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INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT

IN THE AMOUNT OF SDR 146.8 MILLION
(US\$200 MILLION EQUIVALENT)

TO THE

FEDERAL REPUBLIC OF NIGERIA

FOR AN

INNOVATION DEVELOPMENT AND EFFECTIVENESS IN THE ACQUISITION OF SKILLS
(IDEAS) PROJECT

November 21, 2019

Education Global Practice
Africa Region

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CURRENCY EQUIVALENTS

Exchange Rate Effective (October 31, 2019)

Currency Unit = Nigeria Naira (NGN)

305= US\$1

US\$1 = 0.73 SDR

FISCAL YEAR

January 1 - December 31

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ABBREVIATIONS AND ACRONYMS

ACE	Africa Center of Excellence
BESDA	Better Education Service Delivery for All Operation
BPP	Bureau of Public Procurement
CBN	Central Bank of Nigeria
CE	Citizens' Engagement
CIU	College Implementation Unit
CPAR	Country Procurement Assessment Review
CPD	Continuous professional development
CPS	Country Partnership Strategy
DA	Designated Account
DFID	Department for International Development
DMO	Debt Management Office
EA	Environmental assessment
ERGP	Economic Recovery and Growth Plan
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESMS	Environmental and Social Management Services
EU	European Union
FGN	Federal Government of Nigeria
FM	Financial Management
FME	Federal Ministry of Education
PPFMD	Federal Project Financial Management Department
FPM	Financial Procedures Manual
GAC	Governance and anti-corruption
GBV	Gender-based Violence
GDP	Gross Domestic Product
GEMS	Growth and Employment in States (Project)
GRC	Grievance Resolution Committee
GRM	Grievance Redress Mechanism
GRS	Grievance Redress Service
HC	Human capital
HCI	Human Capital Index
IAT	Informal apprenticeship training
ICT	Information and communications technology
IDA	International Development Association
IDP	Institutional Development Plan
IE	Impact evaluation
IEI	Innovation Enterprise Institution
IFR	Interim Financial Report
ILO	International Labor Organization
IPR	Implementation Progress Report
IPSAS	International Public-Sector Accounting Standards
IRR	Internal Rate of Return
ISA	International Standards of Auditing
ISR	Implementation Status and Results Report
IT/SIWES	Industrial Training/Students Industrial Work Experience Scheme
ITF	Industrial Training Fund
IUFR	Interim Unaudited Financial Report

JICA	Japan International Cooperation Agency
LSETF	Lagos State Employment Trust Fund
M&E	Monitoring and evaluation
MCP	Master craftsperson
MDB	Multilateral Development Bank
MFD	Maximizing Finance for Development
MIS	Management Information System
ML	Management Letter
MoU	Memorandum of Understanding
MSME	Medium and Small to Medium Enterprises
NABTEB	National Business and Technical Examination Board
NATA	National Automotive Trade Association
NATC	National Advanced Technical Certificate
NBTE	National Board of Technical Education
NDE	National Directorate of Employment
NFWP	Nigeria For Women Project
NGN	Nigeria Naira
NIPEP	Nigeria Partnership for Education Project
NOAS	National Open Apprenticeship Scheme
NOS	National Occupational Standards
NPSC	National Project Steering Committee
NPV	Net Present Value
NSQF	Nigerian Skills Qualifications Framework
NTC	National Technical Certificate
OGSTEP	Ogun State Economic Transformation Project
PC	Project Coordinator
PCU	Project Coordination Unit
PDO	Project Development Objective
PFMU	Project Financial Management Unit
PIM	Project Implementation Manual
PIU	Project Implementation Unit
PMU	Project Management Unit
PPP	Public-Private Partnership
PPSD	Project Procurement Strategy for Development
PRIMA	Portfolio and Risk Management
QCBS	Quality and Cost Based Selection
RAP	Resettlement Action Plan
RF	Results Framework
RFB	Request for Bid
RPF	Resettlement Policy Framework
RPL	Recognition of Prior Learning
RSD	Research and Statistic Department (NBTE)
SEA	Sexual Exploitation and Abuse
SEEFOR	State Employment and Expenditure for Results Project
SEPIP	State Education Program Investment Project
SOE	Statement of Expenditure
SORT	Systematic Operations Risk-rating Tool
SPIU	State Project Implementation Unit
SPSC	State Project Steering Committee
SSC	Sector Skills Council
STEP	Systematic Tracking of Exchanges in Procurement

STEP – B	Science and Technology Education at the Post-Basic Level
STRIVE	Skills Strengthening for Industrial Value Enhancement (Project)
TA	Technical Assistance
TC	Technical College
TSED	Technology and Science Education Department (FME)
TOR	Terms of Reference
TTI	Technical teachers and instructors
TVET	Technical and vocational education and training
UBEC	Universal Basic Education Commission
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAID	United States Agency for International Development
VEI	Vocational Enterprise Institute
VTIP	Vocational Training Improvement Project
WAFLA	World Bank Account, Finance, Loan and Advance Department
YESSO	Youth Employment and Social Support Operation



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DATASHEET

BASIC INFORMATION

Country(ies)	Project Name	
Nigeria	Innovation Development and Effectiveness in the Acquisition of Skills (IDEAS) Project	
Project ID	Financing Instrument	Environmental Assessment Category
P166239	Investment Project Financing	B-Partial Assessment

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Disbursement-linked Indicators (DLIs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input checked="" type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	

Expected Approval Date	Expected Closing Date
28-Jan-2020	30-Jun-2026

Bank/IFC Collaboration

No

Proposed Development Objective(s)

To enhance the capacity of the Nigerian skills development system to produce relevant skills for the formal and informal sectors.

Components

Component Name	Cost (US\$, millions)
----------------	-----------------------



Incentivizing partnerships with industry for enhanced quality and labour-market orientation of public Technical Colleges	88.00
Improving skills formation in the informal sector	26.00
Increasing the availability of competent and motivated technical teachers and instructors	30.00
Strengthening the regulatory environment and public management capacities for market-oriented skills development	46.00
Unallocated	10.00

Organizations

Borrower: Ministry of Finance
 Implementing Agency: Federal Ministry of Education

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	200.00
Total Financing	200.00
of which IBRD/IDA	200.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	200.00
IDA Credit	200.00

IDA Resources (in US\$, Millions)

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
Nigeria	200.00	0.00	0.00	200.00
National PBA	200.00	0.00	0.00	200.00
Total	200.00	0.00	0.00	200.00



Expected Disbursements (in US\$, Millions)

WB Fiscal Year	2020	2021	2022	2023	2024	2025	2026
Annual	4.13	23.25	35.03	41.96	37.38	33.18	25.08
Cumulative	4.13	27.38	62.41	104.37	141.75	174.92	200.00

INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

Finance, Competitiveness and Innovation, Governance

Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks

Gender Tag

Does the project plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF	Yes
b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment	Yes
c. Include Indicators in results framework to monitor outcomes from actions identified in (b)	Yes

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● Substantial
2. Macroeconomic	● Moderate
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Substantial
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Substantial



7. Environment and Social	● Moderate
8. Stakeholders	● Moderate
9. Other	
10. Overall	● Substantial

COMPLIANCE

Policy

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

Yes No

Does the project require any waivers of Bank policies?

Yes No

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01	✓	
Performance Standards for Private Sector Activities OP/BP 4.03		✓
Natural Habitats OP/BP 4.04		✓
Forests OP/BP 4.36		✓
Pest Management OP 4.09		✓
Physical Cultural Resources OP/BP 4.11		✓
Indigenous Peoples OP/BP 4.10		✓
Involuntary Resettlement OP/BP 4.12	✓	
Safety of Dams OP/BP 4.37		✓
Projects on International Waterways OP/BP 7.50		✓
Projects in Disputed Areas OP/BP 7.60		✓

Legal Covenants

Sections and Description

As per the Financing Agreement, Schedule 2, Section I. A 1 (a), the Recipient shall maintain throughout the implementation of the Project, a National Project Steering Committee (“NPSC”) at the federal level with functions, composition and resources satisfactory to the Association.



Sections and Description

As per the Financing Agreement, Schedule 2, Section I. A 2 (a), the Recipient shall maintain throughout the implementation of the Project, a Project Coordination Unit (the “PCU”) within the FME with functions and resources satisfactory to the Association, and with staff in adequate numbers and with terms of reference, qualifications and experience satisfactory to the Association.

Sections and Description

As per the Financing Agreement, Schedule 2, Section I. A 3 (a), the Recipient shall ensure that NBTE maintains throughout the implementation of the Project, a Project Management Unit (the “PMU”) with functions and resources satisfactory to the Association, and with staff in adequate numbers and with terms of reference, qualifications and experience satisfactory to the Association.

Sections and Description

As per the Financing Agreement, Schedule 2, Section I. A 4 (a), the Recipient shall cause each Participating State to establish and thereafter maintain throughout the implementation of the Project, a State Project Steering Committee (each, a “SPSC”) at the state level with functions, composition and resources satisfactory to the Association.

Sections and Description

As per the Financing Agreement, Schedule 2, Section I. A 5 (a), the Recipient shall cause each Participating State to establish, and thereafter maintain throughout the implementation of the Project in said Participating State, a project implementation unit (a “SPIU”), each with functions and resources satisfactory to the Association, and with staff in adequate numbers and with terms of reference, qualifications and experience satisfactory to the Association.

Sections and Description

As per the Financing Agreement, Schedule 2, Section I. A 6, the Recipient shall designate, at all times during the implementation of the Project, the Federal Project Financial Management Department (“FPFMD”) to be responsible for financial management under the Project at federal level and the State Project Financial Managements Units (“SPFMU”) to be responsible for financial management under the Project in the respective Participating State. Each of the FPFMD/SPFMUs shall take all actions, including the provision of funding, personnel and other resources necessary to enable the FPFMD/SPFMU to perform these functions, all in accordance with the provisions of the PIM.

Sections and Description

As per the Financing Agreement, Schedule 2, Section I.A 3 (c), the Recipient shall cause NBTE to, no later than three (3) months after the Effective Date, recruit and thereafter maintain, at all times during Project implementation, an apprenticeship training consultant, with experience and qualifications and under terms of reference acceptable to the Association, to strengthen the capacity of the PMU in implementing Part 2 of the Project.

Sections and Description

As per the Financing Agreement, Schedule 2, Section IV, the Recipient shall no later than three (3) months after the Effective Date
(a) recruit on a competitive basis, an independent external auditor, with qualifications, experience and terms of



reference acceptable to the Association, to carry out audits for the Project as required in the General Conditions and the DFIL; and

(b) recruit on a competitive basis an independent monitoring consultant, with qualifications, experience and terms of reference acceptable to the Association, to on a yearly basis carry out, in collaboration with the PCU, an enhanced review of the progress of the Project activities, verify the appropriate implementation of the Project activities and provide to the Association a written report setting out the findings of each such review, as further detailed in the PIM.

Sections and Description

DISBURSEMENT CONDITIONS

As per the Financing Agreement, Schedule 2, Section III.B.1(b) notwithstanding the provisions of Part A, no withdrawal shall be made:

(a) for payments made prior to the Signature Date, except that withdrawals up to an aggregate amount of SDR 15,017,600.00 for payments made up to twelve (12) months prior to the date of this Agreement, for Eligible Expenditures under Category (1); or

(b) under Categories (1), (2) and (3), with respect to any Participating State, unless and until:

(i) the Recipient and said Participating State has executed a Subsidiary Agreement in accordance with the provisions of Section I.B of Schedule 2 to this Agreement; and the Association has received an opinion satisfactory to it establishing that the Subsidiary Agreement has been duly authorized or ratified by the Recipient and the respective Participating State and is legally binding upon the Recipient and the Participating State in accordance with its terms; and

(ii) said Participating State has established a SPSC and a SPIU in accordance with the provisions of Sections I.A.4 and I.A.5, respectively, of Schedule 2 to this Agreement.

Conditions

Type

Description

Effectiveness

As per the Financing Agreement Article IV 4.01, the Recipient shall adopt the Project Implementation Manual in form and substance satisfactory to the Association.



I. STRATEGIC CONTEXT

A. Country Context

1. **The Nigerian economy has experienced a tepid recovery from the 2016 recession.** In 2016, global oil prices reached a 13-year low and oil production was severely constrained by militant attacks in the Niger Delta. While the oil sector represents only 8.3 percent of total gross domestic product (GDP), it provides the largest share of foreign exchange earnings and accounted for three-quarters of government revenues before the shocks. GDP growth fell from 6.3 percent in 2014 to negative 1.6 percent in 2016, bringing Nigeria's first full-year of recession in 25 years. The economy emerged from the recession with GDP growth of 0.8 percent in 2017 – a recovery which was driven by the oil sector. Growth in 2018 was stronger at 1.9 percent, driven more by non-oil industry and services. However, this level of growth still lags the population growth rate of 2.6 percent (implying negative per capita GDP growth), government projections and pre-recession levels. The recovery is expected to remain slow due to continued weak economic diversification; with real GDP growth expected to hover just above 2 percent over the medium-term.

2. **In March 2017, the Government launched the National Economic Recovery and Growth Plan (ERGP) for the 2017-2020 period.** The ERGP has the ambitious target of achieving 7 percent real annual GDP growth by 2020, to be initially driven by the oil sector and then increasingly by strong non-oil sector growth. The ERGP sets out to restore macroeconomic stability in the short-term and to undertake structural reforms, infrastructure investments and social sector programs to diversify the economy and set it on a path of sustained inclusive growth over the medium- to long-term. To increase growth above the baseline of 2 percent will require effective implementation of the structural reforms laid out in the ERGP.

3. **Through its *Investing in People* pillar, the ERGP recognizes that youth will form the foundation of Nigeria's growth for decades to come.** Nigeria will soon have one of the youngest and largest working-age populations in the world. Adolescents make up 23 percent of Nigeria's population, and the already large number of adolescents is expected to more than double in the coming decades from 41 million to 84 million by 2050.¹ Currently, due to weak human capital investments many leave school without the required academic, cognitive, or behavioral skills needed to modernize the Nigerian economy.

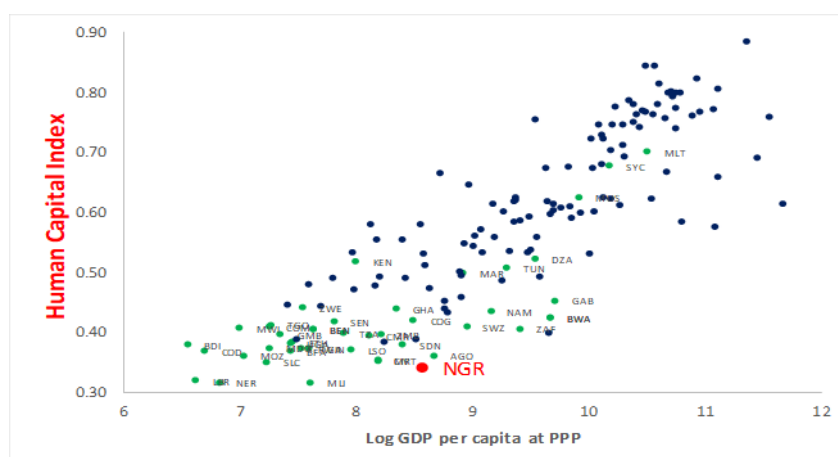
4. **Nigerian children lag their peers in human capital formation—as measured by the World Bank's Human Capital Index (HCI)—suggesting that the future productivity of the labor force is at risk.**² The HCI measures the amount of human capital (HC) that a child born today can expect to attain by age 18. It conveys the productivity of a country's next generation of workers compared to a benchmark of complete education and full health. According to the HCI, a child born in Nigeria today can be expected to be 34 percent as productive when she grows up as she could have been if she had enjoyed complete education and full health. On the HCI, Nigeria's ranks low at 152 out of 157 countries. Nigeria's HCI is also lower than the average for its region and income group (Figure 1). To harness the full potential of the Nigerian youth, the ERGP highlights the importance of increased and better human capital investments throughout the lifecycle.

¹ Hasan, R., Loevinsohn, B., Moucheraud, C., Ahmed, S.A., Osorio-Rodarte, I., Suzuki, E., Troiano, S., Sexton, M., Mustapha, F.A. (2017). Nigeria's Demographic Dividend? Policy note in support of Nigeria's EGRP 2017–2020. World Bank.

² Three elements reflect the building blocks of the HCI: (i) survival of children born today to reach school age; (ii) schooling of children in terms of how many years and how much they learn; and (iii) health such that they leave school healthy and ready to continue work and/or further learning.



Figure 1: Human Capital Index versus GDP per capita



Source: HCI website, African countries are in green, all other countries in blue

5. Recognizing the importance of human capital outcomes, the Government of Nigeria launched its Human Capital Development Vision in December 2018. The plan lays out a series of bold actions to address years of underinvestment in human capital. The World Bank is supporting the Government to design and implement a series of high impact results-based programs aligned with the vision and aimed at: (i) improving the education and health outcomes of children and mothers through addressing the alarmingly high levels of under-five infant mortality, malnutrition, fertility, illiteracy, and out of school youth; and (ii) improving the skills base of youth and adults already in the workforce. Life-long learning is imperative to develop a competitive and well-qualified workforce capable of adapting to changing world markets and technological progress. For this reason, in addition to the Human Capital Development vision, the Government’s Framework for Job Creation and Youth Employment endorsed in 2017 accords high and systematic attention to “address[ing] skills development and talent supply gaps”.

B. Sectoral and Institutional Context

6. **Developing economies require various types and levels of qualified professionals: specialists with advanced university degrees, professionals and technicians with middle-level vocational qualifications, as well as lower-level skilled craftspersons and semi-skilled workers.** This calls for a balanced skills development system combining education and training at universities and technical and vocational education and training (TVET) institutions, as well as a recognition of informal skills development. In the 21st century, furthermore, the World Development Report 2019 maintains that technology is reshaping the skills needed for work.³ Professionals at all levels need to be digitally literate, and acquainted with the dynamics of modern technological progress.

7. **Nigeria’s differentiated and multi-pronged system of skills development takes the diversity of skills needs into account.** While universities, polytechnics and specialized colleges and institutions offer formal tertiary education to train professionals and technicians for the public sector and private industries, the skills development space at lower levels is more diverse. It comprises mainly: (i) formal TVET, provided as part of the formal secondary education system in Technical Colleges (TCs) and Vocational Enterprise Institutions (VEIs) (Table 1); (ii) job-related non-formal training, often of shorter duration, serving various segments of the labor market; and (iii) informal apprenticeship training

³ World Bank, 2019. The Changing Nature of Work. World Development Report 2019.



provided in the informal economy⁴. A differentiated institutional framework governs and manages the different skills sub-systems, comprising institutions such as the Federal Ministry of Education (FME) with its Technology and Science Education Department (TSED), state-level TVET agencies, the National Board of Technical Education (NBTE), the Industrial Training Fund (ITF) and others (Annex 1).

Table 1: Number of formal TVET institutions and enrolment in Nigeria, by level and type 2014/15⁵

Level	Type of institution	No/accredited institutions	Enrolment		
			Male	Female	Total
Tertiary level	Polytechnics	111	174,047	119,745	293,792
	Specialized Institutions	27	22,008	12,013	34,021
	Colleges of Agriculture	34			
	Colleges of Health	35			
	Innovation Enterprise Institutions (IEIs)	140	1,530	722	2,252
Secondary level	Vocational Enterprise Institutions (VEIs)	77	68,552	12,108	80,660
	Technical Colleges ⁶	110			
	Total	534	266,137	144,588	410,725

Source: National Board of Technical Education.

8. The World Bank has been supporting the Government of Nigeria to strengthen skills acquisition at all levels to increase youth employment. Several Bank-financed projects to date have focused on improving the employability of vulnerable youth (Youth Employment and Social Support Operation/YESSO), promoting public-private partnerships (PPP) in skills development (Lagos EKO Secondary Education Project, State Education Program Investment Project/SEPIP, Ogun State Economic Transformation Project/OGSTEP), and training for medium and small to medium enterprises (MSMEs) and start-ups (State Employment and Expenditure for Results Project/SEEFOR, Growth and Employment in States Project/GEMS) (Table 2). Many of these projects have had a positive impact on labor market outcomes in selected sectors and states⁷. Other development partners, including British Council, Department for International Development (DFID), United Nations Educational, Scientific and Cultural Organization (UNESCO), Japan International Cooperation Agency (JICA), United States Agency for International Development (USAID), German cooperation and the European Union (EU), also support projects which aim to promote skills acquisition among vulnerable groups, apprenticeship training and technical teachers’ training. DFID has recently increased its engagement to support job creation and training for people with disabilities.

⁴ *Informal apprenticeship training in the informal sector* refers to formally not recognized pre-employment training provided as on-the-job training to young labor market entrants by master craftspersons in the informal sector. This type of training is widespread throughout Nigeria. *Formal apprenticeship training* (i.e. apprenticeship training regulated by law and leading for formal certification) is emerging through pilot projects in Lagos, Abeokuta and Abuja. Furthermore, some large companies run their own enterprise-based training schemes, for example the Dangote group.

⁵ In Nigeria, the formal TVET sector comprises technical education regulated by the NBTE both at tertiary and secondary level.

⁶ Figures include only NBTE accredited Technical Colleges (TCs). In addition, non-accredited State TCs are operated, but there is no consolidated information on the number of these institutions.

⁷ For example, the Lagos EKO and SEPIP projects, as documented in: Report on Qualitative Impact of the Public – Private Partnership (PPP) between the Government Technical Colleges, the Private Companies and Non-State Actors: Lagos, Anambra, Ekiti and Bauchi States. Abuja 2018.



Table 2: Previous and ongoing World Bank-financed projects addressing skills gaps

YESSO: Youth Employment and Social Support Operation (P157899)	Skills-for-jobs scheme, offering short-term training (incl. informal apprenticeships) to vulnerable youth in selected states
Lagos EKO Secondary Education Project (P106280)	Supporting partnerships between private sector firms in five Technical Colleges in Lagos
SEEFOR: State Employment and Expenditure for Results Project (P133071)	TVET to youth with secondary level schooling in four states (Rivers, Bayelsa, Delta, Edo)
SEPIP: State Education Program Investment Project (P122124)	Incentivizing partnerships with private sector firms in Technical Colleges in selected States through investment grants
STEP – B: Science and Technology Education at the Post-Basic Level (P074132)	Establishing Centers of Excellence in 11 tertiary institutions, including TVET teachers’ education in University of Nigeria/Nsukka
ACE: Africa Centers of Excellence (P126974)	Building up a critical mass for leading-edge research and training of high-level academics and researchers
GEMS: Growth and Employment in States Project (P103499)	Business training and other support to Nigerian young entrepreneurs
OGSTEP: Ogun State Economic Transformation Project (P164031)	Support to comprehensive state-level skills development reform incl. public-private partnerships in Technical Colleges, demand-driven short-term training, and apprenticeship training
National FADAMA Development Project (P096572)	Enhancing income generating businesses through provision of start-up asset capital for vulnerable youth groups and women headed households along with skill strengthening trainings
NFWP: Nigeria For Women Project (P161364)	Improving socio-economic outcomes for women in selected states of Nigeria through creation and strengthening of Women Affinity Groups, provision of market-responsive livelihoods training and grants and innovative solutions for women
Sector projects (ongoing and pipeline)	Training and adult literacy components in sector programs, including agriculture, energy, environment, and others

Skills for Industrial Transformation

9. **The development of a globally competitive industry will require the country’s formal TVET system to train a cadre of highly-skilled technical personnel.** Sectors of the economy that will drive economic growth in Nigeria – such as infrastructure, manufacturing and services – require good post-basic technical vocational skills, which are currently in very short supply. The emerging digital economy will require workers with new and up-to-date skills to keep Nigeria abreast of global market developments. Moreover, economic transformation towards increased diversification will continue to change skills development requirements. Currently, in Nigeria, employment is slowly increasing in the formal private sector while shifting away from agriculture and public services. The formal private sector is dominated by services, as only 5 percent of registered firms are in the agriculture sector and about 20 percent of firms are manufacturing firms. There are, however, important regional variations in terms of the growth of the formal sector and in the types of skills which are needed. The skills content of jobs diverges across regions, reflecting differences in the evolution of economic activities around



the country. The southern part of Nigeria is experiencing an increase of jobs requiring cognitive skills, suggesting a move toward higher productivity and more modern economic activities.⁸

10. Creating a stronger pipeline of skilled workers requires greater access to high quality long-term skills training. The skills training landscape in Nigeria is characterized by both market and institutional failures. Since firms cannot fully appropriate returns from skilling workers, the private sector under-invests in training. The public TVET system represents the authorities' response to this market failure: at the level of technicians and artisans, TCs form the backbone of long-term training for developing an increasingly competitive and well qualified workforce capable of flexibly adapting to changing world markets and technological progress.⁹ Government has also put in place a regulatory framework and enabling conditions for the private sector to invest in formal TVET through the establishment of VEIs and IELs.¹⁰

11. TVET institutions, especially TCs, are currently not able to fulfill their mandate of training needed skilled workers for industry and business sector development.¹¹ TCs, offering technical education at the senior secondary level in a variety of industrial and service professions, encounter challenges in staying responsive to the needs of modern industry. The limited involvement of the private sector represents a major obstacle to improving and maintaining market relevance, which is alarming in view of the rapid changes including digitalization in modern markets (Box 1). Cooperation with industry takes place when industrial attachment is provided to students in the context of the Industrial Training/Students Industrial Work Experience Scheme (IT/SIWES), but this scheme is not systematically implemented for TC students. Involving industry in TVET institutional planning, management and training delivery is not incentivized by Government in a systematic manner. Furthermore, enrollment in TCs is low. Only about 2 percent of all secondary education students are accommodated in TCs resulting from years of under-investment in the secondary-level TVET ecosystem. Facilities and equipment of most of the public (Federal and State) TCs are outdated. Limited resources for training in workshops and labs often prevent TCs from providing adequate practical skills - including digital skills – necessary for future jobs.

⁸ World Bank 2015.

⁹ Technical Colleges offer long-term training (one to three years) at secondary education level. They form the core of Nigeria's formal TVET system at that level.

¹⁰ VEIs are operating at the secondary, and IELs at the tertiary level. Programs offered in these institutions are modular courses over two to three years, including part-time courses, leading to distinct, but nationally recognized certificates and diploma.

¹¹ Accordingly, the Ministerial Strategic Plan of the Ministry of Education emphasizes the need to invest in the rehabilitation of existing and construction of new colleges.



Box 1: The need for digital skills

The global use of technology has not only broadened the scope of skills needed, but also changed the way jobseekers, especially females and people with disabilities, can connect to the labor market. Digital skills can empower and create new opportunities for persons who have difficulties in accessing traditional job markets. On the other hand, new skill sets for digital jobs are needed for Nigeria's manufacturing and service sector to raise the country's global competitiveness and for Nigerian youth to establish themselves in modern online markets. Even in traditional occupations, tomorrow's labor market will require digital literacy and mastering of specialized technology (such as robotics) for adapting innovation.

Three different types of digital skills are relevant for Nigeria's economic future:

- i) Digital literacy: use of internet, accessible technology, applications and software. All Nigerians are required in the future to be digitally literate.
- ii) Specialized digital skills: use of robotics and digital equipment in the world of work; skills required for researching, installing, managing and maintaining of digital tools, systems, equipment. To be used in jobs in the formal and informal sectors.
- iii) Skills for ICT professions: skills to develop and design new digital solutions and products, software engineers programmers, e-business skills, etc.

The skills development system has the potential to become an essential facilitator of building digital skills in the workforce. Transforming the skills space at all levels towards digital skills requires dedicated investments in new programs for jobs in the ICT labor market, an overhaul of curricula to address emerging digital developments in conventional professions, as well as interventions to increase the digital literacy of all. For deepening digital literacy of the overall population, use of technology in teaching and learning provides an important starting point. While designing support to digital skills development, it is important to assure that new investments do not inadvertently widen the digital divide leading to further marginalization of certain groups, including vulnerable youth or people with disabilities.

12. Partnerships between TCs and industry would help leverage private finance for sustainable development of skills development institutions. The examples where linkages between TCs and industry have been built systematically, such as for the Bank-supported Government Technical College Agidingbi in Ikeja/Lagos¹², demonstrate an enormous potential for quality and relevance improvement in formal TVET once private sector involvement in colleges is systematically strengthened and institutionalized. A recent qualitative assessment of different World Bank-funded interventions to support PPPs in TVET suggested a significant positive impact of partnerships on: (i) the quality of teaching and learning, (ii) the interest of industry in TCs and their graduates, (iii) graduates' understanding of modern technology and thus employability, and (iv) the reputation of TVET among parents and youth¹³. Opportunities for hands-on practical training within formal sector companies, through apprenticeship and industrial training, can be further developed. The pilot introduction of dual apprenticeship training in Lagos, Abuja and Abeokuta, for example, found considerable interest among private firms in partnering with technical institutions in training delivery. These pilots were implemented by local chambers of commerce, industry, mining and agriculture with support from the Delegation of German Industry and Commerce in Nigeria, and after initial success in these three cities, more chambers in the country have expressed an interest in becoming involved.

¹² The College was one of the centers in Lagos supported by the Lagos EKO Secondary Education project.

¹³ Report on Qualitative Impact of the Public – Private Partnership (PPP) between the Government Technical Colleges, the Private Companies and Non-State Actors: Lagos, Anambra, Ekiti and Bauchi States. Abuja 2018.



Box 2: Increasing female participation in skills development

Nigeria can capitalize on the digital revolution and the opportunities arising from it for female employment. Broadening the range of training options and creating a more conducive learning environment is important for attracting more young women into formal and informal skills development. Better opportunities for women to earn and control income could contribute to broader economic development.¹⁴ However, in Nigeria, females are underrepresented in skills development programs. Only one in three TVET students overall, and only 15 percent of students in TCs, are female. TVET courses in Nigeria are still centered on conventionally male-dominated sectors such as engine and mechanical repair, construction, and welding, among others. Most women do not aspire to work in these occupations due to high entry level barriers, lack of family support and strong gender-bias stemming from discriminatory social norms and attitudes. Experience in other countries has shown that female participation rates improve once the range of sectors covered in technical institutions and apprenticeship systems is broadened towards modern occupations, notably service sector professions.¹⁵ The challenge, therefore, is to broaden the range of programs offered towards digital jobs and trade specializations with high growth potential in the labor market that are more attractive to young women. In addition, sensitizing young women on the benefits of entering a vocational career, as well as improving the attractiveness of training institutions for females, including by employing more female teachers and reducing gender-bias of existing teachers and personnel, enhancing accessible sanitary facilities, options for safe access to institutions, and introducing women-targeted counselling and employment promotion programs, can be effective in supporting increased female participation in skills development.

Skills for Enhanced Productivity in the Informal Sector

13. **Accounting for 90 percent of total employment, the informal economy dominates the Nigerian labor market.** However, the level of basic, entrepreneurial, digital and technical skills among workers is generally significantly lower in the informal economy than in the formal wage sector. Individuals working in the informal sector tend to have lower numeracy and literacy skills and much less formal schooling. Modern technology platforms for enhanced market linkages are hardly used. Formal vocational programs are rarely tailored to their specific needs, constraints and potential. Instead, the large and self-sustaining system of informal apprenticeships provides training for many of these youth and supports the development of skills needed in the informal economy.¹⁶

14. **Informal apprenticeship training (IAT) represents the most important skills development sub-system in Nigeria in terms of the number of youth to which it caters.** It is also the most accessible skills training opportunity for youth with low education and from poor households¹⁷. As elsewhere in Africa, master craftspersons (MCPs) throughout Nigeria are traditionally engaged in training young labor market entrants through informal apprenticeships.¹⁸ IAT is usually long-term but not based on a

¹⁴ Heintz, J., 2006. Globalization, Economic Policy and Employment: Poverty and Gender Implications, International Labour Organization, Geneva.

¹⁵ See also World Bank/International Labour Organization, 2013. Towards a Model Apprenticeship Framework. A Comparative Analysis of National Apprenticeship Systems.

¹⁶ Adams, Arvil V., Sara Johansson de Silva, and Setareh Razmara, 2013. Improving Skills Development in the Informal Sector: Strategies for Sub-Saharan Africa. Directions in Development. Washington, DC: World Bank.

¹⁷ An overview about informal apprenticeship training practice in Africa is provided in World Bank 2017. Apprenticeship Training in Africa. World Bank Africa Regional Study on Skills Background Paper.

¹⁸ Based on household and labor force surveys, Filmer and Fox established for five different countries in West and East Africa a higher share of young adults with experience in apprenticeship training as compared to TVET institutions. With wide variations among countries ranging from 6% in Uganda to 35% in Ghana, the average rate among the analysed countries was 20%, compared to 4% of young adults that attended a TVET institution. See Deon Filmer and Louise Fox (with others), 2014, Youth Employment in Sub-Saharan Africa. Agence Francaise de Développement/World Bank. Darvas and Palmer were



prescribed curriculum, and learning content is determined by the kind of work conducted in the training enterprise. IAT is embedded in social traditions and local economic structures, and accordingly differs between regions in the way it is implemented. Usually, local business associations play a critical role in implementing and controlling access to training. A survey conducted in Port Harcourt in 2012¹⁹ showed that a large portion of apprentices (38.6 percent) are older than 30 years of age, potentially indicating the importance of informal apprenticeships as a second chance route to skills development.

15. IAT is the most effective pathway for youth to transition to employment and acquire skills required in a rapidly changing labor market.²⁰ Contrary to formal TVET, which requires incentives for PPP to enhance market relevance of training provided, apprenticeship training – being delivered by enterprises and within enterprises – is, by nature, demand-driven and linked to the real world of work and labor market needs. International experience shows that apprenticeship training facilitates an early link of learners to the labor market. Analysis of labor force data in Nigeria found that participation in IAT enables workers to find employment in the informal sector and represents a typical route into self-employment. However, despite its wide acceptance in the informal sector, the quality of skills development through IAT is curtailed by skills limitations of the MCPs, especially in relation to modern technology and business practices, as well as by low foundational skills (i.e., in literacy and math) among Nigerian youth.²¹ Furthermore, such training in the informal sector does not provide a route into the formal labor market as learning outcomes of informal apprenticeships are usually not certified and formally recognized.²²

16. Improving and modernizing IAT has become a focus of skills development interventions throughout Africa. It is considered an effective approach to improve the quality of training by building on its self-governing and self-financing structures and its strength for developing work readiness through on-the-job learning. Such approaches have also been slowly developing in Nigeria. While the National Open Apprenticeship Scheme (NOAS) of the National Directorate of Employment (NDE) worked partly through the IAT system, systematic approaches to improving the system are now emerging within the DFID-funded Mafita Project and the Construction Skills Training and Empowerment Project. These projects suggest that strengthening IAT in terms of quality and recognition would substantially improve skills development options among the apprentices, especially for disadvantaged youth from low-income families and with low levels of education. Assessments in other countries have suggested that a comprehensive approach to improving the informal apprenticeship system can have a positive impact on the overall productivity of the informal sector.²³ Effective support programs addressing the development needs of MCPs - especially in terms of technical and pedagogical training and providing them with access to modern technology, which in

estimating for Ghana that informal sector training accounts for 80% of all basic skills training, compared to 7% public and 13% private training institutions. Peter Darvas and Robert Palmer, 2014. Demand and Supply of Skills in Ghana. How can Training Programs Improve Employment and Productivity? World Bank.

¹⁹ See also Atuwokiki Sam Jaja, 2013. Nature and Funding of the Informal Apprenticeship Scheme in Port Harcourt, Rivers State. In: European Scientific Journal December 2013, Special Edition, Volume 2.

²⁰ See, for example, Arvil Van Adam, 2007. The Role of Youth Skills Development in the Transition to Work: A Global Review. World Bank; Constanza Biavaschi, Werner Eichhorst, Corrado Giulietti, Michael J. Kendzia, Alexander Muravyev, Janneke Pieters, Nuria Rodriguez-Planas, Ricarda Schmidl and Klaus F. Zimmermann, 2012. Youth Unemployment and Vocational Training. Background Report to the World Development Report 2013.

²¹ In Nigeria, only 19 percent of primary completers can read, while in Tanzania, 80 percent can read. Kaffenberger, Michelle, and Lant Pritchett. 2017. "More School or More Learning? Evidence from Learning Profiles from the Financial Inclusion Insights Data." World Development Report Background Paper. Washington DC: World Bank.

²² The trade testing system is theoretically open for informal sector workers but not widely used by apprenticeship completers.

²³ Apprenticeship Training in Africa. World Bank Africa Regional Study on Skills Background Paper. January 2017.



turn makes them better trainers; provide additional theory classes and foundational skills (literacy/numeracy) for traditional apprentices; and introduce certification of artisanal skills.

Creating a dynamic environment for skills development through improved regulation, innovation and better teachers

17. Re-engineering Nigeria's skills development eco-system to meet labor market needs and preparing Nigeria's youth for tomorrow's digital economy requires an enabling environment. While the Government is scaling up its investments in skills development institutions²⁴, supportive and regulatory capacities must also be strengthened in parallel to ensure that the growth in the number of institutions and programs is accompanied by good and motivated teachers and instructors, innovative delivery systems to improve the teaching and learning, systems for industry involvement, and strategies for inclusive development especially for increasing the participation of females and people with disabilities²⁵ in skills development programs.

18. To improve the market responsiveness of skills development, the Government launched the Nigerian Skills Qualifications Framework (NSQF) in 2013. The NSQF represents an important tool for the development of an outcome-based, demand-driven skills development system that will eventually foster labor mobility. The framework provides a platform for transparency, articulation and integration of different public and private training sub-systems and qualifications. Supported by the International Labor Organization (ILO) and UNESCO, the formulation of National Occupational Standards (NOS) registered on the NSQF has commenced²⁶. The NBTE is cooperating with many training providers (including the ITF, the Mafita Project, and others) to ensure that non-formal training is also certifiable under the NSQF. Key for ensuring that the framework is demand-driven and reflects qualifications and competencies that are needed in the labor market is the work and further development of sector skills councils (SSCs). SSCs are mandated to advise on sector skills needs and oversee standards and curricula development and assessment. With the majority of members drawn from the private sector, SSCs represent core institutions for formalized private sector involvement in the skills system. At the moment, three SSCs are operational. The NBTE has plans to roll out NSQF-aligned training and certification throughout the country. Rolling the NSQF further out to be applied to the entire skills development system, as envisaged by Government, will ensure that the framework becomes an effective tool for integration and improvement of skills development throughout the country.

19. Innovation is required to enhance the availability of well qualified teaching staff. Competent, motivated and skillful teaching staff are among the most important inputs into successful and high-quality skills development programs. In the absence of a continuous in-service upgrading and professional development scheme, technical teachers and instructors in Nigeria are often not acquainted with modern technologies and production realities in the trades in which they teach. In other countries, for example in India through the World Bank-supported *Vocational Training Improvement Project (VTIP)* (P099047) and the *Skills Strengthening for Industrial Value Enhancement (STRIVE)* Project (P156867), technology-enabled solutions using distance education, e-learning and self-learning, and improved technology-based teaching and learning materials have proven to significantly enhance the quality, accessibility and efficiency of technical teachers and instructor (TTI)

²⁴ For example, the Government of Gombe State has opened five new TC during the last years. New schemes to increase short-term employability skills training has been launched by the Federal Government, e.g., through the N-Power scheme of the Office of the Vice President, and by states, for example the Lagos State Employment Trust Fund (LSETF).

²⁵ Enabling environment for people with disabilities means providing reasonable adjustments, ensuring that the learning environment is accessible and equipping teachers with new skills to support inclusion of students with various backgrounds.

²⁶ 24 standards in four key economic sectors (energy, hospitality/tourism, construction and services) have been developed thus far.



training and further training. In addition, technical teachers and instructors are in short supply. In Ogun state, for example, the vacancy rate for technical teachers in the state's TCs is 44 percent with vacancies outstripping filled posts mainly in high demand trades such as fabrication/welding, motor vehicle mechanics, plumbing, or catering. Various universities throughout the country provide technical teachers education programs, but reports indicate that technical teaching staff tends to leave the system because working conditions are not sufficiently attractive, and alternative and better work opportunities for skilled technicians are available in the private sector. Improving the working conditions for technical teachers and instructors and recruiting trade experts as well as MCPs as contract teachers are potential options used by other countries to address the shortage of technical teaching staff.

Programmatic Approach

20. **The proposed *Innovation Development and Effectiveness in the Acquisition of Skills (IDEAS)* project represents a first step of a long-term programmatic approach of the Government of Nigeria to re-engineer the skills development system in Nigeria.** The long-term policy framework for skills development, which is currently under preparation under the auspices of the FME, aims to systemically align skills development in Nigeria with the needs of a dynamic and increasingly diversified economy and the skills requirements of modern employment, which include technical competencies as well as digital, foundational, socio-emotional and life-long learning skills. Substantial groundwork towards skills development reform has already been achieved by launching the NSQF and establishing TVET Boards in different states. The IDEAS Project will help the Government further to lay and consolidate critical foundations for this long-term program – specifically: strengthening the regulatory framework, institutionalizing industry involvement, introducing the concept of digital literacy across the skills development system, improving training delivery structures through the use of technology, reforming the system of technical teachers and instructors training and management, and building planning and research capacities. The project will also support the Government to assess costs and resource requirements for the long-term approach to building the skills development system.

C. Relevance to Higher Level Objectives

21. **The proposed project would support the first two pillars of the Country Partnership Strategy (CPS) that guide the World Bank-financed portfolio in Nigeria, notably: (a) promoting diversified growth and job creation by reforming the power sector, enhancing agricultural productivity, and increasing access to finance; and (b) improving the quality and efficiency of social service delivery at the state level to promote social inclusion.** By focusing on expanding and improving formal and informal skills development, the project would support youth to acquire the critical technical, soft and digital skills required to be productive members of the workforce. These improvements, in turn, are expected to contribute to productivity, trade, and investment. The project would also contribute to the second pillar by focusing on institutional capacity building and system reform for a reorientation of skills training towards demand responsiveness, industry involvement, and effective implementation structures. Through the focus on providing comprehensive skills to youth in informal apprenticeships, the IDEAS project will support youth from disadvantaged populations to obtain transferable skills that allow them to be competitive in a rapidly changing labor market. This will contribute towards achievement of the overarching goals of faster economic growth, poverty reduction, and shared prosperity.



22. In addition, the project is aligned with the Maximizing Finance for Development (MFD) strategy agreed upon by the Bank and other Multilateral Development Banks in 2017²⁷ to leverage private finance for development goals. By incentivizing the engagement of private businesses in skills development in all major pillars of the project, teachers training and quality assurance, the IDEAS project aims at crowding in private resources in the skills domain for increased sustainability prospects and local ownership.

23. Further, the proposed IDEAS project is aligned with two of the three broad strategic objectives of the ERGP (2017-2020): *Investing in our People* and *Building a Globally Competitive Economy*. The plan identifies skills as a constraint to growth and is guided by the principles of leveraging the power of the private sector and promoting social inclusion. The project contributes to improving the country's human capital and supports good public governance and service delivery, which represent a focus of the ERGP. Notably, the project's emphasis on comprehensive digital skills development will constitute a significant contribution to achieving the strategic objective of building a globally competitive economy.

II. PROJECT DESCRIPTION

A. Project Development Objective

PDO Statement

24. The Project Development Objective of IDEAS is *to enhance the capacity of the Nigerian skills development system to produce relevant skills for the formal and informal sectors*.

25. Progress towards achieving the PDO will be measured through the following **key results indicators**:

- (a) Percentage of employers of graduates from project-supported TC programs indicating that they are satisfied with the performance of graduates;
- (b) Female enrollment rate in project-supported TC programs;
- (c) Number of youths obtaining recognized skills certification after completing an informal apprenticeship (disaggregated by gender);
- (d) Number of youths completing supported skills development programs with basic digital skills competencies (disaggregated by gender); and
- (e) Number of direct project beneficiaries (disaggregated by gender).

B. Project Components

26. The IDEAS project aims to strengthen the labor market fit of skills development in Nigeria by unlocking essential systemic drivers of quality and relevance, notably by leveraging industry involvement and crowding in private resources. To keep abreast of rapidly changing technology and skills needs, a labor-market responsive skills development system requires institutions and structures that ensure that changes in the labor market are swiftly identified and the training supply is adapted accordingly. The proposed project focuses on building such systemic enablers by developing and testing sustainable models for integrating industry in key decision-making and implementing functions

²⁷ Maximizing Finance for Development: Leveraging the Private Sector for Growth and Sustainable Development. World Bank Group, Development Committee, 14th October 2017.



of the skills development system (including governance of TCs, apprenticeship training and NSQF). The approach of system strengthening will also support building capacities for scaling-up successful innovations introduced by this or other (including Bank-funded) projects in the past. 'Bringing to scale' implies more than repetition; it also requires the development of scalable implementation modalities and sustainability concepts. In this context, the project will also cooperate with other Bank-funded projects to reinforce sustainable skills development in critical sectors such as power and agriculture.

27. The IDEAS project will support critical interventions in different segments of the skills development system, with the aim to improve skills formation across the entire Nigerian labor market spanning a continuum from dynamic industrial production to the informal economy. The project, therefore, is structured in a way that reforms are concurrently supported in both key sub-systems for craftsman training: in TCs and in informal apprenticeship training. Improving the quality of IAT, in particular, represents a pro-poor approach aimed at breaking the vicious cycles of low skills development and low productivity in the informal sector. Improving the training delivery systems is complemented by strengthening essential core resources (technical teaching staff) and scaling up recent policy and regulatory reforms (e.g., NSQF) that underpin the initiated change towards market-responsiveness.

28. Following the principle of demand-orientation, focal sectors for skills development under this project will be identified and selected by state-level and local experts/stakeholders and adapted to local conditions. Increasing the adaptability of the skills development system to changing market needs requires a decentralized approach applicable throughout the country, with economic sectors and occupational areas supported in TCs and informal apprenticeships to be aligned with specific needs and opportunities of local markets, rather than being pre-defined by the project.

29. IDEAS is an important contributor to the international Generation Unlimited (GenU) initiative. In 2019, the World Bank launched a commitment to invest US\$1 billion to boost job prospects for young people in alignment with GenU, a new global initiative, currently hosted by UNICEF. GenU organizes private and public partners - and young people - with the aim of providing some form of schooling, learning, training or employment to every young person aged 10-24 by 2030. Fostering skills for learning, employability and decent work is one of GenU's priorities with a focus on improving access of young people, especially young women, to opportunities to develop skills for learning, employability and active citizenship, and supporting their transition from education to work. Supported initiatives, for example, include apprenticeships and building digital and technological skills for the workforce of the future and for emerging economies.

Component 1: Incentivizing Partnerships with Industry for Enhanced Quality and Labor-Market Orientation of Public Technical Colleges (estimated cost US\$88 million)

30. The objective of Component 1 is to sustainably enhance the labor-market responsiveness of selected TCs with the aim of increasing the pool of competent master craftsmen for industry and enhancing the chances that labor market entrants will transition into good jobs. This requires TCs to transform into dynamic and performance-oriented skills development hubs delivering market-driven high quality training. The key lever to initiate this transformation is to bring industry onto the campus. To this end, under this component, the project will provide grant funding for the rehabilitation and upgrading of Federal and State TCs with the aim of transforming their operational models into public-private partnerships, in which industry partners assume a prominent role in institutional governance, management and planning, training and service delivery. Support to TCs will be implemented in two phases. During the first phase, 20 Federal TCs and 12 State TCs (two in each participating state) will be provided with grant funding. The ten Federal TCs to benefit from the project's first phase have been



selected by the FME based on a set of criteria.²⁸ The State TCs to benefit under the first phase have already been nominated, based on a similar set of defined criteria.

31. Partnership models, including the contribution of the private sector, may vary depending on specific regional and labor market contexts building on successful practices to date in Nigeria (e.g., Lagos Eko Secondary Education Project, SEPIP) and internationally. The private sector partners are expected to provide their expertise in needs assessment, planning, institutional management and curriculum development, and offer improved internship opportunities to students. Additional contributions such as donation of equipment, internship opportunities for technical teachers, and secondment of technical experts for teaching may emerge on a case-to-case basis.

32. As a pre-condition of being awarded a grant, TCs must have signed a Memorandum of Understanding (MoU) with relevant companies or business institutions and agreed with the private sector partners on an Institutional Development Plan (IDP) that sets out goals and strategies for the development of the TC in line with labor market needs. An IDP will identify priority occupational groups for which training will be upgraded, priority training programs to be delivered, as well as an investment plan to upgrade the TC to the expected standards, which includes climate and gender appropriate structures, including safe transportation options, sanitation facilities, power sources and disability-inclusive design. The IDPs, to be evaluated and approved by the TSED (Federal TCs), and evaluated and approved by the state governments and endorsed by the NBTE (State TCs), will be the basis for the grant agreements to be signed between the College Implementation Unit (CIU) of the TC and the FME (in the case of Federal TCs) and the state government (in the case of State TCs), respectively.²⁹ The identification of priority sectors/occupational groups for upgrading of each TC and of partnering private sector companies or business associations is currently ongoing, informed by labor-market assessments and subsequent stakeholder consultative meetings. Supported TCs are expected to improve their capacities for long-term formal technical education as well as short-term skills development programs, focusing on current and future skills needs in existing occupations and emerging job markets, notably in the digital and green economy. This includes upgrading and/or further training of TTIs, as well as management staff in the TCs.³⁰ By engaging in short-term skilling programs, TCs will broaden their mandate to also cater to the skills needs of unemployed persons and workers in industry, using capacities more efficiently and at the same time filling supply gaps in the broader training market. Grants will also incentivize TCs' efforts to increase female enrolment and inclusion of people with disabilities, and to invest in strategies to promote labor market transition of its graduates.

33. Funding will also be instrumental to introduce innovation in the way skills are delivered. This will entail the delivery of new NSQF-based curricula, or dual vocational training programs³¹ where applicable building on the pilot projects in Lagos, Abuja and Abeokuta. Modern e-learning technologies will be piloted and the introduction of green skills incentivized. While supported TCs will have sharpened their focus on needs-based training, they will also be in a position to cooperate with other Bank-funded projects that support youth employment and special sector development.

²⁸ For more details on criteria, see the component implementation arrangements described in Annex 1.

²⁹ Further details of the procedures to select TCs, approve IDPs and conclude grant agreements are included in the annex, and in the PIM.

³⁰ Component 3 of the project focuses on technical teaching staff, but the target group of the component are all teaching staff in Nigerian TCs. To ensure that grant-supported TCs can immediately implement revised and new programs, targeted and specific further training of teaching and management staff in the colleges will be covered under the Component 1 funding.

³¹ The term "dual training" refers to modern apprenticeship training whereby learning takes place in an integrated manner at two locations: in an enterprise (practical training on the job) and in a technical training institution (basic and theory training).



34. For the management of the IDP, a *College Implementation Unit* in each TC with a majority of members from the private sector will be formed. The CIU will be charged with the responsibility of preparing the IDP, managing the IDP budget, and overseeing the appropriate implementation of the reforms at the college level. Details of the CIU's composition, and its roles and responsibilities, are defined in the Project Implementation Manual (PIM). The project will provide the TCs with comprehensive technical assistance (TA) to conceptualize and implement the intended reform projects.

Component 2: Improving Skills Formation in the Informal Sector (estimated cost US\$26 million)

35. Component 2 aims to support skills development and acquisition in the informal sector by improving the quality and recognition of informal apprenticeships provided by MCPs. Informal apprenticeships are often trapped in a vicious circle of low training quality and low enterprise productivity. By improving the quality of this training, the project will provide support, in particular, to youth from poor families. It will enable them to acquire modern relevant skills to facilitate their employment in the informal sector and improve their chances of entering the formal labor market. Interventions will be implemented by NBTE supported by service providers (such as business associations, consultancy firms and non-governmental organizations (NGOs))³² and build on good practices in IAT in Nigeria and other African countries, including Ghana, Benin, Cameroon, and/or Tanzania.

36. In close cooperation with local trade associations, the project will deliver a comprehensive capacity development intervention package for the improvement and modernization of informal apprenticeships to selected informal sector clusters³³. The package may include: (i) organizational development support to trade and cluster organizations, and support to set-up digital platforms and business networks; (ii) skills upgrading training, digital literacy training, pedagogical and business management training and environmental awareness creation for MCPs; (iii) supplementary basic skills, theory, soft and digital skills and entrepreneurship training for apprentices, as well as foundational skills training as needed; (iv) access to NSQF-based assessment and certification for formal recognition of skills for both MCPs and apprenticeship completers; and (v) business development support through mentoring, limited provision of tools and shared modern equipment, and facilitation of access to other needed business development services.

37. While the component targets mainly existing apprentices in the informal sector, stipends to cover transport and other training costs will be provided to incentivize especially vulnerable youth to participate in apprenticeships, including female youth and young people with disabilities. Through a stakeholder consultative process, facilitated by NBTE and informed by the ongoing state-level analyses of trade activities and economic opportunities, trades and intervention locations within the states will be selected and approved by the State Project Steering Committees (SPSCs). The specific intervention package varies among clusters depending on trades, markets and their specific challenges and constraints.

38. A rigorous impact evaluation (IE) will be conducted to assess whether the enhancement of informal apprenticeships is associated with improved labor market outcomes. The evaluation will aim to assess the effectiveness of individual interventions for improving training quality and of targeted foundational and soft skills training, especially for female youth. A detailed IE plan will be designed at the beginning of project implementation. The IE is expected to contribute significantly to increased

³² See the more detailed information on implementation arrangements in Annex 1.

³³ These are likely to include clusters in the automotive, electrical, metalwork, woodwork, hairdressing and tailoring trades, and others.



knowledge and public dialogue about a sustainable long-term approach to strengthen and enhance skills development in Nigeria's informal economy.

Component 3: Increasing the Availability of Competent and Motivated Technical Teachers and Instructors (estimated cost US\$30 million)

39. Under this component, the proposed IDEAS Project aims to improve the availability of appropriately skilled and competent TTI in the skills development space throughout the country, including teaching staff of private skills development institutions, and starting with technical teaching staff in TCs. As outlined before, human resources for skills development, especially teaching staff, are scarce in Nigeria, and those already in the system often lack methodological skills, updated technical skills, as well as knowledge and skills to pro-actively extract the advantages from the digital learning space. The project will address this using a two-pronged approach, by: (i) supporting immediate remedial solutions to capacity shortcomings; and (ii) initiating systemic change in the way teaching resources for skills development are built and strengthened³⁴.

40. To address immediate shortcomings, the project will support the Government to launch an in-service training scheme for existing TTIs in TCs focusing on technical skills upgrading, modern pedagogical skills and ICT skills using appropriate education institutions as well as industrial attachment arrangements. In addition, a scheme to upskill MCPs and to recruit them as contract teachers for TCs will be introduced on a pilot basis in selected states. To systemically approach the challenge of building a sufficient corps of qualified and competent technical teachers/instructors, the project will support the Government in formulating a comprehensive *Human Resource Strategy for Skills Development in Nigeria*.³⁵ Based on agreed policy directions, it will fund activities to improve teaching capacities for technical teachers' pre-employment training programs (curriculum development, further training of faculty staff, equipment upgrading where appropriate), as well as conceptualizing and piloting a continuous professional development system (CPD) in selected trade areas. In line with emerging international and national best practice, technology-enabled solutions (distance and e-learning; multi-media - including interactive teaching and learning aids and materials) will be introduced for enhanced quality and efficiency. To strengthen the focus on performance, the project will support the development and implementation of a technical teachers' performance measurement tool applicable in the Nigerian context.

Component 4: Strengthening the Regulatory Environment and Public Management Capacities for Market-Oriented Skills Development (estimated cost US\$46 million)

41. The fourth component of the IDEAS project aims to enhance capacities and systems of Nigeria's regulatory and management structures by addressing critical shortcomings in the expansion of the NSQF and in the capacities of federal and state authorities in charge of skills development, with a focus on stakeholder involving planning processes, monitoring and research. The planned activities are expected to have a significant positive impact on the quality and relevance of training and the management of the system.

³⁴ While acknowledging the differences between general education and skills development teachers, project interventions are inspired by recent Bank research on teachers, notably Tara Bêteille and David K. Evans, 2019. Successful Teachers, Successful Students: Recruiting and Supporting Society's Most Crucial Profession. World Bank Policy Approach to Teachers.

³⁵ Such as policy would address critical challenges such as working conditions, career progression and incentives for TTIs, a sustainable strategy for effective and needs-based pre-employment and in-service training, options to incentivize career jumpers and industry experts for teaching in TCs, strategies to improve the share of female teachers and instructors in the system, among others.



42. To accelerate the implementation of outcome-based skills development, the project will support further rolling-out of the NSQF reform, which involves capacitating SSCs, curriculum development and revision based on NOS, training and certification of assessors and trainers. Curriculum development will incorporate climate change awareness and environmentally friendly technologies, where applicable, and digital skills requirements across occupational areas. The project will support federal and state-level agencies involved in skills development - including the project implementing units at FME, NBTE and state governments - to strengthen their capacities and management systems through staff training, study tours, peer-to-peer learning and strengthening modern management systems.

43. To overcome the severe knowledge gaps in the current skills development eco-system, the project will support building systems and capacity for research, monitoring and evaluation (M&E). It will be instrumental to strengthen the management information system (MIS) for skills development and to improve the availability of timely labor market information essential for skills development planning. It will conduct impact assessments of innovative skills programs and initiatives and policy studies upon need. Innovative methods to facilitate continuous regular tracer studies will be explored and tested. A study to explore options for increasing the inclusion of people with disabilities in TVET programs/institutions is planned at the beginning of project implementation.

44. To support the implementing agencies promoting innovation in digital skills development, each of the six initially participating states as well as the FME and the NBTE will award innovation grants with the aim to assist innovative training approaches to digital skills and related entrepreneurship development to emerge and be tested. Based on a competitive selection process, the grants will be available to private innovative initiatives (e.g., hubs) to train in the fields of digital skills, e-lancing, and e-market start-up promotion.

45. Under the component, the project will also develop and implement a comprehensive communication strategy with the aim of: (i) informing stakeholders, decision-makers and the wider public about the project, its interventions and results; and (ii) informing and sensitizing the public, especially young Nigerians, about options and career opportunities arising from skills development. Cutting across components, the strategy is expected to support the Government's efforts to increase the reputation of and interest in TVET and skills development programs among the population.

Cross-cutting issues

46. Across components, the IDEAS Project promotes **the acquisition of digital skills** in Nigeria's skills development system rising to the challenge of supporting skills development in Nigeria in its transition to meet the needs of the digital era. The project will facilitate the introduction of training for new digital professions by supporting NBTE to accelerate the development of NOS and curricula in these fields and incentivizing the introduction of new courses in TCs. The project will focus on adapting existing curricula to meet the digital skills needs arising from modern technology. It will be instrumental to develop, test and introduce standard instruments and modules for digital literacy creation, to be mainstreamed across skills development programs. It will boldly invest in raising the digital skills of technical teachers and instructors. As a special initiative, the project will also support strengthening the digital innovation and entrepreneurship ecosystem in Nigeria by providing grants to private initiatives for innovative digital skills development and for supporting youth to succeed in emerging e-markets. Furthermore, digital skills development will be systematically supported through the introduction and expansion of technology-based solutions in teaching and learning, building on international and national expertise with e-learning adaptation in skills development.



47. The IDEAS project will introduce and strengthen mechanisms to address **gender inequality** in the skills system. This will comprise introduction of new occupational areas with good employment prospects for female graduates, notably in the field of digital skills, but also cross-over interventions, which incentivize women to pursue careers in male-dominated sectors where returns are higher. Another emphasis will be on curricula targeting the range of socio-emotional skills that would be most beneficial to women in this setting. Concretely, activities will be geared towards strengthening programs, including digital skills areas, that are attracting female students; increasing the attractiveness of traditionally male-dominated trades for female youth; increasing the availability of information about trades available in skills development programs including on contents, labor market prospects and earning opportunities; providing sensitization programs in communities (involving civil society groups and community leaders); supporting incentives for female students to enter TCs and informal apprenticeships; supporting the recruitment of female teachers and instructors into the system; and improving facilities in training institutions (e.g., dormitories) to make them more attractive to females. Curricular and extra-curricular approaches to women empowerment will be tested³⁶. To ensure that all interventions under the project are consequently gender-mainstreamed, special gender focal points will be appointed at all different project implementation units. Relevant officers, as well as staff from implementing partners, will be trained accordingly. Managers and teaching staff in participating training institutions will undergo gender sensitization training, as well as training in socio-emotional skills such as communication, self-awareness and impulse control, cognitive empathy, and conflict resolution and persuasion. All participating training institutions will be required to have in place institutional codes of conduct for teachers and administrative enforcement mechanisms that, among other elements, prohibit sexual harassment, sexual contact with students, or other abuses of students/trainees.

48. A **Climate and Disaster Risk Screening** of the project was undertaken, which reveals that the risk is low. Nigeria, like many other countries in the region, is vulnerable to the impact of climate change on many fronts considering its geography, climate, vegetation, soils, economic structure, population and settlement, energy demands, and agricultural activities. Nigeria is particularly vulnerable because a large share of its economy is dependent on climate-sensitive natural resources. Geophysical hazards have been identified, but they are expected to pose no or low risk to the project. The project implementation units, however, will monitor the level of climate and geophysical risks to the project as it develops and implement mitigating measures as required, including the use of disaster-prone construction material and methods. The project is furthermore designed to support the **Government's climate change agenda**. Mainstreaming green skills and sustainability concepts in skills development can influence people's understanding and awareness of climate and environmental challenges and increase the capacity of the economy to adapt environmentally compatible technologies. The project will facilitate the mainstreaming of sustainability knowledge in occupational standards and curricula, including in the technical teachers and instructors training space. Especially TCs will be incentivized to introduce green skills training programs in line with labor market needs related, for example, to renewable energy, wastewater treatment, solid waste management and green construction. When rehabilitating technical colleges, measures to increase energy efficiency will be implemented, and renewable energy sources (e.g., solar power) will be used to power the institutions as far as possible.

49. The proposed IDEAS project will support the Government in fostering the participation of **people with disabilities** in the skills development system. In order to fill prevailing knowledge gaps, the project

³⁶ Training programs may apply lessons from psychology to encourage women to act with an entrepreneurial mindset and focus on socio-emotional skills development. An impact evaluation of such training was conducted by the Africa Gender Innovation Lab in Togo and showed positive and significant effects on sales and profits of female-led micro-enterprises. Training in socio-emotional skills for women could be cross-cut with training in socio-emotional skills for the men they work with, particularly in strategically targeted male-dominated occupations.



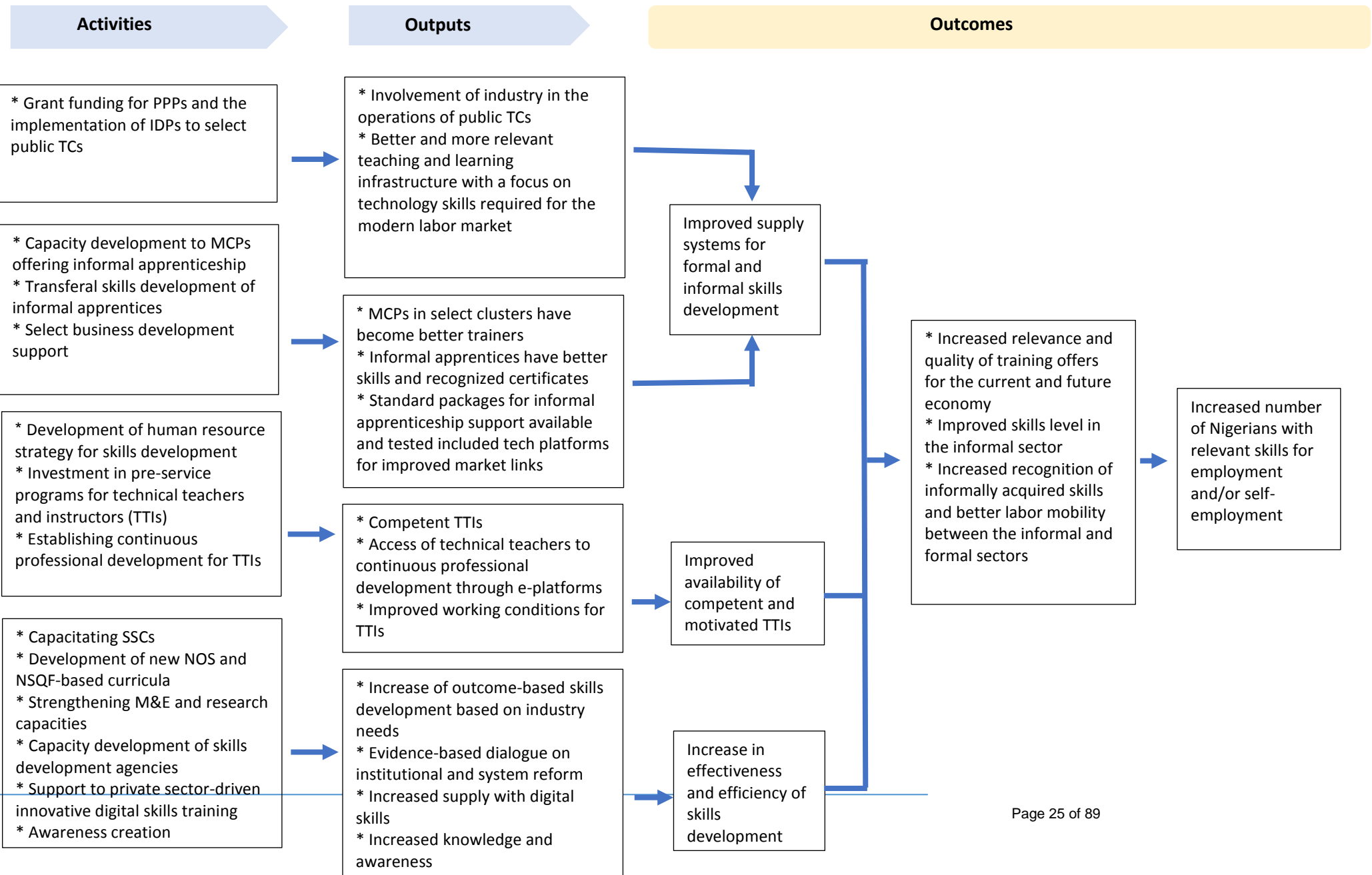
will fund a study assessing barriers and opportunities for people with disabilities to access skills development programs with the aim of identifying feasible activities to foster integration that can be implemented under IDEAS. The study is expected to look at issues such as disability-related accessibility needs and barrier-free design options in TCs and other skills development institutions, accessible technologies (such as screen reader software for computers, magnifiers for screens), potential access barriers in skills assessment, and modules on supporting students with disabilities in technical teacher training, among others. The findings of this study will be used for developing a more inclusive approach to skills development in the project and informing specific interventions, incentives, and resources to promote the participation of people with disabilities in TCs and other training programs. Close cooperation with other donors focusing on vulnerable groups will also guide inclusion of vulnerable groups.

C. Project Beneficiaries

50. Through its four components, the proposed project will directly benefit basic school leavers opting for technical education, unemployed individuals and workers already in the labor market, informal apprentices, MCPs, youth interested in digital skills and entrepreneurship development, TTIs, staff working in public agencies and ministries managing and regulating skills development, as well as stakeholders that are involved in SSCs and policy reform processes. In all its interventions, the project will set gender-specific targets to foster increased female participation across the skills development system. The total number of direct beneficiaries is tentatively estimated at 50,000 over the project period. The number of indirect beneficiaries, however, is significantly greater, comprising (a) all students participating in secondary TVET who will gain from an improved learning environment in TCs and other training institutions resulting from investments in technical teachers training and expansion of outcome-based training; (b) informal apprentices who will eventually be provided with recognition of prior learning (RPL) opportunities; and (c) the wider business community that will benefit from an increased supply of well-trained craftspersons.



D. Results Chain





E. Rationale for Bank Involvement and Role of Partners

51. The IDEAS Project will contribute to increasing the supply of skilled workers, which is critical for maintaining a high rate of economic growth and for providing employment and higher income opportunities for youth. It is expected that graduates benefitting from project support will, in addition to having skills facilitating their entry into the labor market, their skills will allow them to be more productive and adaptable to changing requirements of the labor market. Data from labor market surveys in Nigeria have shown that individuals with education and vocational training have higher incomes. The Project will also contribute to improving the efficiency of public funds by: leveraging private funding; strengthening management of the system at national and state levels; encouraging a shift towards a more demand-driven system, a fuller use of existing capacity and increased attention to performance; and strengthening industry training delivery both in the formal and informal sectors.

52. The project will coordinate its activities with those funded by other development partners in the field of skills development, notably DFID, UNESCO, German Cooperation and the ILO. This includes learning from other projects (e.g., the DFID-funded Mafita project), inviting partners to participate in consultative workshops and advisory groups, organizing peer learning events, and coordinating or jointly conducting evaluations and research.

Rationale for public sector provisioning/financing, if applicable

53. The skills training landscape in Nigeria is characterized by both market and institutional failures. Young labor market entrants under-invest in training because of poverty, insufficient supply of affordable good quality training, lack of information on the returns to training (and linkages to networks that match training to jobs), and the culturally inferior status ascribed to vocational training compared to general education. Firms may underinvest in training because of the presence of poaching externalities, i.e. the fear that the returns on their investment in the human capital of their workers will be captured by other firms. For example, only 39 percent of Nigerian firms in the automobile sector provide training to their workers compared to 90 percent of such firms in China. Production technology in Nigeria may also have adapted to a low skill environment, thus obviating the need for higher level skills, and trapping the industry sector partly in a low technology-low innovation equilibrium. On the other hand, the Government in Nigeria funds and runs a relatively small public TVET system compared to the size of the youth population. There are only a small number of TCs, and these are severely under-resourced. Curriculum/courses taught at TCs are often outdated and not reflective of current industry needs. Centralized structures in the education system do not allow colleges to update curricula and improve teaching and learning methods. Evidence suggests that comprehensive training approaches, where the private sector is more engaged, tend to be associated with better labor market outcomes.³⁷ Linkages between the TCs and the labor market, however, are weak or missing altogether. Furthermore, there are very few TVET institutions in the private sector. Thus, strategic public-sector financing administered under a new governance framework (including defining quality frameworks, quality assurance standards, provision of information, participation in training delivery) that gives more responsibility to TCs can help better align the supply and demand for skills. Strengthened linkages between firms and TCs will also reduce search and matching costs for both firms and youth workers.

54. Traditional apprenticeships, which are not part of formal education, cater to informal sector needs and to youth without access to advanced education. MCPs do invest in training, and the organizational and financial arrangements of informal apprenticeships ensure the training is beneficial

³⁷ See, for example, Jean Fares and Olga Susana Puerto, 2009. Towards Comprehensive Training. World Bank (review of 345 studies of training programs from 90 countries around the world).



to both the MCP and the apprentice. However, lack of access to credit and further training opportunities resulting in low levels of skills and technology used in the training enterprises limits the capacity of MCPs to impart appropriate skills. Consequently, although apprentices develop labor market-relevant skills, they do not acquire the modern, transferable skills required for improved productivity and labor mobility. This has created the need for governments to step in and (i) support the development of modernized informal apprenticeships that combine workplace learning with theoretical training and foundational and soft skills development; and (ii) invest in the capacity development of traditional MCPs.

Value added of the Bank's support

55. The proposed project builds on substantial previous engagement of the Bank in skills development in Nigeria and internationally, especially in the field of incentivizing PPPs in technical education and increasing the use of technology to improve teaching and learning. In addition to providing significant financing for digital infrastructure and training resources and to scale up successful interventions - thus helping to transform pilots into mainstream approaches, the Bank's value-added through this project lies in its ability to: (a) support the Government in facilitating a national dialogue on key reforms needed to ensure sustainable improvements in the skills development sector; (b) link the Nigerian stakeholders to global knowledge about emerging labor markets in the digital economy and technology-assisted educational methods; and (c) sensitize relevant stakeholders for important societal challenges in the skills development space such as GBV, climate change and the special requirements of youth in conflict-affected areas and returning migrants.

56. The Bank's special strength in evidence-based solutions, monitoring, and impact evaluations will be instrumental in directing the Government's focus on results and outcomes, and in fostering cooperation and establishing linkages between Nigerian research institutions and the skills development sector.

F. Lessons Learned and Reflected in the Project Design

57. The project design incorporates several lessons learned, both from national and international experience in skills development, as well as from the Bank's previous experience in this area:

- *Involvement of industry at the level of training institutions is critical to increasing relevance of skills development programs.* Experience in other Bank-supported projects in Nigeria (Lagos EKO Secondary Education project) and elsewhere (Education to Work Transition Project Palestine/P158951) has shown that partnerships between training institutions and industries that are strategic and based on formal compacts represent a viable solution to crowd in private resources, improve demand-responsiveness of training institutions, and prepare them for the challenges of future digital labor markets.
- *Addressing foundational and soft skills alongside job-specific competencies increases employability and productivity of completers.* There is ample evidence that employers highly value foundational (literacy and numeracy) and soft skills alongside technical competencies among their workforce. Skills development projects in other countries have demonstrated the value of soft-skills (communication, learning skills, etc.) to enhance success in working life.³⁸

³⁸ Sánchez Puerta, Maria with Alexandria Valerio and Marcela Gutiérrez Bernal, 2016. Taking Stock of Programs to Develop Socioemotional Skills. A Systematic Review of Program Evidence. World Bank.



The project, therefore, aims to integrate foundational and soft-skills training in all curricula of supported programs.

- *Institutional rehabilitation must be accompanied by human resource development.* Experience from several projects aiming to improve technical training institutions in Nigeria (and elsewhere) demonstrates that institutional upgrading through modernizing curricula and workshops remains ineffective unless capacities of teaching and management staff are enhanced in parallel. The project design has adopted this lesson by substantially investing in technical teachers and instructors training, and by embedding investments into institutional rehabilitation with holistic strategic development plans.
- *Successfully improving informal apprenticeships requires a wider approach to skills development in the informal sector.* An increasing number of interventions in the field of informal apprenticeships both throughout Africa as well as in Nigeria provide evidence of the importance of systematically investing in capacity-building of MCPs (trainers) to ensure success in improving skills of informal apprentices and increasing the number of apprentices in the long run. Furthermore, organizational development support to trade associations in the field of skills development helps build ownership and sustainable implementation structures for improved training in the informal sector.
- *Public management capacities, including monitoring and evaluation systems and staff strategic and analytical capabilities, are critical to ensure that reform efforts are sustainable.* Experience demonstrates that reforms of skills development systems are rather complex due to the multi-stakeholder character of skills delivery systems and more diversified delivery structures, as compared to general education. This requires considerable efforts to accompany reforms with capacity building of public management staff and strengthening the implementation of the regulatory systems.
- *A reform of the skills development system takes time.* Experience across the globe, including in other countries in Africa (e.g., South Africa, Tanzania) has demonstrated that the complex reforms towards demand-orientation in skills systems and the accompanying need to change cultures and mindsets require a long-term horizon. The project, thus, has been designed to assist the Government of Nigeria in conceptualizing and implementing a longer-term policy framework by placing an emphasis on creating good practice models and emphasizing learning and system development.
- *Strong monitoring facilitates learning and ensures that reforms fit the specific country context.* Emphasis in the project design on building effective monitoring and evaluation (M&E) structures and research capacities, as well as conducting impact assessments, reflects the experience that project instruments and reform approaches must be tailored to specific national and sub-national contexts, and that early and iterating verification of success facilitates necessary adaptation of instruments, as well as upscaling of approaches proven to be successful.



III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

58. *Lending instrument:* The financial instrument to be used for the IDEAS Project will be *Investment Project Financing (IPF)*.

59. *Scope of the project:* The IDEAS Project is a Federal Government project supporting Federal Government systems and institutions (NSQF, technical teachers and instructors training, not less than 20 Federal TCs) as well as delivery systems in the selected states (State TCs, IAT, and related management capacities). During the first few years of the project, selected key interventions at the state level will be implemented in the following six states: Kano, Gombe, Benue, Abia, Edo and Ekiti. The interventions may be expanded to additional states after mid-term review. The selection of states was based on the agreed criteria: (i) that each of the six geographical zones would be represented; (ii) that states should have shown commitment to skills development by having already invested in skills acquisition; (iii) availability of industries in the state; and (iv) availability of existing infrastructure.

60. *Project steering:* Responsibility for project oversight rests with the National Project Steering Committee (NPSC), which is already established, and the State Project Steering Committees (SPSCs) in the initially participating states. The NPSC is headed by the Minister of Education and composed of key public and private (industry) stakeholders as well as representatives from SPSCs³⁹. It will be in charge of overall strategic and policy guidance for project implementation and will review important progress and implementation reports. SPSCs will be in charge of guiding the implementation of project activities in their state. SPSCs will decide upon the selection of State TCs to be supported under IDEAS and advise on all other activities under the project that take place in or affect the state skills development system. SPSCs comprise relevant public officials with a stake in skills development, as well as representatives from the business sector.

61. *Project implementation responsibilities:* Responsibility for project implementation rests with the FME, specifically the TSED, NBTE as well as the state government of the six participating states. Each of these project implementing units will implement parts of the IDEAS Project depending on their institutional mandate⁴⁰, whereas the FME/TSED assumes the overall implementation supervision and coordination. For the purpose of implementing the project activities, the FME/ TSED has formed a Project Coordination Unit (PCU), NBTE has formed a Project Management Unit (PMU), and each of the participating state governments have formed State Project Implementation Units (SPIU).

62. The PCU, which is part of the TSED, will (i) implement the grants and support to Federal TCs; (ii) implement all activities under Component 3 in consultation with relevant stakeholders such as state governments, Department of Higher Education, Teachers Registration Council, and others; (iii) provide capacity development in the FME; (iv) conduct policy studies; (v) award innovation grants for digital skills development; (vi) implement the communications strategy; and (vii) facilitate the work of the NPSC and report to the World Bank.

63. The main tasks of the PMU in the NBTE will be to monitor and provide TA to states in the support of State TCs; implement all activities under Component 2, including the management of service providers that assist individual informal sector clusters; implement all activities in collaboration with

³⁹ See Annex 1 for a full description of NPSC membership.

⁴⁰ See also Table A-1 in Annex 1.



the FME under Component 4 that are related to the NSQF roll-out, monitoring, evaluation and research; as well as award innovation grants for digital skills development.

64. Reporting to the SPSCs, SPIUs, in their respective states, will be responsible for implementing all project activities implemented under state auspices, notably facilitating the grant project support to State TCs; managing the participation of state-employed technical teachers and instructors in further training; liaising with NBTE, business associations and service providers in the support of IAT; implementing capacity development activities at state level; and awarding innovation grants for digital skills development. SPIUs also function as secretariats to the SPSCs and will be in charge of all communication related to the project within the state and between the state and federal bodies.

Table 3: IDEAS Project Estimated Project Cost, by Component/Area

Component/Area	US\$ million
Component 1: Incentivizing partnerships with industry for enhanced quality and labor-market orientation of public Technical Colleges	88
<i>Grants to Technical Colleges</i>	<i>79</i>
<i>Technical Assistance to Technical Colleges</i>	<i>4</i>
<i>Development of new curricula and related TLM</i>	<i>5</i>
Component 2: Improving skills formation in the informal sector	26
Component 3: Increasing the availability of competent and motivated technical teachers and instructors	30
Component 4: Strengthening the regulatory environment and public management capacities for market-oriented skills development	46
<i>NSQF Roll-out</i>	<i>12.5</i>
<i>Capacity Development for public management of skills development</i>	<i>6.3</i>
<i>Monitoring and research</i>	<i>6.5</i>
<i>Innovation Grants</i>	<i>8.7</i>
<i>Communication</i>	<i>1</i>
<i>Project Management, Reporting and M&E (federal and state levels)</i>	<i>11</i>
Unallocated Funds	10
Total	200

65. *Funding:* The overall budget of the IDEAS Project over five years is estimated to be US\$200 million, as shown in Table 3 (above). The budget includes unallocated funds of US\$10 million, which can be allocated to any of the four components based upon performance and need. The decision on the use of the unallocated funds will be made latest during the mid-term review.

B. Results Monitoring and Evaluation Arrangements

66. The Results Framework (RF) has been designed to represent the underlying strategy for achieving the PDO. All key performance indicators are selected to capture progress towards/achievement of the PDO. Likewise, the intermediate results indicators are consistent with and aligned with the PDO. All indicators are specific, measurable, actionable, time-bound and realistic.

67. Considering the different institutions involved in project implementation and the different levels of operation, the project will establish a robust and multi-layered M&E system. The keys to this are



transparent and standardized planning processes across intervention fields, including IDPs to be prepared by TCs (Component 1), sub-project activity plans in informal sector clusters based on prior needs and capacity assessments (Component 2), the stakeholder-driven formulation of a Human Resource Strategy for Skills Development in Nigeria as the basis for interventions to increase the availability and competences of technical teachers and instructors (Component 3), or a feasibility study for the enhancement of the national skills development MIS (Component 4). At all levels, stakeholder committees will oversee project implementation, such as the NPSC, SPSCs in all participating states as well as the CIUs at the TC level. Similar structures will also be set up in targeted informal sector clusters. Performance assessments will be introduced to clear disbursements at different points: Disbursement of grant tranches to TCs and to recipients of innovation grants for digital skills will be based on the achievement of agreed milestones. As part of its activities, the project will invest substantially in the development of a skills development MIS and M&E capacities within the implementing agencies, including reporting. Furthermore, an external consultant will be hired to work with PCU for enhanced monitoring, i.e. to independently verify the effective implementation of project activities. This consultant will be competitively recruited by the PCU and hired to work with team as the need arises. The consultant who will lead the enhanced monitoring activities will annually verify the implementation progress in all supported TCs, and on a sample basis verify annually implementation progress in supported informal sector clusters, of supported in-service training programs for TTIs, and in innovation grant sub-projects⁴¹.

Institutional arrangements

68. The PCU (TSED) will be responsible for coordinating and reporting on all project M&E activities. These activities will include: (a) periodic sector and project progress reviews, (b) preparing and disseminating project progress reports (including reporting on the fiduciary and safeguards requirements of the project), and (c) other studies, evaluations and reports. The PCU will be responsible for consolidating the M&E information according to the RF from all implementing agencies, including the NBTE and State governments.

69. The FME in collaboration with NBTE's Research and Statistic Department (RSD) is responsible for the country's TVET MIS. The MIS is focused on collecting and disseminating data of accredited formal TVET institutions, as well as on standards, programs and certification under the newly created NSQF. Based on a capacity assessment, the project will support FME Education Information Management System (EMIS) and RSD to strengthen the TVET MIS to ensure comprehensive and timely availability of relevant data for national TVET planning. For project monitoring, the RSD in collaboration with the FME will be responsible for all baseline data collection and collection of data for results monitoring specifically on employers' satisfaction, certification of informal apprentices and MCPs, female participation in TCs and acquisition of basic digital skills competencies among completers of skills development programs, and other indicators.

70. The Project will support the establishment and capacity building of an M&E cell in the PCU, which includes setting up regular coordination mechanisms with the PMU, the SPIUs and the RSD (NBTE). The frequency with which different types of data will be collected are included in the RF and will be further specified in the PIM.

71. Capacity-building of staff in the PCU (FME/TSED), PMU (NBTE), SPIUs (state governments) and RSD (NBTE) for M&E activities will be supported under Component 4.

Reporting requirements

⁴¹ The role of the enhanced monitoring consultant is further detailed in Table A-1 in the annex.



72. *Implementation Support missions:* Combined teams of the Federal Government of Nigeria (FGN) - including the FME/TSED, NBTE and FMoF - and the World Bank will undertake joint review missions to assess project progress every six months during project implementation. The PCU will report on project progress as per the RF and ensure the collection of complete and credible data from all implementing agencies. The information consolidated in the progress reports will critically inform the review mission discussions and form the basis for assessing project progress formally. Each progress report will document the extent to which the project is on track in achieving the PDO, summarize the progress on agreed actions, identify key implementation issues and challenges, and make recommendations for future actions. The progress report will also provide evidence for achievements, document implementation progress, and report on fiduciary and safeguards aspects of the project. Based on these findings, the review missions will agree on the next steps to be undertaken by the FGN to improve project implementation in the ensuing six months. Thematic area experts may be invited by the FGN and the World Bank to participate in the review missions as necessary.

73. *Implementation progress reports (IPRs):* The PCU will produce periodic IPRs showing the sources and uses of funds, procurement management and output monitoring. The IPRs will be produced on a quarterly basis and submitted within 45 days of the end of the preceding quarter. The IPRs will also include Consolidated Interim Unaudited Financial Reports (IUFR).

74. *Baseline data and standard reporting formats:* The PCU will develop reporting formats for each project component. Baseline data for all indicators in the RF, as needed, will be collected by FME RSD/NBTE, and submitted to the PCU. The PCU will ensure that data reporting by implementing agencies, participating institutions such as training providers and NBTE is standardized.

75. *Mid-term and end-term reviews:* Mid-term review and end-term reviews of the project will be carried out along the lines of the joint review missions roughly half-way and towards the end of the project implementation period, respectively. During mid-term review, decisions about the use of the unallocated funds will be taken and additional TCs selected to benefit from the support.

76. *Other policy studies and reports:* As part of Component 4, RSD/NBTE will carry out or undertake through experts/consultants' thematic studies and surveys (including on informal apprenticeship activities), tracer studies, impact evaluations of project interventions and beneficiary surveys (including a gender study). Impact evaluations will, in particular, assess the effectiveness of different interventions (e.g., foundational skills training, business development support, certification) to strengthen skills development delivered by MCPs. The FME will carry out or undertake through experts/consultants, policy studies to inform project activities (e.g., study on the reform of the technical teachers' capacity development system).

Sources of Data for Monitoring Outcomes and Outputs

77. *Indicators:* The indicators in the RF have been selected to reflect the underlying logic framing the achievement of project outcomes. A range of M&E tools and methods will be used to assess project progress towards achievement of all agreed indicators, as described in the monitoring plan, and towards achievement of the PDO.

78. *Project monitoring:* The PCU (M&E Cell) will regularly monitor and document implementation of all project components as a part of standard project monitoring, supported by data collected by the NBTE's RSD. The PCU, supported by the project, will also establish a system for tracking project expenditures in all implementing agencies, and will generate quarterly financial monitoring reports. The SPIUs will be responsible for monitoring and documenting implementation progress for all



supported State TCs under their purview. Monitoring protocols will be developed for monitoring visits to participating Federal and State TCs, informal sector clusters and recipients of innovation grants, and monitoring data will be entered in the project monitoring system and used to track progress.

79. *Third party evaluation:* Considering the complex implementation arrangements and the multitude of implementing actors, the FME will hire an external consultant for enhanced independent monitoring of project performance and compliance of implementing actors with agreed work plans. In addition, the FME will commission, as and when agreed, studies to be carried out by external/third party agencies on specific issues related to project performance. Enhanced monitoring and special studies by external agencies will complement internal monitoring.

C. Sustainability

80. The high level of government commitment to the IDEAS Project, and the use of country systems and processes are factors that will contribute to the sustainability of the project. The FGN and state governments have shown increasing commitment to skills development as indicated in the allocation of investment funding to Federal and State TCs, funding short-term skilling programs and recruiting new TTIs. The IDPs of the supported TCs will include a strong focus on strengthening the income-generating potential of institutions through production units and running courses on commercial terms, ensuring sustainability of the institutions in terms of recurrent budget in the long-run. The systematic support of partnerships with private industries together with the new demand-oriented operational model of TCs to be established will be instrumental to leveraging private sources for recurrent and investment funding in the future. The economic analysis for the project indicates that the proposed interventions are not likely to generate additional costs that would need to be borne by FGN after project closing.

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

Technical

81. The technical design of the project is based on the FGN's reform priorities as identified in the ERGP and builds on lessons learned from other skills and education projects in Nigeria, the findings of different relevant World Bank studies and the World Bank's international experience with skills development across the region and the globe. Emphasizing industry partnerships in the operations of TCs and apprenticeship training, the design reflects the understanding that involvement of employers in skills development and close linkages between training providers and industry are the most important drivers for improving quality and labor market relevance of skills development programs and the entire delivery system. Equally important is the focus on strengthening technical teaching staff representing - like elsewhere - a key constraint for high-quality skills development. Furthermore, the project design takes account of the rapidly emerging need to develop the digital skills of the Nigerian workforce and - by promoting the use of technology in teaching, learning and management - will contribute to increased efficiency of an education sub-system, which is envisaged to expand in the future.



Economic and financial

82. *Youth outcomes in Nigeria:* In 2012, the size of Nigeria's population was around 167 million⁴². Based on growth projections, estimates for 2018 would put the current size of Nigeria's population to be around 196 million. Youth (15-34 years) constitute nearly half of Nigeria's population. Due to very high fertility rates, this share is expected to continue to rise until at least 2040 when their numbers will equal the size of the current population of Nigeria. In the current educational context of Nigeria, most youth leave the education system with a little over 8 years of schooling, on average, thus registering one of the lowest averages in Sub-Saharan Africa, despite the country's relatively high per capita income. Nevertheless, for the country historically, this generation of youth has the highest educational attainment of any generation to date. But while growth in the education system has led to increase in the quantity of schooling, quality of education remains low. Quantity and quality gaps continue to remain challenges between genders, ethnicities and geographical areas. Growth in education is likely to have been limited in the conflict-affected areas of the North.

83. *Youth in the labor force:* Youth (15-34 years) constitute nearly half the labor force of Nigeria. Youth employment and productivity, therefore, have a huge impact on the overall labor productivity in the country. In 2017, the unemployment rate for youth was 33.1 percent for the age-group 15-24 years, and 20.2 percent for the age-group 25-34 years.⁴³ These are substantially higher than the overall unemployment rate that varied between 16 and 18 percent in 2017. Adding estimates for underemployment (less than 20 hours a week or low skilled work) raised the combined unemployment/underemployment rate for youth to more than 67 percent for the 15-24 years group, and around 42 percent for the 25-34 years group (average – 52.65 percent; 22.64 million).⁴⁴ As is true of the overall labor force, most youth are engaged in the informal sector.

84. *Low skills, low productivity equilibrium:* Market failures and institutional failures on the supply and demand sides (including poverty, inequality, information, coordination and credit) lead to a persistent low skills and low productivity equilibrium in Nigeria. Even in a poor skills environment, people who have completed upper secondary education or TVET can expect to earn up to 80 percent or 100 percent more than those who have never attended school, yet individuals and their families often underinvest in building such forms of human capital.⁴⁵

85. Most Nigerian youth enter the labor market with few marketable skills, because of illiteracy or low-quality schooling. The very small share who may have completed or participated in TVET also do not have the requisite competencies desired by the labor market. This sub-sector has remained rigid and unresponsive to changing labor market requirements due to historical neglect with respect to resources and development of institutional capacity. Given low levels of human capital generally available, firms end up making use of low-level production technologies that do not require higher skill levels from their workers. This in turn dampens incentives to acquire higher levels of skills on the part of potential workers, especially when acquisition of such skills would also cost more in direct and economic terms. Thus, in low income settings with large informal sectors, production tends to become geared towards domestic markets, and products are low cost and low quality, with these economies trapped in a low-tech production functions equilibrium.

⁴² National Bureau of Statistics.

⁴³ Data refers to estimates for the 3rd quarter of 2017. Difference between previous quarters is about 2-3 percentage points.

⁴⁴ Data from "Labor Force Statistics Volume 1, Unemployment and Underemployment Report," National Bureau of Statistics.

⁴⁵ World Bank, 2015. Nigeria: Skills for Competitiveness and Employability.



86. A low skills equilibrium can develop from the supply side as well. A comprehensive study of the skills development system in Nigeria identified a range of factors that contributed to its low quality. These included institutional complexity of the education system, lack of a system of certification of competencies, unresponsiveness to changing labor market requirements, poor service delivery at all levels (further constrained by lack of infrastructure, qualified teachers and learning materials), and weak governance and quality assurance mechanisms.⁴⁶

87. The public TVET system is largely supply-driven. Weak quality assurance and accountability reduce the incentives for training providers, especially in the public sector, to produce high quality skills. The demand for skills in poor accountability environments also gets reduced to the need for credentials rather than actual know-how. The multiple constraints created by complex market and institutional failures has created the need for public investments and reforms to put the skills-building system in Nigeria on a dynamic and forward-looking path.

88. The project aims to improve the quality of teaching-learning and service delivery in supported TCs, and the pedagogical practices of the MCPs, as well as to provide supplementary instruction provision to the apprentices (including in foundational literacy and numeracy). These in turn are expected to lead to better skills of students and apprentices, and higher returns to these skills in the labor market. Beyond these groups, the upgradation and modernization of the TCs and more skilled technical training instructors are expected to provide better quality technical education to future cohorts of youth who enroll in these institutions, and future apprentices who will work under the project-supported MCPs beyond the project period. The project includes in its scope building state capacity and institutional mechanisms for better TVET outcomes in a sustainable manner in the short- to medium term.

89. The project is also expected to have spill-over effects on the local economy and households through more productive earners. The gender focus of the project aims to reduce a spectrum of social challenges that are driven by the disadvantages faced by females, including human trafficking, early drop-out from the formal education system, early marriage and high fertility.

90. *Cost-Benefit Analysis:* The cost-benefit analyses undertaken here are based on very conservative assumptions: 35 years of working life, the current employment rate of youth in the age-group 15-34 years is 70 percent, and those who are in employment or self-employment (for whom the employment rate applies) earn the unskilled wage of 25,000 NGN per month in current money. As the project will work with students and workers who would be in the system, opportunity costs are assumed to be zero, and only the direct costs of the project are considered.

91. The values for internal rate of return (IRR) and net present value (NPV) generated are lower bounds as they are based only on quantifiable labor market returns, and do not include the valuation of positive externalities related to reduction in individual and household poverty, increased productivity of local firms, and better social outcomes, especially for disadvantaged female youth. Keeping the employment rate fixed at 70 percent and varying the monthly wage by 2,500 NGN and 5,000 NGN, returns IRRs of 5 percent and 15 percent respectively with corresponding NPV of US\$6 million and US\$4 million approximately. In most plausible but very conservative scenarios, therefore, the real returns to the project (lower bounds) are comparable to those estimated for other skills development projects, and higher than those returns to other forms of investment.

⁴⁶ Nigeria: Skills for Competitiveness and Employability, The World Bank, 2015.



B. Fiduciary Management

(i) Financial Management

92. Responsibility for establishing and maintaining acceptable FM arrangements will be handled by the existing Project Financial Management Unit (PFMU) in the participating states and the Federal Project Financial Management Division (FPFMD) at the federal level. The PFMUs and FPFMD are multi-donor and multi-project FM platforms, established in all states and at the federal level, respectively, through the joint efforts of the Bank and the Government. These common FM platforms feature robust systems and controls. The PFMUs and FPFMD are presently involved in the implementation of several Bank-assisted projects. The Bank's recent review showed that these units have been performing satisfactorily. Project Accountants, Project Internal Auditors and other supporting accounting will be designated for the project from the pool of professional accountants in the Office of the State Accountant General and Office of the Accountant General for the Federation that will allow for appropriate segregation of duties.

(ii) Procurement

93. **Procurement under the project will be carried out in accordance with the following World Bank procedures:** (a) the World Bank Procurement Regulations for IPF Borrowers (July 2016, revised in November 2017 and August 2018), and (b) "Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants", dated October 15, 2006 and revised in January 2011, and other provisions stipulated in the Financing Agreement. The national procurement procedures will apply to the project.

94. The Government has prepared the Project Procurement Strategy for Development (PPSD) with assistance from the Bank. Most procurement activities identified were of low risk and low cost. Some of the procurement risks identified include political interference and high turnover of procurement staff in the project implementation units, i.e. the PCU, the PMU and the SPIUs. To mitigate against these risks, continuous engagement with key stakeholders on the benefits of the project will be undertaken through advocacy visits and sensitization workshops. An adequate number of staff will be trained for succession planning and to minimize the effect of high staff turnover.

95. Procurement under this project will be carried out in the FME, directly by the TSED/PCU, as well as by the NBTE/PMU, which will be in charge of the implementation of specified parts of the project. For procurement related to TCs, all procurement packages above an agreed threshold of national and international competitive procurements will be managed by the PCU and the SPIUs, while procurement activities below the agreed threshold with simplified methods, e.g., Request for Quotation and Individual Consultant Selection, will be done at the TC level with the use of national procurement methods; and the procurement process will be post-reviewed by IDA. The PCU will competitively hire a procurement consultant on a short-term contract to provide procurement support to the PCU, the PMU and the SPIUs. The procurement consultant will build the procurement capacity of the implementing teams. For TC procurement packages above the agreed threshold, the FME/PCU and SPIUs will coordinate procurement activities, including needs assessment, review of work plans and procurement plans, and preparation of bidding documents for national and international competitive procurement packages, while the TCs are to provide the required technical specifications and other relevant information for each procurement package.

96. The FME has acquired considerable experience with World Bank procurement procedures during the implementation of the World Bank-funded STEP-B project. Currently, the FME is implementing the



Bank-funded SEPIP, the GPE-funded NIPEP and BESDA. The FME has a functioning procurement system in place that will contribute to the effective implementation and realization of value-for-money for this project. In view of the Bank's earlier interventions with FME, the implementation agency has some experience with the Bank's procurement guidelines and procedures, which have been updated in the Procurement Regulations for Investment Project Financing (IPF) Borrowers. In view of the enabling legal framework put in place by the Federal Government, the FME, NBTE and states will follow the Bureau of Public Procurement regulations as stated in the procurement law. Procurement officers will require training on the Procurement Framework and Systematic Tracking of Exchanges in Procurement (STEP).

97. Since the project will be implemented with reference to the Procurement Framework (Procurement Regulations), the procurement risk of the project is considered **Substantial**. A preliminary capacity assessment found that: (i) there are three procurement officers in the FME's procurement unit who were part of the STEP-B, which was financed earlier by the Bank; (ii) a draft PIM for the project is available, which needs to be finalized before project effectiveness; (iii) FME, NTBE, State PIUs and TCs need to develop a comprehensive record keeping system; and (iv) there is regular depletion of experienced government staff arising from staff transfers and rotation amongst MDAs in the Public Service. The mitigation measures for the identified risks and weaknesses have been discussed and agreed with the implementing agencies. Detailed capacity assessments of the implementing units at FME and NBTE have been conducted and findings have been incorporated in the PPSD. Since the TCs do not have significant procurement capacity at this time, no assessment was conducted for the schools. Where necessary, experienced Procurement Officers would be assigned to the TCs by the Bureau of Public Procurement (BPP). Details of the procurement arrangements are in Annex 1.

C. Safeguards

(i) Environmental Safeguards

98. The IDEAS Project is categorized as B since the potential and associated impacts of the project, including the rehabilitation/reinforcement of existing buildings and schools, are generally expected to be site-specific, non-cumulative, and for the most part reversible; in most cases, mitigating measures can be designed and applied readily. The project will not involve acquisition of new land, displacement of people or restriction of access to means of livelihood. Nevertheless, this project triggers World Bank Environmental Assessment (EA) policy (OP/BP 4.01) and Involuntary Resettlement (OP/BP 4.12). This is because the implementation of the IDEAS Project may involve the rehabilitation and/or extension of buildings (with potential environment risks and impacts) within government-owned land, which may impact squatters who are living in or utilizing such compounds for economic or social activities (see the section on Social Safeguards). Potential environmental impacts consist of those associated with: (i) the rehabilitation and upgrading of existing buildings; (ii) the public health and safety risks involved in the handling of debris that might result from the rehabilitation of existing buildings; (iii) dust generation; (iv) noise pollution; and (v) waste/debris management. To mitigate these envisaged risks and impacts, an Environmental and Social Management Framework (ESMF) was prepared by the Borrower and disclosed country-wide and on the World Bank external website prior to appraisal.

99. *Environmental and Social Management Framework*: The ESMF's content includes:

- (i) *Potentially significant impacts and their mitigation*: The ESMF identifies potentially significant impacts that may result from this operation. The ESMF also contains a set of principles and



processes aimed at mitigating the residual impacts of the project to acceptable limits. These activities include regulatory compliance, work safety and occupational health, waste management, pollution prevention, soil erosion prevention, capacity building for the staff and continuous consultations with stakeholders on safeguards issues. The cost of preparing and implementing site-specific safeguards instruments, monitoring and reporting as well as their sequencing is included in the project support. In addition, to ensure successful implementation of the ESMF, a checklist for screening of sub-projects is attached to the ESMF as an annex.

100. *Institutional arrangements for environmental and social sustainability of the project:* The Borrower has the overall responsibility to ensure that there is full compliance with the World Bank safeguards policies. To this end, the project has a lean but fit institutional arrangement with clear roles, responsibilities and rules of engagement for its implementation. Specifically, Environmental and Social Safeguards Specialists at the federal (FME and NBTE) and state levels shall be responsible for environmental and social safeguards aspects of this project. Environmental and Social Management Specialists seconded from the Federal Ministry of Environment to the PCU and PMU and from the relevant State Ministry of Environment or State Environmental Protection Agency to the SPIUs will be responsible for the implementation and monitoring of the ESMF and subsequent site-specific safeguards instruments that will be prepared during project implementation. Furthermore, there will be an Environment/Safety Officer of contractors who is responsible for all safeguard issues at the project sites. The World Bank will be responsible for the review and clearance of TORs, the safeguards instruments and capacity building and guidance to the Borrower as needed.

101. The procedures involved in the preparation of site-specific safeguards instruments (ESIA, ESMP, RAP, Audit and so on) include: screening, preparation of TORs, preparation of site-specific instruments and M&E of the implementation of the site-specific instrument. Screening is the first step towards operationalizing the ESMF. The key objective of environmental and social screening is to identify the potential environmental and social risks and impacts that may result from the implementation of sub-project activities. The environmental and social screening process characterizes sub-projects and activities that will require thorough environmental review to prevent or mitigate negative environmental impacts or those which will provide opportunities to enhance positive impacts. This exercise will be used as a tool to identify the applicable World Bank Safeguards Policies, the severity of the potential environmental and social risks and impacts of proposed activities and identify the most appropriate site-specific safeguards instrument to be prepared by the client. The client shall subsequently prepare the TOR for the consultant who would produce the site-specific safeguards instruments, which will be sent to the Bank for review and clearance. Thereafter, the Borrower shall prepare the required site-specific instrument in a manner that will be satisfactory to the Bank. The site-specific safeguards instrument shall be reviewed and cleared by the Bank prior to implementation and commencement of civil works by the sub-projects. The implementation of the site-specific instrument shall be monitored and reported upon by the Borrower.



102. Safeguard policies triggered by the project:

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment (OP/BP 4.01)	X	
Natural Habitats (OP/BP 4.04)		X
Pest Management (OP 4.09)		X
Physical Cultural Resources (OP/BP 4.11)		X
Involuntary Resettlement (OP/BP 4.12)	X	
Indigenous Peoples (OP/BP 4.10)		X
Forests (OP/BP 4.36)		X
Safety of Dams (OP/BP 4.37)		X
Projects in Disputed Areas (OP/BP 7.60)*		X
Projects on International Waterways (OP/BP 7.50)		X
Piloting the Use of Borrower Systems to Address Environmental and Social Issues in Bank-Supported Projects (OP/BP 4.00)		X

(ii) Social Safeguards

103. The proposed project is expected to have a positive social impact by enhancing the quality and relevance of skills development in Nigeria. The project will pay particular attention to social groups vulnerable to exclusion from project benefits (rural population, people living with disabilities, women, and youth) by undertaking beneficiary assessments regularly throughout the project.

104. *Involuntary Resettlement (OP 4.12)*: OP/BP 4.12 on Involuntary Resettlement is triggered as project implementation may involve rehabilitation and/or extension of buildings within government-owned land, which may impact squatters who are living in or utilizing such compounds for economic and other livelihood activities. At this point of time, sub-project sites are not known in sufficient detail, therefore, the Borrower has prepared a Resettlement Policy Framework (RPF) in line with the World Bank Safeguard Policy on Involuntary Resettlement (OP/BP 4.12). The framework provides a practical tool (screening checklist) to guide the preparation of Resettlement Action Plans (RAPs) for sub-projects during the implementation. The framework has been reviewed and cleared by the Bank and disclosed in-country. The RPF outlines the resettlement process in terms of procedures for preparing and approving RAPs; likely categories of affected people, eligibility criteria and categories, compensations rates, methods of valuing affected assets, community participation and information dissemination, Grievance Redress Mechanism (GRM) and effective M&E.

105. *Gender-Based Violence (GBV)*: A Gender-Based Violence (GBV) analysis and risk assessment was carried out as part of the preparation to identify potential GBV risks and to design measures for mitigating these risks to be included in the project. The GBV risk related to the project is rated moderate and the related risks identified are Intimate Partner Violence and Transactional Sex and Sexual Harassment in educational institutions. To address these risks, a GBV Prevention and Response Plan has been designed, which is included in the PIM.

106. Guidelines to ensure that sub-projects promote positive social outcomes, will be further detailed in the PIM.

* By supporting the proposed project, the Bank does not intend to prejudice the final determination of the parties' claims on the disputed areas.



107. *Grievance Redress Mechanism*: The project will set up a project-specific GRM for people to report concerns or complaints, if they feel they have been treated unfairly or are negatively affected by any of the sub-projects. The GRM will be managed as part of project coordination with oversight from the NPSC and the SPSCs. Further details about roles and responsibilities as well as procedures are defined in the PIM. The mechanism will among other things: (a) provide information about project implementation; (b) provide a forum for resolving grievances and disputes at the lowest level; (c) resolve disputes relatively quickly before they escalate to an unmanageable level; (d) facilitate effective communication between the project and affected persons; and (e) earn the trust and confidence of project beneficiaries and stakeholders and create productive relationships between the parties. The mechanism is envisaged to operate at multiple levels and will use a process to address complaints which will include logging, tracking, and resolving grievances promptly during and after the implementation of the project.

108. **Citizens' Engagement (CE)**: CE will be a vital aspect of the project's success. CE will be built by (a) ensuring an intensive program of engagement with project stakeholders; (b) deepening the consultation process, which began during project preparation; and (c) monitoring social impact through annual stakeholder surveys. In addition, the project will establish robust mechanisms to ensure that feedback triggers a prompt response. Four indicators included in the RF are directly related to stakeholders' feedback: percentage of employers indicating satisfaction with graduates' skills (PDO-level indicator); TCs with reporting and referral mechanisms for GBV-affected youth (intermediate results indicator); evaluation conducted on the impact of the enhancement of informal apprenticeship and foundational skills training on labor market outcomes (intermediate results indicator); and tracer studies conducted (intermediate results indicator).

(iii) Grievance Redress Service

109. Individuals who believe that they are adversely affected by a World Bank-supported project may submit complaints to existing project-level GRM or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate GRS, please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

V. KEY RISKS

110. The overall project risk is assessed as Substantial. Specific risks affecting the overall risk rating include the following elements:

- i. *Technical design of project*: This includes possible reluctance of the private sector to engage in partnerships with TCs and to get involved in other aspects of the project implementation, affecting the chances to re-orient TCs towards industry demand. In addition, there is a potential risk that federal and state governments may lack willingness to delegate responsibilities for TC management under their purview to governance structures with



- strong private sector representation putting the envisaged partnership model for the rehabilitation of TCs at risk.
- ii. *Institutional capacity for implementation and sustainability*: The FME has limited capacity for planning, managing and monitoring the implementation of complex reforms in the skills development sector likely to affect the quality and timeliness of implementation progress.
 - iii. *Fiduciary*: The risks associated with Financial Management and Procurement are mainly due to the limited capacity of the implementation agencies.
1. Mitigating measures include providing extensive support through TA for project implementation and monitoring. The FME and state governments will be incentivized to work closely with key private sector players at the national and state levels, bringing together government and industry in steering committees to identify solutions to constraints in coordination, and working closely with business associations and chambers of commerce and industry. In addition, continuous capacity development, consultative processes and peer learning activities during project implementation with industry and trade associations will build an understanding of the role and benefits of private sector engagement and partnerships with the government in skills development. In regard to fiduciary risks, measures include the use of computerized accounting systems, hiring professionally qualified and experienced fiduciary staff and consultants as required, and making use of an effective internal audit that will adopt risk-based internal audit methods..



VI. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY: Nigeria

Innovation Development and Effectiveness in the Acquisition of Skills (IDEAS) Project

Project Development Objectives(s)

To enhance the capacity of the Nigerian skills development system to produce relevant skills for the formal and informal sectors.

Project Development Objective Indicators

Indicator Name	DLI	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
To improve the relevance of skills development in Technical Colleges								
Increase in the percentage of employers of graduates from project supported TC programs indicating they are satisfied with the performance of the graduates (percentage points) (CE indicator) (Percentage)		0.00	0.00	0.00	0.00	0.00	0.00	15.00
Female enrollment rate in project-supported Technical Colleges programs (percentage) (Percentage)		13.00	13.00	13.00	18.00	21.00	23.00	23.00



Indicator Name	DLI	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
To improve the relevance of skills development in the informal sector								
Number of youth obtaining recognized skills certification after completing an informal apprenticeship (disaggregated by gender) (Number)		0.00	0.00	0.00	500.00	1,500.00	3,000.00	4,500.00
To enhance the capacity of the skills development system to foster relevance in skills development								
Number of youth completing supported skills development programs with basic digital skills competencies (disaggregated by gender) (Percentage)		0.00	0.00	0.00	0.00	50.00	60.00	80.00
Beneficiaries of job-focused interventions (CRI, Number)		0.00						50,000.00
Direct Project beneficiaries (disaggregated by gender) (Number)		0.00						50,000.00



Intermediate Results Indicators by Components

Indicator Name	DLI	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
Incentivizing partnerships with industry for enhanced labour-market orientation of public Tech.colll								
Number of supported Technical Colleges with functioning modernized governance body with industry partnership (cumulated) (Number)		0.00	0.00	10.00	15.00	20.00	20.00	20.00
Number of training programs in supported Technical Colleges delivered and monitored in partnership with the private sector (cumulated) (Number)		0.00	0.00	0.00	0.00	30.00	60.00	90.00
Number of fully functioning upgraded workshops/labs in supported TCs (cumulated) (Number)		0.00	0.00	0.00	20.00	40.00	55.00	60.00
Number of supported TCs with reporting and referral mechanisms for GBV affected youth (Citizens Engagement Indicator) (cumulated) (Number)		0.00	0.00	5.00	10.00	20.00	25.00	25.00
Improving skills formation in the informal sector								
Number of master craftspersons supported by the project certified as assessors/verifiers - at least		0.00	0.00	600.00	1,200.00	2,400.00	3,000.00	3,600.00



Indicator Name	DLI	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
20 females (cumulated) (Number)								
Percentage of youths supported by the project completing informal apprenticeship training with foundational (literacy and maths) skills (Percentage)		0.00	0.00	0.00	20.00	40.00	60.00	70.00
Evaluation conducted on the impact of the enhancement of informal apprenticeship and foundational skills training on labour market outcomes and business dev. according to agreed work plan (CE indicat (Text))		None	Study design completed	According to workplan	According to workplan	According to workplan	According to work plan	Work plan completed
Increasing the availability of competent and motivated tech.teachers and instructors								
Human Resource Strategy for skills development endorsed by NPSC (Yes/No)		No	No	No	Yes	Yes	Yes	Yes
Number of technical teachers and instructors participating in supported skills upgrading programs (at least 20 percent female) (cumulated) (Number)		0.00	0.00	0.00	500.00	1,500.00	2,500.00	3,500.00
Assessment of technical teachers' performance developed and implemented (Text)		None	None	Assessment tool developed and tested	Assessment conducted and results published	None	Assessment conducted and results published	Two assessment conducted and results published



Indicator Name	DLI	Baseline	Intermediate Targets					End Target
			1	2	3	4	5	
Number of technical teachers and instructors training courses in pre-and in-service programs that are enriched with technology-enabled teaching and learning instruments (cumulated) (Number)		0.00	0.00	1.00	3.00	6.00	0.00	10.00
Strengthening the regulatory envi. and public management capacities for market-oriented skills devel								
Number of Sector Skills Councils operational (cumulated) (Number)		3.00	4.00	6.00	8.00	10.00	12.00	12.00
Number of improved and NSQF – recognised TC curricula reflecting digital skills requirements in the labour market (Number)		0.00	2.00	5.00	10.00	13.00	15.00	15.00
Number of technical teachers and instructors in technical colleges and skills acquisition centers certified as NSQF assessors or verifiers (cumulated) (Number)		0.00	0.00	200.00	400.00	600.00	800.00	1,000.00
Number of Nigeria Skills Development Reports published (cumulated) (Number)		0.00	0.00	0.00	1.00	1.00	2.00	2.00
Number of Tracer Studies conducted (cumulated) (CE indicator) (Number)		0.00	0.00	1.00	1.00	2.00	2.00	2.00



Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Increase in the percentage of employers of graduates from project supported TC programs indicating they are satisfied with the performance of the graduates (percentage points) (CE indicator)	Indicator measures the perception about the work-readiness of graduates from Technical Colleges that enter into employment after training. To measure the indicator an employers' perception survey will be conducted at the beginning of the project (once supported programs are approved) to establish the baseline. Only actual and potential employers of graduates from those TVET programs supported through the grant funding under the project will be included in the survey. The survey will be repeated with the same group of employers at the end of the project. "Performance"	Only once in Year 6 (baseline to be establish in year 1)	Employers	Employer survey according to a methodology acceptable to the World Bank.	NBTE, in collaboration with FME



	refers to work-readiness after graduation including technical (theory and practical) skills, digital skills and soft/socio-emotional skills. The indicator is met if the percentage of employees that indicates satisfaction with graduates has increased by at least 15 percentage points compared to the established baseline.				
Female enrollment rate in project-supported Technical Colleges programs (percentage)	Indicator measures the average percentage point increase against baseline of female students enrolled in supported training program across all supported (short- and long-term) programs. This includes also newly introduced programs that were not measured in the baseline. The baseline of 13 percent represents the current average participation rate across TCs. It needs to be verified and specified for the participating TCs, once is the selection of all participating	Annual	Enrolment records of TCs	Administrative data (Registry of TCs)	TSED for Federal TCs, and NBTE for State TCs.



	TCs is completed. The indicator is met, if the rate is 10 percentage points over the baseline.				
Number of youth obtaining recognized skills certification after completing an informal apprenticeship (disaggregated by gender)	The indicator measures the cumulated number of all apprenticeship completers that were undergoing an apprenticeship training with a master craftsman in a cluster supported by the project and have successfully undergoing an assessment leading to a NSQF-registered full or unit certification. At least 20% of the number must be female.	Annual from Year 4	Assessment records	Administrative data (NSQF registry)	NBTE
Number of youth completing supported skills development programs with basic digital skills competencies (disaggregated by gender)	Indicator measures digital skills competencies according to accepted standard measurements of graduates/completers of supported TC programs and informal apprenticeships. The definition and measurement of basic digital skills to be used for measuring this indicator will be disaggregated by type of training, i.e. it will be different for TC graduates	Years 4 onwards	Digital Skills Measurements of Graduates/completers	Test results	NBTE



	and completers of informal apprenticeships. Baseline will be established upon start of intervention and among graduates/completers from the fourth year of project implementation onwards, using standard digital skills measurement tools. Targets measure the percentage of youth with basic digital skills competencies of all youth that have completed supported programs in the year of measurement.				
Beneficiaries of job-focused interventions		Annually	Project records, Enrolment records of TCs	Administrative data (NBTE, project)	TSED, NBTE, SPIUs
Direct Project beneficiaries (disaggregated by gender)	(1) School leavers receiving formal TVET in participating Technical Colleges: All enrolled students in participating TCs over the project duration starting once the improvement project in a TC has started;	Annually	Project records, Enrolment records of TCs	Administrative data (NBTE, project)	TSED, NBTE, SPIUs



	<p>(2) Workers already in the labour market: Participants of skills upgrading courses provided by participating TCs. Sub-group of students enrolled in participating Technical Colleges (see 1)</p> <p>(3) Unemployed youth: Participants of special employability skills courses provided by participating TCs. Sub-group of students enrolled in participating Technical Colleges (see 1);</p> <p>(4) Participants of innovative digital skills programs supported through the innovative grants under component 4.</p> <p>(5) Informal apprentices: Apprentices in participating clusters that enhanced their technical, foundational and business skills through improved informal apprenticeship training and/or accessed recognized certification improving their employability</p>				
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	<p>(6) Master craftspersons: MCPs in participating clusters that received skills upgrading training, access to certification, business development support or gains from other interventions under the project. Additionally, those MCPs that have received formal skills recognition and certification as assessors/certifiers by NBTE outside of participating states. Every beneficiary is counted only once.</p>				
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Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of supported Technical Colleges with functioning modernized governance body with industry partnership (cumulated)	Indicator counts the number of TCs supported under the project, in which a Governing Board has been formally established and is functional in accordance	Annual, from 2nd year of project implementation.	Notes of Board Establishment including TORs, appointment	Administrative data (Project files)	TSED for Federal TCs, NBTE for State TCs



	with the standards and functions defined in the IDEAS Project Implementation Manual (PIM). A Governing Board is considered functional when (1) the government agency, under which the TC is operating has officially appointed the Board through a written notice and appointed its members; (2) the Board has met at least two times during the previous 12 months and has compiled and adopted minutes of these meetings. Each Governing Board that is functional during the previous 12 months will be counted each year.		letters of board members, minutes of meetings		
Number of training programs in supported Technical Colleges delivered and monitored in partnership with the private sector (cumulated)	The indicator measures the cumulated number of training programs delivered in supported TCs that have been subject to improvement through any of the following: curriculum revision; upgrading/revision of teaching and learning material; workshop/lab	Annual from Year 4	Annual reports from supported TCs	Administrative data (NBTE accreditation registry); project records	NBTE, TSED



	upgrading; or improvement of internship management. The improvement must have been planned and implemented with involvement of the industry partner(s), as stipulated in the MoU.				
Number of fully functioning upgraded workshops/labs in supported TCs (cumulated)	The indicator measures the cumulated number of training workshops and training labs in supported TCs to be upgraded under the project, for which the upgrading has been completed in accordance with the IDP and which are in use for training.	Annual from Year 3	Procurement reports, site spot-checks using standardized evaluation form	On-site verification, project records	TSED, NBTE
Number of supported TCs with reporting and referral mechanisms for GBV affected youth (Citizens Engagement Indicator) (cumulated)	Indicator counts number of TCs that have developed policies to deal with GBV accepted by the NPSC and the World Bank.	Annual from Year 2 onwards	Records of Technical College	Administrative data/Project data	TSED/NBTE
Number of master craftspersons supported by the project certified as assessors/verifiers - at least 20 females (cumulated)	Indicator counts the cumulated number of master craftspersons (MCP) that have undergone NSQF-compliant assessor training and have subsequently been certified by NBTE as assessor under the NSQF. At	Annual from Year 2	NSQF assessor database	Administrative (NSQF database) and project data	NBTE



	least 20% of a MCPs certified as assessors must be female. To be counted, MCPs must not necessarily be from a supported cluster.				
Percentage of youths supported by the project completing informal apprenticeship training with foundational (literacy and maths) skills	The indicator captures the percentage of all youths in project-supported clusters having completed apprenticeship training with a MCP demonstrating basic foundational skills according to a standard literacy and numeracy assessment. Completion of apprenticeship training is defined as having been undergoing the relevant NSQF-based trade assessment irrespective of whether the candidate passed or failed. Literacy refers to the ability to read and write information necessary for the beneficiary's job role, while numeracy refers to the ability of the candidate to apply arithmetic and mathematical skills required for his job role. The	Years 3 onwards	Results of foundational skills assessments	Assessments administered by NBTE either as part of the NSQF trade assessment, or separately	NBTE



	indicator measures foundational skills of those youth that completed in the year of measurement.				
Evaluation conducted on the impact of the enhancement of informal apprenticeship and foundational skills training on labour market outcomes and business dev. according to agreed work plan (CE indicat	The indicator captures whether defined steps of the impact evaluation plan related to the informal apprenticeship and foundational skills training interventions are successfully completed at the planned point in time. The impact evaluation plan will be drawn up and approved during the first year of project implementation.	According to Work Plan agreed in Year 1	Reports (interim, draft and final)	Project records, reports must be accepted by World Bank	NBTE
Human Resource Strategy for skills development endorsed by NPSC	Indicator is met when the NPSC has endorsed the strategy. The strategy must at least address the issues: (i) estimates of future demand for technical teachers and instructors in Nigeria considering current vacancies, expected retirements and skills development growth prospects; (ii) work conditions and career path	Year 2	Adopted Strategic Framework	Published document (FME webpage)	TSED



	for technical teachers and instructors; (iii) entry requirements into the technical teachers and instructors profession; (iv) deployment policies at federal and state-levels; (v) pre-service training needs analysis and development strategies; (vi) in-service training needs analysis and delivery strategies; (vii) development of a continuous professional development (CPD) system for technical teachers and instructors.				
Number of technical teachers and instructors participating in supported skills upgrading programs (at least 20 percent female) (cumulated)	The indicator counts the technical teachers and instructors that have participated in in-service skills upgrading programs that are developed and/or implemented with funding from the project. Technical teachers and instructors to be counted can be employed in any public or private Technical College, whether accredited or not accredited, or any other	Annual from Year 3	Attendance lists of skills upgrading programs	Administrative data (project records)	DTSE



	<p>registered skills acquisition centre in Nigeria.</p> <p>Programmes to be attended can be resident or distance-education/online programs, but TTIs must have completed the program to be counted. In case, a teacher or instructor has attended and completed more than one program, he or she will only be counted once.</p>				
Assessment of technical teachers' performance developed and implemented	<p>The indicator is achieved, if (a) an assessment instrument for the performance of technical teachers and instructors has been developed and piloted in accordance with international best practice, and (b) on the basis of the new assessment instrument two assessments have been conducted.</p>	<p>Year 2 (assessment tool developed) ; Years 3 and 5 (assessments conducted)</p>	<p>Published Assessment Instrument, assessment reports</p>	<p>Project data</p>	<p>TSED, in collaboration with NBTE</p>
Number of technical teachers and instructors training courses in pre-and in-service programs that are enriched with technology-enabled teaching and learning instruments (cumulated)	<p>Indicators refers to pre- and in-service training courses for TTIs that have been newly developed and enriched with technology-enabled teaching and</p>	<p>Annual from Year 2</p>	<p>Course curricula and related teaching and learning resources</p>	<p>Project data</p>	<p>TSED</p>



	learning resources (e.g. e-learning, video, audio, computer-based multi-media, computer-based assessment, etc.). Courses or programs eligible to be counted may lead to a full qualification, represent a module towards a full qualification or be a stand-alone course. They can be related to technical or methodological/pedagogical skills upgrading. To be counted, a course must have been implemented, or started to be implemented, and attended by at least 20 TTIs.		provided by the training provider; attendance lists of courses delivered		
Number of Sector Skills Councils operational (cumulated)	The indicator is measured by the cumulated number of formally inaugurated Sector Skills Councils (SSCs) that have an approved work plan and must have convened at least twice. Mandate and membership of the SSCs must be in line with the relevant regulations set by the NBTE.	Annual	Inauguration document, minutes of meetings, workplans	Administrative data (NBTE register)	NBTE



<p>Number of improved and NSQF – recognised TC curricula reflecting digital skills requirements in the labour market</p>	<p>The indicator measures the number of curricula, based on NSQF-aligned National Occupational Standards, that have any of the following characteristics: (a) represent skills needed to qualify for a specific ICT occupation; (b) is related to a traditional trade or occupational specialization but includes specific modules on digital competences required in that specific trade; (c) is related to a traditional trade or occupational specialization but includes specific modules that increases the overall digital literacy of students.</p>	<p>From Year 2 onwards annually</p>	<p>List of accredited NOS and curricula</p>	<p>Administrative data (NSQF)</p>	<p>NBTE</p>
<p>Number of technical teachers and instructors in technical colleges and skills acquisition centers certified as NSQF assessors or verifiers (cumulated)</p>	<p>Indicator counts the cumulated number of TTIs from any public or private TC, IEI, VEI or tertiary TVET institution, and from any accredited or registered public or private skills acquisition centre that have been certified as assessors under the NSQF.</p>	<p>From Year 2 onwards annually</p>	<p>NSQF database</p>	<p>Administrative data (NSQF register)</p>	<p>NBTE</p>



Number of Nigeria Skills Development Reports published (cumulated)	Indicator is achieved when NBTE has compiled and published an annual skills report for Nigeria, that at least includes the following information: (i) Management data (enrolment, completers, programs delivered, teaching staff, etc) of accredited TCs, tertiary TVET institutions and other skills acquisition centers for which information is available; (ii) activities of the Government of Nigeria to strengthen skills development; (iii) plans and strategies developed during the reporting period for the further development of skills development in Nigeria; (iv) findings from relevant research and evaluations; (v) progress in the implementation of the NSQF (NOS, curricula, assessors accredited, certification, operations of SSCs); any other information relevant to inform the	Years 3 and 5.	Reports	NBTE Webpage	NBTE
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	interested public (government, private sector, academia, general public) about the recent performance of the Nigerian skills system. Furthermore, the reports need to include results from representative sample tracer studies.				
Number of Tracer Studies conducted (cumulated) (CE indicator)	Indicator is achieved if two tracer studies have been conducted of TVET graduates and completers. As a minimum, the tracer studies have to include a representative sample of TC graduates and completers of supported informal apprenticeship training, but preferably the tracer studies should cover a larger part of the TVET completers universe. The methodology for the tracer studies must have been approved by the World Bank and should be based on technology-enabled instruments (e.g. SMS-based) for increased effectiveness, efficiency and sustainability. To be	Year 2 and 4	Tracer study reports	Tracer studies (sample survey)	NBTE



	counted against the target, the results of the tracer studies must have been made publicly available.				
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ANNEX 1: Implementation Arrangements and Support Plan

COUNTRY: Nigeria

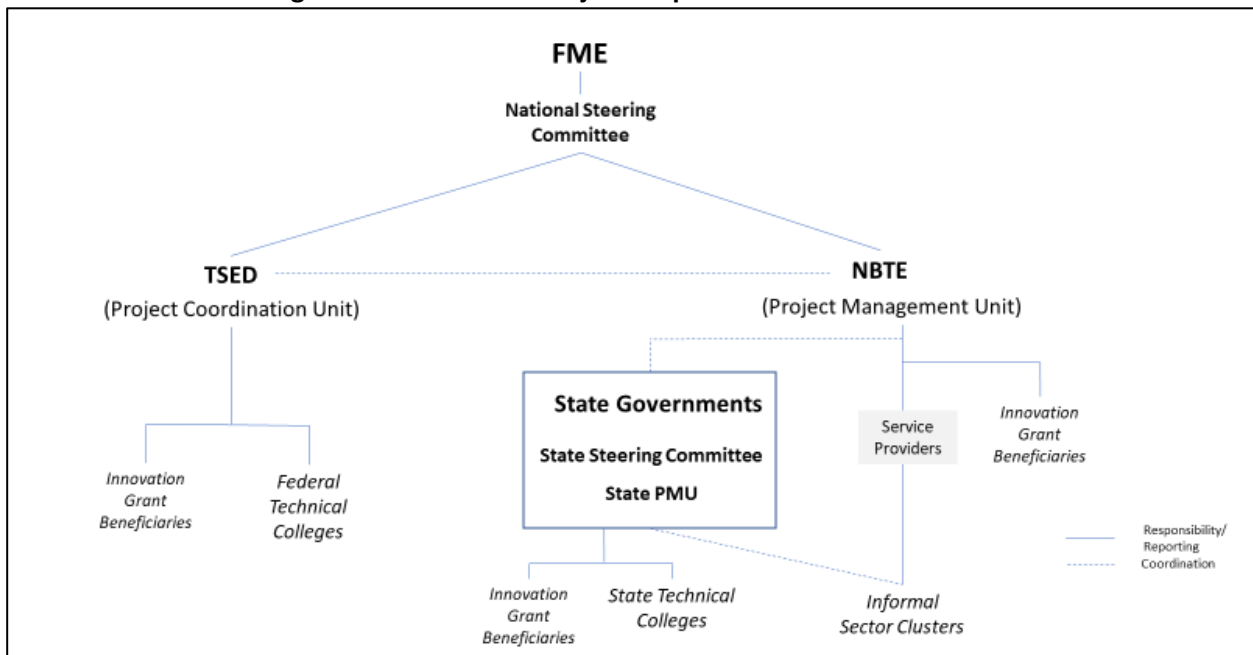
Innovation Development and Effectiveness in the Acquisition of Skills (IDEAS)

I. Project Institutional and Implementation Arrangements

Overall Project Implementation Arrangements

1. Implementation responsibilities: The implementation structure for the IDEAS Project depicted below reflects the project’s multi-layered design and is aligned with the structure of institutional responsibilities in the Nigerian skills development space. The project will have different implementing agencies, notably the Federal Ministry of Education (FME), the National Board for Technical Education (NBTE) and the state governments of the participating states. Overall implementation responsibility and coordination functions rest with the FME. Roles and responsibilities in project implementation are described below; further details and operational procedures will be defined in the Project Implementation Manual (PIM), which has to be finalized at project effectiveness.

Figure A-1: The IDEAS Project: Implementation Structure



2. Responsibility for project oversight rests with the National Project Steering Committee (NPSC), which has already been formed, and the State Project Steering Committees (SPSCs) in the participating states. The NPSC is chaired by the Minister of Education and composed of the following members: Permanent Secretary of the FME, Director of TSED, Executive *Secretary* NBTE, representative of the MoF, education commissioners of the six participating states, one representative each of the National Chamber of Commerce, Industry, Mining and Agriculture (NACCIMA), the Manufacturers Association of Nigeria (MAN), the Nigeria Employers’ Consultative Association (NECA), the Nigerian Association of Small and Medium Enterprises (NASME) and the Nigerian Association of Small Scale Industries (NASSI). The NPSC is in charge of overall strategic and policy guidance for project implementation and will



review progress and implementation reports. SPSCs, on the other hand, will be in charge of guiding the implementation of the IDEAS Project in their respective states and for supervising the work of the State Project Implementation Units (SPIUs). SPSCs, some of which are already in place, comprise relevant public officials with a stake in skills development, as well as representatives from the business sector. While states retain some flexibility in the composition of the SPSC, the committees should be chaired by the Commissioner or Permanent Secretary of the state ministry of education, and should comprise as members a representative of the private sector as deputy chair, representatives from the state ministry of trade, commerce and industry, the state chamber of commerce, state department of technical education, Office of the Executive Governor, trade associations (2 members), NBTE, the State Executive Secretary of the State TVET Board, the State Project Coordinator as secretary and a representative of the FME/PCU as observer.

3. TSED/FME, NBTE and state government will implement the project with specific responsibilities depending on their institutional mandate (Table A-1). For the *purpose* of day-to-day implementation, the FME/TSED has formed a Project Coordination Unit (PCU), NBTE has formed a Project Management Unit (PMU), and each of the participating state governments have formed SSPIUs.

4. The main responsibilities of the PCU include the implementation of *grants* and support to Federal TCs under Component 1; all activities under Component 3 in consultation with relevant stakeholders such as state governments, Department of Higher Education, Teachers Registration Council, NBTE and others; capacity building for skills development within the FME (including the PCU itself) and its stakeholders; conducting policy studies as need arises; awarding innovation grants for digital skills development; and facilitating the work of the NPSC and reporting to the World Bank. The main tasks of the PMU (NBTE) is to: provide monitoring and TA to states in the support of State TCs under Component 1; facilitate the development of curricula and teaching and learning material for programs to be newly introduced in the supported TCs; implement Component 2, including the management of service providers that assist individual informal sector clusters; award innovation grants for digital skills development; facilitate capacity development within NBTE and its stakeholders; as well as guide all activities that are related to the NSQF roll-out, M&E and research in cooperation with relevant stakeholders. The PMU is comprised of a project coordinator, a project management officer, a project accountant, a procurement, a TC and trades expert, a skills development expert and a safeguards officer. To ensure synergy in the implementation of the different project components, a coordination mechanism between the PCU and PMU will be set up to discuss and harmonize day-to-day operations in the individual component and intervention areas. Further details of this mechanism and the staff composition and operational guidelines for the PCU and PMU are included in the PIM.

5. Reporting to the SPSCs, SPIUs are, in their respective states, responsible for implementing all activities implemented under state auspices, including facilitating the *implementation* of activities under the grant project support to State TCs; procurement in connection with the grant project support to State TCs as described in the procurement section of this annex; managing the participation of state-employed technical teachers and instructors in further training; awarding innovation grants for digital skills development; facilitating capacity development of state-level skills development agencies and stakeholders; and liaising with NBTE, business associations and service providers in the support of IAT. SPIUs also function as secretariats to the SPSCs and will be in charge of all communication related to the IDEAS Project within the state and between the state and federal bodies. Further details will be stipulated in the PIM.



Table A-1: Core responsibilities in the implementation of the IDEAS Project

Component/Task	FME	NBTE	State Governments
Component 1: Technical Colleges			
<i>Federal TCs</i>	<u>PCU:</u> <ul style="list-style-type: none"> • Selection of Federal TCs to be supported according to agreed criteria • Facilitation of partnerships between industries and Federal TCs (through workshops, awareness creations, liaison activities, etc.) • TA for IDP development • Evaluation and approval of IDPs • TA to assist IDP implementation • Verification of milestone achievement to trigger disbursement <u>FME:</u> <ul style="list-style-type: none"> • Signing of grant agreement 		
<i>State TCs</i>		<u>PMU:</u> <ul style="list-style-type: none"> • Overall Technical Assistance for support to State TCs • Review and endorsement of readiness of selected State TCs to receive grant • TA for IDP development • Review and endorsement of IDP to be submitted to World Bank for clearance • Quality assurance of IDP implementation • Endorsement of milestone achievement 	<u>SPIU:</u> <ul style="list-style-type: none"> • Selection of State TCs to be supported according to agreed criteria and in cooperation with NBTE • Facilitation of partnerships between industries • Assistance to CIUs for IDP implementation • Monitoring of implementation progress and verification of milestones <u>SPSC:</u> <ul style="list-style-type: none"> • Approval of State TC selection



Component/Task	FME	NBTE	State Governments
			<ul style="list-style-type: none"> • Approval of IDPs • Approval of Annual Work Plans and Procurement Plans <p><u>State government:</u></p> <ul style="list-style-type: none"> • Signing of grant agreement
<i>Program/curriculum development and related TLM</i>		<p><u>PMU:</u></p> <ul style="list-style-type: none"> • Development of new (NSQF-based) curricula to be introduced in supported TCs according to IDPs, including development of teaching and learning material 	
Component 2: Informal Apprenticeship Training		<p><u>PMU:</u></p> <ul style="list-style-type: none"> • Overall responsibility for component implementation • Recruit long-term consultant with international experience in apprenticeship training to support component implementation • Conduct labor market assessments for identification of trades/occupational areas to be supported at state level • Suggest, in consultation with SPIU, trade areas to be supported • Select, in cooperation with SPIU and relevant trade associations, locations for cluster support • Facilitate tailor-made apprenticeship development interventions for each supported cluster 	<p><u>SPIU:</u></p> <ul style="list-style-type: none"> • Liaising with NBTE on trade selection and cluster support within the states • Coordinate communication between supported clusters across the state <p><u>SPSC:</u></p> <ul style="list-style-type: none"> • Approval of trade areas



Component/Task	FME	NBTE	State Governments
		<ul style="list-style-type: none"> • Facilitate and monitor implementation of intervention packages for supported clusters • Recruitment and management of service providers • Facilitate NSQF-assessment and certification to MCPs and apprenticeship completers • Accredite MCPs as NSQF trainers/assessors • Conduct foundational and digital skills assessment of beneficiaries 	
<p>Component 3: Technical Teachers and Instructors (TTI)</p>	<p><u>PCU:</u></p> <ul style="list-style-type: none"> • Overall responsibility for component implementation • Conduct baseline study on technical teachers and instructors in TCs • Facilitate stakeholder dialogue about and formulation of <i>Human Resource Strategy for Skills Development in Nigeria</i> • Development of detailed component implementation plan based on agreed strategy • Facilitate in-service training scheme for TTIs in line with strategy • Facilitate initiatives to develop pre-employment TTI training according to strategy • Facilitate development of CPD system 	<p><u>PMU:</u></p> <ul style="list-style-type: none"> • Advise on NSQF compliance in technical teachers training 	<p><u>SPIU:</u></p> <ul style="list-style-type: none"> • Facilitating technical teachers and instructors in state college to participate in in-service training



Component/Task	FME	NBTE	State Governments
	<ul style="list-style-type: none"> Facilitate development and implementation of scheme to upgrade MCPs to TC instructional staff <p><u>FME:</u></p> <ul style="list-style-type: none"> Approve HR Strategy for Skills Development 		
Component 4: Improving regulatory environment and public management capacities			
<i>NSQF roll-out</i>		<p><u>PMU:</u></p> <p>All implementation activities</p>	
<i>Capacity development for public skills development management</i>	<p><u>PCU:</u></p> <ul style="list-style-type: none"> Develop CD plan for FME Facilitation of capacity development for skills development management within FME and its stakeholders 	<p><u>PMU:</u></p> <ul style="list-style-type: none"> Develop CD plan for NBTE Facilitation of capacity development for NBTE regulatory functions 	<p><u>SPIUs</u></p> <ul style="list-style-type: none"> Develop CD plan for state skills development agencies Facilitation of capacity development for skills development management with relevant state agencies
<i>Research, evaluation and monitoring</i>	<p><u>PCU:</u></p> <ul style="list-style-type: none"> Conduct/facilitate policy studies Conduct a study on options to support inclusion of people with disabilities in skills development 	<p><u>PMU:</u></p> <ul style="list-style-type: none"> Develop concept for MIS Implement activities related to MIS development Facilitate tracer studies Produce bi-annual skills development reports Facilitate impact assessments according to agreed plan Facilitate evaluations according to established need 	
<i>Innovation Grants</i>	<p><u>PCU:</u></p> <ul style="list-style-type: none"> Assign a grant manager to the PCU Awareness creation about innovation grants, organization of grant application 	<p><u>PMU:</u></p> <ul style="list-style-type: none"> Assign a grant manager to the PMU Awareness creation about innovation grants, organization of grant application 	<p><u>SPIUs:</u></p> <ul style="list-style-type: none"> Assign a grant manager to the SPIU (each SPIU)



Component/Task	FME	NBTE	State Governments
	<p>and selection process in line with grant manual</p> <ul style="list-style-type: none"> • Manage and monitor grant projects • Verify milestones and facilitate disbursements <p><u>FME:</u></p> <ul style="list-style-type: none"> • Sign grant agreements 	<p>and selection process in line with grant manual</p> <ul style="list-style-type: none"> • Manage and monitor grant projects • Verify milestones and facilitate disbursements <p><u>NBTE:</u></p> <p>Sign grant agreements</p>	<ul style="list-style-type: none"> • Awareness creation about innovation grants, organization of grant application and selection process in line with grant manual • Manage and monitor grant projects • Verify milestones and facilitate disbursements <p><u>State government:</u></p> <p>Sign grant agreements</p>
<i>Communication</i>	<p><u>PCU:</u></p> <ul style="list-style-type: none"> • Hire consultancy to develop communications strategy • Implement all communication activities according to strategy <p><u>NPSC:</u></p> <ul style="list-style-type: none"> • Approve Communications Strategy 		
Project Management	<p><u>PCU:</u></p> <ul style="list-style-type: none"> • Overall project coordination • Overall project monitoring • Secretariat to NPSC • Submission of consolidated reports to NPSC and World Bank 	<p><u>PMU:</u></p> <ul style="list-style-type: none"> • Collection of monitoring data related to NBTE implemented activities and according to RF; and submission of data to PCU 	<p><u>PCU:</u></p> <ul style="list-style-type: none"> • Collection of monitoring data related to state-implemented activities; and submission of data to PCU • Secretariat to SPSC



Component Implementation Arrangements

6. *Component 1 – Technical Colleges:* Component 1 aims at transforming selected public Federal and State TCs into industry-driven skills hubs by providing grant funding for institutional rehabilitation and reforms, provided institutions have set up a partnership agreement with one or several industries or industry associations. Up to 40 TCs will be supported in total. The *support* to TCs will be implemented in two phases.

7. During the first phase, 22 TCs will be supported, of which 10 are Federal TCs and 12 are State TCs (two TCs in each participating state). The Federal TCs have been selected by the FME based on the criteria that each: (i) has a permanent site; (ii) has a sufficient number of qualified staff; (iii) has workshops and laboratories; and (iv) has at least 500 students. In addition, both (v) spatial distribution; and (vi) gender aspects were considered in selecting the federal TCs to receive support under this Component. At the state level, TCs have been selected for *support* based on the criteria of having: (i) programs offered; (ii) accreditation status; (iii) enrolment; (iv) staffing; (v) physical infrastructure (e.g., laboratories, workshops, classrooms, etc.); (vi) availability of electricity, water and land for expansion; (vii) spatial distribution; and (viii) potential to partner with private industry. State TCs to be supported will be recommended by the SPIU (which cooperates in this task with NBTE) and approved by the SPSC. NBTE will review and endorse the preparedness of the selected State TCs to participate in the project and submit the endorsed list of selected State TCs to the Bank for final clearance. The selection of Federal TCs to be supported will be undertaken by the PCU and submitted to the Bank for clearance. At project mid-term, additional TCs, of which the remaining Federal TCs are eligible and at least six additional State TCs are eligible, will be selected based on the same sets of selection criteria and subject to the same approval procedures.

8. No TC with unresolved property relations or where the state cannot prove that the land has been legally acquired is eligible to benefit under this component. Furthermore, to be eligible for participation, TCs must have renewed their accreditation with NBTE.

9. To benefit from the IDEAS Project, TCs must prove through a MoU or other appropriate contractual arrangements that they have established a partnership with *one* or several industry actors, which can be individual companies, groups of companies or relevant industry associations. The MoU will stipulate in detail the roles and responsibilities of each partner, the operational arrangements for the grant project implementation, as well as the new governance structure for the improved TC providing for a shared decision-making model for the operations of the TC. A standard composition of the new governance body at TC-level, the CIU, is defined in the PIM. The CIU, to be formed for each supported Federal and State TC, will be chaired by a private sector representative, and the majority of the CIU members will be drawn from the private sector. The TC principal will serve as the secretary of the CIU.

10. A grant contract will only be awarded to a TC once an Institutional Development Plan (IDP) has been submitted and approved. The IDPs will follow a standard format, and the IDPs will be evaluated and scored according to a standard evaluation instrument. The evaluation will be conducted by the PCU in the case of Federal TCs, and by each state's respective SPIU *for* State TCs. IDPs are approved if they reach a defined minimum score in the standard evaluation. In the case of State TCs, NBTE will endorse the IDP approval of the state. All IDPs for Federal and State TCs, which form the basis for the grant agreements, will be subject to final clearance from the World Bank. The IDP standard format, a detailed outline of the evaluation and approval process, as well as the standard evaluation tool for IDPs including rubrics, are included in the PIM.



11. After approval of the IDP, grant agreements will be signed between the FME and the CIU (chairperson and secretary) in the case of Federal TCs, and *between* the State government and the CIUs (chairperson and secretary) in the case of State TCs. The agreements determine the objectives, procedures and rules of the grant project. Grant funding can be used for infrastructure rehabilitation, purchase of tools and equipment for training workshops, labs, classrooms and other functional facilities and spaces, specific in-service training of TTIs, preparation of new training programs including needs assessments, production of TLMs and installation of e-learning facilities, wages of contract teachers and others. Grants to Federal TCs will be disbursed by the PCU from its project account, and grants to State TCs through the states' Project Accounts based on achievement of defined milestones. Milestones represent key outputs in the project plan and will be negotiated for each individual grant agreement based on the objectives and work plan of the IDP. The achievement of milestones will be verified by the PCU (for Federal TCs) and by the respective SPIU (for State TCs). At the state level, milestone achievements will be endorsed by the PMU, before disbursements can be affected. Larger procurement above a threshold defined in the PIM will be directly done on behalf of - and in conjunction with - the TCs by the SPIU (in the case of State TCs) or the PCU (in case of Federal TCs) according to rules detailed in the PIM. Activities of the supported TCs under their grant agreements will be subject to annual performance reviews conducted by the enhanced monitoring consultant.

12. TA to be mobilized by the PCU for Federal TCs and PMU for State TCs will support benefitting TCs in the conceptualization and establishment of *partnerships* with industry, the formulation of the IDP, implementation of innovative teaching and service delivery, management and monitoring of the grants, and other support. Furthermore, TA will particularly be used to support TCs to strengthen their management capacities and to establish and maintain internal quality management structures.

13. The NBTE is furthermore responsible for the *timely* development of curricula and other necessary training inputs (e.g., assessment tools, teaching and learning materials) for new and revised skills development programs to be introduced by supported TCs under their IDPs.

14. *Component 2 – Informal apprenticeship training:* The component aims at increasing the quality and relevance of IAT provided by MCPs in the informal sector, following best practice approaches implemented in other African countries and in Nigeria through the DFID-funded Mafita project, applied in the three Northern states Kano, Kaduna, and Katsina⁴⁷. Interventions will target informal sector clusters in (up to) three different trade areas in each of the six initially participating states. Responsibility for the implementation of component activities rests with the NBTE. For the purpose of strengthening the PMU's capacities in the implementation of the component, NBTE will competitively recruit an apprenticeship expert (consultant) with international exposure and acceptable to the Bank.

15. Informed by a baseline study on informal sector markets in the participating states, the PMU in close coordination with the SPIU and relevant state stakeholders will develop a prioritized list of trade areas to be targeted in each state, based on the following criteria: (i) labor market *growth* potential of the trade; (ii) actual prevalence of trade activities; and (iii) actual or potential female participation in apprenticeships in various trades. This prioritized list of trades will be submitted to the SPSCs, which will endorse the list and forward it to the World Bank for review and final clearance. Once

⁴⁷ It should be emphasized that the objectives of the Mafita and IDEAS projects are different. While Mafita aims at opening up training opportunities in the informal sector for vulnerable youth, the IDEAS project aims at improving the quality of informal apprenticeships in general, targeting existing and new apprentices that are recruited through normal procedures. Nevertheless, the Mafita project developed feasible and successful interventions to strengthen training capacities of informal MCPs, and the IDEAS approach is building on these approaches and the lessons learnt from them.



trade areas are identified, the relevant trade associations at the state level will liaise with NBTE and the SPIU about the specific area⁴⁸, in which activities will be implemented. From this defined area, groups of 10 to 20 individual MCPs with potential, interest and commitment to participate in the planned interventions are identified and formed into clusters. Component activities are implemented at the cluster level.

16. The standard intervention package for the improvement of informal apprenticeships includes: (i) organizational development support to trade and cluster organizations; (ii) technical skills upgrading training, digital skills development, pedagogical and *business* management training for MCPs; (iii) supplementary basic and digital skills, theory, soft- and entrepreneurship training and potentially foundational skills⁴⁹ training for apprentices; (iv) access to NSQF-based assessment and certification for formal recognition of competencies to both MCPs and apprenticeship completers; and (v) business development support through mentoring, limited provision of tools and shared modern equipment, and facilitation of access to other needed business development services. This package may be adjusted to fit the specific needs and context of each identified cluster.

17. Intervention packages will be implemented in cooperation with the local trade associations by NBTE/PMU and supported, where needed, by qualified service providers. NBTE has the lead in the process of developing the specific design of each cluster *project* and will facilitate, oversee and monitor all interventions to be implemented. Service providers required to deliver specific services such as training, mentoring, etc. will be directly recruited and respective contracts managed by NBTE.

18. The component will target mainly existing apprentices and those newly recruited by MCPs during project implementation. However, the project will also incentivize vulnerable youth to participate, with the aim of ensuring that at least 10 percent of all supported apprentices under the project are from vulnerable backgrounds, which includes orphans and youth from very poor households, marginalized girls and young people with disabilities. The selection of vulnerable youth will be *based* on the national registry when possible. Incentives will include small stipends to cover transport and other essential costs related to participation in apprenticeships. All stipends will be paid to beneficiaries through bank accounts (including mobile accounts). Further details are included in the PIM.

19. An *Informal Apprenticeship Training (IAT) Resource Group* will be *formed* under the component. The group will meet annually or upon need, and is expected to exchange knowledge and experience, suggest evaluations to be conducted, and extract lessons learned to conceptualize upscaling of interventions.

20. *Component 3 – TTIs*: This component aims to improve the availability of adequately qualified and competent teaching staff (TTIs) in Nigeria, through supporting a national dialogue for strategic development, offering in-service training to the existing teaching staff, and enhancing capacities for

⁴⁸ The main trade associations in Nigeria are organized at national, state, local government, and sometimes “unit” level, representing the smallest organizational structure in that trade. A “unit” is comprising a group of artisans/craftspersons in a defined geographical area in each local government. Auto trades, for example, are organized by the National Automotive Trade Association (NATA). NATA’s organizational structure reaches down to unit level, while other trades only maintain organizational structures down to local government level. The Project will work with the lowest-level structure in each trade association.

⁴⁹ The extent of foundational skills (mathematics and literacy) training to be offered as part of the additional training package for apprentices will be flexible depending on individual needs to be identified by initial foundational skills assessments of participating apprentices. The educational level of apprentices is likely to be very different ranging from illiterate to secondary level. In times, even secondary, TC or tertiary education students undergo an informal apprenticeship in Nigeria.



pre-service training of TTIs. Responsibility for the implementation of this component rests with the FME/TSED, with day-to-day implementation conducted by the PCU. Interventions target technical (trade-specific) teaching staff from all TCs in Nigeria. They are not confined to TCs in participating states.

21. The PCU will facilitate a stakeholder-involved policy dialogue and strategy formulation process on improving the quality and availability of TTIs in Nigeria (*Human Resource Strategy for Skills Development in Nigeria*). Based on the results of stakeholder consultations during project preparation, the strategy is expected to cover the following topics: (i) estimates of future demand for technical teachers and instructors in Nigeria considering current vacancies, expected retirements and skills development growth prospects; (ii) work conditions and career path for technical teachers and instructors; (iii) entry requirements into technical teaching *professions*; (iv) deployment policies at federal and state-levels; (v) pre-service training needs analysis and development strategies; (vi) in-service training needs analysis and delivery strategies; and (vii) development of a continuous professional development (CPD) system for TTIs. To assist the policy dialogue, the FME/TSED will commission a baseline survey of TTIs and of currently existing pre-employment and in-service training programs and institutions. The strategy will steer and fine-tune further activities under the component. Based on the strategic discussion, the PCU will develop a detailed component implementation plan not later than one year after project effectiveness to be cleared by the World Bank.

22. To address immediate shortcomings in TCs, an in-service *upgrading* scheme will be launched covering TTIs from TCs across the country. The in-service training scheme will cover, depending on the results of the baseline survey, methodological and pedagogical skills, ICT skills and updated technical skills. As feasible, in-service training programs will be delivered using technology-enabled learning tools and including industrial training in companies. The PCU will recruit a service provider with relevant international experience for planning, designing and delivery of the in-service training scheme. It is expected that about half of the currently serving population of TC technical teachers and instructors will be reached during the lifespan of the IDEAS Project. Concomitantly, in the six participating states of the project, a pilot scheme to recruit and upgrade MCPs to complement the existing teaching staff in TC will be designed and implemented. The costs involved in recruiting MCPs as additional staff for TCs will be borne by the State governments.

23. Funding under the component may also be used for upgrading teaching staff in technical education programs in tertiary institutions (pre-employment training) and for selected upgrading of laboratories and workshops in such institutions. Details will be identified as part of the component implementation planning and will be based on the reform path and principles defined in the *Human Resource Strategy for Skills Development*.

24. The strategy to improve the quality of technical teachers training and build a sustainable CPD system envisages a move towards resource-based learning and a bold introduction of technology-enabled teaching and learning methods. Resource-based *learning* means moving away from the traditional notion of using a 'talking teacher' to communicate curriculum; a significant but varying proportion of communication between students and educators is not face-to-face but rather takes place through the use of different media as necessary. Importantly, the face-to-face contact that does take place typically does not involve simple transmission of knowledge from educator to student; instead it involves various forms of student support, for example, tutorials, peer group discussion, or practical work. Resource-based learning is not a synonym for distance education, but ICT has significantly expanded the scope of resource-based learning, as it has enabled the cost-effective design



and use of much more powerful educational resources, which harness the full potential of video, audio, and computer-based multimedia.

25. To strengthen the focus on performance of technical teachers and instructors, the project will support the development and implementation of a technical *teacher* and instructor performance measurement approach and tool. This will be informed by international experience and best practice in technical teacher performance measurement and will be appropriate and applicable in the specific Nigerian context. During the project duration, two rounds of technical teachers' assessment are planned.

26. *Component 4 - Regulatory framework and public management capacities:* The component aims to enhance capacities and systems of Nigeria's regulatory and management structures. The planned activities are expected to have a significant impact on the quality and relevance of training delivery and management effectiveness in the system. Interventions include support to roll-out the National Skills Development Framework (NSQF); capacity development of public agencies in charge of skills development and oversight boards; strengthening evaluation, monitoring and research; grant funds for innovative projects to promote digital skills; as well as communication.

27. Activities related to the strengthening of the NSQF will be implemented by the NBTE. Funds will be used for: (i) the establishment, consolidation and capacity development (training) of SSCs with the aim that at the end of the project SSCs are functional for all important occupational groups in the country; (ii) developing outcome-based and NSQF-accredited *curricula* for formal long-term programs provided at TCs and other upcoming programs (ensuring an increasing availability of curricula and training programs targeting jobs in the digital economy); (iii) training and certification of assessors for NSQF-based testing and examinations; and (iv) increasing the reach of recognition of prior learning (RPL) opportunities for people working in the informal sector.

28. Activities towards strengthening management capacities for public management in skills development will be implemented by the PCU as related to the FME and its stakeholders (e.g., members of the NPSC and including the PCU itself); by the PMU as regards capacities in NBTE; and by SPIUs with respect to state-level public management capacities for skills development (which also includes the TVET Boards, the SPSCs and the SPIUs themselves). Capacity development activities will include, *inter alia*, training programs for public officers, study tours, peer-to-peer learning activities, workshops and seminars, management software, etc. The capacity building plans to be developed by each implementing unit during the first year of implementation will be cleared by the Bank.

29. NBTE will be responsible for implementing activities geared towards improving evaluation and research capacities in the field of skills development. During the first year of project implementation, the PMU will develop a detailed activity plan acceptable to the Bank including strategies to increase capacities for labor market assessment for skills development, improve the sectors MIS structures and improve research capacities at the RSD and potentially selected higher education institutions. The PMU will furthermore facilitate evaluations and impact assessments to monitor project results. The FME/TSED, on the other hand, will be in charge of facilitating policy studies as need arises, for example, on issues related to institutional framework for skills development, financing, and others. It will furthermore commission a study to explore options for inclusion of people with disabilities in skills development.

30. Grants for innovative approaches to digital skills development will be awarded and managed by each of the implementing agencies, i.e., the FME, NBTE and the initially participating state



governments, each through their project implementation units. Based on a competitive selection process, the grants will be awarded to innovative initiatives (e.g., hubs) to train in the fields of digital skills development, e-lancing, and e-market entrepreneurship. Eligible to apply for grant-funding are private and non-governmental organizations. While several implementing agencies are involved in awarding the grants, the grants will be governed by the same set of rules regarding selection of grant projects and grant management. All eight implementing agencies will appoint a grant manager for the purpose of conducting the competitive selection and managing and monitoring the grant projects. A grant manual will be included in the PIM comprising details on eligibility and selection criteria for grantees, a standard selection instrument, eligible expenditure, disbursement principles and rules, monitoring and reporting responsibilities, grant FM and procurement procedures, and other essential arrangements necessary to ensure the transparent and accountable implementation of the Fund. To keep the grant initiative manageable, grants must have a minimum financial volume of US\$100,000. Responsibility for selection of grant beneficiaries in accordance with the Innovation Grant Manual rests with the PCU, PMU and the SPIUs, respectively. The selected grant projects will be subject to Bank clearance, before grant agreements are signed.

31. The PCU will lead the implementation of all communication activities under the project, which includes appropriate activities to create awareness and disseminate knowledge and information about the IDEAS Project as well as skills development in Nigeria in general. The PCU will also set up and maintain a project website to make all relevant project and skills development information publicly accessible. During the first year of project implementation, a comprehensive communications strategy will be developed to guide all communication activities and ensure a coherent approach to communication.

II. Financial Management and Disbursement

32. Responsibility for establishing and maintaining acceptable FM arrangements will be handled by the existing Project Financial Management Units (PFMUs) in the participating states and the Federal Project Financial Management Division (FPFMD) at the federal level. The PFMUs and FPFMD are multi-donor and multi-project FM platforms, established in all states and at the federal level, respectively, through the joint efforts of the Bank and the Government. These common FM platforms feature robust systems and controls. The PFMUs and FPFMD are presently involved in the implementation of several Bank-assisted projects in Nigeria. The Bank's recent review showed that these units have been performing satisfactorily. Project Accountants, Project Internal Auditors and other supporting accounting staff will be designated for the project from the pool of professional accountants in the Office of the State Accountant General and Office of the Accountant General for the Federation that will make for appropriate segregation of duties. To strengthen the FM system in the PFMUs and FPFMD, implementation of some action plans are required. Further to the recommended action plans being implemented as per the agreed time frame, the FM arrangements will meet the minimum FM requirement in accordance with OP/BP 10.00..

Financial Management

33. A financial management assessment of the implementing entities in line with the Financial Management Manual (March 1, 2010) and the AFTFM Financial Management Assessment and Risk Rating Principles (October 2010) was conducted on 29th August 2018. The objective was to determine whether the implementing entities have acceptable financial management arrangements, which will ensure: (i) that all transactions and balances relating to the project are correctly and completely



recorded; (ii) the preparation of regular, timely, and reliable financial statements; (iii) safeguarding of the entity's assets; and (iv) existence of auditing arrangements acceptable to the Bank.

34. The overall FM risk for the project is assessed as Substantial. This is mainly because of the inherent risks and issues of multiple implementation levels. However, these inherent risks are well mitigated using the PFMU and PPFMD, which features robust controls (internal and external). The PFMUs in the states have obtained adequate experience in managing financial flows to multiple levels from other projects in the portfolio and they will be given additional training. The mitigation measures to address these potential risks include the use of computerized accounting systems, professionally qualified and experienced FM staff, and independent and effective internal audits that will adopt risk-based internal audit methodology involving risk mapping, etc. The Financial Procedures Manual (FPM), which will be part of the PIM, will detail adequate internal *controls*, which will include an enhanced accountability framework over soft expenditures (travels, study tours, workshops, etc.) to be implemented in the project. Regular reporting arrangements and a supervision plan will also ensure that the implementation of the project is closely monitored and that appropriate remedial actions are taken expeditiously. The FM risks will be reviewed during project implementation and updated as appropriate.

35. The PFMUs and PPFMD are established in all states and at the federal level, respectively, through the joint efforts of the World Bank and Government. Both the PPFMD and PFMUs will on a semester basis prepare unaudited interim financial *reports* for the project and forward same to the IDA 45 days after the end of each calendar semester. The financial accountability architecture in the PPFMD and PFMUs feature, among other things, the following: (i) all the key elements of FM, including: budgeting, funds flow, accounting, internal control, reporting and audit; (ii) a computerized system and a robust FPM; (iii) qualified staff who are well-trained in relevant Bank procedures and requirements, including procurement; (iv) a robust segregation of functions/duties; (v) a strong control environment, which is required to mitigate fiduciary risks; (vi) highly independent and well-trained internal auditors; and (vii) full alignment with the Government's own FM system but with some important enhancements and controls.

36. The Bank's recent reviews showed that the PFMUs and PPFMD are performing satisfactorily. The key issues noted within the PFMUs and PPFMD are that of unretired advances and inadequate documentation for incurred eligible *expenditures*. To mitigate the risks of unretired travel advances and provision of inappropriate documentation to acquit the travel advances, and unjustifiable claims for travel not undertaken, the project will implement an enhanced accountability framework which is aimed at arresting such eventuality. The details of the enhanced accountability framework will be elaborated in the FPM.

37. *Planning and Budgeting:* Budget preparation will follow the federal or state governments' procedures as appropriate. On an annual basis, the Project Accountants at the PCU (FME), PMU (NBTE), SPIUs and TCs in consultation with key members of the *implementing* unit will prepare the budget for the fiscal year based on the work program. The budgets will be consolidated by the PCU and submitted to the Bank's Task Team Leader at least two months before the beginning of the project fiscal year. Detailed procedures for planning and budgeting will be documented in the FPM.

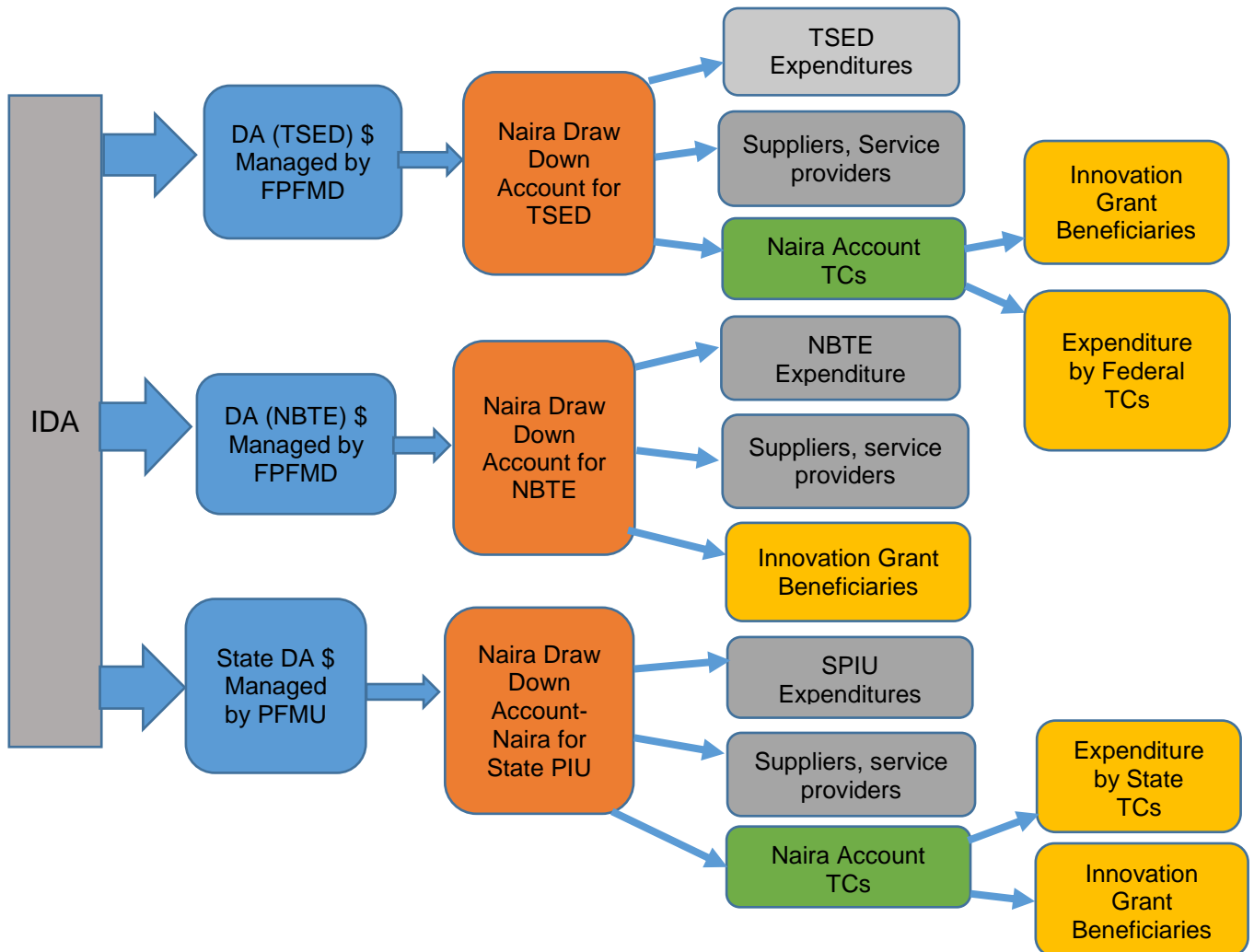
38. *Funds Flow:* The financial instrument to be used for this project will be an IPF. Project funding will be through an IDA credit. All project funds will be used in line with the Financing Agreement and the Bank FM procedures. IDA will disburse the credit through Designated Accounts (DA) opened with the Central Bank of Nigeria (CBN) for the FME/PCU and the NBTE/PMU, and the DAs for the respective



State PIUs opened with reputable commercial banks acceptable to IDA, which will be managed by SPIUs/PFMUs. Equally, each Federal TC will open one Naira Account with CBN, while each State TC will also open the same Naira Account with Commercial *Banks* at state level. The FME and SPIUs will convert and transfer funds in tranches to the Naira Accounts of Federal TCs and State TCs respectively. The specific banking arrangements are as follows:



Figure A-2: Funds flow and disbursement arrangements



39. The project will use the transaction-based disbursement procedures and not report-based disbursements at effectiveness. Details of the *disbursement* arrangement will be in the Disbursement and Financial Information Letter (DFIL).

40. *Banking Arrangements:* The project is funded through an IDA credit. The project accounts will be opened with the CBN for FME/TSED and NBTE at *the* federal level while the States will open accounts with reputable commercial banks.

41. Signatories to the *bank* account are in two panels:

- a. Panel A – PC (Main Signatory) for PCU/TSED or PMU/NBTE or SPIU
Supervising Director in the FME or state ministry of education /Executive, Secretary for NBTE (Alternate)
- b. Panel B – Director, FPFMD/PFMU (Main Signatory)



Project Accountant (Alternate)

Signatories for technical colleges

- i. Project Manager-first signatory
- ii. Project Accountant-second signatory
- iii. Principal-signs the payment schedule and alternates for the first and second signatories in their absence.

42. All authorization to disburse *payments* is signed by two signatories in combinations elaborated in the FPM.

43. Funds flow arrangements for *the* project through the bank accounts above are as follows:

- IDA will make an initial advance disbursement from the proceeds of the project by depositing into the recipients-operated DAs held in CBN and/or Commercial Bank; and denominated in US Dollars.
- Actual expenditure will be reimbursed through submission of Withdrawal Applications and documented SOEs.
- Transfers from the DAs (for payment of transactions in local currency) will be deposited in the Project Account in CBN/Commercial Banks, to pay all local currency project transactions denominated in Naira.
- Transfers to Federal TCs/State TCs will be made from the FME and state naira accounts, respectively.
- Transfers to Federal TCs/State TCs will be made in tranches for eligible project expenditures. The amounts flowing to TCs would be guided by their work plans. For State TCs, funding requests would require approval from the NBTE.
- The Federal TCs/State TCs should submit their records to the PCU/SPIUs for review before getting subsequent tranches
- Upon meeting the eligibility criteria for the innovation grants, the FME, NBTE and states will disburse the grant in tranches from their Naira Account to the successful grantee. The modalities for monitoring the use of the grant should be detailed in the grant manual (the grant manager and project internal auditor) should always review the use of each tranche before subsequent release is made.

44. *Accounting:* IDA funds will be accounted for by the project on a cash basis. Computerized accounting system will be used, utilizing flexible accounting software currently in use at the PFMUs and FPFMD. The software will be expanded to include the project activities. Annual financial statements will be prepared in accordance *with* the relevant International Public-Sector Accounting Standards (IPSAS). All accounting and control procedures will be documented in the FPM, a living document which will be subject to review as appropriate.

45. *Financial Reporting:* Calendar semester Interim Financial Reports (IFRs) will be prepared by the PCU, PMU and the SPIUs, and consolidated and submitted to IDA by the PCU within 45 days of the end of each calendar semester. The formats of IFRs were agreed at Negotiations.

46. *Internal Control:* Adequate internal controls are in place at both PFMUs and FPFMD, but will be strengthened further. The control features at both PFMUs and FPFMD include robust FM procedures



manual, relevantly qualified staff that are well trained in relevant Bank procedures and requirements, including procurement; robust segregation of functions/duties and highly independent and well-trained internal auditors. Capacity of the internal auditors will be built to use risk-based internal audit approach involving risk mapping, etc. All FM officers (Project Accountants and Internal Auditors) are appointed by each State Accountant-General and the Accountant General for the Federation. The Project Internal Auditor at FME/PCU, NBTE/PMU and SPIUs will prepare quarterly Internal Audit Reports and submit these to IDA within 45 days of each quarter. Additional controls in the form of an enhanced accountability framework will be implemented to mitigate the risk of misuse of funds for soft expenditures (travels, workshops, study tours, etc.).

47. *The annual financial statements will be audited by an independent external auditor* appointed on the basis of ToRs acceptable to IDA to audit the project at the state level, while the Office of the Auditor General for The Federation will conduct the audit at the federal level. The TORs will include provision for the auditor to provide a special opinion on the expenditures incurred on training, workshops, study tours, etc., identifying any expenditure that is considered ineligible based on established policy. The auditor will express an opinion on the Annual Financial Statements in compliance with International Standards on Auditing (ISA). In addition to the audit report, the external auditors will prepare a Management Letter (ML). A copy of the audited financial statements along with the ML will be submitted to IDA not later than six months after the end of each financial year.

48. *Risk mitigation measures related to governance and anti-corruption (GAC):* Measures to mitigate FM GAC related risks in the project include: having in place Grievances and Appeal mechanism. A Grievance Redress Mechanism will be constituted (see paragraph 101 in main text).

Financial Management Action Plan

49. Actions to be taken for the project to further strengthen its FM system are listed in Table A-2 below.

**Table A-2: FM Action Plan**

No.	Action	Date due by	Responsible
1	FPFMD/PFMU to post a designated project accountant and internal auditor to the project	Before December 30, 2019	FPFMD/PFMU
2	All the PIUs to submit the CVs of the project Accountants and internal Auditors to the World Bank for No Objection	Before effectiveness date	PIUs/PFMU/FPFMD
3	All the Technical Colleges to forward the CVs of their project accountants	Before effectiveness date	PIUs/TCs
4	State Accountant Generals/PFMUs to post project accountants to support the technical colleges where they do not have staff with accounting graduate in the school to handle the position of the project accountant	Before effectiveness date	PFMU/PIUs
5	All technical colleges to open a naira account for the flow of funds from the PIU	Before effectiveness	TCs
6	Train designated FPFMD/PFMU staff in Bank FM procedures and disbursement guidelines.	During project implementation	FPFMD/PFMU/WB
7	Appoint external auditor	3 months after negotiations	FPFMD/PFMU

50. *Financial Management Implementation Support Plan:* FM supervision will be consistent with a risk-based approach, and will involve collaboration with the Bank's project team, WAFLA and procurement. The supervision intensity is based initially on the assessed FM risk rating and subsequently on the updated FM risk rating during implementation. On-site supervision will be carried out at least once a year. On-site review will cover all aspects of FM, including internal control systems, the overall fiduciary control environment, and tracing transactions from the bidding process to disbursements as well as SOE review. Additional supervision activities will include a desk review of semester IFRs, quarterly internal audit reports, audited Annual Financial Statements and MLs as well as timely follow up of issues that arise, and updating the FM rating in the Implementation Status and Results Report (ISR) and the Portfolio and Risk Management (PRIMA) system. Additional targeted reviews may be conducted depending on emerging risks. The Bank's project team will provide support in monitoring the timely implementation of the action plan.

Conclusion

51. The FM Assessment conclusion is that, subject to the mitigation measures and the action plan being implemented as per agreed time frame, the project has met the minimum FM requirements in accordance with OP/BP 10.00. Further, this objective will be sustained by ensuring that strong and robust financial management arrangements are maintained for the project throughout its duration. Detailed FM reviews will also be carried out regularly, either within the regular proposed supervision plan or on a more frequent schedule if needed, to ensure that expenditures incurred by the project remain eligible.

III. Procurement



52. *Procurement management:* Procurement under the proposed project will be carried out in accordance with the following World Bank procedures: (a) the World Bank Procurement Regulations for IPF Borrowers (July 2016, revised in November 2017 and August 2018), and (b) Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants, dated October 15, 2006 and revised in January 2011, and other provisions stipulated in the Financing Agreements. The project will follow the World Bank procurement regulations and procedures; where necessary, the national procurement procedure will apply.

Procurement Implementation Arrangements

53. The IDEAS Project procurement will be implemented by the FME, NBTE, States and TCs. . The FME has two procurement officers that will be providing procurement support to the PCU. Both procurement officers were part of the STEP-B and other Bank-financed projects under the FME. However, both will be trained on the application of the Procurement Regulations, since they are only familiar with the previous procurement guidelines. At the TC level, all procurement packages above an agreed threshold will be implemented by the FME and the states (with TA and supervision from the NBTE), while procurement activities with simplified methods, e.g., Request for Quotation and Individual Consultant Selection, will be carried out by the TCs with the use of national procurement methods; and the procurement process will be post-reviewed by IDA.

54. The Bank will provide continuous procurement training and hands-on capacity building to the implementing entities (within the FME, NBTE, states, and TCs). The training will focus on the procurement officers and the entire project implementation staff. FME will also provide coordinating support to Federal TCs, while NBTE provides procurement support to the State TCs in the participating states. This includes procurement and contract management professionals who will provide guidance on procurement and contract management. The PIM will incorporate procurement arrangements, responsibilities and step-by-step procedures for the execution of procurement and contract management activities under the project.

55. All the procurement officers that will be supporting the implementing agencies will be cleared by the Bank. The Bank will ensure that such officers possess the requisite academic and procurement professional experience. The procurement officers that have been cleared by the Bank will be retained as members of the PCU at FME, PMU at NBTE and at the SPIU throughout the project implementation, to ensure continuity and to enhance capacity development of the procurement officers. In the case of the TCs, the responsible state ministry or agency will second procurement officers to provide support to the TCs, since they will only be involved in procurement activities below an agreed threshold. All implementing units must ensure that sufficient and adequately qualified procurement staff is available to ensure project implementation. If need arises, the FME will competitively hire an experienced procurement consultant to provide procurement support to the implementing agencies. The individual consultant will assist to build the capacity of the procurement officers and other members of the PCU and PMU on the new Procurement Regulations. He/she will also provide procurement support to the SPIUs and participating TCs when necessary.

Procurement at Federal and State Technical College Level

56. Under the supervision of the FME and NBTE, the respective Federal and State TCs participating in the project will be allowed to procure basic college needs (works, goods and services) through procurement packages with simplified procurement methods. The applicable procurement methods will be mainly RFQ within the agreed college level procurement thresholds to be provided in the PPSD.



However, these college-level procurement thresholds will be reviewed from time to time and be increased on the basis of the TC's procurement performance. The procurement packages of Federal and State TCs, which require the procurement methods of RFB, QCBS, will be supervised by FME/PCU and the SPIUs, respectively. The Federal and State TCs will be allowed to procure activities using *Direct Selection* and *Direct Contracting* if justified. All annual work plans and procurement plans for all the implementing agencies including Federal and State TCs will be reviewed and cleared by the FME and NBTE respectively, and both implementation agencies will inform the Bank on the progress of the TCs procurement implementation on quarterly basis.

Procurement Assessment

57. The procurement assessment reviewed the existing organizational structure and procurement capacity of both the FME and NBTE, which are the key implementing entities of the IDEAS Project. Both FME and NBTE apply the Bureau of Public Procurement (BPP) regulations, which has been clearly interpreted and operated by the agencies. The assessment provided information on procurement arrangements, legislative and regulatory framework, institutional framework, procurement manuals and tools for implementing procurement (Standard Bidding Documents and Manuals), procurement capacity of staff in the implementing agencies, monitoring and evaluation of procurement activities, fraud and corruption.

58. FME has benefited from World Bank's interventions in past years. The agency is familiar with the World Bank procurement operations and has successfully implemented the Bank's procurement guidelines and procedures during earlier interventions supported by the Bank. In the past, the Bank provided support to FME on Primary Education Project and Universal Basic Education, while the TSED, which is hosting the IDEAS Project, successfully implemented the World Bank-funded STEP-B project. Currently, the Ministry is implementing the SEPIP, NIPEP and BESDA, which is implemented by the Universal Basic Education Commission (UBEC).

59. The main procurement risks and weaknesses identified include: (a) lack of sustainable procurement capacity in each of the agencies, (b) lack of procurement capacity on the new Procurement Framework, and (c) lack of understanding on the preparation of PPSD. Although significant procurement training has been provided under earlier Bank-financed projects, the procurement training was focused on the previous procurement guidelines and procedures. None of the implementing agencies is acquainted with the World Bank Procurement Framework, which will be used for project implementation. The procurement activities include basic goods and services and other procurement needs, which will be cleared by the Bank. Based on the assessment, the procurement risk is rated Substantial. It is expected that after implementation of the mitigation measures, the procurement risk is expected to reduce to Moderate. The final version PPSD agreed during negotiations will be disclosed on the Bank's external website.

Procurement Plan Implementation

60. Procurement (works, goods and non-consulting services) or consultant selection methods, prequalification, estimated costs, prior review requirements, and time-frame are agreed in the Procurement Plan. The Procurement Plan will be updated at least annually or as required to reflect the actual project implementation. All annual work plans and procurement plans for the implementing agencies (FME, NBTE, States) and TCs will be reviewed and cleared by the Bank every year. Both plans could be updated on a needs-basis. The Bank's Standard Procurement Documents shall be used for international competitive procurement packages. To the extent practicable, the Bank's Standard



Procurement Documents for works, goods and non-consulting services and Standard Request for Proposals, as well as all standard evaluation forms, will be used throughout project implementation.

Annual Procurement Post Review

61. Most of the procurement activities at the state level and TCs are below prior review threshold. The FME shall continue to have oversight on all activities at Federal TCs while NBTE will coordinate those at the State and TC level. The Bank shall conduct procurement post reviews (PPR) at the federal and state levels at least once a year to ensure that the procurement arrangements are consistent with the project design.

*Action Plan***Table A-3: Action Plan for Procurement Capacity Building**

Ser #	Tasks	Responsibility	Due Date
1	Assign experienced Procurement Officers to Technical Colleges in the participating states.	BPP/Technical Colleges	Immediately after project effectiveness
2	Train the procurement staff of FME, NBTE, States and Technical Colleges on the World Bank's Procurement Framework through face-to-face sessions and online.	All PIUs	Immediately after project effectiveness
3	Train staff of all project implementing units on the use of STEP tools, which is mandatorily required to manage procurement transactions and related documentation under Bank-financed IPF projects.	World Bank	Before project effectiveness
4	Develop and adopt procurement manual to be used for the project.	PCU/PMU	Before project effectiveness
5	Develop contract management strategy for each procurement activity to ensure that each contract is efficiently and effectively managed.	All PIUs	Continuously
6	Provide capacity building for the procurement staff at FME, NBTE, State and Technical Colleges.	WB/PIUs	Continuously
7	To ensure effective take up of the project at the SPIU and TC level, a readiness procurement assessment and capacity building will be conducted at the SPIUs and TCs.	WB	Before project effectiveness

IV. Strategy and Approach for Implementation Support

62. The strategy for implementation support has been developed based on the nature of the project and its risk profile. It aims to make implementation support to the client flexible and efficient, and focuses mainly on implementation of the risk mitigation measures defined in the SORT.

63. The World Bank's approach to implementation support strongly emphasizes open and regular communication with all actors directly involved in the project, constant information exchange, and adequate flexibility to accommodate the specificities of the project.

64. The implementation support strategy is based on several mechanisms that will enable enhanced implementation support to the Government and timely and effective monitoring. The implementation support thus comprises (a) Joint Review Missions; (b) regular technical meetings and field visits by the World Bank between the formal joint review missions; (c) PCU reporting based on the RF; and (d) internal audit and FM reporting.

Implementation Support Plan and Resource Requirements

65. The World Bank will provide timely implementation support to the Program's results areas as well as guidance to the relevant partners regarding technical, fiduciary, social, and environmental issues. The Bank, together with the FME and NBTE, will formally review project progress semi-annually, with more frequent missions expected in the first year of the project. These joint review missions will be complemented by visits from Bank Country Office staff and technical consultants, and continuous



communication and follow-up between missions. The scope of supervision will also include monitoring compliance with stipulated FM, procurement, and environmental and social safeguards guidelines. Missions will review progress and any issues related to M&E and compliance with safeguards. One month before each joint implementation review mission, the PCU will give the World Bank a comprehensive progress report on project activities and an updated plan and budget.

66. In addition to the review missions, other support missions will be carried out especially during the first year, to help accelerate implementation. During those missions, field visits will assess reform outcomes and take corrective actions if required. The Bank team will also participate in consultations with project stakeholders (e.g., private sector, informal MCPs, technical teachers, etc.). To ensure high-quality supervision, the Bank team will comprise not only skills development and implementation specialists but also specialists in FM, procurement, safeguards, and governance and anticorruption, with the team composition for each mission determined based on supervision requirements at that time.

67. Formal implementation support and field visits will focus on the following:

- (a) **Technical inputs.** The World Bank will solicit inputs from international experts in skills development, ICT/e-learning, TTI development and MIS to support the implementation of the components under the project.
- (b) **Fiduciary requirements and inputs.** The FME/TSED has been responsible for implementing World Bank-supported projects before (e.g., STEP-B) and is therefore familiar with World Bank FM and procurement procedures. The NBTE has implemented various externally-funded projects and is conversant with the requirements of managing funding from development partners. In addition, the World Bank's FM specialist and procurement specialist will provide training before project effectiveness and during project implementation. This will allow building sufficient capacity among implementing agencies. Supervision of FM and procurement arrangements will be carried out as required as part of the project supervision plan, and support will be provided on a timely basis to respond to project needs.
- (c) **Safeguards.** The World Bank will monitor compliance with the ESMF during the joint review missions, and technical guidance will be provided accordingly.

68. The main focus of implementation support is summarized in Table A-4.

**Table A-4: Implementation Support Plan**

Time	Focus	Skills Needed	Annual Resource Estimate
First 12 months	<ul style="list-style-type: none"> • Technical review/support • Procurement training and supervision • FM training and supervision • Environmental and social monitoring and reporting • Institutional arrangement and project supervision coordination 	Technical; M&E; procurement; financial management; institutional; environmental and social	<ul style="list-style-type: none"> • Skills development specialist: 10 weeks • ICT/e-learning specialist: 5 weeks • TTI development specialist: 4 weeks • MIS specialist: 4 weeks • Operations specialist: 10 weeks • M&E specialist: 4 weeks • Procurement specialist: 4 weeks • FM specialist: 4 weeks • Environmental specialist: 2 weeks • Social specialist: 2 weeks • Co-task team leaders: 16 weeks
12–48 months	<ul style="list-style-type: none"> • Technical review/support • Procurement management • FM and disbursement • Environmental and social monitoring and reporting • Institutional arrangement and project supervision coordination and team leadership 	Technical; M&E; procurement; financial management; institutional; environmental and social	<ul style="list-style-type: none"> • Skills development specialist: 6 weeks • ICT/e-learning specialist: 4 weeks • TTI development specialist: 2 weeks • MIS specialist: 2 weeks • M&E specialist: 2 weeks • Procurement specialist: 4 weeks • FM specialist: 4 weeks • Environmental specialist: 1 week • Social specialist: 1 week • Co-task team leaders: 12 weeks

69. The task team skills mix requirements for implementation support are provided in Table A-5.



Table A-5: Task Team Skills Requirements

Skills Needed	Number of Staff Weeks	Number of Trips annually	Comments
Skills development specialist	10 weeks first year, then 6 weeks annually in the following years	Three trips first year, then two trips annually in the following years	Externally based
ICT/e-learning specialist	5 weeks first year, then 4 weeks annually in the following years	Two trips first year, then two trips annually in the following years	Externally based
TTI development specialist	4 weeks first year, then 2 weeks annually in the following years	Two trips first year, then two trips annually in the following years	Externally based
MIS specialist	4 weeks first year, then 2 weeks annually in the following years	Two trips first year, then two trips annually in the following years	Externally based
Operations specialist	10 weeks first year	Field trips as required	Country office based
M&E specialist	4 weeks first year, then 2 weeks annually in the following years	Field trips as required	Country office based
Procurement specialist	4 weeks annually	Field trips as required	Country office based
Social specialist	2 weeks first year, then 1 weeks annually in the following years	Field trips as required	Country office based
Environment specialist	2 weeks first year, then 1 weeks annually in the following years	Field trips as required	Country office based
FM specialist	4 weeks annually	Field trips as required	Country office based
Co-task team leaders	16 weeks first year, then 12 weeks annually in the following years	Field trips as required	Country office based