

**Nigeria Safe Schools Initiative Multi-Donor Trust Fund
(Nigeria SSI MDTF)**

Terms of Reference

4 November 2014

BACKGROUND

1. The North-Eastern region has witnessed an unprecedented level of insurgency from 2009 till date, leading to a declaration of a “State of Emergency” in Adamawa, Borno and Yobe State in 2013. In order to rebuild, rehabilitate and restore normalcy in the priority sectors of the affected states His Excellency, the President, of the Federal Republic of Nigeria Dr. Goodluck Ebele Johnathan GCFR in collaboration with the UN Special Envoy for Global Education, Mr. Gordon Brown and a coalition of Nigerian Business leaders initiated the Safe Schools Initiative (SSI) during the World Economic Forum on Africa (WEFA) in Abuja on May 2014.
2. The militant group, Boko Haram, has carried out violent attacks in the northern parts of Nigeria. Thousands of Nigerians have been killed and many more have been forced to flee their homes. Schools have been the primary target of the attacks. Since 2011, Boko Haram, whose name means “Western Education is forbidden”, has expanded its attacks to the direct target of schools, resulting in the killing and abduction of hundreds of teachers and students and the destruction of school buildings and teaching materials.
3. The abductions of the more than 200 girls from Chibok have touched a nerve, evidenced by social media initiatives like “Bring Back Our Girls.” The effect of such attacks has dampened participation in education. In an area where enrolment rates for girls are some of the lowest in Nigeria, families across the northeast are staying away from schools. As a response to this situation the “Safe Schools Initiative” was launched by the UN Special Envoy for Global Education, Gordon Brown, alongside Nigerian Global Business Coalition for Education and private sector leaders at the World Economic Forum Africa.
4. The “Safe School Initiative” entails a combination of (1) school-based interventions; (2) community interventions to protect schools; and (3) special measures for at-risk populations. The initiative could be implemented in Adamawa, Borno and Yobe states, already in a declared state of emergency, and expanded to others in the north and, as a national initiative, to cover the entire country.
5. The Government of Nigeria launched the **Safe Schools Fund** as an initial response, with capitalization from the Federal Government, Private Sector, and indicative grants from the African Development Bank. This national fund is to be complemented by the establishment of the Nigeria Safe Schools Initiative Multi-Donor Trust Fund (Nigeria SSI MDTF) for UN support, co-financing and implementation of activities pertaining to the Initiative.
6. As part of this Safe Schools Initiative, the Federal Government of Nigeria, the United Nations and Development Partners agree to establish the Nigeria SSI MDTF to enhance the delivery of effective assistance to citizens in the Adamawa, Borno and Yobe states. The Nigeria SSI MDTF will serve as a mechanism for the Federal Government of Nigeria to complement the activities of the Safe Schools Fund (national Fund).

7. The key objectives of the Nigeria SSI MDTF are to:

- align resources behind the SSI objectives and priorities set out and agreed upon by the SSI Steering Committee and ensure follow-up and monitoring of their delivery;
- increase the transparency and accountability of the delivery and management of international assistance through the UN; and
- reduce transaction costs by pooling funds and through harmonized results reporting.

8. The present Terms of Reference (TOR) guide the establishment of the United Nations Nigeria SSI MDTF. The Nigeria SSI MDTF is proposed for an initial period of 3 years, lasting through December 2017 with possibility of extension upon decision of the Federal Government of Nigeria, the UN and development partners.

THE NIGERIA SSI MDTF

9. Building on the comparative advantages of the specialized UN Agencies, Funds and Programmes, and to complement efforts from the national Safe School Fund implemented by the Federal Government of Nigeria, the Nigeria SSI MDTF will channel donor contributions from traditional donors as well as emerging partners for UN implementation of complementary activities supporting the government's SSI agenda.

10. In close coordination and complementarity with the national Fund, the Nigeria SSI MDTF will be a rapid and flexible financial mechanism to disburse co-financing to the participating UN Organizations and their implementing partners, be it national or international NGOs, private sector partners and community-based organizations (CBOs) in the Northeast of Nigeria.

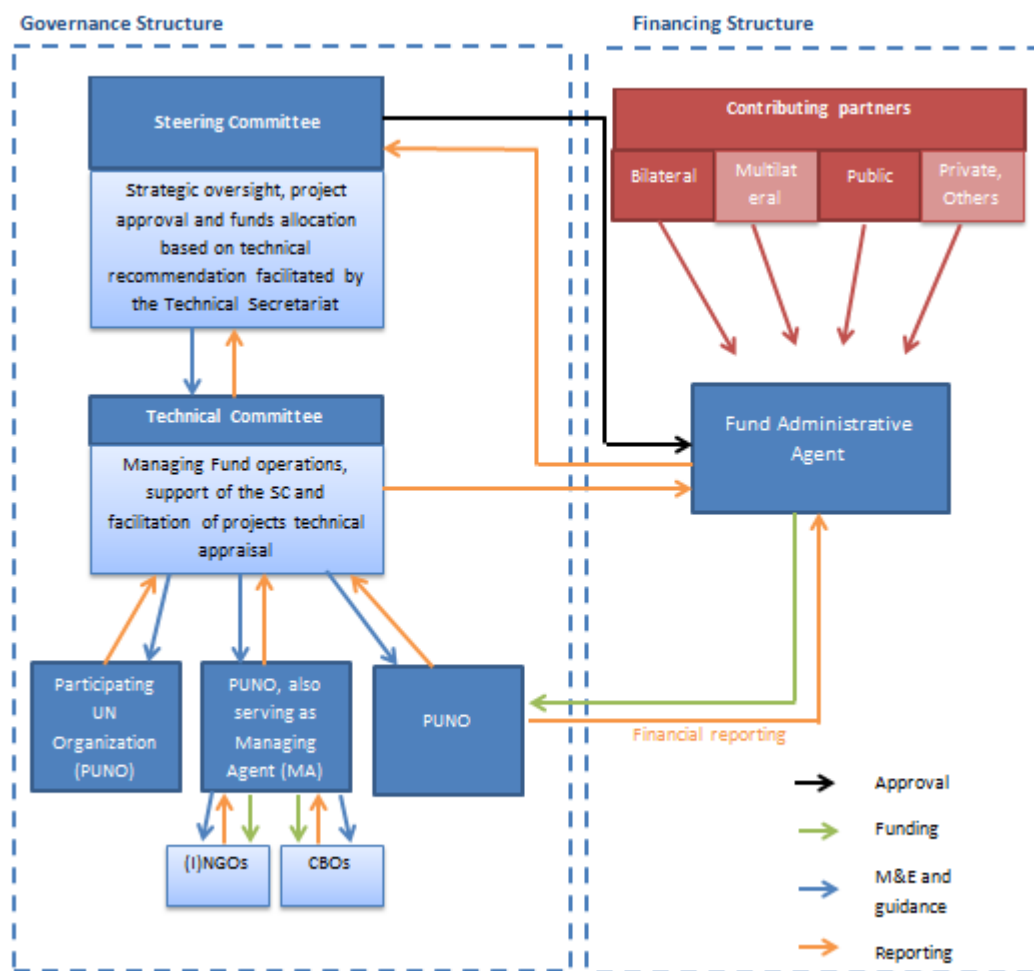
11. To operationalize the Nigeria SSI MDTF, a set of guidelines and terms for community and organization access to the Safe Schools Initiative funding will be set up, requiring that schools demonstrate they are able to provide the minimum conditions to promote learning, inclusion, stimulation and a friendly environment to sustain children students, teachers, school personnel, etc. Projects funded by the Nigeria Safe Schools Initiative MDTF will aim to build resilience and promote vigilance and awareness of threats.

12. Notably, the Fund will enable the rapid disbursement and implementation of activities in the areas which are of most difficult access in the Northeast. In order to encourage the complementarity between the national Fund and the Nigeria Safe Schools Initiative MDTF, the latter could include as a guiding principle for project and funding approval, that the proposed project is receiving or will receive co-financing from the national Fund.

13. The Nigeria Safe Schools Initiative MDTF will benefit from a set of established standard operating procedures for Fund administration and Fund management in line with international best practices. It will also benefit from UN agreed and harmonized recovery rates, pre-agreed

contribution agreements with partners, and publicly available programmatic and financial information through an online platform, the MPTF Office GATEWAY <http://mptf.undp.org/>.

14. In line with common practices for UN country-based multi-donor trust funds, the Nigeria SSI MDTF will be governed by a Steering Committee, which will be supported by a Technical Committee. UN Organizations will be eligible for funding, as well as NGOs, Civil Society Organizations, private sector partners and CBOs, which could access the Fund through one Participating UN Organization assuming the role of Managing Agent. The Fund governance will aim to mobilize development assistance from traditional and non-traditional partners by providing an accountable, transparent, result-oriented and cost-effective financial instrument.



ELIGIBILITY AND ACCESS TO THE FUND

15. The Fund can be accessed by the relevant UN Agencies and Programmes, namely the United Nations Children Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the United Nations Office for Project Services (UNOPS), and other UN

Agencies and Programmes as deemed relevant by the Steering Committee. These Participating UN Organizations (PUNOs) may be eligible for funding by concluding a Memorandum of Understanding (MOU) with the MPTF Office as Administrative Agent of the Fund.

16. Through the PUNOs, non-governmental organizations (NGOs), civil society organizations (CSOs) and national institutions may receive funds from the Nigeria SSI MDTF based on a project agreement concluded with such entities as implementing partners of the concerned PUNO in accordance with its regulations, rules and procedures. Use of funds, reporting obligations, liability, audit and other matters relating to the management of the funds provided and the activities shall be addressed in such project agreements in the manner that is customary for the concerned PUNO.

GOVERNANCE STRUCTURE

17. To avoid duplication and enhance synergies between the national Fund and the Nigeria SSI MDTF, the already established **Steering Committee (SC)** of the national Fund will also serve as SC of the Nigeria SSI MDTF. The SC responsibilities will be to oversee the allocation of mobilized funds, discuss the Fund requirements and priorities and to provide oversight and overall guidance on the Fund's impact and achievement of results, as detailed below.

The Steering Committee

18. The Steering Committee provides oversight of the Nigeria SSI MDTF, establishes the fund allocation criteria based on the programmatic framework, and makes the resource allocation decisions for the projects informed by the technical review conducted by the SSI Technical Committee.

19. The Steering Committee is co-chaired by the Coordinating Minister of the Economy the Honorable Minister of Finance and the UN Special Envoy for Education Mr. Gordon Brown.

20. The composition of the Steering Committee is:

- a. Business Coalition Representative
- b. Director General, National Emergency Management Agency
- c. Ministry of Education
- d. Ministry of Social and Women Affairs
- e. Education Commissioners of Borno, Yobe and Adamawa
- f. UN Resident Coordinator
- g. UNICEF Country Representative

- h. DFID Head of Office
- i. World Bank
- j. African Development Bank

21. The Steering Committee will be responsible for:

- i) Providing oversight and exercising overall accountability of the Safe Schools Initiative, including the oversight of the Government's Safe Schools Fund as well as the UN Nigeria SSI MDTF;
- ii) Reviewing and approving proposals submitted for funding after being cleared by the Technical Committee, ensuring their conformity with the requirements of the Nigeria SSI Fund Terms of Reference (TOR);
- iii) Reviewing the Nigeria SSI MDTF status and its overall progress
- iv) Reviewing and approving the periodic progress reports (programmatic and financial) consolidated by the Administrative Agent, based on the progress reports submitted by the Participating UN organisations;
- v) Commissioning reviews and "lessons learned" reports on the performance of the Nigeria SSI MDTF, and discussing follow-ups actions; and
- vi) Approving and updating the Nigeria SSI MDTF TOR, as required.

The Technical Committee

22. At the inaugural meeting of the Steering Committee a Technical Committee was set up, after debated discussion on the 17th July, 2014 initiative, to develop a framework for the speedy actualization of the initiative. The Technical Committee set up to develop the outline for the quick attainment of the SSI with due consultation and participation of all major players and states under emergency rule.

23. The Technical Committee is hosted by the National Emergency Management Agency (NEMA). The members are NEMA, Min of Education, Min of Finance, the 3 Commissioners for the 3 affected states in the North, a donor (DFID) and a UN agency (UNICEF). The Technical Committee is a working level/technical structure.

24. The Technical Committee will be responsible for:

- a. Coordinates with the Participating UN Organizations on the development of projects and/or Joint Programmes to be submitted for Steering Committee approval and Nigeria SSI MDTF funding;
- b. Based on technical assessment of proposals, recommends the Steering Committee the a set of projects to be funded;
- c. Ensure that projects and Joint Programmes funded by the Nigeria SSI MDTF complements and does not overlap or duplicate activities funded by the Government's Safe School Fund;
- d. Logistical arrangements required to facilitate the Steering Committee meetings;
- e. Documenting, communicating and ensuring follow-up of the Steering Committee decisions;
- f. Assisting the Steering Committee Co-chairs in following up and oversight actions and decisions, and in communicating important milestones to donors and other stakeholders; and
- g. Periodically reviewing the TOR and recommending changes or revisions;
- h. Tracking the Steering Committee decisions, approvals, allocations, implementation progress, closure of projects and identifying challenges to be reported to the Steering Committee on quarterly basis;
- i. Develop in coordination with the MPTF Office, forms and templates to be used by the PUNOs, for submission of project proposals and result-based reporting to the Steering Committee;
- j. Based on the projects annual narrative reports, prepare a consolidated annual progress report on the activities of the Nigeria SSI MDTF by 30 April of the following year. Upon receipt of the financial consolidated report by the AA/ MPTF Office, and in consultation with the latter, the Technical Committee in coordination with the MPTF Office will consolidate the annual narrative and financial progress report to be issued no later than 31 May following the reporting year;
- k. Ensure systematic progress and results monitoring, as well as monitoring of operational performance against the Fund level Results and Risk Framework.

Administrative Agent

25. The UNDP MPTF Office will be the AA, with responsibilities to conclude an MOU with PUNOs and a Standard Administrative Arrangements (SAA) with each contributing partner. It will receive, administer and transfer funds to PUNOs, upon instructions from the Steering Committee and submit yearly consolidated narrative and financial reports to the Steering Committee and all contributing Partners that have provided financial contributions to the Nigeria SSI MDTF. The MPTF Office will post the MOU, SAAs and other relevant documents in the AA website - the MPTF Office GATEWAY (<http://mptf.undp.org>).

26. Each PUNO shall sign a standardised MOU with the MPTF Office, as the AA, that sets out the roles and responsibilities of each party. Each contributing partner to the Nigeria SSI MDTF would sign an SAA with the MPTF Office that sets out the terms and conditions governing the receipt and administration of the contribution.

27. Subject to the availability of funds, the AA shall normally make each disbursement to the PUNOs within three to five business days after receipt of instructions from the Steering Committee,

accompanied with the approved Project Document and the relevant transfer forms¹, signed by all parties concerned.

28. Additionally, the MPTF Office will provide (if requested) different advisory services in support to the financing operations, namely:

- i. Support to Nigeria SSI MDTF capitalization efforts, mainly in the elaboration of strategies;
- ii. Support to the elaboration of the Nigeria SSI MDTF Operations Manual, to enable and effective, efficient and transparent management. The main objectives of the Operations Manual will include the guiding principles and objectives of the Fund, the methodologies for project approval and fund allocation and the conditions for cost and no cost extension and programme revisions, M&E, communication strategies, among others.

CONTRIBUTIONS TO THE NIGERIA SSI MDTF

29. Contributions to the Nigeria SSI MDTF may be accepted from governments, intergovernmental or nongovernmental organisations and private-sector organisations, upon signature of an SAA with the AA.

30. Contributions to the Nigeria SSI MDTF may be accepted in fully convertible currency or in any other currency that can be readily utilised. Such contributions shall be deposited into the bank account designated by the AA.

31. The value of a contribution payment, if made in other than United States dollars, shall be determined by applying the UN operational rate of exchange in effect on the date of payment. Gains or losses on currency exchanges shall be recorded in the Nigeria SSI MDTF account established by the AA to transfer funds to PUNOs.

32. To achieve optimal progress and ensure maximum flexibility and adaptation to changing priorities, a guiding principle for resource mobilisation would be that contributing partners are encouraged to contribute with multi-year un-earmarked resources.

PROJECT VALIDATION CRITERIA AND APPROVAL

33. The Technical Committee with the support of the Administrative Agent will develop a standard proposal request form that all Participating UN Organizations to use when submitting requests to the Nigeria SSI MDTF.

34. Using the standard proposal request form, Participating UN Organizations will develop and submit requests to the Technical Committee. The Technical Committee will review the request to ensure that all required information is included in the standard request form before submission to the Steering Committee.

¹ Templates for the Fund Transfer Request (FTR) and Prodoc can be part of a separate Operations Manual.

35. The Steering Committee will then review the request and the opinion of the relevant UN organization and donors and either approve it, request further review or reject it.

36. Upon approval of a request the Steering Committee will instruct the Administrative Agent to disburse the authorized amount to the recipient Participating UN Organization. The instruction will be signed by the Chair of the Steering Committee and include all relevant documentation² to enable a disbursement.

37. The full details of the project development and approval processes will be developed in the Operational Manual.

38. The Steering Committee will make a funding decision on any request within a maximum of two weeks of its receipt from the Technical Committee, assuming that all required information has been provided. In addition, the Administrative Agent will disburse the authorized amounts to a recipient organization within 3-5 business days of receiving all the required documentation and instructions from the Steering Committee.

39. In order to ensure that the operations of the Nigeria SSI MDTF allow for an adequate and timely response to any urgent need, and in particular to minimize the time needed for reviewing requests, the Steering Committee, with the support of the Technical Committee and the Administrative Agent, will regularly review its procedures and decide on any amendment deemed necessary, such as fast track procedures which can ensure the approval of urgent project proposals within an even shorter time frame than the two week maximum.

40. The Technical Committee will post the final list of approved proposals on the Fund's web-site on the MPTF Office GATEWAY (<http://mptf.undp.org>).

UTILISATION OF THE NIGERIA SSI MDTF

41. Resources from the Nigeria SSI MDTF will be utilised for the purpose of meeting the direct and indirect costs of projects approved by the Steering Committee and managed by the PUNOs. Details of such projects, including respective budgets and implementation partners (national entities, NGOs, CSOs, intergovernmental organisations) will be set out in the relevant project documents.

42. The indirect costs of the PUNOs recovered through programme support costs will be seven per cent (7%). All other costs, incurred by each PUNO in carrying out the activities for which it is responsible under the Nigeria SSI MDTF, will be recovered as direct costs.

43. Upon decision taken by the Steering Committee, the Secretariat support or other related Fund level activities, such as M&E, Evaluations and Lessons Learned studies can be charged as direct costs to the Nigeria SSI MDTF.

44. The AA will charge a one-time-fee of one per cent (1%) for fund management and fiduciary responsibilities, which will be deducted from the contributions to the Nigeria SSI MDTF at the time

² The list of supporting documents to the transfer will be established in the Operations Manual

they are deposited.

45. PUNOs shall assume full programmatic and financial accountability for the funds disbursed to them by the AA. Such funds shall be administered by each PUNO in accordance with its own regulations, rules, directives and procedures.

REPORTING

Participating UN Organizations

46. Each PUNO will provide the AA with the following statements and reports prepared in accordance with their own accounting and reporting procedures:

- Annual narrative progress reports, to be provided no later than three months (31 March) after the end of the calendar year;
- Final narrative reports, after the completion of the activities in the approved programmatic document and including the final year of the activities, to be provided no later than three months (31 March) of the year following the financial closing of the Fund. The final report will provide a summary of results and achievements; and,
- Annual financial statements and reports, as of 31 December with respect to the funds disbursed to it from the Fund Account, to be provided no later than four months (30 April) after the end of the calendar year;
- Certified final, financial statements and final, financial reports after the completion of the activities in the approved programmatic document and including the final year of the activities in the approved programmatic document, to be provided no later than six months (30 June) of the year following the financial closing of the Fund.

Technical Committee

47. As described in paragraph 24, the Technical Committee will be responsible for preparing a consolidated annual progress report on the activities of the Nigeria SSI MDTF (based on the projects annual narrative reports) by 30 April of the year following the reporting period. Upon receipt of the financial consolidated report by the AA/ MPTF Office, and in consultation with the latter, the Technical Committee will consolidate the annual narrative and financial progress report to be issued no later than 31 May following the reporting year.

Administrative Agent

48. The AA will prepare a consolidated financial report, based on the reports referred to in the previous paragraph (i) to (iv) above, and will provide those consolidated reports to each contributing partner that has contributed to the Fund Account, as well as the Steering Committee no later than five months (31 May) after the end of the calendar year, and the final consolidated narrative and financial report shall be provided no later than seven months (31 July) of the year following the financial closing of the Nigeria SSI MDTF.

49. The AA will also provide the Steering Committee and the PUNOs with the following statements on its activities as AA:

- Certified annual financial statement (“Source and Use of Funds” as defined by the UNDG guidelines) to be provided no later than five months (31 May) after the end of the calendar year; and
- Certified final financial statement (“Source and Use of Funds”) to be provided no later than seven months (31 July) of the year following the financial closing of the Fund.

50. Consolidated reports and related documents will be posted periodically on the website of the AA, MPTF Office GATEWAY (<http://mptf.undp.org>).

AUDIT

51. The AA and PUNOs will be audited in accordance with their own Financial Regulations and Rules. In addition, the Fund’s projects implemented by the PUNOs may be audited in accordance with the Framework for Auditing Multi-Donor Trust Funds, which has been agreed to by the Internal Audit Services of PUNOs and endorsed by the UNDG in September 2007.

PUBLIC DISCLOSURE

52. The AA in consultation with the Steering Committee and the PUNOs will ensure that decisions regarding the review and approval of the Nigeria SSI MDTF, as well as periodic reports on the progress of implementation of the Nigeria SSI MDTF and any associated external evaluation, are posted for public information on the relevant UN website for Nigeria and the MPTF Office GATEWAY (<http://mptf.undp.org>). Such reports and documents may include the Nigeria SSI MDTF Steering Committee approved programmes, Nigeria SSI MDTF annual financial and progress reports and external evaluations, as appropriate.

TERMINATION AND EXTENSION OF THE NIGERIA SSI MDTF

53. The Nigeria SSI MDTF will cease operations on the 31 December 2017 (or earlier if specified by the Steering Committee). The final date for submission of new projects, for transfer of new funds and for operational closure will be established by the Steering Committee. The term of the Fund may be extended by agreement of the Steering Committee and the AA.

54. The Nigeria SSI MDTF will terminate upon completion of all programmes funded through the Nigeria SSI MDTF and after satisfaction of all commitments and liabilities. Notwithstanding the completion of the programmes financed from the Nigeria SSI MDTF, any unutilised balances will continue to be held in the Nigeria SSI MDTF Account until all commitments and liabilities incurred in implementation of the programmes have been satisfied and programme activities have been brought to an orderly conclusion.

55. Any balance remaining in the Nigeria SSI MDTF Account or in the PUNOs’ separate ledger accounts upon winding up of the Nigeria SSI MDTF will be used for a purpose mutually agreed upon

by the Steering Committee and donors.

VISIBILITY AND JOINT COMMUNICATION

56. Each PUNO will take appropriate measures to publicise the Nigeria SSI MDTF and to give due credit to the other PUNOs and other involved stakeholders. Information given to the press, to the beneficiaries of the Fund, all related publicity material, official notices, reports and publications, will acknowledge the role of implementing partners and local authorities (as appropriate), the contributing partners, the PUNOs, the AA and any other relevant entities. In particular, the AA will include and ensure due recognition of the role of each PUNOs and national partners in all external communications relating to the Fund.