementation of activities by states in key result areas to achieve DLIs.
- **Independent Verification Agent (IVA):** IVA conducts independent verification of results achieved by state and reports of the verification is sent to the NPCU.
- **NPCU:** Reviews the verification reports by the IVA and sends to the World Bank for no objection
- **World Bank:** Takes a decision on disbursement based on the acceptance of the verified reports. World Bank communicates to the client to submit SOE for the achieved results.
- **NPCU:** Submits Statement of Expenditure (SOE) Withdrawal Application Form for the achieve results in the Client Connection.
- **World Bank:** Disburses to NPCU Designated account (US\$) in Central Bank of Nigeria (CBN).
- **NPCU:** submit mandates to CBN to converts dollars to Naira equivalent (achieved results) at CBN prevailing exchange rate and transfers (reimburse) to the state Consolidated Revenue Fund (CRF) account.

- **CRF:** State use the funds to finance states budgeted expenditures in line with Program Expenditure Framework (PEF)
- **WB/NPCU:** Reconcile the achieved PEF and WB Disbursement at the end of project life. If the WB disbursement should be less or equal to achieved result (in PEF), otherwise the borrower will refund the difference.

⇒ ***For IPF Component***

While all NPCU members, implementing MDAs and relevant stakeholders are in principle, ELIGIBLE to benefit from IPF financing, the financing will only flow once necessary FM due diligent are achieved by the beneficiaries.

1. Verification/Authorization process and Funds flow

- **Approved Annual Work Plan (AWP):** The NPCU prepared and submit Activity Work Plan and budget to the WB and cleared by the WB.
- **NPCU application:** Based on the approved AWP, the NC request for WB NO for the prior review activities (soft expenditures) such as workshops, training, travel and operating expenses before implementation.
- **Internal approval:** Based on the WB NO or cleared AWP, the focal officer/project staff/consultants (and etc.,) make a formal request through the NC for the PS approval to implement (or carry out a task) and disburse to the beneficiaries. *Note that there will not be payments for the following activities until the necessary internal control guidelines are followed:*
 - **Procurement Activities:** the documentary evidence of processes and procedures, including the verified deliverables completed.
 - **Consultancy Service:** The consultant rendered service, writing a report of work done, and was certified by the assigned supervisor.
 - **Workshop/Meeting/Training (Use of 3rd party facility)** - Attendance sheet and bank account details, hotel/facility invoice and receipt, solicitation letter, invitation, report etc.

2. Guidance on Travel advance:

To mitigate the issue of unretired travel advances and provision of inappropriate/falsified documentation to acquit the travel advances, a modification of the erstwhile policy (October 1, 2009) policy is recommended for application as follows¹:

- i. In respect of overseas/foreign and local travel, the applicable allowances shall be the respective World Bank rates, which normally involves lump sum payment for hotel and per diem. In the application of this rate for foreign travel, augmentation

¹ These recommendations are not intended to cover every possible situation. Instead, they are meant as guidance to project staff and management in making appropriate judgments about the use of project funds for travel and training

from Government resources should not be contemplated. The rates are subject to review at any time by the World Bank.

- ii. Part of the allowances can be paid in advance before travels but all expenses except feeding/per diem must be retired and improper claims refunded where applicable. This includes flight ticket, hotel accommodations, taxi fares/or transportation of any kind, visa fees or any other travel related expenses. Note that all these claims must be on actual basis.
- iii. Where meals and overnight accommodation are provided by the training facility, a reduced allowance amount will be paid.
- iv. Local and overseas/foreign travel allowances for hotel and per diem paid to project staff would not require vouching under the proposed policy framework; nevertheless, where actual travel days fell short of the travel days for which the advances were paid, the official will be required to reimburse the difference.
- v. Air tickets will continue to be refunded on actual basis, and should be supported by original tickets including travel details, fare amount, etc. In the case of Electronic Tickets (e-Tickets), travelers should submit the e-ticket receipt or airline confirmation memo showing travel details, payment information, fare amount and booking reference. Original boarding passes should also be submitted as evidence of travel. Handwritten receipts from travel agents will not be considered sufficient supporting documentation for the cost of airfare.
- vi. Local transportation / running, visa fees, and other incidental expenses will continue to be on actual basis and original receipts should be submitted to support the expenditure.
- vii. Expenses associated with extension of stays beyond what is required for the training are not reimbursable. Expenses incurred during personal and annual leave days are not reimbursable, and no per diem may be claimed for such days. Expenses incurred during sick leave days are reimbursable, except for any medical expenses.
- viii. The maximum delay² set in the relevant manual for the retirement of advances upon return from training, local or foreign, will be strictly enforced. Projects should implement tracking of outstanding travel advances, with a notification period once the initial deadline is past, and then an administrative action³ will be taken. In addition, new cash advance will not be granted. Maximum of 14days/2weeks should apply for retirement of expenses, refer to the FM manual.
- ix. To further strengthen above guidelines, an enhanced accountability framework should be considered for implementation in all Bank-assisted projects over expenditures in the areas of training, workshops, study tours, etc. as follows:

² Maximum delay is 14 days after the end of the assignment. Otherwise, administrative action is applied

³ Administrative action includes stoppage of salary, warning letter, suspension from work, dismissal from service, etc.

A. Each project should prepare annual training/ workshop/ study tours plan as applicable as part of their annual work plan. The annual training/workshop/study tour plan shall be prepared and submitted to the Bank as a separate document. The training/workshops/study tours plans as a minimum, should contain the following:

- demonstrated linkage between the rationale for the workshop/training/etc. and the Development Objective of the project;
- identification of the part of the Annual Work Program (AWP) to which the activity falls;
- the number of trainees, their function and reason for selection.
- the training/workshop/study tours plans should include number of participants, venue, and duration as well as estimated cost.

B. Prior to actual implementation of the training /workshop/study tours, the following will be required for the TTL's review and clearance;

- names of trainees and their functions
- number of times during the past 18 months that listed trainees had benefitted from training;
- number of years before retirement from service of each of the trainees;
- how the training provider was identified and selected, including any due diligence performed on the provider to ensure it is qualified to provide the training;
- if foreign training is proposed, the rationale for not proposing local training;
- training prospectus and reference to the beneficial outcome of the training;
- the detailed cost of the event; if local training/workshop/ sensitization, the following additional information would need to be provided: venue for the event, how venue was or is proposed to be selected, venue rental, refreshments/lunches, per diem, transport cost (air or land travel cost per trainee), training materials, etc. For the venue cost, which can be significant, a proforma invoice or estimate from the venue selected should be submitted (in the case of a competitive selection process, losing quotes should also be provided). Where prevailing circumstances would necessitate an exception to the aforementioned requirements, justification should be provided.

C. PIUs will ensure a formal process of accountability is instituted on training expenditures which will include:

- submission of training report by the trainee;
- certificate or other proof of attendance from the training institution;
- relevant travel certifications such as air tickets, boarding passes for air travel, etc.
- direct acquisition, from the travel agent, of lowest cost economy class tickets, through electronic payment or cheque (no cash payments shall be allowed);

- direct payment of tuition fees /accommodation and subsistence costs (where applicable) to training providers as well direct payments to vendors accounts for approved services;
- where changes occur between the approval of the training by the TTL and the actual training, such as changes in dates, substitution of trainees, etc., these changes should be documented in writing, including the reason for the change;
- where amounts were paid for foreign training and are unused, the PIU should make attempts to recover the funds or, where a refund is not possible, ensure that any credits held by the training provider are applied against future training.

D. Where projects include a material training and travel component, the project internal audit program shall include periodic random audits of travel advances and retirement thereof, as well as a review of the actual training conducted as compared to the training plan. A report of this review shall be provided to the Project Director as well as the Bank.

3. Other Operational Advances

The grantee (beneficiary) shall account and retire an advance received in respect of operational expenses and submit a full, valid and verifiable retirement document such as bills, invoice, receipt, report, etc. Otherwise, paragraph 2viii will apply.

4. Local Travel Allowances and Rates

The program will adopt the financial guidelines associated with World Bank ***Per Diem rate for both local and foreign /overseas travel*** which requires any officer receiving funds to fully account for all travel advances received.

5. Accommodation allowance and Rates

The program will adopt the financial guidelines associated with World Bank ***accommodation rates*** which requires any officer receiving funds to fully account for all accommodation advances received.

6. The early Naira Drawdown

The Program will adopt early planning (as part of the service standard) naira drawdown to mitigate the risk of delay in the payments and disbursement to state CRF. This will enable the NPCU to achieve the 72-hour payment when the job is done, and service is rendered. The Program considered it necessary to adopt the following service standard as naira drawdown request:

- **PIU/Agencies:** The process of planned activities (e.g., procurement, training, NPCU operation costs, etc.) is initiated, and timelines are agreed upon.
- **PA:** Collates the planned activities and writes a formal memo for funds drawdown based on the approved expenses to the NC for consent.
- **NC:** Recommend by forwarding the PA request to the PS to approve

- **PS:** Approve the drawdown request and forward to NC for implementation
- **NC:** Forward the approval to PA to implement
- **PA:** Drawdown the required funds based on the PS approval at the CBN prevailing exchange rate and transfer **directly** to the beneficiary's account.

⇒ **Protocol for reporting on fraud and corruption**

The World Bank Anti-Corruption Guidelines will apply to the Program and Grievance Redress Mechanisms (GRM) and will be implemented across all the implementing agencies.

Considering the increased use of the PforR instrument in Nigeria, the World Bank is working on a portfolio-wide approach to managing corruption risk. *However, pending the adoption of the new approach, the Program governance and anti-corruption arrangements will rely on the existing national level governance and anti-corruption arrangements with additional Program-specific reporting.*

The Economic and Financial Crimes Commission (EFCC), the Independent Corrupt Practices Commission (ICPC), and the Nigeria Police will handle all investigations of fraud and corruption.

Under the Program, the World Bank will be apprised by the NPCU at the earliest opportunity of any allegations of and complaints about fraud and corruption related to the Program activities. NPCU will send to the World Bank a signed submission documenting all integrity concerns and declaring any relevant formal reports, investigations and prosecutions. The signed submissions shall be made every six months as part of the semi-annual progress reports using a template agreed with the World Bank. Where there are no known allegations or complaints, a statement to that effect shall be included in the submission

For further enquiry on the Accounting and reporting, Funds flow, Banking arrangement and Internal control (Audit), please visit the World Bank FM manual Handbook.

ANNEX 2.3: UNAUDITED INTERIM FINANCIAL REPORT (IFR) TEMPLATE

The Interim Financial Report is a set of financial statements and data covering project financial information and activities described in the Financing agreements and PAD.

It encompasses all project financing sources and expenditures, including financing from the World Bank, counterpart funds, and other donors. The financing from counterpart funds & other donors does not apply to the HOPE-GOV Program.

It is used to monitor periodic progress on the use of Program funds. At minimum, an Interim Financial Report includes:

1. Sources and Application of Funds
2. Uses of Funds by Project Activity
3. Special Account Activities Reports for IPF and PforR components of the program
4. Bank Reconciliation Statements
5. Bank Statements
6. Cash Forecast (for report-based disbursement)
7. Uses of Funds by Disbursement Category

In addition, the information disclosed in the IFR shall include a) Cover page, b) Key information on the program, and c) a note on the financial performance

IFR Template in Tables 1 to 5 below

Table 1: Sources and Application of Funds

NIGERIA HUMAN CAPITAL OPPORTUNITIES FOR PROSPERITY AND EQUITY - GOVERNANCE (HOPE-GOV) PROGRAM CREDIT NO.:				
CONSOLIDATED SOURCES AND USES OF FUND AS AT DD/MM/20XX				
DESCRIPTION		CURRENT PERIOD	YEAR TO DATE	CUMMULATIVE TO DATE
CASH RECEIPTS		USD	USD	USD
IDA CREDIT - ADVANCE		0.00	0.00	0.00
IDA CREDIT - DIRECT PAYMENTS		0.00	0.00	0.00
IDAT CREDIT - REIMBURSEMENT		0.00	0.00	0.00
OTHER INCOME LIKE SALES OF BID DOCUMENTS ETC		0.00	0.00	0.00
TOTAL SOURCES	A	0.00	0.00	0.00
LESS: EXPENDITURE				
PROGRAMME FOR PERFORMANCE (PforR)		0.00	0.00	0.00
TECHNICAL ASSISTANCE (TA)/IPF		0.00	0.00	0.00
TOTAL EXPENDITURE	B	0.00	0.00	0.00
RECEIPTS LESS EXPENDITURE	C=A-B	0.00	0.00	0.00
ADD: EXCHANGE RATE DIFFERENTIAL	D	0.00	0.00	0.00
ADD/(LESS): UNRETIRED ADVANCE	E	0.00	0.00	0.00
NET CHANGE IN CASH	F=C+D+E	0.00	0.00	0.00
OPENING CASH BALANCE:				
DESIGNATED ACCOUNT - IPF		0.00		
DESIGNATED ACCOUNT - PforR		0.00		
DRAWDOWN - FEDERAL ACCOUNT		0.00		
DRAWDOWN - STATE DISBURSEMENT ACCOUNT		0.00		
TOTAL OPENING CASH BALANCES	G	0.00	0.00	0.00
NET CASH AVAILABLE	H=F+G	0.00		0.00
CLOSING CASH BALANCES:				
DESIGNATED ACCOUNT - IPF		0.00		0.00
DESIGNATED ACCOUNT - PforR		0.00		0.00
DRAWDOWN - FEDERAL ACCOUNT		0.00		0.00
DRAWDOWN - STATE DISBURSEMENT ACCOUNT		0.00		0.00
TOTAL CLOSING CASH BALANCES	I	0.00	0.00	0.00
The following rate were used for conversion				
Opening balances of DA for reporting period: 1US\$ = Nxxxx		0.00		0.00
IBRD funds received and any foreign expenditures made are converted at the rate of exchange on the Date of the transaction				
Opening balance of DA for reporting period: 1US\$ = Nxxxx				
Notes: The following rates were used for conversion: IBRD funds received and any foreign expenditures made are converted at the rate of exchange on the Date of the transaction. The Opening balances of SA for reporting period: 1US\$ = Nxxxx Closing balance of SA for reporting period: 1US\$ = Nxxxx				

Table 2: Uses of Funds by component/Project Activity

NIGERIA HUMAN CAPITAL OPPORTUNITIES FOR PROSPERITY AND EQUITY - GOVERNANCE (HOPE-GOV) PROGRAM CREDIT NO.: CONSOLIDATED USES OF FUND BY COMPONENTS/ACTIVITIES AS AT DD/MM/20XX.										
COMPONENT/ACTIVITIES NO.	PROJECT COMPONENTS/ACTIVITIES DESCRIPTION	CURRENT PERIOD			LAST PERIOD CUMMULATIVE			CUMMULATIVE TO DATE		
		PLANNED	ACTUAL	VARIANCE	PLANNED	ACTUAL	VARIANCE	PLANNED	ACTUAL	VARIANCE
		USD	USD	USD	USD	USD	USD	USD	USD	USD
1	COMPONENT ONE: PROGRAMME FOR PERFORMANCE (PforR)									
	Results Area 1: Increased availability and effectiveness of financing for basic education and primary healthcare service delivery.									
1	DLI 1									
2	DLI 2		-			-		-	-	
	Sub-Total	-	-	-	-	-	-	-	-	-
	Results Area 2: Enhanced transparency and accountability for basic education and primary healthcare									
2	DLI 3		-			-		-	-	
	DLI 4		-			-		-	-	
	Sub-Total	-	-	-	-	-	-	-	-	-
	Results Area 3: Improved recruitment, deployment and performance management of basic education teachers and primary healthcare workers by federal, state and local governments									
3	DLI 5		-			-		-	-	
	DLI 6		-			-		-	-	
	Sub-Total	-	-	-	-	-	-	-	-	-
A	Sub-Total - PforR component	-	-	-	-	-	-	-	-	-
2	COMPONENT TWO: TA and Program management	USD	USD	USD	USD	USD	USD	USD	USD	USD
2.1	Sub-Component 2.1: TA support and capacity building;									
	Activity 1		-			-		-	-	
	Activity 2		-			-		-	-	
	Activity 3		-			-		-	-	
	etc		-			-		-	-	
	Sub-Total - TA Support and CB	-	-	-	-	-	-	-	-	-
2.2	Sub-Component 2.2: Program Coordination and fiduciary management									
	Activity 1		-			-		-	-	
	Activity 2		-			-		-	-	
	Activity 3		-			-		-	-	
	etc		-			-		-	-	
	Sub-Total - PC and FM	-	-	-	-	-	-	-	-	-
2.3	Sub-Component 2.2: Verification of Results, and Monitoring and Evaluation									
	Activity 1		-			-		-	-	
	Activity 2		-			-		-	-	
	Activity 3		-			-		-	-	
	etc		-			-		-	-	
	Sub-Total	-	-	-	-	-	-	-	-	-
B	Sub-total: Component Two: TA and Program management	-	-	-	-	-	-	-	-	-
	TOTAL EXPENDITURE - A+B	-	-	-	-	-	-	-	-	-

Table 3- Special Account Activities Report (IPF)

NIGERIA HUMAN CAPITAL OPPORTUNITIES FOR PROSPERITY AND EQUITY - GOVERNANCE (HOPE-GOV) PROGRAM	
CREDIT NO.:	
SPECIAL ACCOUNT ACTIVITIES REPORT (IPF COMPONENT)	
ACCOUNT NUMBER 3000150635 WITH CENTRAL BANK OF NIGERIA (CBN)	
	USD
1 TOTAL ADVANCED BY WORLD BANK	
2 LESS: TOTAL AMOUNT DOCUMENTED BY WORLD BANK	
3 PRESENT OUTSTANDING AMOUNT ADVANCED TO THE DESIGNATED ACCOUNT (1 - 2)	-
BALANCE OF DESIGNATED ACCOUNT & PROJECT ACCOUNTS	
4 PER ATTACHED BANK RECONCILIATION AS OF DATE DD/MM/20XX	-
5 PLUS: TOTAL AMOUNT TO BE DOCUMENTED IN THIS APPLICATION NO.	
6 PLUS: TOTAL AMOUNT WITHDRAWN AND NOT YET DOCUMENTED	-
REASON: _PCU IS CURRENTLY REVIEW THE DOCUMENTATION/RETIREMENT SUBMITTED BY THE CONCERN STATES	
7 PLUS: AMOUNTS CLAIMED IN PREVIOUS APPLICATIONS NOT YET CREDITED AT DATE OF BANK STATEMENTS <u>APPLICATION NO.</u>	
WA # XXX	
WA # XX	
SUBTOTAL OF PREVIOUS APPLICATIONS NOT YET CREDITED	
8 LESS: INTEREST EARNED	
9 TOTAL ADVANCE ACCOUNTED FOR (NO. 4 THROUGH NO. 9)	-
10 DIFFERENCE (3 - 9)	-
11 EXPLANATION OF ANY DIFFERENCE SHOWN IN LINE 10:	
DATE:	SIGNATURE:
TITLE:	

Table 3A- Special Account Activities Report (PforR)

NIGERIA HUMAN CAPITAL OPPORTUNITIES FOR PROSPERITY AND EQUITY - GOVERNANCE (HOPE-GOV) PROGRAM	
CREDIT NO.:	
SPECIAL ACCOUNT ACTIVITIES REPORT (PforR COMPONENT)	
ACCOUNT NUMBER xxxxxxxxxxxxxxxx WITH CENTRAL BANK OF NIGERIA (CBN)	
	USD
1 TOTAL ADVANCED BY WORLD BANK	
2 LESS: TOTAL AMOUNT DOCUMENTED BY WORLD BANK	
3 PRESENT OUTSTANDING AMOUNT ADVANCED TO THE DESIGNATED ACCOUNT (1 - 2)	-
BALANCE OF DESIGNATED ACCOUNT & PROJECT ACCOUNTS	
4 PER ATTACHED BANK RECONCILIATION AS OF DATE DD/MM/20XX	-
5 PLUS: TOTAL AMOUNT TO BE DOCUMENTED IN THIS APPLICATION NO.	
6 PLUS: TOTAL AMOUNT WITHDRAWN AND NOT YET DOCUMENTED	-
REASON: _PCU IS CURRENTLY REVIEW THE DOCUMENTATION/RETIREMENT SUBMITTED BY THE CONCERN STATES	
7 PLUS: AMOUNTS CLAIMED IN PREVIOUS APPLICATIONS NOT YET CREDITED AT DATE OF BANK STATEMENTS <u>APPLICATION NO.</u>	
WA # XXX	
WA # XX	
SUBTOTAL OF PREVIOUS APPLICATIONS NOT YET CREDITED	
8 LESS: INTEREST EARNED	
9 TOTAL ADVANCE ACCOUNTED FOR (NO. 4 THROUGH NO. 9)	-
10 DIFFERENCE (3 - 9)	-
11 EXPLANATION OF ANY DIFFERENCE SHOWN IN LINE 10:	
DATE:	SIGNATURE:
TITLE:	

Table 4 – Bank Reconciliation Statement

NIGERIA HUMAN CAPITAL OPPORTUNITIES FOR PROSPERITY AND EQUITY - GOVERNANCE (HOPE-GOV) PROGRAM			
BANKER: CBN	ACCOUNT NUMBER:		
BANK RECONCILIATION STATEMENTS AS AT DD/MM/20XX			
	NOTES	N	N
Cash Book Balance as at month end	1		0.00
Add: Uncleared Mandates(List Attached)	2	0.00	
Credits in Banks not in Cash Book(List attached)	3	0.00	0.00
Sub-Total			0.00
Less: Receipts in Cash Book not in Bank(List Attached)	4	0.00	
Debits in Bank not in Cash Book(List attached)	5	0.00	
Sub-Total			0.00
Balance as per Bank Statement			0.00
ACCURACY TEST			
		BANK BALANCE	0.00
		VARIANCE	0.00
PREPARED BY:			
NAME:			
DESIGNATION:			
SIGNATURE: SIGNED			
AUDITED BY:			
NAME:			
DESIGNATION:			
SIGNATURE:			

Table 5 – Cash Forecast

NIGERIA HUMAN CAPITAL OPPORTUNITIES FOR PROSPERITY AND EQUITY - GOVERNANCE (HOPE-GOV) PROGRAM	
CREDIT NO.:	
CASH FORECAST FOR THE PERIOD:	
	USD
Eligible Expenditures to be financed by the World Bank for the Next 4 Months	-
Less Direct payments to be made by the World Bank	-
Eligible Expenditures to be financed by the World Bank from the Designated Accounts	-
Less:	
Current Balance in the Designated Account	-
Current Balance in the Project Account	-
Total Current Balance	-
Amount Requested to be Advanced to Designated Account	-

Table 5.1 – Cash Forecast Analysis

NIGERIA HUMAN CAPITAL OPPORTUNITIES FOR PROSPERITY AND EQUITY - GOVERNANCE (HOPE-GOV) PROGRAM		
CREDIT NO.:		
CASH FORECAST BY ANALYSIS		
FOR THE PERIOD:		
Description	USD	NAIRA
COMPONENT ONE: PROGRAMME FOR PERFORMANCE (PforR)		
Results Area 1: Increased availability and effectiveness of financing for basic education and primary healthcare service delivery.		
DLI 1	\$0.00	
DLI 2	\$0.00	
	\$0.00	
Sub-Total	\$0.00	0.00
Results Area 2: Enhanced transparency and accountability for basic education and primary healthcare		
DLI 3	\$0.00	
DLI 4	\$0.00	
Sub-Total	\$0.00	0.00
Results Area 3: Improved recruitment, deployment and performance management of basic education teachers and primary healthcare workers by federal, state and local governments		
DLI 5	\$0.00	
DLI 6	\$0.00	
Sub-Total	\$0.00	0.00
Sub-Total - PforR component	\$0.00	0.00
COMPONENT TWO: TA and Program management		
Sub-Component 2.1: TA support and capacity building;		
Activity 1	\$0.00	
Activity 2	\$0.00	
Activity 3	\$0.00	
etc	\$0.00	
Sub-Total - TA Support and CB	\$0.00	0.00
Sub-Component 2.2: Program Coordination and fiduciary management		
Activity 1	\$0.00	
Activity 2	\$0.00	
Activity 3	\$0.00	
etc	\$0.00	
Sub-Total - PC and FM	\$0.00	0.00
Sub-Component 2.2: Verification of Results, and Monitoring and Evaluation		
Activity 1	\$0.00	
Activity 2	\$0.00	
Activity 3	\$0.00	
etc	\$0.00	
Sub-Total	\$0.00	0.00
Sub-total: Component Two: TA and Program management	\$0.00	0.00
Grand-Total	\$0.00	0.00

Table 6 – Uses of Funds by Disbursement Category

NIGERIA HUMAN CAPITAL OPPORTUNITIES FOR PROSPERITY AND EQUITY - GOVERNANCE (HOPE-GOV) PROGRAM						
CREDIT NO.:						
USE OF FUNDS BY DISBURSEMENT CATEGORIES						
FOR THE PERIOD:						
Categories	Current Period	Cumulative				
	Actual	Amount per IFR	Amount per Client Connection	Difference	Comments	Total Allocation per legal agreements
PEF under the PforR	-			-		
Goods, consulting services, non-consulting services, Training and Workshops, and Operating Costs under the IPF				-		
Total	-	-	-	-	-	-

ANNEX 3: HOPE-GOVERNANCE PROGRAM ACTION PLAN

Action Description	Source	DLI #	Responsibility	Timing		Completion Measurement
				Timing	Completion Measurement	
Deployment of FM staff for the Program	Fiduciary Systems	NA	All implementing agencies	Other	3 months from Program effectiveness	Training reports
Submit report on fraud and corruption allegations . Where there are no such allegations or complaints , a statement to that effect shall be included in the submission.	Fiduciary Systems	NA	NPCU	Recurrent	Semi-Annually	Report on fraud and corruption submitted to WB
Develop internal audit plans and programs and conduct training on risk-based internal audit approach.	Fiduciary Systems	NA	NPCU/Implementing agencies/NIIA	Other	Within 18 months of effectiveness	Training Reports
Engagement of IVA with technical and audit	Fiduciary Systems	NA	NPCU	Other	Within 90 days of Program	Engagement of IVA by implementing agencies
Skill to review the achievement of DLIs and release of funds to the implementing agencies by the government.					effectiveness	

Upload audited FS on States' websites with the necessary information including Special Opinion on HOPE - GOV.	Fiduciary Systems	NA	NPCU/States	Other	Within 9 months from the end of every fiscal year	Acceptable audited FS including Special Opinion paragraph uploaded on the states' website.
Deployment of an experienced Procurement Officer with at least five years before retirement for continuity.	Fiduciary Systems	NA	NPCU/Implementing agencies	Other	3 months from Program effectiveness	Continuous availability of Program Procurement Officer with the relevant criteria.
Program progress report including confirmation that no contracts has been awarded to a suspended or debarred firm.	Fiduciary Systems	NA	NPCU/Implementing agencies	Recurrent	Semi-Annually	Program progress report with relevant information
Progress Report with list of procurements completed in each year by type and amount (indicating the % use of competitive methods), participation rates, # of complaints and contracts completed.	Fiduciary Systems	NA	NPCU/Implementing agencies	Recurrent	Semi-Annually	Progress report including the relevant information
Undertake Procurement and Contract Performance Audit of Implementing Agencies.	Fiduciary Systems	NA	FMBEP	Recurrent	Yearly	Submitted reports to the WB
Develop a GRM specific to the Program	Environmental and Social Systems	NA	Federal/state MoE and key agencies	Other	Within 3 months of Program effectiveness	Copies of GRM outlining details of implementation.

Hire qualified environmental and social safeguards specialists	Environmental and Social Systems	NA	FMoHSW and FMoE	Other	No later than 3 months after effectiveness (will be reported)	Assist the E&S PAP implementation official to execute the above responsibilities.
					during the first mission (ISR)	
Adapting the national HCWM plan to HOPE context and implementation of the adapted plan	Environmental and Social Systems	NA	FMoHSW	Other	Within 12 months of Program effectiveness	Assist the E&S PAP implementation official to execute the above responsibilities.
Improve the knowledge and skills of teachers on Environmental and Social Health and Safety (ESHS) in Schools.	Environmental and Social Systems	NA	FMoE	Other	Within one year of effectiveness or before the first bidding document for equipment procurement, whichever is earlier.	School environmental management and safety strategy/manual.
Prepare and Adopt a Program Operational Manual (POM)	Technical	NA	Federal Ministry of Budget and Economic	Other	Before Program Effectiveness	The POM is developed in agreement with the WB and operationalized consisting the procedures for procurement, financial management anticorruption
						environmental and social safeguard processes for the PforR.

Prepare and implement a comprehensive Procurement Capacity Development Plan for the NPCU based on a need assessment.	Fiduciary Systems	NA	FMBEP	Other	Within 1 year after Program effectiveness	Procurement Capacity Development Plan and progress report on implementation shared with the WB assessment.
Capacity building on Program fiduciary requirements to PCU and implementing agencies	Fiduciary Systems	NA	All implementing agencies	Other	90 days from date of Program effectiveness	Training reports
Establish service standards between NPCU and states to ensure timely release of Program funds.	Fiduciary Systems	NA	NPCU/Implementing agencies	Other	Within 12 months of effectiveness	Service Standards agreed by all parties

ANNEX 4. RESULTS FRAMEWORK MATRIX

Program Development Objective(s)

To support the Federal Republic of Nigeria in strengthening financial and human resource management in basic education and primary health care sectors.

PDO Indicators by Outcomes

Baseline	Closing Period
Increased availability and effectiveness of financing for basic education and primary health care service delivery	
PDO Indicator 1: States accessing the full UBEC matching grant and achieving at least 80% budget execution for basic education sub-sector (Number)	
Jun/2024	Jun/2029
0	20
Enhanced transparency and accountability for basic education and primary health care financing.	
PDO Indicator 2: States publishing financial and performance audits of the basic education and primary health sub-sectors (Number)	
Jun/2024	Jun/2029
0	20
Improved recruitment, deployment, and performance management of basic education teachers and primary health	
PDO Indicator 3: States with at least one designated PHC facilities in 50% of their wards meeting staffing criteria for receiving National DFF from BHCDF (Number)	
Jun/2024	Jun/2029
0	20
PDO Indicator 4: States that reduce staffing gaps in basic education and primary health care sectors by 40 percent. (Number)	
Jun/2024	Jun/2029
0	20

Intermediate Indicators by Results Areas

Baseline	Closing Period
Results Area 1: Increased availability and effectiveness of financing for basic education and primary health care service delivery	

DLI 1: Enhanced access of UBEC financing of basic education (Number)^{DLI}	
Jun/2024	Jun/2029
0	1
DLI 2: Strengthened state budget planning and execution for basic education and primary healthcare (Number)^{DLI}	
Jun/2024	Jun/2029
0	20
Results Area 2: Enhanced transparency and accountability for basic education and primary health care financing.	
DLI 3: FEDERAL- Strengthened accountability and transparency for Federal funding for basic education and primary health care (Number)^{DLI}	
Jun/2024	Jun/2029
0	2
DLI 4: Strengthened accountability and transparency of state funding for basic education and primary healthcare (Number)^{DLI}	
Jun/2024	Jun/2029
0	20
80 percent of complaints received under the GRM addressed within 3 months (Percentage)	
Jun/2024	Jun/2029
0	80
Results Area 3: Improved recruitment, deployment, and performance management of basic education teachers and primary health workers by federal, states and local governments.	
DLI 5: Increased number of basic education teachers and primary healthcare workers deployed (Number)^{DLI}	
Jun/2024	Jun/2029
0	20
Biometric capture and BVN data of 80 percent of BED and PHC workers in the public service completed and linked to payroll and identified ghost workers taken off the payroll. (Percentage)	
Jun/2024	Jun/2029
0	80
DLI 6: Improved payroll and performance management for basic education teachers and healthcare workers (Number)^{DLI}	
Jun/2024	Jun/2029
0	20

Disbursement Linked Indicators (DLI)

Period	Period Definition
Period 1	Year 0
Period 2	Year 2025

Period 3	Year 2026
Period 4	Year 2027
Period 5	Year 2028

	guidelines/chart of accounts (\$6.0m)		by January 31, 2027 (\$9.0m)		
0.00	43.50	7.50	63.00	70.00	0.00
DLI allocation	184.00		As a % of Total DLI Allocation		38.1%
3:DLI 3: FEDERAL- Strengthened accountability and transparency for Federal funding for basic education and primary health care (Number)					
0	No DLR	DLR3.1: UBEC and FMoH (BHCNF MoC secretariat) publish online: (i) FY24 annual audited financial statements by May 31, 2025, (ii) Dates, amounts and recipients of all transfers made to subnational level on a quarterly basis within 15 days of the end of the quarter	DLR3.1: UBEC and FMoH (BHCNF MoC secretariat) publish: (i) FY25 annual audited financial statements by May 31, 2026,(ii) Dates, amounts and recipients of all transfers made to subnational level on a quarterly basis within 15 days of the end of the quarter	DLR3.1: UBEC and FMoH (BHCNF MoC secretariat) publish: (i) FY26 annual audited financial statements by May 31, 2027, (ii) Dates, amounts and recipients of all transfers made to subnational level on a quarterly basis within 15 days of the end of the quarter	No DLR
0.00	0.00	2.00	2.00	2.00	0.00
DLI allocation	6.00		As a % of Total DLI Allocation		1.24%
4:DLI 4: Strengthened accountability and transparency of state funding for basic education and primary healthcare (Number)					
0	DLR4.1: State publishes FY25 citizen budget for basic education and primary health by 28 February, 2025	DLR4.1: State publishes FY26 citizen budget for basic education and primary health by 28 February, 2026 (\$6.5m) DLR4.2: Financial and performance audits of basic education and primary health sub-sectors submitted to State Assembly and published by June 30, 2025 (\$4.0m) DLR 4.3: Publish contract award information for all procurements in the education and health	DLR4.1: State publishes FY27 citizen budget for basic education and primary health by 28 February, 2027, AND State publishes FY25 citizens performance audit report for basic education and primary health by 31 July 2026 (\$7.0m) DLR 4.2: Financial and performance audits of basic education and primary health sub-sectors submitted to State Assembly and published by June 30, 2026 (\$6.0). DLR	DLR4.1: State publishes FY28 citizen budget for basic education and primary health by 28 February, 2028 AND State publishes FY26 citizens performance audit report for basic education and primary health by 31 July 2027 (\$10m) DLR 4.2: Financial and performance audits of basic education and primary health sub-sectors submitted to State Assembly and published June 30, 2027 (\$7.5m) DLR	No DLR

		sectors on a quarterly basis Within 30 days of the end of the quarter in OCDS format on the online portal. (\$6.0)	4.3: Publish contract award information for all procurements in the education and health sectors on a quarterly basis Within 30 days of the end of the quarter in OCDS format on the online portal.(\$7.5m)	4.3: Publish contract award information for all procurements in the education and health sectors on a quarterly basis Within 30 days of the end of the quarter in OCDS format on the online portal (\$9.0m)	
0.00	2.50	16.50	20.50	26.50	0.00
DLI allocation		66.00	As a % of Total DLI Allocation		13.66%
5:DLI 5: Increased number of basic education teachers and primary healthcare workers deployed (Number)					
0	DLR 5.1 Baseline exercise mapping the number and duty stations of basic education teachers across the state and a multi-year costed teacher recruitment and deployment plan to address the staffing gap completed and published by March 31, 2025. (\$13m) DLR5.2: Baseline exercise mapping number and duty stations of PHC workers in the state and multi-year costed PHC worker recruitment plan to address staffing gap completed & published by Mar. 31, 2025. (\$13m)	DLR5.1 State publishes online report on actions taken and progress made in filling staffing gap and promoting equitable deployment AND meets basic target or stretch target for gaps filled March 31, 2025 AND meets Basic target: 15% of staffing gap filled Stretch target: 20% of staffing gap filled (\$22.5m) DLR5.2 State publishes PHC staff gaps actions report AND meets basic or stretch targets for gaps by March 31, 2026 AND meets: Base Target: (i)Staff in Level 2 Primary Health Care facilities (BEmONC) by 15%, (ii) Community Health Workers (CHW) linked to Level 2 PHCs and deployed to communities by 20% as per verification protocol (\$25.6m)	DLR5.1 State publishes online report on actions taken and progress made in filling staffing gap and promoting equitable deployment AND meets basic target or stretch target for gaps filled as per verification protocol. (\$28.8) DLR5.2 State publishes PHC staff gaps actions report AND meets basic or stretch targets for gaps by March 31, 2026 AND meets: Base Target: (i)Staff in Level 2 Primary Health Care facilities (BEmONC) by 15%, (ii) Community Health Workers (CHW) linked to Level 2 PHCs and deployed to communities by 20% as per verification protocol (\$25.6m)	DLR5.1 State publishes online report on actions taken and progress made in filling staffing gap and promoting equitable deployment AND meets basic target or stretch target for gaps filled as per verification protocol (\$30.6). DLR5.2 State publishes PHC staff gaps actions report AND meets basic or stretch targets for gaps by March 31, 2026 AND meets: Base Target: (i)Staff in Level 2 Primary Health Care facilities (BEmONC) by 15%, (ii) Community Health Workers (CHW) linked to Level 2 PHCs and deployed to communities by 15% as per the verification protocol (\$32m)	No DLR

		by 15% as per verification protocol (\$24m)			
0.00	26.00	46.50	54.40	62.60	0.00
DLI allocation		189.50	As a % of Total DLI Allocation		39.23%
6:DLI 6: Improved payroll and performance management for basic education teachers and healthcare workers (Number)					
0	No DLR	DLR 6. Biometric capture and BVN data of 80 percent of BED and PHC workers in the public service completed and linked to payroll and identified ghost workers taken off the payroll.	No DLR	No DLR	No DLR
0.00	0.00	30.00	0.00	0.00	0.00
DLI allocation		30.00	As a % of Total DLI Allocation		6.21%

ANNEX 5: M&E TOOLS AND REPORTS TEMPLATES

Monitoring & Evaluation Plan: PDO Indicators by PDO Outcomes

PDO Indicator 1: Number of states accessing the full UBEC matching grant and achieving at least 80 percent budget execution for basic education sub-sector	
Number of states accessing UBEC matching grant in a year. (Number)	
Description	States accessing UBEC funds according to the revised guidelines
Frequency	Annual
Data source	UBEC
Methodology for Data Collection	UBEC financial records and approved revised guidelines
Responsibility for Data Collection	NPCU
Number of states achieving 80 percent budget execution in PHC and BED sub-sectors (Number)	
Description	Improving budget execution rates in the PHC and BED sub sectors
Frequency	Annual
Data source	State Records i.e. AFS and BIRs
Methodology for Data Collection	Obtain and review AFS and BIR and independently calculate budget execution rate
Responsibility for Data Collection	NPCU
PDO Indicator 2: Number of States publishing financial and performance audits of the basic education and primary health sub-sectors	
Number of states with approved manual for financial and performance audits in PHC and BED sub-sectors (Number)	
Description	States formalise and document process for financial and performance audits in line with best practice in the relevant sectors
Frequency	One-off
Data source	State and relevant MDA records
Methodology for Data Collection	Obtain and review approved state financial and performance audit manuals
Responsibility for Data Collection	NPCU
PDO Indicator 3: Number of states with at least one designated PHC facilities in 50 percent of their wards meeting staffing criteria for receiving National DFF from BHCDF	
Number of states with approved policy for deployment of PHC (Number)	
Description	
Frequency	Annual
Data source	FMOH (MoC), NPHCDA, State MoH, SPHCDA
Methodology for Data Collection	Review of records from NPHCDA and SPHCDA to confirm the number of designated PHC facilities per ward and receipt of national DFF from BHCDF
Responsibility for Data Collection	NPCU
PDO Indicator 4: Number of States that reduce staffing gaps in basic education and PHC sectors by 40 percent, with at least 30 percent of new recruits being women	
Increased numbers of BED teachers and PHC workers deployed (Number)	
Description	Recruitment and appropriate deployment of staff in the basic education and PHC sector
Frequency	Annual
Data source	State/LG payroll and Human Resource records
Methodology for Data Collection	Review of baseline mapping exercise, state payroll and HR records
Responsibility for Data	NPCU

Collection	
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Monitoring & Evaluation Plan: Intermediate Results Indicators by Results Areas

Result Area 1: Increasing the availability and effectiveness of financing for basic education and PHC service delivery	
Enhance access and equity of UBEC financing of basic education	
Description	The revision of UBEC guidelines will help ensure more flexibility and increase the state's access to UBEC funds. Streamlining the approval and reporting processes and stipulating clear guidelines on the handling of unaccessed funds will also increase the integrity around the management of unaccessed funds.
Frequency	One-off
Data source	UBEC
Methodology for Data Collection	Obtain approved copy UBEC guidelines for UBEC and compare with old guidelines to determine if changes made: (i) Enhance states' access and reporting process including releases; and (ii) Set rules, including cut-off period for unaccessed funds Confirm that UBEC is adhering to revised guidelines by reviewing transfer records in relation to the guidelines
Responsibility for Data Collection	NPCU
Strengthened state budget planning and execution for basic education and PHC	
Description	States to prepare holistic and realistic, costed annual budget submissions for the primary education and basic health care sectors underpinned by a strategic annual investment/operational plans and data-driven analysis on how to improve outcomes in the two sectors. Increased budget realism will address the challenge of budget credibility. States to improve budget execution rates, especially for non-salary items. Better budgeting at the local governments through the adoption of the COFOG compliant national chart of accounts
Frequency	Annual
Data source	State Annual Work Plans (AWP), budgets, AFS, BIRs, approved chart of accounts
Methodology for Data Collection	Obtain and review state revised guidelines for annual work plan and budget preparation and determine level of comprehensiveness by comparing with previous guideline, and confirm whether budgets are based on the guidelines and work plans and have been formally approved by the appropriate authority .
Responsibility for Data Collection	NPCU
Result Area 2: Enhanced transparency and accountability of federal funding for basic education and PHC	
Strengthened accountability and transparency of funding for basic education and PHC (Federal)	
Description	Timely publication of fiscal data for transfer of basic education and PHC funds from the federal to the state governments UBEC and MOC will be required to publish online the dates, amounts and state recipients of all UBEC and BHPCF release within 30 days of the release, and to publish their audited financial statements by May 31 of the following year.
Frequency	Annual
Data source	UBEC and FMOH website
Methodology for Data Collection	Obtain from the website of each entity and confirm timely publication of the fiscal data transfer receipts and the Audited Annual Financial Statements Obtain funds receipt confirmation from States for UBEC and BHPCF funds as per UBEC and BHPCF guidelines
Responsibility for Data Collection	NPCU
Strengthened accountability of funding for basic education and PHC (State)	
Description	State level financial reporting and audit including timely publication of budgets and citizens' performance audit report for basic education and PHC sub-sectors. As well as publication of annual financial and performance (value for money audits of basic education and PHC sub-sectors in the citizens formats that can easily be understood by the citizens.
Frequency	Annual

Data source	State official website(s): the website of the Office of the Auditor-General for States, the website of the state government, the website of relevant Ministries such as Finance, Budget and Economic Planning, the website of the State House of Assembly
Methodology for Data Collection	Review of documents from state official websites with requisite publication date-stamps.
Responsibility for Data Collection	NPCU
<i>Result Area 3: Improved recruitment, deployment and management of basic education teachers and PHC workers</i>	
Increased number of basic education teachers and PHC workers deployed	
Description	States to carry out a baseline mapping exercise on staffing and location of gaps, recruitment of new or redeployment of existing staff to fill the identified gaps and improving equitable deployment
Frequency	Annual
Data source	State baseline report, state payroll
Methodology for Data Collection	Obtain the approved State Baseline Exercise report, and confirm whether the report contains the relevant and multi-year costed recruitment and deployment plan
Responsibility for Data Collection	NPCU
Improved payroll and performance management for basic education teachers and healthcare workers	
Description	States to adopt and implement new or existing systems to check payroll fraud in basic education and PHC. Schemes can include use of the Central Bank of Nigeria BVN system and National Identity Numbers platforms.
Frequency	One-off
Data source	State Payroll service provider or relevant MDA - for payroll scripts and biometric database State Biometric database manager - for the biometric database and register Office of the State Accountant General – for annual or periodic reports of ghost workers and payroll fraud identified and the financial savings achieved
Methodology for Data Collection	Obtain a report from the State Payroll on the number of civil servants for which biometric data or BVN numbers are linked to payroll and compare with the Quarterly Budget Execution Reports.
Responsibility for Data Collection	NPCU

ANNEX 6: TERMS OF REFERENCE FOR PROGRAM OFFICER
TERMS OF REFERENCE FOR THE POSITION OF A NATIONAL PROJECT
COORDINATOR
FOR THE HOPE-GOVERNANCE (HOPE-GOV) PROGRAM FOR RESULT

1.0 BACKGROUND INFORMATION

The Federal Republic of Nigeria seeks to improve the delivery of services and outcomes in basic education and primary health care through a series of three interdependent results-based programs called Human Capital Opportunities for Prosperity and Equity (HOPE), with support from the World Bank's International Development Association (IDA) of the World Bank Group. The three programs are – (i) HOPE-Governance, (ii) HOPE-Primary Health, and (iii) the planned HOPE-Basic Education, collectively helping the Federal Government of Nigeria in improving service delivery in the two sectors. HOPE Governance (HOPE-GOV) focuses on cross-cutting challenges around primary health care and basic education, including, improved financial resource allocation; strengthened PFM, fiscal transparency and accountability; and enhanced human resource management. The other two programs in the series focus on improving downstream service delivery in the two sectors of primary health care and basic education.

The proposed HOPE-GOV program is a US\$500 million facility, which will be implemented using the Programme-for-Results (PforR) lending instrument. The Programme Development Objective is to support the Federal Republic of Nigeria in strengthening institutions and the allocation and utilization of financial and human resources in basic education and primary health care.

To help manage the program, the Government of Nigeria now seeks to engage a team of dedicated professionals who will be charged with the responsibility of managing the program at the National Program Coordination Unit (NPCU). While some staff of the NPCU shall be competitively recruited and deployed, other staff will be deployed from other related Federal Institutions to provide technical support as shall be defined in their terms of reference. Deputed staff shall remain on the payroll of their respective institutions.

2.0 ROLES AND RESPONSIBILITIES OF THE NPCU

The National Program Coordination Unit (NPCU) for HOPE-GOV shall be headed by a National Program Coordinator (NPC), who shall, through the Permanent Secretary, FMB&NP, report to the Steering Committee of the HOPE-GOV, chaired by the Hon. Minister of Budget and Economic Planning. The NPCU, will be domiciled in a Special Secretariat, within the Ministry of Budget and National Planning, will in providing administrative and technical support to the program, work in collaboration with the following Institutions:

1. Federal Ministry of Health and Social Welfare, its federal MDAs and counterparts at the state level.
2. Federal Ministry of Education, its federal MDAs and counterparts at the state level.
3. The Federal Ministry of Finance, and its counterparts at the state level.
4. State Ministries of Budget and Economic Planning.

5. The Universal Basic Education Commission and Universal Basic Education Boards at the state level.
6. The Ministerial Oversight Committee (MOC) of the Basic Health Care Provision Fund (BHCDF) and all gateways and institutions participating in the BHCDF.

The NPCU will principally, also be responsible for -

- (a) **Overall coordination.** The NPCU will facilitate linkages and coordination in program implementation, learning, and cross-sectoral state engagement for the HOPE operations. The NPCU will liaise with coordinating units for HOPE-Health and HOPE-Basic Education, when/where necessary. The PCU will establish a cadence of engagements that allows for mutual updates on program progress, joint trouble shooting on implementation bottlenecks, exchanging learning and leveraging opportunities for joint advocacy or client engagement around Human Capital issues. The NPCU will be responsible for anchoring the development of a Program Operations Manual for the HOPE-GOV operation and establishing linkages with the HOPE-Primary Healthcare and HOPE- Basic Education implementation modalities.
- (b) **Engagement and supervision of Independent Verification Agent (IVA).** The IPF component of the PforR will finance the engagement of credible verification agent to undertake verification of the achievement of Disbursement Linked Indicators (DLIs) across the results areas, at the federal and in all participating states and at agreed assessment periods. The results of the verification exercise as submitted by the IVA and validated by the NPCU and the supervisory body will serve as a basis of periodic disbursement to the states' consolidated revenue fund accounts, after the World Bank task team and management have provided necessary concurrence.
- (c) **Monitoring and Evaluation.** The NPCU will support the development and implementation of an overall M&E framework for the HOPE-GOV PforR including the verification protocol and oversight for the activities of the IVA in all the participating states and across all results areas. A participatory M&E scheme will be developed with quantitative and qualitative data collection at the state level to measure performance. Periodic program performance reviews will be coordinated by the NPCU with the active participation of the state entities implementing the results areas. The NPCU will also link with higher level M&E function of the CWG as pertains to the broader human capital agenda.
- (d) **Technical support and capacity building.** The NPCU will, in collaboration with the NGF secretariat, assist implementing agencies in building requisite skills and knowledge in core program delivery functions. This function will include learning/knowledge management and capacity building, technical support, M&E, and on other operational matters to key actors and delivery units implementing the interventions at the state and federal level.
- (e) **Fiduciary Management.** The program NPCU will also be responsible for ensuring the efficient funds flow, disbursement and all fiduciary arrangements of the proceeds of the program to the intended beneficiaries/recipients, as well as other sundry financial and procurement processes of the HOPE-GOV PforR, when and where necessary.

3.0 QUALIFICATION & EXPERIENCE FOR THE ASSIGNMENT

The ***National Programme Coordinator*** is expected to have the following qualification and experience: -

- i. At least, a masters' degree in public administration or public finance or business administration, with at least 12 years of relevant post-qualification experience.
- ii. At least 7 years previous, successful, operational experience working on development or donor partner-assisted projects.
- iii. Working experience on a results-based operations and/or at both the federal and state levels will be advantages.
- iv. Computer literacy and good knowledge of Project Management software is essential.
- v. The candidate will be/must have been in the Directorate cadre (or equivalent if appointed from outside the civil service) or above and will be selected through a competitive process under procedure acceptable to IDA.
- vi. Sound knowledge of both Government and World Bank procedure.
- vii. Experience of having worked in a multi-sectoral context and having served in at least one of either the basic education or primary health care sectors will be an added advantage.
- viii. The candidate must also possess the following competence.
 - Excellent analytical and communication skills
 - Ability to work across agencies and organizations.
 - Team building, negotiation, diplomacy and drive for result.
 - Computer literacy and proficiency in its utilization
 - Proficiency in oral and written English language

4.0 Duties: While working collaboratively with key specialist deployed as sector focal persons from the Federal Ministries of Health and Education, the National Program Coordinator will -

- be responsible for the overall coordination of HOPE-GOV nationwide;
- manage the activities and personnel of the NPCU;
- provide implementation assistance to the State Agencies as may be agreed from time to time by the Federal HOPE-GOV. Technical Committee.
- develop yearly work plan and financial budgets for the Federal Component of the HOPE-GOV PforR;
- harmonize and integrate the activities of NPCU with those of Federal Ministries, Departments and Agencies providing support to States participating in the Programme;

- manage project funds and resources in line with Bank’s guidelines and procedures;
- conduct periodic monitoring and evaluation visits to implementing entities and States across all the Result Areas;
- ensure that the Project is focused to achieve the goals stated in the annual work Programme and overall Programme Development Objective;
- Carry out any other duties as may be assigned through the Chairman of the Steering Committee.
- supervise on day-to-day basis all staff redeployed or hired at the NPCU, including the financial management specialist, the procurement specialist, the monitoring and evaluation specialist, etc.
- Act as the Secretary to the High-Level Inter-Ministerial Steering Committee of the HOPE Series of Operations and the HOPE-Governance Program Steering Committee and convene meetings in accordance to the PIM. As the Secretary, will be responsible for:
 - setting the agenda and preparing materials for the meetings, periodic reports to the Steering Committee on the Program’s operational and financial progress;
 - Be responsible for circulating the minutes and coordinating follow-up actions
- Ensure safeguards compliance on social and environmental issues as defined in the program design.
- Take overall responsibility for implementation of the Program Action Plan as defined in the program design.
- Lead the process of developing and revising the PIM and the annual work plan and transmitting these to the World Bank.
- The NPC will also be responsible for transmitting all periodic reports to the World Bank.

TERMS OF REFERENCE

**FOR THE ENGAGEMENT OF AN ENVIRONMENTAL AND SOCIAL SAFEGUARDS EXPERT FOR
NIGERIA HUMAN CAPITAL OPPORTUNITIES FOR PROSPERITY AND EQUALITY (HOPE) AT
NATIONAL PROGRAM COORDINATING UNIT (NPCU)**

1.0 BACKGROUND

The World Bank is supporting the Federal Government of Nigeria to implement the Nigeria Human Capital Opportunities for Prosperity and Equality (HOPE) Programs. HOPE-GOV is one of a series of three interconnected and complementary Programs (PforRs) strategically positioned to address different challenges in Education and Health Sectors. While the other two - HOPE-Primary Healthcare (HOPE PHC) and HOPE-Basic Education (HOPE-BED) will focus on the quantity and quality of services delivered at the facility level, HOPE-Governance (HOPE-GOV) focuses on the critical crosscutting challenges and enabling factors related to both financial and human resource management. The HOPE-GOV Program is expected to support improvements in the strategic allocation and expenditure of resources for basic education and primary health care through: (a) strengthened predictability and efficiency of financial flows and planning and budgeting processes; (b) improved transparency and accountability of financial transfers and expenditure; (c) addressing critical human resource shortfalls and improving equitable deployment. The Program implementation will involve relevant sector Ministries, Departments and Agencies at the federal and state tiers of government in all 36 states and the FCT. HOPE-GOV covers a subset of actions from the government program and would run from 2024 to 2028. These actions will mostly be at the state level, but with a few at the federal level. In addition, an IPF component (US\$20 million) will finance technical assistance (TA) component. HOPE-GOV PforR is structured around three result areas:

Results Area 1: Increased availability and effectiveness of financing for basic education and primary health care service delivery.

Results Area 2: Enhanced transparency and accountability for basic education and primary health care financing.

Results Area 3. Improved recruitment, deployment, and performance management of basic education teachers and primary health workers.

The Program Development Objective is to support the Federal Republic of Nigeria in strengthening financial and human resource management in basic education and primary health care sectors.

The overall environmental and social risks have been assessed and deemed to be **Moderate**. Although the Program does not involve construction works and Program activities are not likely to require significant changes to the borrower's overall environmental systems, the Program environmental and social (E&S) risk was generally assessed as moderate because there could be rehabilitation works due to increased funding for non-salary items for PHC and basic education and also the envisaged social risks associated with recruitment and deployment and biometric check-ins of teachers and health workers.

Possible environmental risks include e-waste, giving an increased use of ICT in biometric check-in of teachers and health workers and in e-procurement, and rehabilitation of infrastructure, which would pose some environmental risks. On the other hand, possible environmental benefits include the gains from reduced paper use, especially e-procurement, which will lead to reduced use of paper and hence conservation of forests as trees from forests are used in paper production and energy efficiency and climate sensitivity for construction and rehabilitation.

The National Program Coordinating Unit (NPCU) for the HOPE – GOV Program therefore intends to engage an Environmental Safeguards Expert to support the Environment Unit of the Program in the overall coordination of the World Bank's Environmental and Social Framework (ESF) requirements and the National and State policies as it relates to environmental safeguards issues in the Program

3.0 OBJECTIVES OF THE ASSIGNMENT

The Environmental Expert is expected to support and advise the NPCU, to ensure that all program activities under HOPE Program are implemented in compliance with applicable World Bank Environmental and Social Safeguards Standards including the Federal Ministry of Environment regulations & procedures.

4.0 SCOPE OF WORK:

The scope of the work for this assignment includes, but is not limited to:

- Provide expert advice and support on environmental issues, regulatory requirements, other relevant issues to technical staff, regulatory authorities, public interest groups and various stakeholders and NPCU under the program
- Prepare internal environmental guidelines for the preparation, implementation, monitoring and reporting of environmental impacts required for all applicable E&S instruments including the ESSA.
- Ensure compliance with relevant environmental and social aspects of the Program.
- Oversee the implementation and reporting on E-waste management and Healthcare waste management plans by participating states.
- Provide recommendations to states and make necessary changes prior to submission of relevant safeguard instruments to the World Bank – ensure consistency in the level of proficiency and presentation of the documents as well
- Support the NPCU in the review of documentation pertaining to environmental and social compliance (including sub-program engineering design, specifications, estimated costs of mitigation bidding documents, contract agreement clauses, reviews on-site, reports from contractors supervising consultants etc.) during Program implementation.
- Review the Program Appraisal Document (PAD), Program Operational Manual (POM) and relevant Program documents as it affects Environmental and Social Safeguard and where applicable review the Contractor's Environmental and Social Management Plans developed by the states to ensure it meets with the requirement for civil works as well as effective implementation.
- Liaise with Environmental Assessment (EA) department of the Federal Ministry of Environment to assess, review and monitor subprogram compliance to Environmental Impact Assessment regulations and World Bank Environmental and Social Safeguards

and provide necessary support to states on the public disclosure of cleared safeguards instruments.

- Contribute to Program progress reports pertaining to overall implementation of EHS and coordinate and facilitate the work of consultants engaged to carry out environmental assessments and monitoring of safeguards instruments implementation at the state level.
- Prepare training materials, and facilitate necessary technical training workshops for State officials, contractors, Program implementation agencies and other stakeholders on environmental and social safeguards requirements;
- Develop timetable and undertake supervision visits to sub-program sites and ascertain if sub-programs are implemented in an environmentally and social sustainable manner as well facilitate the monitoring and evaluation of the implementation of interventions developed to mitigate adverse environmental risks and impacts identified at the sub program sites.
- Collation of appropriate performance and monitoring indicators to input into the Monitoring and Evaluation (M&E) Framework of the Program and preparing Monthly and Quarterly/Annual Environmental Monitoring and Evaluation reports.
- Contribute to and ensure the development of monitoring reports submitted to the World Bank on E&S compliance under the HOPE-GOV Program.
- Participate in capacity building activities provided by the Program and the World Bank.
- Support/guide the screening and consultation with key stakeholders of proposed sub-program activities to identify the potential environmental and social risks and impacts and specific management and actions for mitigating the negative environmental and social impacts of proposed civil works and arrange for disclosure activities for the ES instrument.
- Mentor and prepare a clear knowledge transfer plan and capacity building for a designated E&S officer from the NPCU. **Ability to adequately build the capacity of the E&S officer of the NPCU will be a major consideration in the performance of the expert.**
- Perform any other duty assigned by NPCU

5.0 CONDUCT OF WORK:

The Environmental and Social Safeguards Expert shall be based at the NPCU headquarters in Abuja and shall report to the Program Manager.

6.0 EDUCATIONAL QUALIFICATION:

Competencies and expertise requirements

- Master's degree in any of Environmental Sciences, Health Sciences, any of the Social Sciences with at least 5 years' experience in environmental and social assessment and management, project implementation and capacity building.
- Possession of Certificates/Diploma from a SPESSE Center of Excellence will be an advantage.

7.0 WORK EXPERIENCE:

- At least 5 years of work experience in the preparation of Environmental and Social Impact Assessments, Environmental Impact Assessments, Screening and scoping of project sites, implementation of Environmental and Social Management Plans, and Environmental and Social Audit reports for donor funded agencies.
- Possession of Certificates/Diploma from WBG SPESSE Centers of Excellence will be an advantage
- Familiarity and experience with international best practices on EIA Laws, policy formation, regulation and enforcement
- Have experience with the implementation of WB environment safeguards policies and Environmental and Social standards (ESS) and Occupational Health and safety

In addition, proven experience and accomplishment in the following specific areas is recommended:

- Experience in formulating, assessing, and reviewing environmental and social safeguards compliance documents related to the health, infrastructure and education projects, and ability to identify and proffer solutions to mitigate environmental issues.
- Familiar with environmental institutions and their roles in environmental governance at the National, State, LG and Community levels in Nigeria including state legislations related to environment & social issues in the educational sector, engineering and construction etc.
- Proven experience in engaging with government counterparts and facilitating among various stakeholders and World Bank ESF, ESS will be an added advantage.
- Candidate must be computer literate and should have excellent spoken and written English language skills.
- Self-motivated professional with demonstrated interpersonal skills such as Leadership, team building and effective communication qualities, as well as excellent writing and presentation skills.
- Strong interpersonal and communication skills and commitment to teamwork and readiness to travel as demanded by the assignment.

Duration of the assignment

The position of the E&S will be on a time-based contract for one year.

TOR: MONITORING AND EVALUATION OFFICER

1. Objectives and Scope of the Assignment:

The principal role of the Monitoring and Evaluation Officer will be to design the M&E framework and implementation plan for the HOPE-GOV Program and implement Program M&E activities according to the M&E implementation plan.

2. Specific Responsibilities and Activities

The Monitoring and Evaluation Officer is expected to conduct/implement the following key operational activities:

- Develop M&E framework, tool and implementation plan to monitor and evaluate the aggregate performance of states participating in the PforR component.
- Ensure that the framework and tool align with the national M & E system.
- Train/sensitize all the relevant NPCU staff on the use of the new M & E tool.
- Conduct activities according to the M&E implementation plan, including analyses of states' performance data from the IVA reports.
- Draw lessons from the monitoring of the aggregate performance of states in the PforR component to: 1) inform capacity building activities delivered to states under the TA component; 2) enhance Program supervision by the PCU and World Bank; and 3) inform mid-Program reviews of the PforR component design and implementation arrangements.
- Produce semi-annual M&E reports on the aggregate performance of states in the PforR component to the National Steering Committee.
- Provide relevant annual Program performance data to the Communications Specialist in the PCU to be disseminated on the HOPE-GOV website and other relevant media.
- Provide Program performance data to the World Bank to enable the annual monitoring of progress against the HOPE-GOV Program results framework agreed with the World Bank.
- Produce the mid-term review report and final M&E report for the Program.
- Perform other duties as required and requested by the National Coordinator within the framework of this assignment.

3. Qualifications, Specialized Knowledge and Experience and Competencies:

- Minimum of master's degree or equivalent in management, public administration and other relevant fields.
- Minimum of 5 years of relevant experience in monitoring and evaluation of development programs for the Nigerian public sector.
- Experience in conducting M&E activities under World Bank assisted projects or similar multilateral institution environments will be an added advantage.
- Excellent knowledge and professional experience of using different monitoring and evaluation methods.
- Excellent understanding of the Nigerian public sector and familiarity with National M & E framework.
- Highly computer literate with demonstrable proficiency in Microsoft Word and Excel, with additional experience in the use of SPSS or other statistical tools for data analysis

will be an added advantage.

- Fluency in spoken English required with excellent written English skills, including sound report-writing skills.
- Proven ability to work under pressure and meet strict deadlines.
- Proven ability to work effectively as part of a team.
- Experience with World Bank PforR instrument will be added advantage.

4. Supervision and Reporting Arrangements

The Officer will be supervised day-to-day by the National Coordinator of the NPCU.

The Officer will be required to submit a semi-annual operational report of activities performed to the National Coordinator at the NPCU.

5. Location of the Assignment

The Officer will be based in the PCU's office, located in the FMBEP offices in Abuja. The NPCU will ensure that there is adequate logistical support for the Officer

TOR: COMMUNICATIONS OFFICER

1. Objectives and Scope of the Assignment:

The principal role of the Communications Officer will be to design and lead the communications and outreach activities for the HOPE-GOV Program to key stakeholders.

2. Specific Responsibilities and Activities

The Communications Officer is expected to conduct/implement the following key operational activities:

- Develop an effective communications strategy and plan for the HOPE-GOV Program for the duration of the Program. This strategy would include identifying the target audience, the relevant messages, and effective channels for information dissemination to support the Program implementation and achievement of results.
- Lead the implementation of activities outlined in the communications strategy and plan. This is envisaged to include the following activities:
 - Organization of sensitization and awareness activities among key stakeholders during implementation as needed.
 - Development of communication materials, including press releases and stories, web and social media content, reports, summary notes, presentations.
 - Management of relationships with media outlets to ensure accurate reporting and coverage of HOPE-GOV activities as required.
 - Management of the content published on the HOPE-GOV public website, which will include the results of the annual performance assessments by the IVA and other key information. The Officer will ensure relevant content is available and up-to-date and the content presentation and website functionality is user friendly.
 - Organization of semi-annual forums for participating states to collectively review progress on achieving the results/DLIs, showcase, learn from successes, identify and escalate implementation challenges
 - Timely preparation of communication activities to be included in the annual work plan.
- Produce semi-annual communications and outreach activity reports for the Steering Committee and World Bank.
- Perform other duties as required and requested by the National Coordinator within the framework of this assignment.

3. Qualifications, Specialized Knowledge and Experience and Competencies:

- Minimum of master's degree or equivalent in public relations, communications, journalism, international relations/public affairs and other relevant fields.
- Minimum of 5 years of relevant experience in managing conducting and managing communications and outreach activities in Nigeria, preferably related to development programs/public sector in Nigeria.
- Excellent knowledge and professional experience of different communications approaches, tools and methodologies useful in planning, executing, and monitoring communications strategies, for example, media operations, opinion research, audience outreach and message targeting.
- Experience in producing well-written press releases, feature articles, and publications.

- Has a well-developed network of media contacts with key media outlets in Nigeria.
- Proven track record of executing high impact communications projects, which involved effective use of web-based/online platforms.
- Experience supporting international organizations, bilateral donors and international financial institutions is an advantage.
- Highly computer literate with demonstrable proficiency in Microsoft Word, PowerPoint and Excel.
- Fluency in spoken English required with excellent written English skills, including sound report-writing skills.
- Proven ability to work under pressure and meet strict deadlines.
- Proven ability to work effectively as part of a team.

4. Supervision and Reporting Arrangements

The Officer will be supervised day-to-day by the National Coordinator at the NPCU.

The Officer will be required to submit a semi-annual operational report of activities performed to the National Coordinator of the NPCU.

5. Location of the Assignment and Client Responsibility

The Officer will be based in the PCU's office, located at the FMBEP in Abuja, Nigeria. The FMBEP will ensure logistical support for the Officer.