



KADUNA STATE GOVERNMENT

Kaduna State Regulatory Authority (KADSTRA)



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KADUNA BRT PROJECT

**Detailed Engineering Design, Procurement
and Construction Supervision (EPCS)**

Package 1

Resettlement Action Plan (RAP)

INSTITUTIONAL ARRANGEMENTS REPORT

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Acronyms

Acronym	Meaning
AEC	Advanced Engineering Consultants
ADR	Alternative Dispute Resolution
ADRC	Alternative Dispute Resolution Centre
AFD	Agence Française de Développement
AfDB	African Development Bank
BRT	Bus Rapid Transit
CO ₂	Carbon Dioxide
D1	Deliverable 1 - Preliminary RAP Report
D2	Deliverable 2 - Institutional Arrangements Report
D3	Deliverable 3 - Final RAP Report
D4	Deliverable 4 - RAP Implementation Methodology Note
EPCS	Engineering, Procurement and Construction Supervision
ESF	Environmental and Social Framework
ESS	Environmental and Social Standards
ESS5	Environmental and Social Standard 5
FMEEnv	Federal Ministry of Environment
GIS	Geographic Information Systems
GRM	Grievance Redress Mechanism
KADEDA	Kaduna State Enterprise Development Agency
KADGIS	Kaduna Geographic Information Service
KADRA	Kaduna Roads Agency
KASUPDA	Kaduna State Urban Planning and Development Authority
KADSTRA	Kaduna State Transport Regulatory Agency
KBRT	Kaduna Bus Rapid Transit
KDSG	Kaduna State Government
KEPA	Kaduna Environmental Protection Authority

KMMC	Kaduna Market Management Company
LGA	Local Government Area
MDBs	Multilateral Development Banks
MDAs	Ministries, Departments and Agencies
M&E	Monitoring and Evaluation
MPWI	Ministry of Public Works and Infrastructure
NGO	Non-Governmental Organization
PAP	Project Affected Person
PIU	Project Implementation Unit
PMOD	Project Management and Operations Design
PMU	Project Management Unit
RAP	Resettlement Action Plan
RICA	Rapid Institutional Capacity Assessment
ROW	Right-of-Way
RPF	Resettlement Policy Framework
RSC	Resettlement Sub-Technical Committee
ToR	Terms of Reference
TWC-RIA	Technical Working Committee on Resettlement Implementation Activities
UNFCCC	United Nations Framework Convention on Climate Change

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EXECUTIVE SUMMARY

Kaduna Bus Rapid Transit (KBRT) Project is a strategic urban transport initiative aimed at improving mobility, accessibility, and economic development within Kaduna State. As part of project preparation, a Resettlement Action Plan (RAP) is being developed to identify and manage physical and economic displacement impacts arising from project implementation. Preliminary RAP investigations indicate that economic displacement, particularly affecting traders, roadside businesses, and other corridor-based economic activities, is likely to represent the dominant resettlement challenge.

This Institutional Arrangements Report (Deliverable 2 of Output 2.11) has been prepared to establish the governance, coordination, and implementation framework through which RAP measures will be delivered. The report builds on findings from the Preliminary RAP Report (D1), institutional consultations, the Institutional Arrangements Workshop (Session 1), and institutional analyses undertaken under the KBRT Project Management and Operations Design (PMOD) programme. Its purpose is to provide a practical framework for assigning responsibilities, coordinating participating institutions, and supporting the implementation of compensation, livelihood restoration, grievance management, and vulnerability support measures.

Four alternative implementation approaches were assessed: (i) a Centralised Project-Led Model, (ii) a Hybrid Model, (iii) a Consultant-Led Model, and (iv) a Mandate-Based Multi-Agency Model. Following evaluation against statutory, operational, sustainability, and coordination criteria, the Mandate-Based Multi-Agency Model was selected as the preferred approach. This model allocates RAP implementation responsibilities to existing Kaduna State Ministries, Departments and Agencies (MDAs) according to their statutory mandates while coordinating implementation through dedicated governance structures. The proposed governance framework is integrated into the wider KBRT governance structure and comprises four levels: the KBRT Steering Committee, the KBRT Technical Committee, the Resettlement Sub-Technical Committee (RSC), and participating MDAs responsible for implementation. The RSC is proposed as the primary coordination platform for RAP delivery, while the KBRT Project Management Unit (PMU) serves as its secretariat.

The report identifies institutional responsibilities across key RAP workstreams, including *land administration, valuation and compensation, PAP verification, livelihood restoration, support for vulnerable persons, community engagement, grievance management, market transition, security management, and monitoring and reporting*. Lead roles are proposed for institutions including KADGIS, KASUPDA, the Ministry of Business Innovation and Technology, the Ministry of Women Affairs and Social Development, the Ministry of Justice, the Kaduna Market Management Company, and the Ministry of Internal Security and Home Affairs. A service delivery framework is also proposed

to translate institutional responsibilities into practical implementation arrangements. The framework emphasizes PAP-centred implementation, accessibility, transparency, accountability, and coordinated service delivery. Dedicated implementation streams are proposed for PAP verification, compensation management, livelihood restoration, vulnerability support, stakeholder engagement, grievance resolution, and implementation security.

Recognising that institutional capacity is a critical determinant of RAP implementation success, the report proposes a Rapid Institutional Capacity Assessment (RICA) and Institutional Arrangements Validation Workshop. These activities are intended to validate assigned roles, assess institutional readiness, identify capacity gaps, and refine implementation arrangements before finalisation of the RAP and preparation of the RAP Implementation Methodology.

Preliminary inventory findings indicate that the KBRT corridor contains a mixture of physical and economic displacement risks. Through an inventory of affected assets carried out using the engineering design, **a total of 592 preliminary impact records were identified across the Kawo Motor Park area and the main corridor**, including impacts on structures, boundary walls, billboards, public infrastructure, traders, commercial frontages, and livelihood activities. The findings suggest that livelihood restoration and economic recovery measures will represent a major component of the final RAP.

Finally, the report presents a preliminary entitlement framework aligned with national requirements and ESS5 principles. The framework establishes indicative categories of eligibility, outlines preliminary entitlement considerations for physical and economic displacement impacts, and highlights the importance of targeted support for vulnerable persons. The framework will be refined following completion of PAP enumeration, socio-economic surveys, valuation exercises, and institutional validation processes.

CHAPTER ONE: INTRODUCTION

1.1. Background

The Kaduna Bus Rapid Transit (KBRT) Project is a major urban transport initiative being developed to improve mobility, accessibility, and economic development in Kaduna State. The project involves the development of a Bus Rapid Transit (BRT) system along a defined bus corridor, including associated infrastructure and operational systems designed to enhance public transport service delivery.

As part of project preparation, a Resettlement Action Plan (RAP) is being developed to address potential physical and economic displacement impacts arising from project activities. These impacts fall within the scope of involuntary resettlement and are considered in accordance with national legislation and the World Bank Environmental and Social Framework (ESF), particularly Environmental and Social Standard 5 (ESS5).

Involuntary resettlement, if not properly managed, can give rise to significant socio-economic risks, including loss of income sources, disruption of livelihoods, and weakening of social networks. The RAP is therefore designed to identify such impacts and define measures to mitigate them and ensure that affected persons are adequately supported.

Findings from the Preliminary RAP Report (D1) indicate that the KBRT Project is expected to result predominantly in economic displacement, rather than large-scale physical displacement. Key impacts identified include:

1. disruption of roadside businesses and informal economic activities;
2. restriction of access to land and public right-of-way areas; and
3. impacts on individuals operating within regulated urban spaces along the project corridor.

The nature of these impacts and their management requirements highlight the need for a coordinated and well-defined institutional framework to guide the implementation of RAP measures.

1.2. Objectives of the RAP and Need for Implementation Arrangements

The overall objective of the RAP is to identify, assess, and address the impacts of involuntary resettlement associated with the KBRT Project, ensuring that affected persons are supported through appropriate compensation, assistance, and livelihood restoration measures.

In line with the RAP preparation framework, the RAP is intended to:

- identify the nature and extent of displacement impacts;
- determine affected persons and their socio-economic characteristics;
- define mitigation measures, including compensation and resettlement assistance; and
- ensure that affected persons are assisted in restoring or improving their livelihoods.

While the Preliminary RAP report (D1) establishes the impact profile and proposed mitigation measures, the effective delivery of these measures depends on the existence of clear and functional implementation arrangements.

Given the multi-sectoral nature of resettlement impacts—spanning land management, urban planning, infrastructure delivery, livelihood support, and social protection—implementation requires the coordinated involvement of multiple institutions. This creates the need for a structured framework to:

1. define the roles and responsibilities of participating agencies;
2. manage interactions and dependencies across institutions; and
3. provide clear processes for the execution of mitigation measures.

This need forms the basis for the present Implementation Arrangements Report (D2).

It should be noted that the Project Affected Persons (PAPs) addressed through the RAP are primarily those affected by project land acquisition requirements and associated construction-related impacts. While the KBRT Project may also generate operational impacts affecting existing transport operators and informal transport service providers

during the operational phase of the BRT system, such impacts fall outside the scope of RAP implementation. These operational transition issues are being addressed through the Environmental and Social Impact Assessment (ESIA), particularly through the Environmental and Social Management Plan (ESMP), and through the Project Management and Operations Design (PMOD) studies relating to informal transport industry integration and transition arrangements. The RAP implementation framework presented in this report should therefore be interpreted within the context of construction-phase and acquisition-related displacement impacts.

1.3. Purpose of the Implementation Arrangements Report (D2)

The purpose of this report is to define the implementation and governance arrangements for the KBRT RAP.

Specifically, the report serves as an operational blueprint that:

1. clarifies the roles and responsibilities of Kaduna State Ministries, Departments and Agencies (MDAs) involved in RAP implementation;
2. establishes a mandate-based, multi-agency framework for the delivery of RAP compensation and assistance measures; and
3. sets out the coordination mechanisms through which these agencies will work together to implement compensation, livelihood restoration, and related interventions.

In doing so, the report applies the key findings of the preliminary report in formulating clear institutional and operational arrangements, thus providing a to a structured framework for delivering resettlement measures when completed in the Final RAP (D3).

1.4. Institutional Approach to RAP Implementation

Following detailed analysis on a variety of institutional approaches (described in Chapter 2), the implementation of the KBRT RAP is based on a mandate-based, multi-agency approach, in which relevant MDAs carry out RAP-related functions in accordance with their statutory responsibilities.

This approach reflects:

1. the institutional structure of Kaduna State; and
2. the multi-dimensional nature of RAP implementation, which requires inputs from different sectors.

Under this approach, implementation responsibilities are assigned to agencies based on their mandates. Existing institutional systems are utilized, rather than establishing parallel structures and coordination across institutions is achieved through a structured governance mechanism.

At the centre of this system is the Resettlement Sub-Technical Committee (RSC), which serves as the coordination platform for RAP implementation. The RSC operates within the broader KBRT governance structure and is responsible for:

1. coordinating activities of participating agencies;
2. managing inter-agency dependencies; and
3. addressing implementation challenges.
4. Reporting RAP planning and implementation activities to the Steering Committee through the technical committee

The KBRT Project Management Unit (PMU) serves as the Secretariat to the RSC, facilitating coordination, communication, and reporting, while implementation responsibilities remain with the respective mandate agencies.

1.5. Methodology and Sources of Data

This report is based on a combination of document review, institutional analysis, and stakeholder engagement processes undertaken as part of the arrangements elicitation process.

1. **Preliminary RAP Report (D1):** The Preliminary RAP (D1) provides the primary analytical basis for this report. It includes:
 - a. identification of project impacts;
 - b. assessment of affected persons; and

- c. initial definition of mitigation and entitlements.

The findings from D1 inform the scope and requirements for implementation arrangements.

2. Terms of Reference (Outputs 2.11 and 2.12): The Terms of Reference guiding KBRT RAP preparation define the scope of work for:

- a. preparation of the RAP (Output 2.11); and
- b. development of implementation arrangements (Output 2.12).

These requirements provide the basis for:

- a) defining institutional roles and responsibilities;
- b) establishing coordination mechanisms; and
- c) structuring the overall implementation framework.

3. Reports of Institutional Arrangements Workshop (Working Series 1): A key input to this report is the Institutional Arrangements Workshop conducted with relevant Kaduna State MDAs on 28th January 2026.

The workshop enabled:

- a. identification of key agencies involved in RAP implementation;
- b. clarification of institutional mandates; and
- c. development of a preliminary multi-agency coordination framework.

The outcomes of the workshop form a critical basis for:

- a. functional mapping of participating institutions; and
- b. the design of the Resettlement Sub-Technical Committee (RSC).

4. Institutional Analysis Reports (PMOD Output 2): The report also draws on institutional analysis studies conducted under the Project Management and Operations Design (PMOD) consultancy (Output 2) for the KBRT Project.

PMOD Output 2 studies provide:

- a. detailed mapping of institutional mandates;
- b. identification of overlaps and gaps in responsibilities; and
- c. analysis of coordination challenges across agencies.

These insights have been used to:

- a. refine role allocation for RAP implementation;
- b. identify areas requiring coordination; and
- c. support the design of the multi-agency implementation framework.

5. Other Stakeholder Consultations and Technical Engagements: Additional inputs were obtained from targeted consultations and technical engagements with relevant agencies. These interactions provided practical insights into:

- a. institutional capacities;
- b. operational constraints; and
- c. feasibility considerations for RAP implementation.

1.6. Scope of the Report

This report focuses on the institutional and operational arrangements required for the preparation and implementation of the KBRT RAP.

Specifically, it:

- a. defines the governance structure for RAP implementation;
- b. identifies and maps the roles of participating MDAs;
- c. establishes coordination mechanisms for multi-agency engagement; and
- d. outlines operational processes for delivering RAP measures.

1.7. Report Caveat

1. This report is presented as an **Exposure Draft** of the KBRT RAP Institutional Arrangements Report (D2). Unlike conventional implementation planning documents that are prepared after institutional responsibilities have been fully agreed and validated, this report is being issued prior to completion of the Rapid Institutional Capacity Assessment (RICA) and Institutional Arrangements Validation Workshop. Accordingly, the governance arrangements, institutional responsibilities, service delivery frameworks, coordination mechanisms and implementation proposals contained herein should be regarded as preliminary and consultative in nature. Their inclusion in this report does not imply formal acceptance by the institutions concerned nor does it constitute a final assignment of responsibilities. This approach recognizes that the development of a realistic implementation framework requires iterative engagement with the institutions expected to participate in RAP implementation. Consequently, the report deliberately presents proposed arrangements for review, discussion, interrogation and refinement through the institutional validation process described in Chapter 6.

2. The inventory findings and preliminary entitlement framework presented in chapters 8 and 9 are based on the best information currently available from field findings but remain subject to further verification through ongoing RAP preparation activities, including impact avoidance measures, design changes, socio-economic survey, valuation exercises, institutional consultations and additional stakeholder engagement. The inventory findings, which is presented in this report, should have formed part of the preliminary RAP. Inventory of assets could not be concluded at the time due to the non-availability of engineering designs to guide the process of inventory-taking.

This report should therefore be read as:

- a statement of the RAP Team's proposed institutional framework for implementation;
- a basis for institutional dialogue and validation;
- an input into the Rapid Institutional Capacity Assessment process;
- a working document for the Institutional Arrangements Validation Workshop; and
- a foundation for preparation of the Final RAP and RAP Implementation Methodology.

The findings, conclusions and recommendations contained herein may be revised following completion of the validation process and consideration of comments received from participating institutions, stakeholders and project governance bodies during the Validation Workshop.

Ultimately, the final implementation framework for the KBRT RAP will be documented in the Final RAP (D3) and elaborated through the RAP Implementation Methodology (D4), taking into account the outcomes of institutional validation, capacity assessments and subsequent RAP investigations.

CHAPTER TWO: ALTERNATIVE IMPLEMENTATION APPROACHES AND SELECTION OF PREFERRED MODEL

2.1. Introduction

Implementation of RAP measures can be undertaken through different institutional arrangements depending on project complexity, institutional capacity, statutory requirements, financing arrangements, and the broader governance environment within which the project operates. The selection of an appropriate implementation model is a critical determinant of the outcome effectiveness of the Resettlement Plan, influencing accountability, sustainability, efficiency, and stakeholder ownership.

For the KBRT Project, several implementation approaches were considered before selecting the preferred institutional model - which has already been indicated in Chapter 1. These approaches were assessed against the specific characteristics of the project, including the nature of anticipated impacts, the institutional landscape within Kaduna State, and the requirement to comply with both Nigerian regulatory frameworks and international standards.

This chapter presents the alternative implementation approaches considered and the rationale for the selection of the preferred implementation model.

2.2 Assessment Criteria

The implementation approaches were assessed against the following criteria:

- Consistency with statutory mandates of existing institutions.
- Ability to deliver RAP measures effectively and efficiently.
- Clarity of roles, responsibilities and accountability.
- Institutional ownership and sustainability.
- Capacity to manage complex and multi-dimensional RAP activities.
- Alignment with the broader institutional arrangements developed for the KBRT Project.

- Ability to promote coordination across agencies.
- Cost-effectiveness and implementation practicality.

2.3 Option 1: Centralised Project-Led Implementation Model

2.3.1 Description

Under this model, RAP implementation functions are concentrated within the Project Management Unit (PMU) or a dedicated Project Implementation Unit (PIU). The project team assumes responsibility for implementing compensation, livelihood restoration, grievance management, stakeholder engagement, and monitoring activities, often through project-specific committees and temporary structures.

This approach has been widely adopted in infrastructure projects financed by Multilateral Development Banks (MDBs) and other partners, including certain rural transport and road sector projects.

2.3.2 Advantages

- Under this Strong project control over implementation activities.
- Faster decision-making processes.
- Simplified accountability arrangements.
- Reduced dependence on external institutions.

2.3.3 Limitations

- Duplication of institutional mandates already vested in government agencies.
- Establishment of parallel implementation systems.
- Weak institutional ownership by statutory agencies.
- Limited sustainability after project completion.
- Potential disconnect between project structures and established government systems.

2.3.3 Relevance to KBRT

While this model offers administrative simplicity, it was considered less suitable for the KBRT Project because Kaduna State already possesses several institutions with mandates directly relevant to RAP implementation, including agencies responsible for land

administration, planning control, livelihood support, social protection, and market management.

Secondly, the institutional set-up of KBRT PMU readily recognizes the respective mandates of various KDSG agencies in its routine technical operations, without taking over such functions.

2.4. Option 2: Hybrid Implementation Model

2.4.1 Description

The hybrid approach combines project-led implementation with delegated responsibilities for selected government agencies. Under this arrangement, the PMU retains direct responsibility for key RAP activities while MDAs perform supporting or specialised functions.

2.4.2 Advantages

- Maintains significant project control.
- Allows utilisation of specialised expertise within government.
- Can facilitate gradual institutional engagement.

2.4.2 Limitations

- Creates ambiguity regarding implementation authority.
- May result in duplication of effort.
- Risks role conflicts between project and government institutions.
- Accountability can become fragmented.

2.4.4 Relevance to KBRT

The hybrid model addresses some shortcomings of the project-led approach but still poses challenges in clearly delineating responsibilities among participating institutions.

2.5 Option 3: Consultant-Led Implementation Model

2.5.1 Description

Under this approach, implementation of RAP measures is outsourced to an external RAP Implementation Consultant or specialised service provider. The consultant performs operational functions including compensation administration, livelihood restoration, stakeholder engagement, grievance management, monitoring, and reporting.

Relevant government agencies provide oversight and approval functions while implementation responsibility remains largely outsourced.

2.5.2 Advantages

- Access to specialised technical expertise.
- Rapid mobilisation of implementation resources.
- Standardised implementation processes.
- Potential efficiency gains in project delivery.

2.5.3 Limitations

- Weak institutional ownership by State agencies.
- Limited transfer of capacity to government institutions.
- Potential creation of parallel systems outside government structures.
- Sustainability concerns following consultant disengagement.
- Higher long-term implementation costs.

2.5.4 Relevance to KBRT

Although consultant support will remain important for technical assistance and quality assurance with the Engineering, Procurement and Construction Supervision (EPCS) consortium contracted to support RAP Implementation under Output 2.12 of its contract, a fully outsourced implementation model was considered unsuitable because it would not

adequately strengthen institutional ownership of RAP delivery within Kaduna State Government.

2.6 Option 4: Mandate-Based Multi-Agency Implementation Model

2.6.1 Description

Under this approach, implementation responsibilities are assigned to Ministries, Departments and Agencies (MDAs) according to their statutory mandates. Each institution implements those RAP functions that fall within its area of authority and competence.

Coordination, integration, and oversight are provided through a Resettlement Sub-Technical Committee (RSC), while the PMU serves as Secretariat.

2.6.2 Advantages

- Aligns implementation with statutory responsibilities.
- Promotes institutional ownership.
- Strengthens existing government systems.
- Avoids duplication of functions.
- Enhances sustainability beyond the life of the project.
- Supports inter-agency collaboration.
- Aligns with institutional arrangements being developed for the wider KBRT system.

2.6.3 Limitations

- Requires effective coordination mechanisms.
- May involve longer institutional decision-making processes.
- Performance depends on agency capacity and commitment.

2.6.4 Relevance to KBRT

The multi-dimensional nature of anticipated KBRT RAP impacts requires the involvement of institutions responsible for land administration, urban planning, social development, livelihood support, security, market management, and dispute resolution. A mandate-based approach therefore provides the most appropriate framework for leveraging existing institutional strengths while ensuring long-term sustainability.

Within the institutional context of KBRT, inter-agency working arrangements have been previously established to support various technical aspects of the BRT programme design

and implementation. Such multiagency arrangements have allowed KBRT project leverage on the competencies and mandates of various KDSG agencies without collapsing them into the central Project management Unit.

2.7 Selection of Preferred Implementation Model

Following assessment of the alternative approaches, the mandate-based multi-agency implementation model was selected as the preferred framework for the KBRT RAP.

The selection was informed by:

- the complexity and cross-sectoral nature of RAP implementation requirements;
- the existence of functional institutions with relevant statutory mandates;
- the existence of working arrangements such as KBRT steering committee and Technical Committees which leverage existing agencies in the delivery of KBRT-related tasks
- findings from the Institutional Arrangements Workshop (Working Series 1);
- institutional assessments undertaken under the PMOD Consultancy (Output 2); and
- the need to promote sustainable institutional capacity within Kaduna State.

Under this approach, implementation responsibility remains with the relevant mandate agencies, while coordination is achieved through the Resettlement Sub-Technical Committee operating within the broader KBRT governance framework.

The PMU functions as Secretariat to the Committee, facilitating coordination, reporting, and monitoring but not serving as the primary implementation agency.

CHAPTER THREE: PROPOSED INSTITUTIONAL AND GOVERNANCE FRAMEWORK FOR RAP IMPLEMENTATION

3.1. Introduction

The implementation of RAP measures for the Kaduna Bus Rapid Transit (KBRT) Project will require the participation of multiple institutions exercising different statutory functions and responsibilities. The impacts identified under the Preliminary RAP span several sectors, including land administration, urban planning, infrastructure development, livelihood restoration, social protection, community engagement, and grievance management. As a result, no single institution possesses the mandate or institutional capability to independently implement all aspects of the RAP. The multisectoral response requirement for KBRT RAP implementation, partly informed the Implementation Arrangements model proposed in section 2.7 of the previous chapter.

Consistent with a conceptual mandate-based implementation approach for KBRT RAP, implementation functions are proposed to be undertaken by relevant Ministries, Departments and Agencies (MDAs) according to their statutory mandates, while coordination and oversight are provided through an integrated governance framework.

This chapter presents the proposed institutional and governance framework for RAP implementation. The framework is intended to provide clear lines of oversight, accountability, coordination, and reporting while preserving the statutory mandates of participating institutions.

3.2 Governance Principles Underpinning the Proposed Framework

The proposed institutional framework is founded on the principles described in sections 3.2.1 to 3.2.5 below;

3.2.1 Mandate-Based Implementation

Implementation responsibilities should be assigned to institutions whose statutory mandates align with the RAP functions to be performed. The framework is therefore designed to leverage existing government structures rather than establish parallel implementation systems.

3.2.2 Coordination Rather Than Institutional Substitution

The purpose of the governance framework is to coordinate participating agencies and facilitate collaboration among them. It is not intended to replace or duplicate responsibilities already assigned to MDAs under existing laws, regulations, and policies.

3.2.3 Integration with Existing KBRT Governance Structures

The RAP implementation framework should align with and build upon governance structures already established within the KBRT Project. This promotes consistency, institutional ownership, and operational efficiency.

3.2.4 Transparency and Accountability

Clear reporting relationships, decision-making processes, and documentation procedures should be established to ensure transparency and accountability throughout RAP implementation

3.2.5 Compliance with Legal and Policy Requirements

The purpose of the governance framework is to coordinate participating agencies and facilitate collaboration among them. It is not intended to replace or duplicate responsibilities already assigned to MDAs under existing laws, regulations, and policies.

3.3 Overview of the Proposed Governance Structure

The proposed governance structure for RAP implementation is integrated within the broader governance framework established for the KBRT Project.

The framework consists of four levels:

Level 1: Strategic Oversight

KBRT Steering Committee: Provides high-level policy guidance, strategic direction, and oversight.

Level 2: Technical Oversight

KBRT Technical Committee: Provides technical oversight, reviews implementation progress, resolves strategic implementation issues, and ensures integration of RAP implementation with broader project activities.

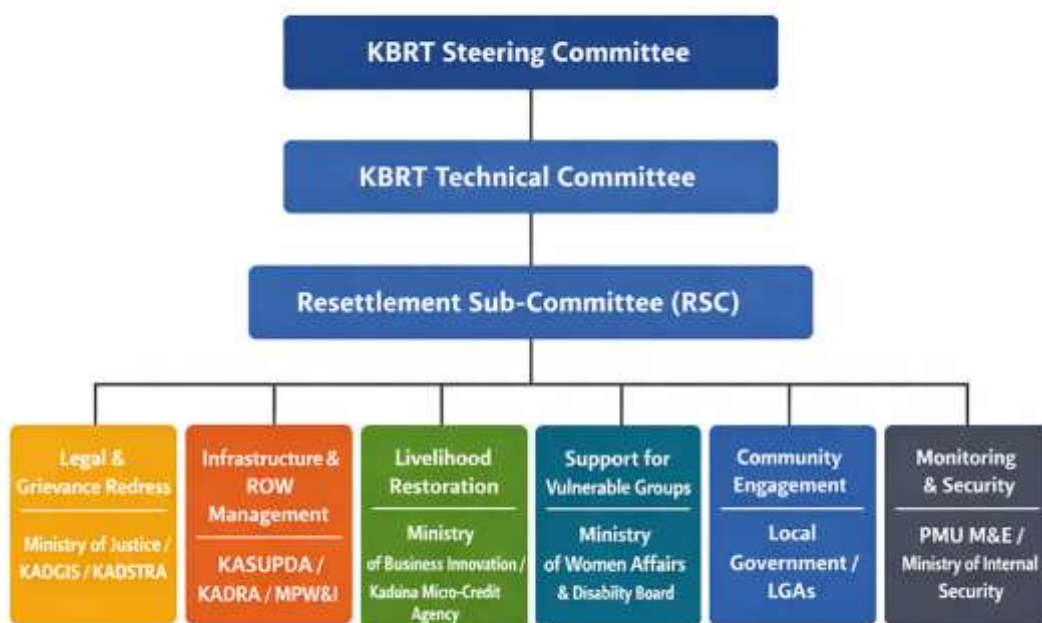
Level 3: RAP Implementation Coordination

Resettlement Sub-Technical Committee (RSC): Serves as the primary coordination mechanism for RAP implementation and facilitates collaboration across participating institutions.

Level 4: RAP Implementation

Participating MDAs: Undertake implementation activities in accordance with their respective mandates and areas of competence.

The relationship between these levels is illustrated conceptually below:



The framework combines centralized coordination with decentralized implementation.

3.4 KBRT Steering Committee

3.4.1 Compliance with Legal and Policy Requirements

The KBRT Steering Committee provides the highest level of oversight for RAP implementation within the overall KBRT governance framework.

3.4.2 Compliance with Legal and Policy Requirements

The Steering Committee is expected to:

- provide strategic and policy direction;
- review major implementation issues requiring executive action;
- facilitate inter-ministerial coordination where required;
- support mobilization of institutional resources; and
- provide overall oversight of RAP implementation performance.

3.4.3 Relationship with RAP Implementation

The Steering Committee will not participate in day-to-day RAP implementation activities. Instead, it will provide strategic guidance and receive periodic reports on implementation progress and significant emerging issues. It also considers and approves special provisions that require the RAP process to materially comply with resettlement standards consistent with ESS5 requirements.

3.5 KBRT Technical Committee

3.5.1 Purpose

The KBRT Technical Committee provides technical oversight of RAP implementation and serves as the primary technical reporting point for the Resettlement Sub-Technical Committee.

3.5.2 Proposed Functions

The Technical Committee is expected to:

- review RAP implementation progress;
- review implementation challenges and risks;
- consider recommendations submitted by the Resettlement Sub-Technical Committee;
- facilitate alignment between RAP implementation and other KBRT project activities;
- provide technical guidance where required; and
- escalate strategic issues to the Steering Committee when necessary.

3.5.3 Reporting Relationship

The Technical Committee reports to the Steering Committee on RAP implementation activities.

3.6 Resettlement Sub-Technical Committee (RSC)

3.6.1 Establishment and Purpose

The concept of a Resettlement Sub-Technical Committee emerged during the Institutional Arrangements Workshop (Working Series 1), where participating agencies agreed that successful implementation of RAP measures would require a dedicated mechanism for coordinating the activities of multiple institutions involved in compensation, livelihood restoration, community engagement, grievance management, and other social safeguards implementation.

The RSC therefore serves as the principal coordination platform for RAP implementation.

3.6.2 Role of the RSC

The RSC is primarily a coordination body and not an implementing agency.

Its role is to:

- coordinate implementation activities across participating institutions;
- facilitate information sharing among agencies;
- monitor progress of RAP implementation activities;

- identify and address implementation bottlenecks;
- review grievance trends and implementation challenges;
- promote consistency in application of RAP provisions; and
- prepare periodic implementation reports for submission to the Technical Committee.

3.6.3 Proposed Membership

Membership of the RSC is proposed to comprise representatives of institutions with responsibilities relevant to RAP implementation.

These include institutions responsible for:

- legal compliance and dispute resolution;
- land administration and compensation;
- urban planning and right-of-way management;
- infrastructure and engineering;
- livelihood restoration;
- vulnerable groups and social protection;
- market management;
- community engagement;
- security; and
- project coordination and monitoring.

A detailed description of participating agencies and their functions is presented in Chapter 4.

3.6.4 Proposed Functions

The RSC is expected to:

- coordinate institutional contributions to RAP implementation;

- review implementation progress;
- monitor implementation risks;
- oversee implementation of livelihood restoration activities;
- monitor grievance management activities;
- facilitate resolution of inter-agency issues;
- review monitoring information; and
- provide recommendations to the Technical Committee on issues requiring technical or strategic decisions.

3.6.5 Meeting Arrangements

The RSC should meet at intervals determined by implementation needs. Additional meetings may be convened where necessary to address urgent implementation matters, review grievance issues, or resolve coordination challenges.

Detailed operating procedures for the RSC are proposed in Chapter 7.

3.7 KBRT PMU Secretariat Function

3.7.1 Purpose

The KBRT Project Management Unit (PMU) is proposed to serve as the Secretariat to the Resettlement Sub-Technical Committee.

3.7.2 Secretariat Functions

The PMU will:

- convene and coordinate meetings of the RSC;
- maintain records and documentation;
- facilitate communication among participating agencies;
- track implementation actions and decisions;

- compile implementation reports;
- support monitoring and evaluation activities; and
- maintain implementation records and databases.

The PMU's role is one of coordination and facilitation. It does not replace participating agencies in the execution of RAP functions that fall within their statutory mandates. Implementation responsibilities remain vested in the relevant institutions responsible for specific RAP functions.

3.8 Relationship Between Governance Structures and Implementing Agencies

The proposed framework distinguishes clearly between governance functions and implementation functions.

The Steering Committee, Technical Committee, and Resettlement Sub-Technical Committee provide oversight, guidance, coordination, and reporting functions. Implementation activities—including land administration, planning control, compensation support, livelihood restoration, community engagement, vulnerable group support, market reintegration, and dispute resolution—are undertaken by the respective mandate agencies.

This distinction is intended to:

- avoid duplication of responsibilities;
- reinforce institutional ownership;
- promote accountability; and
- strengthen sustainability of RAP implementation arrangements.

3.9 Summary of the Proposed Governance Framework

The proposed governance framework combines centralized oversight and coordination with decentralized implementation by relevant MDAs.

Oversight is provided through the KBRT Steering Committee and Technical Committee, while coordination of RAP activities is undertaken through the Resettlement Sub-Technical Committee supported by the PMU Secretariat.

By preserving institutional mandates while creating structured mechanisms for collaboration, the framework seeks to provide an effective, sustainable, and accountable basis for implementing RAP measures under the KBRT Project.

CHAPTER FOUR: PROPOSED INSTITUTIONAL ROLES AND RESPONSIBILITIES FOR RAP IMPLEMENTATION

4.1. Introduction

The successful implementation of the Kaduna Bus Rapid Transit (KBRT) Resettlement Action Plan (RAP) will require coordinated participation by multiple Ministries, Departments and Agencies (MDAs) exercising complementary statutory functions. While Chapter 3 presented the proposed governance framework for RAP implementation, this chapter focuses on the proposed allocation of implementation responsibilities across participating institutions.

The proposed allocations are guided by the principle that RAP implementation activities should, to the greatest extent possible, be undertaken by institutions whose statutory mandates align with the functions being performed. This approach seeks to promote institutional ownership, strengthen accountability, minimise duplication of responsibilities and utilise existing government systems and capacities.

The role allocations presented herein are preliminary and have been developed based on:

- findings of the Preliminary RAP (D1);
- outcomes of Working Series 1 consultations;
- institutional mapping undertaken under PMOD Output 2.2;
- review of relevant laws, regulations and institutional mandates; and
- stakeholder consultations undertaken during preparation of this report.

The proposed allocations will be further validated through the Rapid Institutional Capacity Assessment (RICA) workshop (Institutional Arrangements Working Session 2).

4.2. Functional Areas of RAP Implementation

For purposes of assigning institutional responsibilities, RAP implementation activities have been organised into the following functional areas:

4.2.1 Land Acquisition and Land Administration

The workstream Includes;

- verification of land rights and interests;
- land record validation;
- cadastral verification;
- acquisition support; and
- management of land administration records.

4.2.2 Asset Valuation and Compensation Determination

The workstream Includes;

- valuation of land interests (where relevant);
- valuation of structures (where relevant);;
- valuation of crops and economic trees (where relevant);;
- application of state-approved valuation schedules, subject to meeting ESS5 Full Replacement Cost Standards;
- compensation assessment (where valuation schedules are outdated and do not reflect current market realities); and
- compensation determination support.

4.2.3 PAP Identification and Verification

The workstream Includes;

- census verification;
- confirmation of eligibility status;
- validation of occupancy and use rights;
- verification of regulated users; and

- maintenance of PAP records (prepared by EPCS consultancy).

4.2.4 Livelihood Restoration

The workstream Includes;

- restoration of affected livelihoods;
- enterprise development;
- financial inclusion support;
- vocational support; and
- economic recovery programming.

4.2.5 Vulnerability Support

The workstream Includes;

- support to vulnerable PAPs;
- gender-responsive interventions;
- disability inclusion measures;
- social welfare programming support (with case management, where necessary) referrals; and
- targeted assistance programmes.

4.2.6 Community Engagement and Communications

The workstream Includes;

- stakeholder consultations;

- information disclosures on RAP outputs;
- community engagement;
- community liaison; and
- local communication activities.

4.2.7 Grievance Management and Dispute Resolution

The workstream Includes;

- complaint, grievance and feedback uptake;
- mediation (and any other alternative dispute resolution method required for resolution);
- appeals and referrals; and
- grievance monitoring.

4.2.8 Market Transition and Reintegration

The workstream Includes;

- affected trader support;
- relocation support;
- market reintegration for displaced traders;
- business re-establishment support; and
- coordination with market institutions.

4.2.9 Security and Implementation Support

The workstream Includes;

- support for implementation activities;
- conflict prevention;

- management of implementation-related security risks; and
- coordination with security agencies.

4.2.10 Monitoring, Evaluation and Reporting

The workstream includes;

- RAP performance monitoring;
- implementation reporting;
- compliance monitoring;
- outcome tracking; and
- adaptive management.

4.3. Proposed Institutional Responsibilities

4.3.1 Kaduna Geographic Information Service (KADGIS)

Relevance to RAP: KADGIS occupies a central position within the proposed implementation framework because of its statutory responsibilities relating to land administration, maintenance of land records, management of cadastral information and support for compulsory acquisition processes. The Kaduna State Land Use Regulations, 2017 specifically assign responsibilities relating to compulsory acquisition, compensation and resettlement and establish standard valuation schedules for land, crops, trees and buildings.

Proposed RAP Functions: KADGIS is proposed as the lead institution for:

- land administration support;
- land records verification;
- validation of land-related interests;
- cadastral and geospatial information management;
- application of state-approved valuation schedules;

- management of waiver process where state-approved valuation schedule does not meet ESS5 requirement;
- valuation support for land, crops, economic trees and structures;
- compensation assessment support;
- maintenance of compensation-related records; and
- technical support relating to acquisition and resettlement activities.

Institutional Interfaces: KADGIS is expected to work closely with:

- KASUPDA;
- Ministry of Justice;
- PMU;
- valuation professionals;
- Local Government Authorities.

4.3.2 Kaduna State Urban Planning and Development Authority (KASUPDA)

Relevance to RAP: KASUPDA's planning and development control functions make it particularly important to the identification and verification of affected activities occurring within existing public domains i.e Right of Way limits of the the KBRT corridor. Discussions with the Authority suggest that regulated (or permitted) users of public space may fall neatly within RAP categories of persons with user rights BUT may require verification through available planning and permit records which are available through KASUPDA.

KASUPDA is also relevant to the RAP because preliminary inventory findings identified a significant number of billboard, signage and outdoor advertising assets within the project corridor. As the institution responsible for regulating outdoor advertising and signage within Kaduna State, KASUPDA maintains records relating to billboard approvals, permits and advertising structures and is therefore expected to play an important role in verifying ownership, permit status and regulatory compliance of affected advertising assets.

Proposed RAP Functions: KASUPDA is proposed to support:

- validation of PAP status;
- verification of occupancy and use rights;
- provision of planning and development records;
- verification of development approvals and permits;
- right-of-way management support;
- planning compliance verification; and
- support for implementation activities affecting regulated roadside users.
- verification of billboard and outdoor advertising permits;
- validation of ownership and permit status of affected advertising assets; and
- support for identification and assessment of affected billboard and signage operators.

Institutional Interfaces: KASUPDA's principal interfaces are expected to include:

- KADGIS;
- PMU;
- KADRA;
- Local Government Authorities.

4.3.3 Ministry of Public Works and Infrastructure

Relevance to RAP: The Ministry of Public Works and Infrastructure is the principal sector ministry responsible for the planning, development and oversight of public infrastructure within Kaduna State. Given that the KBRT Project is a major transport infrastructure investment, the Ministry has a direct interest in ensuring that RAP implementation is properly integrated with project planning, design, construction sequencing and infrastructure delivery objectives.

The Ministry's involvement is particularly important because many RAP activities are dependent on technical decisions relating to:

- corridor alignment;
- engineering designs;
- construction phasing;
- access management;
- utility relocation;
- site possession; and
- contractor mobilisation.

The Ministry therefore serves as a critical interface between infrastructure delivery requirements and the social safeguard obligations associated with RAP implementation.

Proposed RAP Functions: The Ministry is proposed to:

- provide sector-level oversight of RAP implementation from an infrastructure delivery perspective;
- facilitate integration of RAP implementation with project planning and construction activities;
- coordinate technical information required for impact assessment and implementation planning;
- support confirmation of project right-of-way requirements;
- provide guidance on construction sequencing and implementation scheduling;
- support coordination between KADRA, the PMU and other implementing agencies;
- facilitate resolution of technical issues affecting RAP implementation; and
- support management of risks arising from interactions between RAP activities and construction operations.

4.3.4 Ministry of Business Innovation and Technology

Relevance to RAP: The preliminary impact assessment suggests that economic displacement may constitute a significant component of KBRT impacts.

Proposed RAP Functions: The Ministry is proposed to serve as the lead institution for:

- coordination of the **Livelihood Restoration Cluster** (comprising Ministry of Business innovation & Technology, Kaduna State Economic Development Agency and Kaduna State Micro Credit Agency)
- provision of available livelihood restoration programming support to proprietors of affected businesses;
- enterprise support interventions;
- entrepreneurship initiatives;
- business development services; and
- economic recovery support.

4.3.5 Kaduna State Enterprise Development Agency

Relevance to RAP: The Kaduna State Microcredit Agency is relevant to the KBRT RAP because the preliminary impact assessment indicates that a significant proportion of potentially affected persons are likely to be traders, micro-enterprises, self-employed individuals and small-scale economic operators whose livelihoods depend on continuous access to business capital and working cash flows. While compensation may address direct project-related losses, livelihood restoration requires measures that support the re-establishment and sustainability of economic activities after displacement. In this regard, the Agency's mandate relating to financial inclusion, microfinance support and access to credit positions it as an important institution for supporting economic recovery among affected persons.

The Agency may therefore play a key role in facilitating access to financial products and services designed to support livelihood restoration and business recovery for eligible project-affected persons.

Proposed RAP Functions: The Agency is proposed to:

- form a critical part of the **Livelihood Restoration Cluster**)
- provide business advisory services;
- provide enterprise mentoring;
- provide capacity building;
- provide enterprise formalisation; and
- offer post-displacement business recovery support.

4.3.6 Kaduna State Microcredit Agency

Relevance to RAP: The Kaduna State Microcredit Agency is relevant to the KBRT RAP because economic displacement associated with the Project may affect traders, micro-enterprises, self-employed persons, artisans and other small-scale economic operators whose livelihoods depend on continuous access to working capital and business financing.

While compensation may address project-related losses, restoration of livelihoods often requires additional support to enable affected persons restart, relocate, expand or diversify their economic activities following displacement. As the State institution responsible for promoting financial inclusion and access to microfinance services, the Kaduna State Microcredit Agency possesses programmes and mechanisms that may support the economic recovery of eligible Project Affected Persons (PAPs).

The Agency is therefore strategically positioned to contribute to the livelihood restoration objectives of the RAP by facilitating access to credit, financial literacy services, business recovery financing and other financial inclusion initiatives aimed at supporting sustainable livelihood restoration and long-term economic resilience among affected persons.

This role is particularly important where affected persons require post-compensation support to re-establish enterprises, maintain business continuity or transition to alternative livelihood opportunities.

Proposed RAP Functions: The Agency is proposed to support:

- support access to finance;
- facilitate microcredit facilities for impacted businesses;
- offer financial literacy services;
- form a critical part of the **Livelihood Restoration Cluster**)
- support enterprise restart assistance; and
- provide financial inclusion programming.

4.3.7 Ministry of Women Affairs and Social Development

Relevance to RAP: The Ministry of Women Affairs and Social Development is highly relevant to the KBRT RAP because resettlement impacts are rarely experienced uniformly across affected populations. Vulnerable and disadvantaged groups—including women-headed households, elderly persons, persons living with disabilities, chronically ill persons, widows, extremely poor households, child-headed households, and other socially vulnerable individuals—often face greater risks of impoverishment, social exclusion, livelihood disruption and reduced access to support systems following displacement.

International good practice and the requirements of RAP implementation emphasize the need for targeted measures to ensure that vulnerable persons are not disproportionately affected by project-induced displacement and are able to access project benefits and assistance on an equitable basis. As the State institution responsible for social welfare, gender affairs, social protection and the support of vulnerable populations, the Ministry possesses the mandate, experience and institutional networks necessary to support the identification, assessment and management of vulnerability-related issues arising during RAP implementation.

The Ministry is therefore strategically positioned to contribute to the design and delivery of targeted assistance measures for vulnerable PAPs, facilitate access to social protection programmes and referral services, promote gender-responsive implementation approaches, and support monitoring of vulnerability outcomes throughout the RAP lifecycle. Its involvement is expected to strengthen the social sustainability of RAP implementation by helping ensure that compensation, livelihood restoration and other assistance measures are

responsive to the specific needs and circumstances of vulnerable and disadvantaged groups and that no affected person is left worse off as a result of project implementation.

Proposed RAP Functions: The Ministry is proposed as the lead institution for:

- identification of vulnerable PAPs based on data obtained by EPCS consultants;
- social support interventions;
- gender-responsive support measures;
- disability inclusion programmes;
- referral services; and
- monitoring of vulnerable PAP outcomes.

4.3.8 Ministry for Local Government Affairs

Relevance to RAP: The Ministry for Local Government Affairs is relevant to the KBRT RAP because successful implementation of resettlement measures ultimately occurs at the community level, where Project Affected Persons (PAPs) live, work and interact with local institutions. While strategic direction and technical oversight may be provided by state-level institutions, effective stakeholder engagement, community mobilisation, information dissemination and local-level coordination often depend on established local government structures.

As the institution responsible for overseeing Local Government Authorities (LGAs) in Kaduna State, the Ministry provides an important link between state-level implementation arrangements and community-level implementation activities. The Ministry's administrative relationship with LGAs positions it to facilitate coordination across affected local government areas, support engagement with traditional and community leadership structures, and promote consistency in the implementation of RAP activities at the local level.

The Ministry is therefore strategically positioned to support community-based aspects of RAP implementation, including stakeholder engagement, public consultations, information disclosure, grievance awareness, PAP verification and local coordination. Its involvement is expected to strengthen communication between implementing institutions and affected

communities, improve institutional responsiveness to local concerns, and contribute to the effective delivery of RAP measures across the project corridor.

Given the multi-jurisdictional nature of the KBRT corridor (corridor transverses multiple LGA) and the anticipated need for continuous engagement with affected communities throughout RAP implementation, the Ministry is expected to play a critical facilitative role in ensuring that local government structures are effectively integrated into the overall implementation framework.

Proposed RAP Functions: The Ministry of Local Government Affairs is proposed to:

- provide coordination support for community interface work to be led by LGAs on the corridor
- support community engagement activities; and
- strengthen implementation at the community level.

4.3.9 Local Government Authorities

Relevance to RAP: The Local Government Authorities (LGAs) within the 17km KBRT corridor, particularly Kaduna North and Kaduna South Local Government Areas, are relevant to the RAP because they constitute the closest tier of government to the communities and individuals that may be affected by project implementation. Their proximity to affected communities provides them with local knowledge, established administrative structures, and longstanding relationships with community leaders, residents, traders and other stakeholders within their respective jurisdictions.

As community-facing institutions, the LGAs are well positioned to support the identification and verification of Project Affected Persons (PAPs), facilitate engagement with community and traditional leadership structures, assist in stakeholder consultations and disclosure activities, and provide local-level knowledge that may support implementation planning. Their familiarity with local socio-economic conditions may also assist in understanding community dynamics, identifying vulnerable households and addressing implementation challenges as they arise.

The participation of Kaduna North and Kaduna South LGAs is particularly important because RAP implementation will require continuous interaction with affected communities

throughout the project lifecycle. The LGAs can therefore serve as important institutional channels for communication between RAP implementing agencies and affected persons, helping to improve transparency, strengthen stakeholder confidence, and facilitate timely resolution of community-level concerns.

Furthermore, the LGAs are expected to support implementation monitoring at the local level and contribute to the effectiveness of community engagement, grievance awareness and livelihood restoration activities. Their involvement will help ensure that RAP implementation remains responsive to local realities and that project interventions are effectively coordinated across the different communities located within the project corridor.

Proposed RAP Functions: Affected LGAs of Kaduna North and Kaduna South are proposed to support:

- community mobilisation for RAP implementation;
- local stakeholder engagement;
- information disclosure processes to affected persons;
- venue and logistical support during delivery of compensation and assistance measures to PAPs
- validation of PAP information;
- local grievance handling; and
- implementation monitoring.

4.3.10 Ministry of Justice

Relevance to RAP: The Ministry of Justice is highly relevant to the KBRT RAP because the implementation of resettlement measures involves a range of legal, administrative, compensation and dispute resolution issues that require continuous legal oversight and guidance. Throughout the RAP lifecycle, implementing agencies may be required to address matters relating to land acquisition, compensation, property interests, eligibility determination, grievance management, dispute resolution, contractual arrangements and compliance with applicable legal and regulatory requirements.

As the principal legal institution of Kaduna State Government, the Ministry is responsible for providing legal advice to government institutions, supporting lawful administrative processes and ensuring that government actions are implemented in accordance with applicable laws and regulations. This places the Ministry in a unique position to support the legal integrity and procedural soundness of RAP implementation.

The Ministry's involvement is particularly important in circumstances where disputes arise regarding eligibility, valuation, compensation entitlements, occupation status, land interests or implementation decisions. Through its legal advisory and dispute resolution functions, the Ministry can help ensure that grievances are managed fairly, consistently and in accordance with established legal principles. Its participation is also expected to strengthen confidence in the grievance redress process and promote the timely resolution of disputes before they escalate into formal litigation.

In addition, the Ministry is well positioned to support the development and review of RAP implementation procedures, provide legal interpretation of relevant laws and regulations, guide participating institutions on legal risks and obligations, and facilitate coordination between administrative grievance mechanisms and the formal justice system where necessary.

The involvement of the Ministry of Justice is therefore expected to enhance transparency, accountability, legal compliance and procedural fairness throughout RAP implementation while helping to safeguard the rights and interests of both Project Affected Persons (PAPs) and implementing institutions.

Proposed RAP Functions: The Ministry is proposed to:

- provide legal guidance;
- review legal issues arising from implementation;
- support dispute resolution processes;
- support interpretation of relevant legal instruments; and
- advise governance bodies on legal matters.

4.3.11 Kaduna State Citizens Mediation Centre

Relevance to RAP: The Kaduna State Citizens Mediation Centre is relevant to the KBRT RAP because the implementation of resettlement and livelihood restoration measures may give rise to disputes, complaints and disagreements relating to compensation, eligibility, valuation, occupancy status, livelihood assistance, relocation arrangements and other aspects of RAP implementation. International experience demonstrates that the timely and amicable resolution of such disputes is critical to maintaining stakeholder confidence, reducing implementation delays and avoiding escalation of grievances into formal legal proceedings.

As a specialised institution established to facilitate mediation and non-adversarial dispute resolution, the Centre provides an accessible mechanism through which disputes may be resolved through dialogue, negotiation and consensus-building. Its mediation-based approach is particularly suited to RAP implementation, where many grievances may be resolved through facilitated engagement between affected persons and implementing institutions without recourse to the courts.

The Centre is therefore well positioned to support the operation of the RAP Grievance Redress Mechanism (GRM) by providing impartial mediation services, facilitating negotiated settlements, supporting the resolution of community-level disputes and assisting in the management of cases that cannot be resolved through routine administrative processes. Its involvement may also help strengthen public confidence in the fairness and accessibility of RAP implementation arrangements.

By providing an intermediate dispute resolution mechanism between administrative grievance handling and formal litigation, the Citizens Mediation Centre is expected to contribute to more timely, cost-effective and mutually acceptable resolution of RAP-related disputes while supporting social harmony and effective project implementation.

Proposed RAP Functions: The Centre is proposed to support:

- mediation services;

- amicable dispute resolution;
- settlement negotiations; and
- resolution of grievances prior to litigation

4.3.12 KADGIS Alternative Dispute Resolution Unit

Relevance to RAP: The KADGIS Legal Unit is relevant to the KBRT RAP because implementation of resettlement, compensation and land-related measures may give rise to legal issues, grievances and disputes requiring timely resolution. As the legal arm of the institution responsible for land administration, land records management, valuation support and compensation-related functions, the Unit is well positioned to support the resolution of disputes arising from land interests, eligibility, valuation, compensation and related implementation decisions.

The Unit's relevance is further enhanced by its role in facilitating alternative dispute resolution (ADR) processes. Given that RAP implementation often involves disagreements relating to ownership claims, occupancy status, compensation entitlements and valuation outcomes, the availability of project-related ADR mechanisms can provide a more accessible, timely and cost-effective means of dispute resolution than formal litigation.

The KADGIS Legal Unit is therefore strategically positioned to support the RAP Grievance Redress Mechanism by facilitating mediation, negotiation and other consensual dispute resolution approaches, particularly for grievances involving land administration and compensation matters. The Unit may also provide legal guidance to implementing institutions, support interpretation of relevant laws and regulations, assist in the review of compensation-related disputes, and facilitate escalation of unresolved matters to appropriate legal or administrative channels where required.

The involvement of the KADGIS Legal Unit is expected to strengthen the fairness, transparency and credibility of RAP implementation while contributing to the timely

resolution of disputes and reducing the risk of protracted compensation- and land-related conflicts.

Proposed RAP Functions: The KADGIS legal unit is proposed to:

- support the review and resolution of land-related grievances and disputes at the 3rd level of the project Grievance Mechanism;
- facilitate mediation, negotiation and other alternative dispute resolution processes relating to compensation, valuation and land administration issues;
- provide legal interpretation of relevant land administration laws, regulations and procedures applicable to RAP implementation;
- support the documentation and resolution of competing claims relating to land interests and compensation eligibility;
- assist in the management of appeals and complaints arising from compensation and valuation decisions;

4.3.13 Kaduna Market Management Company

Relevance to RAP: If economic displacement affects traders and market-based enterprises, the Company is expected to play an important role in transition support. The Kaduna Market Management Company (KMMC) is highly relevant to the KBRT RAP because the implementation of the Project may affect traders, market operators, roadside vendors and other small-scale commercial enterprises whose livelihoods depend on access to commercial space, customer traffic and established trading networks. For many affected persons, displacement may result not only in the temporary loss of business premises but also disruption to supply chains, customer relationships and income-generating activities.

As the institution responsible for the administration and management of public markets within Kaduna State, KMMC possesses valuable knowledge of the trading environment, market operations, trader registration systems and business support

mechanisms that may be relevant to RAP implementation. The Company's experience in managing market spaces and engaging with traders positions it as an important institutional partner in addressing economic displacement impacts affecting market-based and trading communities.

KMMC is therefore strategically positioned to support the planning and implementation of measures aimed at protecting business continuity and facilitating the successful transition of affected traders and business operators. Its involvement may be particularly important in identifying suitable relocation options, supporting reintegration into existing market systems, facilitating access to trading spaces where available, and helping affected businesses re-establish commercial activities following displacement.

The Company's participation also provides an important institutional link between the RAP implementation process and the wider commercial ecosystem within Kaduna State. Through this role, KMMC can contribute to the development of practical and market-responsive livelihood restoration measures that recognise the realities of small-scale trading and informal commercial activities.

Given the anticipated importance of livelihood restoration within the KBRT RAP, KMMC is expected to serve as a key partner within the broader livelihood restoration framework, working closely with the Ministry of Business Innovation and Technology, Kaduna State Enterprise Development Agency (KADEDA), the Kaduna State Microcredit Agency

Proposed RAP Functions: The Company is proposed to support:

- trader engagement;
- market transition planning;
- trader reintegration;
- relocation support; and

- identification of opportunities for business continuity

4.3.13 Ministry of Internal Security and Home Affairs

Relevance to RAP: The Ministry of Internal Security and Home Affairs is relevant to the KBRT RAP because the implementation of resettlement, compensation and livelihood restoration activities may involve interactions with large numbers of affected persons, communities, traders and other stakeholders across the project corridor. Effective RAP implementation therefore requires a stable, secure and conflict-sensitive environment that enables consultations, verification exercises, compensation processes, livelihood restoration activities and other implementation measures to be undertaken safely and efficiently.

Resettlement programmes can, in some circumstances, give rise to tensions arising from compensation expectations, disputes over eligibility, disagreements regarding valuation outcomes, resistance to relocation, or misinformation within affected communities. The Ministry's mandate relating to public safety, conflict prevention and internal security positions it as an important institutional partner in supporting the peaceful implementation of RAP activities.

The Ministry is therefore strategically positioned to support security planning and risk management throughout the RAP implementation process. Its involvement can help facilitate coordination with relevant security agencies, support the management of implementation-related security risks, promote conflict prevention measures, and provide advice on emerging social or security issues that may affect RAP implementation.

In addition, the Ministry's participation is expected to contribute to the development of proactive and non-coercive approaches to managing community concerns, stakeholder tensions and implementation risks. This role is particularly important in ensuring that RAP activities are undertaken in a manner that safeguards the rights and interests of affected persons while maintaining public order and protecting project personnel, government officials and community members engaged in implementation activities such as compensation payment.

The involvement of the Ministry of Internal Security and Home Affairs is therefore expected to strengthen the overall risk management framework for RAP implementation and contribute to the creation of an enabling environment for the fair, orderly and successful delivery of resettlement and livelihood restoration measures.

Proposed RAP Functions: The Ministry is proposed to:

- support implementation security planning;
- coordinate security support services;
- support conflict prevention measures; and
- assist in managing implementation risks.

4.3.14 KBRT Project Management Unit

Relevance to RAP: PMU serves as the coordinating entity within the proposed implementation framework.

Proposed RAP Functions: The PMU is proposed to:

- provide Secretariat services to the Resettlement Sub-Technical Committee;
- coordinate participating agencies;
- consolidate implementation reports;
- facilitate information sharing;
- maintain implementation records;
- support monitoring and evaluation; and
- coordinate RAP implementation activities.

The PMU is not proposed as a substitute for mandate agencies but rather as the coordinating platform through which implementation activities are integrated.

4.4. Proposed Institutional Responsibilities

RAP Function	Lead Institution	Supporting Institutions
Land Administration and Land Records Verification	KADGIS	KASUPDA, LGAs
Asset Valuation	KADGIS	Registered Valuers
Compensation Assessment and Determination Support	KADGIS	PMU, Ministry of Justice
PAP Identification	KASUPDA	LGAs, PMU
PAP Verification and Occupancy Validation	KASUPDA	KADGIS, LGAs
Right-of-Way Management Support	KASUPDA	KADRA, Ministry of Public Works & Infrastructure
Corridor Definition and Engineering Interface Management	KADRA	Ministry of Public Works & Infrastructure, PMU
RAP-Construction Interface Management	Ministry of Public Works & Infrastructure	KADRA, PMU
Site Possession Planning and Implementation Sequencing	Ministry of Public Works & Infrastructure	KADGIS, KASUPDA, PMU
Livelihood Restoration	Ministry of Business Innovation & Technology	Kaduna State Enterprise Development Agency (KADEDA), Kaduna State Microcredit Agency
Vulnerability Assessment and Support	Ministry of Women Affairs & Social Development	LGAs, Community-Based Organisations
Community Engagement and Mobilisation	Ministry for Local Government Affairs	Kaduna North and Kaduna South LGAs, PMU

RAP Function	Lead Institution	Supporting Institutions
Local-Level Stakeholder Coordination	Kaduna North and Kaduna South LGAs	Ministry for Local Government Affairs, PMU
Grievance Management and Legal Oversight	Ministry of Justice	KADGIS Legal Unit, Citizens Mediation Centre
Mediation and Alternative Dispute Resolution	Citizens Mediation Centre	Ministry of Justice, KADGIS Legal Unit
Land, Valuation and Compensation-Related ADR	KADGIS Legal Unit	Ministry of Justice, Citizens Mediation Centre
Market Transition and Reintegration	Kaduna Market Management Company	Ministry of Business Innovation & Technology, KADEDA, Kaduna State Microcredit Agency
Security Risk Management and Implementation Support	Ministry of Internal Security & Home Affairs	Relevant Security Agencies, PMU
RAP Coordination and Secretariat Services	KBRT PMU	All Participating MDAs
Monitoring, Evaluation and Reporting	KBRT PMU	All Participating MDAs

Table 4.1:

4.5. Capacity Validation and Role Confirmation

The institutional responsibilities presented in this chapter constitute a proposed allocation framework developed using currently available information. Final confirmation of agency responsibilities will be undertaken through the Rapid Institutional Capacity Assessment (RICA) and Institutional Arrangements validation workshop (working series 2).

The RICA process will assess institutional mandate alignment, organisational capacity, staffing, technical expertise, operational systems and coordination readiness. Findings from the assessment will be used to refine institutional

responsibilities, identify capacity gaps and determine institutional strengthening requirements prior to finalisation of the RAP implementation framework.

CHAPTER FIVE: PROPOSED RAP SERVICE DELIVERY FRAMEWORK

5.1. Introduction

The effectiveness of any RAP implementation arrangement ultimately depends on the ability of participating institutions to deliver timely, coordinated and accessible services to Project Affected Persons (PAPs).

Chapters 3 and 4 have described the proposed governance architecture and institutional responsibilities, it is important to establish how these institutions will work together to deliver compensation, livelihood restoration, grievance management and other Resettlement and Displacement management services.

The proposed RAP implementation framework adopts a service-delivery approach that combines centralized coordination with decentralized implementation. Under this arrangement, participating institutions perform functions that fall within their respective mandates while working through established coordination mechanisms to ensure that PAPs experience a seamless implementation process.

This chapter presents the proposed service delivery arrangements for the principal RAP workstreams, including compensation, livelihood restoration, vulnerability support, community engagement and grievance management. The contents of this chapter are a precursor to the Methodological Note for RAP Implementation which the EPCS consultancy will produce to provide very specific guidance on how the RAP will be implemented as required under Output 2.12 of the EPCS Terms of Reference.

5.2. Service Delivery Principles

The proposed service delivery framework is guided by the following principles:

1. **PAP-Centred Service Delivery:** RAP implementation should be organised around the needs of affected persons rather than the internal structures of participating institutions. PAPs should be able to access RAP services through clear and transparent processes.+

2. **Accessibility:** Service delivery mechanisms should be accessible to all categories of affected persons, including vulnerable and disadvantaged groups.
3. **Transparency:** Processes relating to eligibility determination, compensation, livelihood restoration and grievance management should be transparent and supported by appropriate documentation.
4. **Coordination:** Participating institutions should work collaboratively to minimise duplication, reduce delays and promote consistency in implementation.
5. **Equity and Inclusion:** Implementation arrangements should be responsive to the varying needs of affected persons, particularly vulnerable groups who may require additional support.
6. **Accountability:** Clear institutional responsibilities and reporting relationships should be maintained throughout implementation.

5.3. Overview of anticipated RAP Implementation Delivery Services

Anticipated RAP implementation services consists of five principal service streams:

1. PAP Identification and Verification Services;
2. Valuation and Compensation Management Services;
3. Livelihood Restoration Services;
4. Vulnerability and Social Support Services; and
5. Grievance Management Services.

Each service stream involves one or more lead institutions supported by other agencies operating within the governance arrangements described in Chapters 3 and 4.

The framework is designed to ensure that PAPs can move systematically through RAP implementation from identification and verification through compensation, livelihood restoration and completion monitoring.

5.3.1 PAP Identification and Verification Services

Purpose: The purpose of this service stream is to establish the identity, eligibility and status of affected persons prior to the implementation of compensation and livelihood restoration measures

Lead Institution: KBRT PMU

Supporting Institutions

- KASUPDA
- KADGIS
- Kaduna North LGA Community Development Unit
- Kaduna South LGA Community Development Unit

Proposed Service Delivery Process: Activities are expected to include:

- verification of PAP records;
- validation of occupancy status;
- review of development control records where relevant;
- confirmation of location-specific information;
- community-level verification; and
- finalisation of PAP registers.

Particular attention will be given to validating regulated users, roadside traders and other users whose status may require verification through administrative records.

The PAPs to be identified and verified under the RAP are primarily those affected by land acquisition requirements, asset impacts, access restrictions and other construction-related project impacts. The Project may also affect existing transport operators and transport-related livelihood activities during the operational phase of

the BRT system. However, such operational impacts do not fall within the scope of RAP implementation. These impacts are being addressed through the ESIA process, including the development of mitigation measures within the ESMP, as well as through PMOD studies relating to informal transport industry integration and transition arrangements. Consequently, PAP verification activities under the RAP will focus on persons affected by acquisition, construction and associated displacement impacts.

5.3.2 Valuation and Compensation Management Services

Purpose: This service stream is intended to support the fair and transparent determination of compensation entitlements in accordance with applicable legal and policy requirements.

Lead Institution: KADGIS

Supporting Institutions:

- KASUPDA
- KADGIS Legal Unit
- Ministry of Justice
- Registered Valuation Professionals
- KBRT PMU

Proposed Service Delivery Process: Activities are expected to include:

- verification of land-related information;
- validation of ownership and occupancy records;
- application of applicable valuation schedules to the extent that is compliant with Full Replacement Cost (FRC) standard of ESS5;
- valuation of affected assets;

- compensation assessment to achieve Full Replacement Cost;
- documentation of compensation entitlements; and
- support for compensation determination.

Consistent with the Kaduna State Land Use Regulations, applicable valuation schedules, full replacement cost considerations and valuation procedures will inform compensation assessment activities.

Compensation Communication: Affected persons will be informed of:

- valuation outcomes;
- compensation calculations;
- entitlement decisions; and
- available grievance mechanisms.

5.3.3 Livelihood Restoration Services

Purpose: The purpose of livelihood restoration is to assist economically displaced persons in restoring, and where possible improving, their livelihoods and income-generating capacity following project-induced displacement.

Livelihood Restoration Cluster: Recognising the multidimensional nature of livelihood restoration, implementation of this workstream is proposed through a Livelihood Restoration Cluster.

Lead Institution: Ministry of Business Innovation and Technology

Cluster Members:

- Kaduna State Enterprise Development Agency (KADEDA)
- Kaduna State Microcredit Agency

Supporting Partner

- Kaduna Market Management Company

Proposed Service Delivery Process: The Cluster is expected to support:

- livelihood restoration planning;
- business recovery support;
- entrepreneurship development;
- enterprise training;
- business advisory services;
- enterprise formalisation;
- financial literacy programmes;
- access to microcredit and financing opportunities; and
- livelihood monitoring.

Support for Traders and Market-Based Enterprises: Where project impacts affect traders, vendors and small-scale enterprises, the Kaduna Market Management Company is expected to support:

- trader engagement;
- market transition planning;
- market reintegration;
- identification of alternative trading opportunities; and
- support for business continuity.

5.3.4 Vulnerability Support Services

Purpose: This service stream is intended to ensure that vulnerable and disadvantaged PAPs receive appropriate assistance throughout the RAP implementation process.

Lead Institution: Ministry of Women Affairs and Social Development

Supporting Institutions

- Kaduna North LGA
- Kaduna South LGA
- Community-Based Organisations
- Relevant Social Service Providers

Proposed Service Delivery Process: Activities may include:

- vulnerability screening;
- refinement of menu of vulnerability support measures identified in final RAP;
- referral services (to vulnerability support service providers);
- gender-responsive interventions;
- disability inclusion measures; and
- monitoring of vulnerable PAP outcomes.

5.3.5 Community Engagement and Information Services

Purpose: Effective communication and stakeholder engagement are essential to maintaining transparency and trust throughout RAP implementation.

Lead Institution: Ministry for Local Government Affairs

Supporting Institutions

- Kaduna North LGA
- Kaduna South LGA
- KBRT PMU

Proposed Service Delivery Process: Activities are expected to include:

- stakeholder consultations;
- community meetings;
- disclosure of RAP information;
- dissemination of implementation updates;
- awareness of grievance procedures; and
- engagement with community leadership structures.

5.3.6 Grievance Management Services

Purpose: The Grievance Redress Mechanism (GRM) is intended to provide an accessible and transparent process through which PAPs may raise concerns and seek resolution of RAP-related issues.

Lead Institution: Ministry of Justice

Supporting Institutions

- KADGIS Legal Unit
- Kaduna State Citizens Mediation Centre
- KBRT PMU
- Participating MDAs

Proposed Service Delivery Process: The proposed grievance pathway includes:

Level 1: Community-level Resolution - Routine complaints addressed by community-based entities

Level 2: Project-Level Resolution - Review and resolution through the PMU and participating agencies.

Level 3: Mediation and ADR - Referral to:

- KADGIS Legal Unit; and/or
- Citizens Mediation Centre.

Level 4: Legal Escalation - Referral to the Ministry of Justice and other legally recognised processes where disputes remain unresolved.

5.3.7 Security Support Services

Purpose: To maintain an enabling environment for RAP implementation and minimise risks that could disrupt implementation activities.

Lead Institution: Ministry of Internal Security and Home Affairs

Proposed Service Delivery Process: Activities may include:

- security risk assessment;
- support for implementation planning;
- coordination with relevant security agencies; and
- conflict prevention measures;

5.3.8 Coordination, Monitoring and Reporting

The KBRT PMU is proposed to serve as the central coordinating entity for RAP implementation. Its responsibilities include:

- coordination of participating institutions;
- Secretariat support to the Resettlement Sub-Technical Committee;

- monitoring implementation progress and tracking performance indicators;
- consolidating implementation reports; and
- facilitating inter-agency communication.

The PMU will not replace implementing institutions but will ensure that service delivery activities undertaken by participating agencies are effectively coordinated.

5.4. Summary

The proposed RAP service delivery framework translates the institutional arrangements presented in Chapters 3 and 4 into a practical implementation system through which services can be delivered to affected persons. The framework combines mandate-based implementation, coordinated service delivery and targeted institutional support to promote effective compensation, livelihood restoration, vulnerability management and grievance resolution throughout the RAP lifecycle.

CHAPTER SIX: INSTITUTIONAL CAPACITY ASSESSMENT AND VALIDATION PROCESS

6.1. Introduction

The institutional arrangements presented in Chapters 3, 4 and 5 have been developed based on available information obtained from the Preliminary RAP (D1), the Institutional Arrangements Workshop (Working Series 1), institutional analyses undertaken under PMOD Output 2.2, and targeted stakeholder engagements.

While these arrangements provide a proposed framework for the implementation of RAP measures, they remain preliminary and require validation by participating institutions. Effective implementation depends not only on the alignment of RAP functions with institutional mandates, but also on the capacity of participating institutions to perform assigned responsibilities.

This chapter presents the framework through which the proposed implementation arrangements will be assessed, validated and refined. The framework combines a Rapid Institutional Capacity Assessment (RICA) exercise with a structured Institutional Arrangements Validation Workshop to confirm institutional roles, identify capacity constraints, assess implementation readiness and agree on any adjustments required prior to preparation of the Methodological Note on RAP preparation (D4 report) under Output 2.12 of the EPCS consultancy.

6.2. Purpose of the Capacity Assessment and Validation Process

The capacity assessment and validation process is intended to:

- assess the suitability of proposed institutional allocations;
- evaluate the readiness of participating agencies to perform assigned RAP functions;
- identify institutional strengths and existing implementation capacity;
- identify organisational, technical and operational constraints;

- determine institutional strengthening requirements;
- validate the service delivery framework presented in Chapter 5;
- confirm implementation roles and responsibilities; and
- provide an evidence base for finalisation of the RAP implementation framework.

The process is not intended to assess the overall performance of participating institutions. Rather, it focuses specifically on capacities relevant to proposed RAP implementation responsibilities.

6.3. Overview of the Validation Framework

The proposed validation framework consists of two complementary components:

- **Component 1 - Rapid Institutional Capacity Assessment (RICA):** A structured institutional self-assessment undertaken by participating agencies.
- **Component 2 - Institutional Arrangements Validation Workshop:** A multi-stakeholder validation event through which participating institutions review, discuss and refine the proposed implementation arrangements.

Together, these activities will provide the information required to:

- validate institutional roles;
- assess implementation readiness;
- identify capacity gaps;
- strengthen institutional coordination arrangements; and
- refine the implementation framework for incorporation into the Final RAP.

The overall process is illustrated conceptually below:

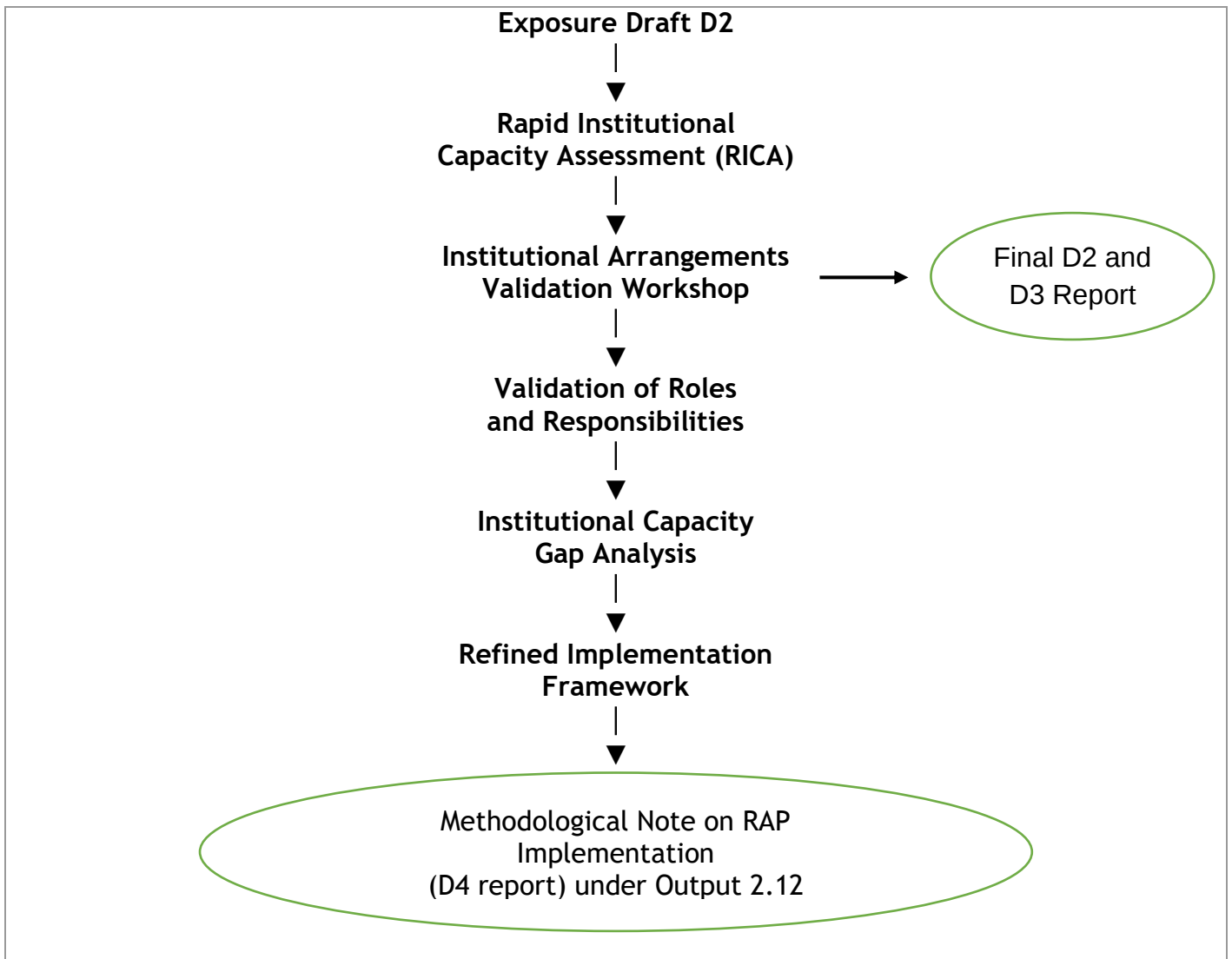


Figure 6.1: Process of Finalizing Institutional Arrangements and Transforming Into RAP Implementation Methods

6.4. Rapid Institutional Capacity Assessment (RICA)

6.4.1 Purpose

The Rapid Institutional Capacity Assessment (RICA) is a diagnostic tool developed to assess the readiness of institutions proposed to participate in KBRT RAP implementation. The assessment will generate institution-specific information on:

- statutory mandate;
- existing RAP-related experience;

- organisational capacity;
- human resources;
- technical expertise;
- operational systems;
- coordination capability; and
- institutional strengthening requirements.

The assessment results will constitute a primary input into the Institutional Arrangements Validation Workshop.

6.4.2 Participating Institutions

The RICA will be administered to all institutions proposed to participate in RAP implementation, including:

- Kaduna Geographic Information Service (KADGIS);
- Kaduna State Urban Planning and Development Authority (KASUPDA);
- Kaduna Roads Agency (KADRA);
- Ministry of Public Works and Infrastructure;
- Ministry of Business Innovation and Technology;
- Kaduna State Enterprise Development Agency (KADEDA);
- Kaduna State Microcredit Agency;
- Ministry of Women Affairs and Social Development;
- Ministry for Local Government Affairs;
- Kaduna North Local Government Area;

- Kaduna South Local Government Area;
- Ministry of Justice;
- Kaduna State Citizens Mediation Centre;
- KADGIS Legal Unit;
- Kaduna Market Management Company;
- Ministry of Internal Security and Home Affairs; and
- KBRT Project Management Unit (PMU).
- Validation Workshop.

6.4.3 Institutional Capacity Assessment Criteria

The RICA is organised around a number of capacity dimensions considered relevant to RAP implementation.

Table 6.1: Multi-Criteria Approach for Assessment of Institutional Capacity for various RAP functions

SN	Criteria Family	Coverage	Specific Criteria
1	Mandate Alignment	Assessment of the extent to which proposed RAP functions fall within the statutory responsibilities of the institution.	• Established legal authority; • Clear and defined statutory functions; and • policy consistency
2	Technical Capacity	Assessment of technical capabilities relevant to assigned RAP functions.	• land administration; • valuation; • urban planning; • social safeguards; • livelihood restoration; • dispute resolution; • stakeholder engagement; and • programme management.
3	Organizational Capacity	Assessment of institutional structures available to support RAP implementation.	• Well-defined organisational structure; • Defined departmental responsibilities; • Available management arrangements; and • Available internal coordination systems.
4	Human Resource Capacity	Assessment of available staffing and technical personnel.	• staffing levels; • available professional expertise suitable for agency business needs; • field presence; • technical skills; and • relevant implementation experience.
5	Operational Systems Capacity	Assessment of institutional tools and systems required to support implementation.	• databases; • record management systems; • geographic information systems; • monitoring systems; • communications systems; and • logistical resources.

SN	Criteria Family	Coverage	Specific Criteria
6	Coordination Capacity	Assessment of the institution's readiness to participate within a multi-agency implementation model	• previous collaboration experience; • experience of participation in multi-agency programmes; • proven reporting practices; • proven communication arrangements; and • existing decision-making processes.
7	Resource Adequacy	Assessment of resources available to support implementation.	• Available financial resources (based on budgets); • office facilities; • equipment; • mobility and field logistics; and • institutional support systems.

6.5. Assessment of Key RAP Service Delivery Workstreams

All seven (7) assessment criteria bundles identified in Table 6.1 will also be assessed ahead of the development of the methodological note (Deliverable 4 under Output 2.12 of EPCS consultancy). The assessment is to ensure consistency with the RAP Service Delivery Framework outlined in Chapter 5. The RICA assessment will examine institutional capacity across the principal implementation workstreams.

Specific assessment aspects per workstream are shown in Table 6.2 below;

Table 6.2: Target Assessment Areas based on RAP workstream

SN	RAP Workstream	Primary institutions	Assessment Areas
1	Land Administration, Valuation and Compensation	• KADGIS • KASUPDA • KADRA • Ministry of Public Works and Infrastructure	• land records management; • valuation systems; • compensation support processes; • cadastral information management; and • land-related dispute management. • Right-of-Way and acquisition footprint management/ documentation
2	Livelihood Restoration	• Ministry of Business Innovation and Technology; • KADEDA; • Kaduna State Microcredit Agency; and • Kaduna Market Management Company.	• business development support; • enterprise recovery programming; • financial inclusion services; • trader transition support; and • livelihood monitoring systems.
3	Vulnerability Support	• Ministry of Women Affairs and Social Development; and • Corridor LGAs.	• vulnerability identification; • social welfare programming; • gender-responsive interventions; • referral services; and • case management arrangements.
4	Community Engagement,	• Ministry for Local Government Affairs;	• community mobilisation;

SN	RAP Workstream	Primary institutions	Assessment Areas
	Communications and Security Support	- and - Kaduna North and, Kaduna South LGAs. - Ministry of Internal Security & Home Affairs	- stakeholder engagement; - information disclosure; - local coordination; and - communication systems.
5	Grievance Management and Dispute Resolution	- Ministry of Justice; - Kaduna State Citizens Mediation Centre; and - KADGIS Legal Unit.	- grievance management systems; - legal support services; - mediation capability; - ADR functions; and - dispute resolution procedures.

6.6. Institutional Arrangements Validation Workshop

6.6.1 Purpose

The Institutional Arrangements Validation Workshop serves as the principal platform through which participating institutions will review and validate the proposed implementation framework.

The Workshop will provide an opportunity for institutions to:

- review proposed RAP responsibilities;
- confirm mandate alignment;
- collate RICA data;
- identify implementation risks;
- assess coordination requirements;
- confirm institutional commitments; and
- recommend refinements to the proposed framework.

6.6.2 Purpose

The Validation activities are expected to include:

1. **Review of Proposed Institutional Roles:** Institutions will review the responsibilities assigned to them in Chapter 4.
2. **Review of Service Delivery Arrangements:** Institutions will assess the practicality of the arrangements proposed in Chapter 5.
3. **Table-Top Implementation Exercises:** Participants will work through selected RAP implementation scenarios to test:
 - institutional roles;
 - coordination arrangements;
 - information flows;
 - grievance management procedures; and
 - service delivery pathways.
4. **Capacity Gap Identification:** Participants will identify:
 - training needs;
 - resource constraints;
 - technical support requirements; and
 - institutional strengthening measures.

6.6. Capacity Gap Analysis and Institutional Strengthening Needs

Information obtained through the RICA and the Institutional Arrangements Validation Workshop will be analysed to identify:

- institutional strengths;
- implementation constraints;
- coordination challenges;

- training requirements;
- resource requirements; and
- technical assistance needs.

These findings will form the basis for the institutional strengthening recommendations to be incorporated into the Implementation Methodology Note and the Final RAP report.

6.6. Use of Validation Findings

The findings of the RICA and the Institutional Arrangements Validation Workshop will be used to:

- refine institutional responsibilities;
- confirm lead and supporting institutions;
- strengthen service delivery arrangements;
- improve coordination mechanisms;
- identify capacity strengthening requirements;
- refine monitoring arrangements; and
- finalise RAP implementation arrangements in Implementation Methodology Note.

6.6. Use of Validation Findings

The institutional arrangements presented in this report represent a proposed implementation framework developed from available project information, stakeholder consultations and institutional analyses. Prior to finalisation, these arrangements require validation by participating institutions and assessment of institutional readiness.

The Rapid Institutional Capacity Assessment (RICA) and the Institutional Arrangements Validation Workshop provide complementary mechanisms for testing, validating and refining the proposed implementation framework. Together, they will provide the evidence base required to confirm institutional responsibilities, identify capacity development needs and

finalise a practical, mandate-based implementation arrangement for incorporation into the Final RAP (D3 report) and D4 (Methodological Note on RAP Implementation under Output 2.12).

CHAPTER SEVEN: COORDINATION, COMMUNICATION AND OPERATIONAL ARRANGEMENTS

7.1. Introduction

The successful implementation of the KBRT RAP depends not only on the allocation of responsibilities among participating institutions but also on the effectiveness of coordination mechanisms established to support implementation. Given the mandate-based, multi-agency nature of the proposed implementation framework, RAP implementation will require continuous interaction among institutions responsible for land administration, compensation, livelihood restoration, community engagement, grievance management and monitoring.

While Chapters 3, 4 and 5 establish the governance structure, institutional responsibilities and service delivery arrangements respectively, this chapter focuses on the operational mechanisms through which participating institutions will work together during implementation. Specifically, the chapter presents the coordination, communication, reporting and decision-making arrangements required to support effective implementation of RAP measures.

7.2. Objectives of the Coordination Framework

The objectives of the coordination framework are to:

- promote effective collaboration among participating institutions;
- facilitate information sharing across agencies;
- minimise duplication of effort;
- support timely decision-making;
- ensure consistency in implementation;
- strengthen monitoring and accountability; and
- provide mechanisms for resolving implementation challenges.

7.3. Institutional Coordination Architecture

7.3.1 Purpose

The coordination framework is anchored on the governance structure established in Chapter 3. Within this framework:

- the Steering Committee provides strategic oversight;
- the Technical Committee provides technical oversight;
- the Resettlement Sub-Technical Committee (RSC) serves as the primary RAP coordination platform; and
- participating institutions undertake implementation activities within their respective mandates.

The PMU serves as the central coordinating and reporting entity.

7.3.2 Role of the Resettlement Sub-Technical Committee

The RSC is proposed as the principal institutional platform for coordinating implementation activities across participating agencies. The Committee will:

- monitor implementation progress;
- review implementation challenges;
- coordinate inter-agency activities;
- review grievance trends;
- monitor livelihood restoration activities;
- facilitate information sharing;
- provide recommendations to the Technical Committee; and
- support resolution of implementation bottlenecks.

7.4. Institutional Coordination Architecture

7.4.1 Purpose

Routine implementation activities are expected to be coordinated through:

- regular communication among participating agencies;
- PMU-facilitated coordination meetings;
- technical working sessions;
- implementation progress reviews; and
- RSC meetings.

The emphasis should be on proactive coordination and early identification of implementation issues.

7.4.2 Workstream-Based Coordination

For operational effectiveness, coordination arrangements may be organised around the principal RAP service streams:

RAP Workstream	Implementation	Mandate-Related Institutions	Lead Agency
<i>Land Administration, Verification and Compensation</i>		• KADGIS; • KASUPDA; • KADRA • MPWI • PMU.	KADGIS
<i>Livelihood Restoration</i>		Coordinated through the Livelihood Restoration Cluster comprising: • Ministry of Business Innovation and Technology; • Kaduna State Enterprise Development Agency (KADEDA); • Kaduna State Microcredit Agency; and • Kaduna Market Management Company.	Ministry of Business Innovation and Technology
<i>Vulnerability Support</i>		• Ministry of Women Affairs and Social Development; • corridor LGAs; and • community support organisations where applicable.	Ministry of Women Affairs and Social Development

RAP Workstream	Implementation	Mandate-Related Institutions	Lead Agency
<i>Community Engagement</i>		- Ministry for Local Government Affairs; - Kaduna North LGA; - Kaduna South LGA; and - PMU.	PMU
<i>Grievance Management</i>		- Ministry of Justice; - KADGIS Legal Unit; - Citizens Mediation Centre; - Community-based Grievance Redress Committees; and - PMU.	PMU

7.5. Institutional Coordination Architecture

7.5.1 Purpose

Effective communication is necessary to ensure that participating institutions operate with consistent information and that implementation decisions are properly documented.

7.5.2 Proposed Communication Channels

Communication channels may include:

- formal correspondence;
- technical memoranda;
- implementation reports;
- meeting records;
- electronic communication platforms; and
- stakeholder engagement reports.

7.5.3 Role of the PMU

The PMU will serve as the central communication hub for:

- dissemination of implementation information;
- coordination of meeting schedules;
- circulation of reports;
- management of implementation records; and
- tracking institutional actions. Communication channels may include:

7.6. Meeting Arrangements

7.6.1 Resettlement Sub-Technical Committee Meetings

The RSC should meet periodically throughout RAP implementation.

Proposed agenda items include:

- implementation progress;
- compensation activities;
- livelihood restoration progress;
- grievance management;
- implementation risks;
- institutional action items; and
- stakeholder concerns.

7.6.2 Special Meetings

Special meetings may be convened to address:

- significant grievances (for consideration + recommendations to KBRT Steering C'tee);
- implementation delays;
- compensation issues;
- livelihood restoration challenges;
- emerging risks; and

- urgent implementation decisions.

7.7. Reporting Arrangements

7.7.1 Institutional Reporting

Participating institutions should periodically report on:

- completed activities;
- implementation challenges;
- emerging risks;
- grievances;
- coordination issues; and
- planned activities.

7.7.2 PMU Consolidated Reporting

The PMU should consolidate institutional inputs into periodic RAP implementation reports for submission to:

- the Resettlement Sub-Technical Committee;
- the Technical Committee;
- the Steering Committee; and
- AFD

7.8. Issue Escalation and Decision-Making

7.8.1 Operational Issues

Routine implementation issues should be addressed at the institutional level. The implication is that institutions identified for KBRT RAP implementation need to use their internal resources in dealing with emerging issues.

7.8.2 Inter-Agency Issues

Issues involving multiple agencies should be referred to the RSC for resolution. Examples may include:

- conflicting institutional responsibilities;
- coordination delays;
- information gaps; and
- implementation bottlenecks.

7.8.3 Strategic Issues

Issues that cannot be resolved by the RSC should be escalated to:

1. Technical Committee; and subsequently
2. Steering Committee where necessary.

7.8. Documentation and Record Management

The PMU should establish systems for maintaining records relating to:

- PAP verification;
- compensation administration;
- livelihood restoration activities;
- grievance management;
- meeting records;
- monitoring activities; and
- implementation reports.

Proper documentation will be essential for accountability, monitoring and audit purposes.

7.8. Summary

The proposed operational arrangements provides the mechanisms through which participating institutions will coordinate, communicate, report and make decisions during RAP implementation. By combining mandate-based implementation with structured coordination and reporting arrangements, the framework seeks to ensure that RAP activities are delivered in a coherent, efficient and accountable manner while maintaining strong institutional ownership across participating agencies.

CHAPTER EIGHT: PRELIMINARY INVENTORY OF AFFECTED ASSETS AND LIVELIHOODS

8.1. Introduction

As noted in Chapter 1, the Terms of Reference envisaged that the full census and enumeration of Project Affected Persons (PAPs), socio-economic surveys and final impact assessments would be undertaken as part of the subsequent RAP process. However, a Census and Project Affected Asset and Livelihood Inventory has been completed along the proposed Kaduna Bus Rapid Transit (KBRT) corridor from Kawo Overhead Bridge (Chainage 0+000) to Command Junction (Chainage 17+450).

The purpose of the inventory was to identify potentially affected physical assets, livelihood activities, commercial facilities, public infrastructure, utilities, frontage areas and economic activities that may be affected by the proposed BRT corridor improvements. The exercise provides an important evidence base for understanding the nature and distribution of likely impacts and for informing institutional arrangements, service delivery requirements and RAP planning.

This chapter presents preliminary findings from the inventory and discusses their implications for RAP implementation. The findings should be regarded as preliminary and remain subject to verification through the detailed socio-economic census, PAP enumeration and impact assessment processes.

8.2. Purpose and Limitations of the Inventory

The affected assets inventory was undertaken to:

- identify potentially affected assets and livelihood activities;
- record commercial and economic activities occurring within the impact corridor;
- identify potential physical and economic displacement risks;
- support design review and impact avoidance measures;
- provide preliminary inputs for RAP planning; and
- guide subsequent PAP verification and socio-economic surveys.

The inventory does not constitute a full RAP census and should not be interpreted as a final estimate of affected persons. At this stage, the exercise documents affected assets and livelihood activities rather than verified PAPs. Final PAP numbers will emerge only after completion of enumeration, verification and eligibility assessments.

Potential operational impacts that may arise from changes to the urban transport operating environment following commencement of BRT services, including impacts on existing transport operators, are not included within this inventory. Such impacts are being addressed separately through the ESIA and PMOD studies concerned with transport industry transition and integration.

8.3. Inventory Coverage and Summary Statistics

The inventory covered the Kawo Motor Park (proposed site for the BRT terminal) and the entire corridor alignment from Kawo Overhead Bridge to Command Junction and captured impact records on both sides of the route.

Table 8.1: Summary of Potential Physical and Economic Displacement Impacts

Broad Impact Category	Impact Category	Kawo Motor Park	Main Corridor
Physical Displacement	Structural Asset Impacts	53	10
	Impacts on Makeshift Structures/Assets	47	36
	Boundary Asset Impacts	4	54
	Advertising Asset Impacts	-	61
	Utility Infrastructure Impacts	2	8
	Public Infrastructure and Community Assets	13	25
	Fuel Station Asset Impacts	-	4
	Landscape and Horticultural Impacts	-	6
	Recreational, Institutional and Community Assets ¹	-	4
	Mixed and Other Impacts Requiring Verification ¹¹	-	53
	Sub-Total	119	261
Economic Displacement	Relocation of Moveable Trading Assets ¹²	172	25
	Commercial Frontage and Access Impacts ⁷	-	10
	Other Commercial Livelihood Impacts ¹³	-	5
	Sub-total	172	40
		291	301

Notes to Asset Inventory data

1. Corridor figures represent inventory records rather than verified counts of affected persons, enterprises or individual assets. Several records under the broad category of economic displacement, represent clusters of traders, grouped commercial activities. In the physical displacement group, multiple affected entities. Final PAP and enterprise numbers will be confirmed through RAP census and socio-economic surveys.
2. Several categories classified as physical displacement impacts would also generate associated economic displacement effects. Examples include advertising structures, makeshift trading structures, fuel station facilities, commercial frontage areas and other business-support assets whose removal, modification or relocation may disrupt income-generating activities. This streams of economic losses will be accounted for during the socioeconomic survey phase of the RAP study leading to the Final RAP (D3 of EPCS Output 2.11)

Table 8.2: Explanatory Notes and Decomposition of Impacts by Category

Impact Category	Explanatory Notes
Physical Displacement Impacts	
Structural Asset Impacts	Comprise Building Structures (9) and Outbuilding Structures (1) from the Corridor Asset Inventory and Block Houses (49) and Mud Houses (4) from the Kawo Motor Park Inventory.
Impacts on Makeshift Structures/Assets	Comprise Temporary Trading Structures (36) from the Corridor Asset Inventory and Zinc Structures (32) and Wood/Shacks (15) from the Kawo Motor Park Inventory.
Boundary Asset Impacts	Comprise Boundary Structures (54) from the Corridor Asset Inventory and Metal/Wire Structures (4) from the Kawo Motor Park Inventory.
Advertising Asset Impacts	Comprise Advertising Signage (61) from the Corridor Asset Inventory. No corresponding assets were identified during the Kawo Motor Park inventory.
Utility Infrastructure Impacts	Comprise Utility Infrastructure (8) from the Corridor Asset Inventory and Utility Assets (2) from the Kawo Motor Park Inventory.
Public Infrastructure and Community Assets	Comprise Transport Facilities (21) and Community Facilities (4) from the Corridor Asset Inventory and Wells (11), Boreholes (1) and Hand Pumps (1) from the Kawo Motor Park Inventory.
Fuel Station Asset Impacts	Comprise Fuel Station Assets (2) and Fuel Station Frontage (2) from the Corridor Asset Inventory. No equivalent impacts were identified within Kawo Motor Park.
Landscape and Horticultural Impacts	Comprise Landscaping and Gardens (6) from the Corridor Asset Inventory. No equivalent impacts were identified within Kawo Motor Park.
Recreational, Institutional and Community Assets¹	Comprise Recreational Areas (3) and Community Facility Frontage (1) from the Corridor Asset Inventory. No equivalent impacts were

	identified within Kawo Motor Park.
Mixed and Other Impacts Requiring Verification¹¹	Comprise Multiple Affected Assets (36) and Other Affected Assets (17) from the Corridor Asset Inventory. These records involve multiple impact types or require additional verification and will be reassessed during preparation of the Final RAP. To maintain full consistency with the corridor asset inventory database, records classified as "Multiple Affected Assets" and "Other Affected Assets" have been retained as a temporary reporting category in D2. These records will be reviewed and reassigned to definitive impact categories during Final RAP preparation, following asset verification and PAP census activities.
Economic Displacement Impacts	
Relocation of Moveable Trading Assets¹²	Comprise Roadside Trading (24) and Moveable Assets (1) from the Corridor Asset Inventory and Kiosks (54), Tables/Benches (43), Umbrellas (41) and Containers (34) from the Kawo Motor Park Inventory.
Commercial Frontage and Access Impacts⁷	Comprise Commercial Frontage (9) and Property Frontage (1) from the Corridor Asset Inventory. No equivalent impacts were separately identified during the Kawo Motor Park asset inventory.
Other Commercial Livelihood Impacts¹³	Comprise Commercial Property (5) from the Corridor Asset Inventory. These assets support commercial operations and may result in livelihood disruption in addition to physical asset impacts. No equivalent category was separately identified within Kawo Motor Park.

The findings indicate that commercial and livelihood-related activities constitute a significant impact category along the corridor (the relatively equal numbers notwithstanding), suggesting that economic displacement issues are likely to be more significant than large-scale residential displacement.

8.4. Physical Displacement Impacts

Physical displacement impacts relate to the loss, removal, modification, relocation or restriction of access to tangible assets, structures and infrastructure located within the project impact corridor. These impacts affect the physical environment occupied or used by individuals, businesses, institutions and service providers. The inventory identified a range of physical impacts affecting permanent structures, makeshift structures, boundary features, public utilities, advertising infrastructure, community facilities and other public assets. Although classified primarily as physical displacement impacts, several of these assets also support economic activities and may therefore generate associated livelihood restoration requirements

8.4.1 Structural Asset Impacts

Structural asset impacts relate to permanent buildings and similar physical improvements that may require demolition, modification or partial acquisition. Within the Kawo Motor Park area, these impacts primarily comprise block houses and a limited number of mud structures. Along the wider corridor, the impacts mainly involve isolated structural elements and frontage-related building effects. Because these impacts involve permanent physical assets, valuation and compensation assessments will be required during preparation of the Final RAP.

8.4.2 Impacts on Makeshift Structures/Assets

The inventory identified numerous zinc structures, wooden shacks and similar makeshift facilities used for commercial and livelihood purposes. Although these assets are not equivalent to permanent buildings, they nevertheless constitute physical improvements that may require removal or relocation. In many instances, these structures support small-scale enterprise activities and therefore may generate associated livelihood impacts in addition to direct physical asset losses. Their treatment will require careful consideration within both the compensation and livelihood restoration frameworks.

8.4.3 Boundary Asset Impacts

A significant number of impacts involve fences, perimeter walls and other boundary-defining structures. While these impacts may not result in displacement of occupants, they nonetheless constitute losses of physical improvements and may affect access arrangements, property security and site functionality. Reinstatement, reconstruction or compensation measures may therefore be required depending on the final design requirements.

8.4.4 Advertising Asset Impacts

The inventory identified a substantial concentration of billboard and outdoor advertising structures within the project corridor. These assets constitute physical structures and have therefore been classified primarily as physical displacement impacts. However, the removal or relocation of advertising infrastructure may also result in economic displacement affecting advertising operators, permit holders and asset owners. Verification of ownership,

permit status and operational arrangements will therefore be required during subsequent RAP activities.

8.4.5 Public Utility Assets

A number of utility-related assets were identified within the impact corridor. These assets may require relocation, protection or modification to accommodate project works. Utility impacts are expected to require extensive coordination with the responsible agencies and service providers during implementation planning.

8.4.6 Public Infrastructure / Community Water Assets

The inventory identified several community-serving assets, including wells, boreholes and hand pumps. These facilities provide important public services and may therefore require replacement, relocation or restoration where impacts cannot be avoided. Their significance extends beyond asset value because they may provide essential services to nearby communities and businesses.

8.4.7 Public Toilets and Community Facilities

The corridor inventory identified a limited number of public toilet facilities and comparable community-support infrastructure. The significance of these impacts relates primarily to maintenance of public services and user access rather than displacement of individual asset owners. Appropriate replacement or reinstatement measures may therefore be required where impacts are confirmed.

8.4.8 Recreational, Institutional and Religious Assets

The inventory also identified isolated impacts affecting recreational facilities, institutional properties and religious assets. Although relatively few in number, these impacts may carry heightened social sensitivity because of the public and community functions performed by such assets. Detailed assessment and stakeholder consultation will therefore be required before determining appropriate mitigation and compensation measures.

8.5. Economic Displacement Impacts

Economic displacement impacts arise where project activities disrupt income-generating activities, commercial operations, access to customers, trading spaces, productive assets or sources of livelihood, regardless of whether physical relocation occurs. The inventory findings suggest that economic displacement is likely to constitute the dominant social impact issue along the KBRT corridor, particularly among traders, roadside businesses, market operators and other informal economic actors. In several instances, physical impacts on structures, advertising installations, business frontages and fuel station facilities may also result in associated economic displacement through interruption of commercial activities or reduced business accessibility. The inventory results presented in this chapter focus on displacement impacts associated with land acquisition, construction activities and physical modifications required for implementation of the KBRT Project. Potential operational impacts that may arise from changes to the urban transport operating environment following commencement of BRT services, including impacts on existing transport operators, are not included within this inventory. Such impacts are being addressed separately through the ESIA and PMOD studies concerned with transport industry transition and integration.

8.5.1 Relocation of Moveable Trading Assets

The inventory identified a substantial number of moveable economic assets, including kiosks, tables, benches, umbrellas, containers and similar trading facilities used by small-scale businesses and informal economic operators. These assets are particularly prominent within the Kawo Motor Park area and also occur at several locations along the project corridor. Although such assets may be physically relocated with relative ease, their displacement may interrupt business operations, customer access and daily income generation. Consequently, impacts on moveable trading assets are expected to represent one of the most significant economic displacement issues requiring attention during RAP implementation.

8.5.2 Restriction of Access to Commercial Buildings and Frontage Areas

The inventory identified a number of locations where implementation of corridor improvements may temporarily or permanently affect access arrangements to commercial

premises. Such impacts may arise through modifications to frontage areas, changes in vehicle access arrangements, construction activities or alterations to customer circulation routes. While these impacts may not necessarily involve removal of structures, they may affect business performance and should therefore be assessed as potential economic displacement risks.

8.5.3 Fuel Station Operational Impacts

Several impacts were identified affecting fuel station facilities and associated access infrastructure. These include potential removal of access elements, modifications to entry and exit arrangements and alterations to customer service areas. Although the affected assets are physical in nature, the resulting restrictions on business operations may generate associated economic impacts requiring mitigation through project-specific implementation measures.

8.5.4 Other Commercial Asset Impacts

A smaller number of impacts were recorded against commercial assets that do not fall neatly within the categories described above. These may include commercial installations, ancillary facilities and business-support infrastructure affected by corridor improvements. These impacts require further verification during detailed RAP investigations to determine the nature and significance of resulting economic effects.

8.6. Asset Inventory Maps

District level maps showing the location of identified assets along the main corridor, is shown in the images placed in Annex 4 of this report.

Table 8.3: Pictorial view of impact categories

Location / Chainage	Impact Type	Description	Pictorial View
Kawo Overhead Bridge area, Chainage 0+000–0+750	Livelihood / roadside trading	Roadside market, tricycle-related activity and temporary trading structures recorded. High economic displacement risk.	
Leventis area, Chainage 7+750–7+800	Building impact	Two-floor commercial building affected. Requires design verification and asset categorisation.	

Location / Chainage	Impact Type	Description	Pictorial View
Magajin Gari / Kaduna State Veterinary Office area, Chainage 9+400–9+450	Building impact	Small shop building cut recorded. Requires further technical verification.	
Shagalinku Restaurant / commercial frontage area, Chainage 5+600–5+650	Commercial frontage	Frontage impact likely to affect business access and customer interface.	
Hotel/business frontage area, Chainage 5+200–5+400	Commercial frontage / pavement	Frontage and paved access areas affected.	

Location / Chainage	Impact Type	Description	Pictorial View
Ahmadu Bello Way / central commercial section, Chainage 8+000–9+000	Major livelihood impact	Dense roadside trading, shop frontages, canopies, and metal staircases affected. This is a high-priority RAP hotspot.	
Stadium/Station/Fuel station axis	Fuel station impacts	Conoil, Total Energies, AP and other fuel station frontages, fences and diesel pumps are affected.	
AP Fuel Station, Chainage 12+300–12+350	Commercial / fuel station	Frontage, diesel pump and signboard affected.	

Location / Chainage	Impact Type	Description	Pictorial View
Kalapanzi Barracks area, Chainage 15+950–16+100	Security/institutional impact	Entrance decoration, fence and watchtower area affected. Requires careful institutional coordination.	
Car sales stands, Chainage 2+900–2+950, 5+300–5+350, 15+100–15+300	Commercial frontage	Car sales stand fences/frontages affected. May affect business visibility and operations.	
Private fences, Chainage 2+150–5+350	Property frontage	Multiple private/institutional fences and frontage areas affected.	

Location / Chainage	Impact Type	Description	Pictorial View
Billboard/signage locations across corridor	Commercial revenue assets	55 billboard-related records were captured, representing at least 62 individual billboard/signage units where quantities are stated.	

CHAPTER NINE: PRELIMINARY ENTITLEMENT FRAMEWORK

9.1. Introduction

The purpose of an entitlement framework is to establish the principles and categories through which affected persons may become eligible for compensation, assistance, livelihood restoration support and other RAP measures.

The preliminary inventory undertaken along the KBRT corridor has identified a range of physical and economic impacts affecting commercial assets, roadside traders, frontage areas, utilities, billboards, public infrastructure and institutional facilities. While detailed PAP enumeration, verification and valuation activities remain outstanding, the inventory findings provide a sufficient basis for developing a preliminary entitlement framework.

This chapter presents a draft entitlement framework intended to guide subsequent RAP activities and support stakeholder discussions regarding the treatment of affected persons and assets. The framework will be refined following completion of PAP enumeration, socio-economic surveys, asset valuation and eligibility verification.

9.2. Purpose of the Entitlement Framework

The framework seeks to:

- establish a consistent basis for determining RAP assistance measures;
- promote transparency and equity in implementation;
- support planning of compensation and livelihood restoration measures;
- guide PAP verification activities;
- facilitate stakeholder consultations; and
- provide a foundation for development of the final entitlement matrix.

9.3. Principles Guiding Entitlement Determination

Entitlement determination shall be guided by the following principles:

1. **Avoidance and Minimisation of Impacts:** Project design and implementation seeks to avoid or minimise displacement impacts wherever practicable.
2. **Fair and Equitable Treatment:** Affected persons are treated fairly and consistently irrespective of the nature of their impact.
3. **Assistance Based on Impact:** Assistance measures is determined by the nature and severity of impacts rather than solely by ownership status.
4. **Restoration of Livelihoods:** Particular attention is given to restoring the livelihoods and income-generating capacity of economically displaced persons.
5. **Support for Vulnerable Persons:** Additional assistance will be required for vulnerable PAPs to ensure equitable outcomes.
6. **Transparency and Due Process:** Eligibility assessment, valuation and entitlement determination will be undertaken through transparent and documented procedures.

9.4. Preliminary Eligibility Categories

In accordance with the requirements of ESS5, affected persons may be eligible for compensation, assistance and livelihood restoration measures depending on the nature of their rights, interests or use of affected land and assets. Based on available inventory information, potentially affected persons under the KBRT Project are expected to fall within one of three broad eligibility categories.

Final eligibility determinations will be made following PAP enumeration, verification, socio-economic surveys and asset ownership assessments.

9.4.1 Persons with Formal Legal Rights to Land or Assets (*Category A*)

This category includes individuals, institutions and entities that possess legally recognised rights to affected land, structures or other assets.

Potential examples identified during the inventory may include:

- owners of affected commercial properties;
- owners of affected fences, walls and frontage structures;
- owners of fuel stations and associated facilities;
- institutional property owners;
- owners of commercial buildings affected by frontage cuts or partial acquisition;
- registered owners of billboard and advertising structures;
- owners of private utility infrastructure where applicable; and
- public institutions holding legally recognised interests in affected facilities.

Persons in this category may be eligible for compensation and other assistance measures in accordance with applicable laws, regulations and RAP provisions.

9.4.2 Persons Without Formal Legal Rights but with Recognisable Claims (*Category B*)

This category includes persons who may not possess formal legal title but whose claims to affected land, assets or spaces are recognised or recognisable under applicable laws, customary arrangements, permits, licenses or administrative practices.

Potential examples of recognizable claims may include:

- operators occupying spaces under recognised permits or approvals;
- businesses operating within approved commercial areas;
- billboard operators holding valid advertising permits;
- lawful occupiers of commercial premises;
- tenants and leaseholders;
- operators occupying market-related spaces under recognised arrangements; and
- users whose occupation or use is supported by administrative records maintained by relevant authorities.

The eligibility of persons in this category will be determined during PAP verification and review of supporting documentation.

9.4.3 Persons Without Recognisable Legal Rights or Claims (Category C)

This category includes persons occupying or using affected land, road setbacks, frontage areas or public spaces without legally recognisable rights or claims.

Inventory findings suggest that several livelihood activities may fall within this category, including:

- roadside traders;
- temporary table and umbrella operators;
- roadside food vendors;
- POS operators;
- vulcanizers and repair services operating within road reserves;
- roadside fuel sellers;
- wheelbarrow traders;
- temporary horticultural activities within affected areas; and
- other informal economic activities occurring within the project corridor.

Consistent with ESS5, persons in this category may not be eligible for compensation for land but may be eligible for resettlement assistance, livelihood restoration measures and other support necessary to address project-related economic displacement.

9.4.4 Vulnerable Affected Persons

Vulnerability status is not an independent eligibility category under ESS5, but a cross-cutting consideration applicable to all three categories described above.

Accordingly, vulnerable affected persons identified during PAP enumeration may be eligible for additional support measures irrespective of the basis of their eligibility.

Potential vulnerable groups may include:

- women-headed households;
- elderly persons;
- persons living with disabilities;
- chronically ill persons;
- low-income households; and
- other vulnerable individuals identified during socio-economic surveys.

Specific vulnerability support measures will be determined during preparation of the Final RAP.

9.5. Entitlement Framework for Physical Displacement Impacts

Physical displacement impacts relate to affected structures, facilities and physical improvements.

Table 9.1: Preliminary Entitlement Framework for Physical Impacts

Impact Category	Indicative Eligible Persons ¹	Preliminary Entitlement Considerations
Partial building impacts	Property owner and/or eligible occupier	Compensation and/or reinstatement measures to be determined following valuation
Fences and boundary walls	Property owner	Replacement, reinstatement or compensation as appropriate
Commercial frontage structures	Property owner and/or operator	Compensation and restoration of affected frontage where applicable
Public toilets	Relevant authority or community group	Replacement, relocation or reinstatement in another suitable location
Utility infrastructure	Utility owner/company	Relocation or replacement measures
Institutional facilities	Affected institution and/or supervisory ministry	Restoration, reinstatement or replacement as required
Security-related facilities	Affected institution and/or supervisory ministry	Site-specific mitigation and restoration measures
Billboard structures	Billboard owner/operator	Compensation, relocation or replacement subject to verification

9.6. Entitlement Framework for Economic Displacement Impacts

The inventory findings indicate that economic displacement is likely to be the dominant impact category associated with the KBRT Project.

Economic displacement measures should therefore constitute a major component of RAP implementation.

Table 9.2: Preliminary Entitlement Framework for Economic Impacts

Impact Category	Indicative Eligible Persons	Preliminary Entitlement Considerations
Roadside traders (along main corridor)	Verified operators	Transitional assistance and livelihood restoration support
Market traders (at Kawo Park)	Verified operators	Livelihood restoration and business re-establishment assistance
POS operators	Verified operators	Business restoration support
Food vendors	Verified operators	Livelihood restoration support
Vulcanizers and repair services	Verified operators	Business restoration support

¹ Eligible person definition remains speculative until socioeconomic profile of affected persons are determined through planned socioeconomic surveys

Horticultural operators	Verified operators	Livelihood restoration assistance
Roadside fuel vendors	Verified operators	Livelihood restoration assistance
Car sales operators	Verified operators	Business continuity assistance
Shop operators affected by frontage loss	Verified operators	Livelihood restoration and business support measures
Fuel station operators affected by frontage or operational impacts	Verified operators	Business restoration measures and operational mitigation
Billboard operators	Verified operators	Restoration of advertising business opportunities, relocation support or other agreed measures

9.7. Entitlement Framework for Vulnerable Persons

In addition to standard entitlements, vulnerable PAPs will require supplementary support measures. Potential vulnerable groups may include:

- women-headed households;
- elderly persons;
- persons living with disabilities;
- chronically ill persons;
- extremely poor households; and
- other vulnerable persons identified during socio-economic surveys.

Potential Additional Measures

These may include:

- priority assistance during implementation;
- dedicated consultation support;
- referral services;
- enhanced livelihood restoration assistance;
- transitional support; and
- targeted monitoring.

Final vulnerability measures will be determined following socio-economic surveys.

9.8. Preliminary Livelihood Restoration Framework

Given the predominance of economic displacement impacts identified during the inventory, livelihood restoration is expected to become a major RAP component.

Potential livelihood restoration measures may include:

- business advisory services;
- entrepreneurship training;
- vocational support programmes;
- access to microfinance and credit facilities;
- financial literacy programmes;
- market transition support;
- trader reintegration assistance;

- enterprise formalisation support; and
- business monitoring and mentoring.

These activities are expected to be implemented through the Livelihood Restoration Cluster described in earlier chapters.

9.9. Special Categories Requiring Further Verification

Certain impact categories identified during the inventory require further investigation before final entitlements can be determined.

These include:

1. **Billboard and Advertising Assets:** Ownership and permit status require verification.
2. **Fuel Station Facilities:** Operational impacts require technical review.
3. **Utility Infrastructure:** Asset ownership and relocation responsibilities require confirmation.
4. **Institutional and Public Assets:** Institutional coordination will be necessary before determining appropriate responses.
5. **Under-Construction Structures:** Eligibility will need to be assessed against the project cut-off date.

9.10. Preliminary Entitlement Matrix

The final entitlement matrix will be prepared during the RAP process following completion of PAP enumeration, valuation and eligibility verification. At this stage, the matrix should be regarded as a working framework linking:

Impact Category → Eligible PAP Category → Proposed RAP Measure

and will be updated as additional information becomes available.

9.11. Summary

The preliminary inventory has identified a predominance of economic displacement impacts along the KBRT corridor, particularly among roadside traders, market activities, frontage-dependent businesses and other commercial operators. The preliminary entitlement framework presented in this chapter provides a structured basis for linking identified impact categories with potential compensation, assistance and livelihood restoration measures. The framework remains subject to refinement following PAP enumeration, socio-economic surveys, valuation exercises and stakeholder consultations and will form the basis for the final entitlement matrix to be included in the Final RAP.

ANNEX 1: RAPID INSTITUTIONAL CAPACITY ASSESSMENT (RICA) TOOL

Kaduna Bus Rapid Transit (KBRT) Project Resettlement Action Plan (RAP) Implementation Arrangements Study RAPID INSTITUTIONAL CAPACITY ASSESSMENT (RICA)

1. INTRODUCTION

1.1 Background

The Kaduna Bus Rapid Transit (KBRT) Project is currently preparing a Resettlement Action Plan (RAP) to address potential physical and economic displacement impacts associated with project implementation. The proposed RAP implementation framework adopts a mandate-based, multi-agency approach under which relevant Ministries, Departments and Agencies (MDAs) perform RAP-related functions in accordance with their statutory mandates. To ensure that the proposed institutional arrangements are realistic and implementable, a RICA is being undertaken.

This assessment seeks to evaluate the readiness, capacity, experience, systems, and resource requirements of participating agencies that may be assigned responsibilities under the KBRT RAP.

1.2 Purpose of the Assessment

The objectives of this assessment are to:

- validate the suitability of agencies proposed for RAP implementation roles;
- assess institutional capacity to perform assigned RAP functions;
- identify staffing, technical, operational and coordination strengths;
- identify institutional constraints and risks;
- determine capacity building and support requirements; and
- inform the finalisation of RAP implementation arrangements.

1.3 Instructions for Respondents

1. Please complete all sections applicable to your agency.
2. Where documentary evidence exists, kindly attach copies or provide references.
3. Responses should be completed by officers familiar with the agency's mandate, organisational structure, and operational capabilities.
4. Additional sheets may be attached where necessary.

SECTION A: GENERAL INFORMATION

A1 Agency Details

Item	Response
Name of Agency	
Department/Unit Completing Assessment	
Name of Respondent	
Position/Designation	
Phone Number	
Email Address	
Date of Completion	

SECTION B: STATUTORY MANDATE AND RAP RELEVANCE

B1 Institutional Mandate

Please provide information on the legal basis of your agency's mandate.

Information Required	Response
Establishing Law/Regulation/Policy	
Year Established	
Relevant Sections Supporting Proposed RAP Functions	
Relevant Policies or Operating Procedures	

B2 RAP-Relevant Functions²

Please indicate the functions that fall within the mandate of your agency.

Function	Yes	No	Remarks
Land Administration			
Land Acquisition Support			
Compensation Administration			
Asset Valuation			
PAP Identification and Verification			
Livelihood Restoration			
Vulnerable Group Support			
Community Engagement			
Grievance Management			
Alternative Dispute Resolution			
Market Relocation/Reintegration			
Security Support			
Monitoring and Evaluation			
Other (Specify)			
Other (Specify)			
Other (Specify)			
Other (Specify)			
Other (Specify)			

² Workstream-specific assessment is included in Section F. Agencies are to respond in general terms in Section B2 while providing more specific responses on their capacity to implement RAP-related requirements within the specific workstream they are mapped to in Table 6.2 of the Institutional Arrangements Report.

B3 Proposed RAP Function Under KBRT

Proposed Function	Agency Comments
Proposed role assigned by RAP Team	
Does agency agree with proposed role?	Yes / No
Suggested modifications	

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SECTION C: PREVIOUS EXPERIENCE

C1 Relevant Project Experience

Has your agency participated in any of the following?

Activity	Yes	No
Infrastructure Projects		
Resettlement Programmes		
Social Safeguards Programmes		
Livelihood Restoration Programmes		
World Bank-Financed Projects		
AfDB-Financed Projects		
Stakeholder Engagement Programmes		
Grievance Redress Programmes		

C2 Details of Relevant Experience

Project Name	Year	Agency Role

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SECTION D: ORGANISATIONAL AND HUMAN RESOURCE CAPACITY

D1 Responsible Unit

Which department or unit would be responsible for RAP implementation within your agency?

D2 Staffing Levels

Category	Number of Staff
Management Staff	
Professional Staff	
Technical Staff	
Administrative Staff	
Field Officers	

D3 Available Professional Expertise *(provide responses in appropriate fields ONLY)*

Expertise	Available	Not Available
Lawyers		
Town Planners		
Land Administrators		
Surveyors		
Estate Valuers		
Social Safeguards Specialists		
Livelihood Specialists		
Community Engagement Specialists		
Gender Specialists		
Disability Specialists		
M&E Specialists		
ICT/Data Management Specialists		

SECTION E: OPERATIONAL SYSTEMS AND RESOURCES

E1 Information Systems

Please indicate whether the following systems exist within your agency.

System	Yes	No
Digital Database(s)		
GIS Database(s)		
Beneficiary Registry		
Permit Registry		
Complaints Management System		
Monitoring & Evaluation (M&E) System		
Electronic Document Management System		
Financial Management Systems (<i>useful for compensation and payment of other entitlements</i>)		

E2 Existing Records Relevant to RAP Implementation

Please describe any records maintained by your agency that may support RAP implementation.

Examples include:

- land records;
- permit registers;
- market trader databases;
- social welfare records;
- beneficiary databases;
- grievance records.

Response:

E3 Logistics and Infrastructure

Resource	Available	Not Available
Vehicles		
Office Facilities		
Computers and ICT Equipment		
Internet Connectivity		
Meeting Facilities		
Field Equipment		

SECTION F: RAP WORKSTREAM CAPACITY ASSESSMENT

Guidance to Responding Institutions

The proposed KBRT RAP implementation framework assigns institutions to specific RAP implementation workstreams according to their statutory mandates and proposed implementation responsibilities. The purpose of this section is to obtain more detailed information on institutional capacity in relation to those specific workstreams.

Respondents are NOT required to complete every subsection below.

Institutions should complete only those subsections that correspond to their proposed RAP responsibilities within their applicable workstreams as mapped in Table 6.2 of RAP Institutional Arrangements Report (Output 2.11 Deliverable 2)

Institution	Complete Subsections
KADGIS	F1
KASUPDA	F1
KADGIS Legal Unit	F1 and F5
Ministry of Business Innovation & Technology	F2
KADEDA	F2
Kaduna State Microcredit Agency	F2
Kaduna Market Management Company	F2
Ministry of Women Affairs & Social Development	F3
Kaduna North and Kaduna South LGAs	F3 and F4
Ministry for Local Government Affairs	F4
Ministry of Justice	F5
Citizens Mediation Centre	F5
KBRT PMU	F1, F2, F3, F4 and F5 (Coordination Role Only)

F1. LAND ADMINISTRATION, VALUATION AND COMPENSATION WORKSTREAM

Applicable Institutions

- KADGIS
- KASUPDA
- KADRA
- Ministry of Public Works and Infrastructure

F1.1 Existing Systems and Procedures

Please indicate whether the following systems or procedures are available within your institution.

System / Procedure	Yes	No	Remarks
<i>Land records management system</i>			
<i>Property ownership database</i>			
<i>GIS / cadastral database</i>			
<i>Asset valuation procedures</i>			
<i>Compensation processing procedures</i>			
<i>Permit/occupancy records</i>			
<i>Land dispute management procedures</i>			
<i>Appeals procedures</i>			

F1.2 Capacity Assessment

Please describe your institution's capacity to undertake the following activities.

Task	High	Moderate	Low	Not Applicable
Verification of land ownership				
Verification of occupancy rights				
Land records retrieval				
Compensation assessment support				
Valuation support				
Land-related grievance management				
GIS mapping support				
Right-of-way definition and verification				
Corridor engineering interface management				
Site possession and implementation sequencing support				

F1.3 Key Challenges

Please identify constraints that may affect delivery of these functions.

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F2. LIVELIHOOD RESTORATION WORKSTREAM

Applicable Institutions

- Ministry of Business Innovation & Technology
- KADEDA
- Kaduna State Microcredit Agency
- Kaduna Market Management Company
- KBRT PMU (coordination perspective)

F2.1 Existing Livelihood Programmes

Please indicate which programmes are currently implemented by your institution.

Programme Type	Available	Not Available
<i>Business advisory services</i>		
<i>Enterprise development</i>		
<i>Entrepreneurship training</i>		
<i>Financial literacy programmes</i>		
<i>Microcredit facilities</i>		
<i>Market transition support</i>		
<i>Business recovery support</i>		
<i>Vocational support programmes</i>		
<i>Enterprise formalisation programmes</i>		
<i>Livelihood monitoring systems</i>		

F2.2 Implementation Capacity

Task	High	Moderate	Low	Not Applicable
Support to displaced traders				
Enterprise recovery support				
Financial inclusion support				
Access-to-finance facilitation				
Trader reintegration support				
Business mentoring				
Post-restoration monitoring				

F2.3 Programme Coverage

- Approximate number of beneficiaries supported annually:
- Geographic areas covered:
- Key programme limitations:

F2.4 Key Challenges

Please identify constraints that may affect delivery of these functions.

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F3. VULNERABILITY SUPPORT WORKSTREAM

Applicable Institutions

- Ministry of Women Affairs & Social Development
- Two LGAs on 17m Corridor (*Kaduna North, Kaduna South*)
- KBRT PMU (coordination perspective)

F3.1 Existing Vulnerability Management Systems

System / Programme	Yes	No	Remarks
<i>Vulnerable persons registry</i>			
<i>Disability support programmes</i>			
<i>Gender support programmes</i>			
<i>Social welfare referral mechanisms</i>			
<i>Case management system</i>			
<i>Household support programmes</i>			
<i>Community outreach programmes</i>			

F3.2 Capacity Assessment

Tasks	High	Moderate	Low	Not Applicable
Identification of vulnerable persons				
Vulnerability assessment				
Gender-responsive support				
Disability support services				
Social welfare referrals				
Monitoring vulnerable beneficiaries				
Case management				

F3.3 Existing Partnerships

Please identify organisations with which your institution collaborates in delivering social support services.

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F3.4 Key Challenges

Please identify constraints that may affect delivery of these functions.

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F4. COMMUNITY ENGAGEMENT, COMMUNICATIONS & SECURITY SUPPORT WORKSTREAM

Applicable Institutions

- Ministry for Local Government Affairs
- Kaduna North LGA
- Kaduna South LGA
- KBRT PMU
- Ministry of Internal Security and Home Affairs

F4.1 Existing Community Engagement Mechanisms

Measures & Mechanism	Yes	No
<i>Community liaison officers</i>		
<i>Community development officers</i>		
<i>Stakeholder database</i>		
<i>Public disclosure procedures</i>		
<i>Traditional institution engagement mechanisms</i>		
<i>Community meeting procedures</i>		
<i>Public complaints channels</i>		

F4.2 Capacity Assessment

Tasks	High	Moderate	Low	Not Applicable
Community mobilisation				
Public consultation				
Information disclosure				
Community conflict management				
Stakeholder communication				
Local coordination support				
Conflict prevention support				
Security coordination for implementation activities				
Community security risk monitoring				

F4.3 Community Networks

Please identify major community structures through which RAP communications could be delivered.

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F4.4 Key Challenges

Please identify constraints that may affect delivery of these functions.

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F5. GRIEVANCE MANAGEMENT AND DISPUTE RESOLUTION WORKSTREAM

Applicable Institutions

- Ministry of Justice
- Citizens Mediation Centre
- KADGIS Legal Unit
- KBRT PMU (coordination perspective)

F5.1 Existing Grievance and Dispute Resolution Systems

System / Mechanism	Yes	No
<i>Formal grievance procedures</i>		
<i>Mediation services</i>		
<i>Alternative dispute resolution mechanisms</i>		
<i>Appeals procedures</i>		
<i>Legal advisory services</i>		
<i>Complaint tracking database</i>		
<i>Written operating procedures</i>		

F5.2 Capacity Assessment

Tasks	High	Moderate	Low	Not Applicable
Grievance intake and registration				
Mediation services				
Alternative dispute resolution				
Appeals handling				
Legal review of grievances				
Grievance tracking and monitoring				
Reporting on grievance performance				

F5.3 Performance Information

Please provide available information on:

- Average number of cases handled annually:
- Average grievance resolution time:
- Number of trained mediators or dispute resolution officers:

F5.4 Key Challenges

Please identify constraints that may affect delivery of these functions.

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SECTION G: INTER-AGENCY COORDINATION CAPACITY

G.1 Existing Coordination Experience

Coordination Arrangement	Yes	No
<i>State-Level Committees</i>		
<i>Multi-Sector Programmes</i>		
<i>Donor-Financed Projects</i>		
<i>KBRT-Related Activities</i>		

G.2 Existing Institutional Relationships

Please indicate agencies that your organization regularly collaborates with.

Institution	Regularly	Occasionally	Never
KADGIS			
KASUPDA			
KADRA			
Ministry of Justice			
Kaduna State Citizen's Mediation Centre			
Kaduna Market Management Company			
Local Government Ministry			
KBRT PMU/KADSTRA			
Other (Specify)			

SECTION H: CAPACITY ASSESSMENT AGAINST PROPOSED RAP ROLE

H1 Agency Self-Assessment

Please rate your agency's readiness to undertake RAP-related functions.

Assessment Area	Assessment Decision ³				
	Very Low	Low	Moderate	High	Very High
Staffing Capacity					
Technical Expertise					
Field Implementation Capacity					
Data Management Capacity					
Stakeholder Engagement Capacity					
Monitoring & Evaluation Capacity					
Coordination Capacity					

SECTION I: CAPACITY CONSTRAINTS

Please identify challenges that may affect your agency's ability to participate effectively in RAP implementation.

Constraint	Applicable
Staff Shortages	
Limited Technical Expertise	
Insufficient Budget	
Inadequate Logistics	
Weak Data Systems	
Limited ESS5 Knowledge	
Weak Coordination Arrangements	
Limited Field Presence	
Legal or Policy Constraints	
Other (Specify)	
Other (Specify)	
Other (Specify)	

Additional Comments:

SECTION J: CAPACITY DEVELOPMENT REQUIREMENTS

³ Very Weak = 1; Weak = 2, Moderate = 3; Strong = 4; Very Strong = 5

J1 Priority Training Needs

Please indicate priority areas where support may be required.

Topic	High	Medium	Low
World Bank ESS5 concepts			
RAP Implementation			
Compensation Administration			
Livelihood Restoration			
Stakeholder Engagement			
Vulnerable Persons Support			
Grievance Redress Management			
Monitoring & Evaluation			
Other (Specify).....			
Other (Specify)			
Other (Specify)			
Other (Specify)			
Other (Specify)			

J2 Additional Support Requirements

Please indicate any institutional, technical, logistical, or financial support required for your agency to effectively perform its proposed RAP implementation responsibilities.

[illegible]

ANNEX 2: INSTITUTIONAL ARRANGEMENTS WORKING SESSION 1 REPORT

Report of Institutional Arrangements Workshop (working session 1) held for the Preparation of Resettlement Action Plan (RAP) for Kaduna BRT Project on Wednesday 28th January, 2026

1.0 Session Objectives

1. To identify and interrogate all laws, policies and regulations (state, national, and international) that are relevant to the management of resettlement aspects of the KBRT project.
2. To identify specific agencies and institutions responsible for various aspects of resettlement implementation
3. To develop a coordination mechanism for the implementation of the Resettlement measures identified in the RAP document to be prepared by EPCS consultant.

2.0 Participants

Various agencies were represented at the session. Agencies represented include KADGIS, KASUPDA, KEPA, MPW&I, KADRA and KADSTRA/KBRT PMU.

1. Jamila Hamisu - AI/Rebel
2. Yusuf Danjuma Aliyu - KASUPDA
3. Bashir M. Suleiman - KASUPDA
4. Mr. Solomon - KADGIS
5. Abubakar Ibrahim - KEPA
6. Engr. Ishaya Yohanna - KADRA
7. Engr Paul Kagoro - MPW&I
8. Engr Ibrahim Suleiman Magaji - MPW&I
9. Abubakar Ibrahim - DAF
10. Engr Paul Manu - KADRA
11. Michael Medubi - Security Specialist
12. Muhammed Hayatudeen - Ministry of Women Affairs & Social Development
13. Dr Jaafar Abdulkadir - PMU KBRT
14. Musa Luka - KADSTRA/PMU M&E
15. Mohammad Bello Samaila - KADSTRA
16. Engr Musa Mohammed Sani - KADSTRA
17. Engr Aliyu M. Tukur - PMU KBRT
18. Jibril Abdullahi - M&E Officer KBRT

3.0 Technical Presentation

The RAP consultant of the EPCS consortium, Mr. Tosin Oso led a presentation on the key legal and policy considerations underpinning preparation of the KBRT RAP. The presentation noted that the Kaduna Bus Rapid Transit (BRT) project requires land acquisition and may involve the resettlement of affected persons. The preparation of the RAP must be guided by both Nigerian legal frameworks and international standards, particularly the World Bank's Environmental and Social Standard 5 (ESS5), which is also recognized by the French Development Agency.

3.1 Key Legal and Policy Considerations:

- Nigerian Law: The Constitution (1999) and Land Use Act (1978) prohibit compulsory land acquisition without compensation, but compensation is typically limited to the depreciated value of unexhausted improvements. Local planning laws require compliance with the Kaduna Masterplan, with compensation guided by the Land Use Act.
- International Standards (ESS5): ESS5 mandates avoidance or minimization of involuntary resettlement, compensation at full replacement cost, restoration or improvement of livelihoods, special attention to vulnerable groups, meaningful stakeholder consultation, and robust, culturally appropriate grievance mechanisms.

3.2 Gap Analysis and Alignment:

- Gaps Identified: Nigerian law does not require livelihood restoration, does not explicitly mandate consultation, and does not recognize informal or vulnerable groups for compensation. ESS5 addresses these gaps by requiring broader social safeguards, including eligibility for non-title holders and explicit measures for vulnerable populations.
- Bridging the Gaps: The Kaduna BRT Resettlement Policy Framework (RPF) commits to applying full replacement cost for compensation, including informal and vulnerable groups, implementing

livelihood restoration programs, strengthening grievance mechanisms, and adopting whichever standards provide greater protection to affected persons.

3.3 Guidance for RAP Preparation:

- Ensure all compensation is at full replacement cost, not depreciated value.
- Identify and include all affected persons, including informal occupants and vulnerable groups, in the eligibility criteria.
- Develop and implement livelihood restoration programs for those whose livelihoods are impacted.
- Establish and publicize accessible grievance mechanisms.
- Conduct meaningful stakeholder consultations throughout the RAP process.
- Monitor compliance continuously to ensure alignment with international best practices.

By aligning the RAP with ESS5 and the enhanced provisions of the Kaduna BRT RPF, the project will meet both national and international requirements, ensuring fair treatment and improved outcomes for all affected persons.

4.0 Issues Discussion Session

Issue Raised or Question		Responses	
Actual Issue	Raised by	Actual Issue	Response by
Due to the legal considerations around determining persons eligible for compensation and assistance, representatives from Ministry of Justice should be included in the implementation arrangements for KBRT RAP	Rep of MPW&I	The PMU of KBRT project has onboarded a legal officer representing the Ministry of Justice	KBRT PMU Social & Community Engagement Specialist
		The Citizen's Mediation Centre of Kaduna MOJ was also identified (based on their potential role in the KBRT RAP GRM design) and invited to the workshop but could not attend	EPCS RAP Consultant
If the full concept is implemented in the downtown section between Leventis Bridge and Katsina Road roundabout through the central market (Kasuwa) area, the magnitude of impacts would be substantial with consequent heavy compensation payments. Therefore, avoidance Measures should be considered between Leventis junction and Katsina roundabout	Rep of MPW&I	Avoidance options are being considered and meetings have been held between EPCS Design team and government agencies to pedestrianize the sector between Leventis Roundabout and Katsina road.	KADRA representative, EPCS RAP Consultant
Which agencies and capacities are available in Kaduna State to handle statutory compensation for displacement of project-affected persons under projects implemented by Kaduna State government (KDSG) with its own resources.	EPCS RAP Consultant	KADGIS has a unit that deals with Resettlement and Compensation	KADGIS Representative
		There is also a legal Unit in KADSTRA that provides Alternative Dispute Resolution (ADR) services to members of the public on disputed land ownership matters	KADGIS Representative, RAP Consultant
Who is responsible for the management of the Right-	EPCS RAP Consultant	Kawo - Sabo Tasha road was previously a Federal Highway but	KASUPDA/KADRA representatives

of-Way (ROW) of the proposed corridor (Route 1 = Kawo to Sabo Tasha)?		has been transferred to the State Government. Consequently, the applicable Right-of-Way width is as specified for state-owned roads	
How does KDSG manage the use of the ROW and which agency is responsible?	EPCS RAP Consultant	KASUPDA processes approvals for the use of the ROW. Typically, the use is approved for laying of cables. ROW use fees were charged by KDSG from Telecom Companies until a waiver was granted in recent years.	KASUPDA representatives
The preference, from a social risk management perspective will be to avoid demolition of existing building, if feasible. However, it is necessary to consider options to manage a demolition scenario. There has been some expansion of the road, particularly South-North lane. This implies that Government has built roads in parts of the space which constituted ROW prior to the expansion. Due these expansion, properties that were formerly outside the ROW limits of the road will now have to be classified as encroachers.	EPCS RAP Consultant	This is a tricky situation that needs to be considered, if demolition of building will occur.	KASUPDA/KADRA representatives
		A one-time exception for these category of properties will have to be considered.	EPCS RAP consultant
There is a need to identify other agencies with mandates covering the additional requirements necessitated by gaps between Nigerian law and ESS5. These aspects include • livelihood restoration, • consultations, • specialized and differentiated handling of vulnerable populations, • management of market activities	EPCS RAP Consultant	Identification of MDAs: A table-top exercise was carried out to consider KDSG MDAs, whose mandates are relevant to different aspects of resettlement planning Provision of security for RAP Implementation - Ministry of Internal Security & Home Affairs: To provide security cover for KBRT implementation Livelihood Restoration Support for owners of affected livelihoods - Ministry of Business Innovation - Kaduna State Micro-credit Agency - Kaduna State	All MDAs

		Enterprise Development Agency Specialized & Differentiated Measures for vulnerable persons e. Ministry of Women Affairs & Social Development (oversees the disability board) Community Engagement f. Local Government Ministry g. Specific LGAs with affected locations Support for absorption or reabsorption of affected market traders into markets h. Kaduna Market Management Company NOTE: Full details of the mandate, laws, policies and regulations guiding the various functions of these agencies will be requested for inclusion into the Resettlement Plan.	
It is necessary to consider a coordination mechanism for the delivery of the mandate of several KDSG agencies. Consideration can be given to coordinating the RAP implementation process through the establishment and operationalization of a Resettlement Sub-Committee of KBRT Technical Committee under the broad policy oversight of KBRT Steering Committee. The Social Affairs and Community Engagement Officer/Unit of KBRT PMU will function as secretariat of this subcommittee	EPCS RAP Consultant	The Resettlement Sub-Committee approach agreed to by all participants	All MDAs

5.0 Next Steps

- Letters requesting documents relating to the mandate of the identified agencies would be drafted by the EPCS Consultants and shared with these Agencies. The letters will be marked for the attention of officers from agencies represented at the meeting. Advance copies to facilitate the release of requested documents will be made available. Either electronic or physical copies will be provided as advance copies.
- Upon the completion of the institutional assessment by the EPCS RAP team, another session of the workshop series will be convened to finalize.

ANNEX 3: VALIDATION AND CO-DESIGN WORKSHOP ON THE RAP INSTITUTIONAL ARRANGEMENTS REPORT (D2) - CONCEPT NOTE

Kaduna Bus Rapid Transit (KBRT) Project

Resettlement Action Plan (RAP) Preparation

Output 2.11: Institutional Arrangements Report (D2)

Proposed Date: Week of 15-19 September 2026

Venue: Kaduna State (To Be Confirmed)

Convened By: Kaduna State Transport Agency (KADSTRA)/KBRT Project Management Unit (PMU)

Facilitated By: EPCS Consortium (Output 2.11 RAP Team)

1. Background

The Kaduna Bus Rapid Transit (KBRT) Project is a flagship urban mobility initiative being developed to improve accessibility, mobility and economic productivity within Kaduna State. As part of project preparation, a Resettlement Action Plan (RAP) is being prepared to identify and manage physical and economic displacement impacts that may arise during project implementation.

Preliminary RAP investigations indicate that economic displacement impacts affecting traders, roadside businesses, frontage-dependent enterprises and other livelihood activities are likely to constitute a significant component of the project's social impacts. Effective implementation of RAP mitigation measures will therefore require coordinated action by multiple institutions with mandates covering land administration, planning control, compensation administration, livelihood restoration, social protection, grievance management, stakeholder engagement and implementation support.

To address this need, the EPCS Consortium has prepared the Draft RAP Institutional Arrangements Report (D2). The report proposes a mandate-based, multi-agency implementation framework that allocates RAP responsibilities to existing Kaduna State institutions while establishing governance, coordination, communication and service delivery arrangements necessary for effective implementation.

Importantly, the D2 Report has been deliberately issued as an Exposure Draft. The report does not attempt to prescribe a final implementation framework. Rather, it presents a proposed institutional architecture designed to stimulate institutional engagement, facilitate validation and enable refinement of implementation arrangements through participatory review and structured dialogue with the institutions expected to play implementation roles.

In recognition of this approach, the proposed workshop is being positioned as a **Validation and Co-Design Workshop** rather than a conventional validation exercise. The workshop will provide an opportunity for participating institutions not only to validate proposed arrangements but also to actively contribute to the co-design of the final implementation framework that will subsequently be incorporated into the Final RAP (D3) and RAP Implementation Methodology (D4).

2. Workshop Purpose

The purpose of the workshop is to provide a structured platform through which participating institutions collaboratively review, validate, refine and co-design the institutional arrangements required for implementation of the KBRT Resettlement Action Plan.

The workshop seeks to move beyond institutional review toward collective ownership of the implementation framework by ensuring that participating institutions actively contribute to the design of governance arrangements, implementation responsibilities, service delivery systems and coordination mechanisms required for RAP implementation.

3. Workshop Objectives

The specific objectives of the workshop are to:

3.1 Validate Institutional Arrangements

- Review the proposed governance framework presented in the D2 Report.
- Validate proposed institutional roles and responsibilities.
- Confirm alignment between proposed functions and institutional mandates.
- Identify overlaps, omissions and implementation risks.

3.2 Co-Design Implementation Arrangements

- Review proposed RAP implementation workstreams.
- Refine institutional interfaces and implementation pathways.
- Review service delivery arrangements.
- Strengthen inter-agency coordination mechanisms.
- Improve communication and reporting arrangements.

3.3 Assess Institutional Readiness

- Complete and Review findings of the Rapid Institutional Capacity Assessment (RICA).
- Identify institutional strengths relevant to RAP implementation.
- Identify capacity gaps and implementation constraints.
- Determine institutional strengthening requirements.

3.4 Build Ownership

- Generate institutional consensus around implementation arrangements.
- Establish a shared understanding of implementation expectations.
- Build commitment among participating institutions.
- Promote long-term ownership of RAP implementation responsibilities.

3.5 Inform Next Stages of RAP Development

- Generate agreed recommendations for revision of the D2 Report.
- Provide inputs into the Final RAP (D3).
- Provide inputs into preparation of the RAP Implementation Methodology (D4).

4. Expected Participants

Participation is expected from institutions identified in the Draft D2 Report as having potential roles in RAP implementation, including:

- KADSTRA / KBRT PMU
- KADGIS
- KASUPDA
- KADRA
- Ministry of Public Works and Infrastructure
- Ministry of Business Innovation and Technology
- Kaduna State Enterprise Development Agency (KADEDA)
- Kaduna State Microcredit Agency
- Ministry of Women Affairs and Social Development
- Ministry for Local Government Affairs
- Kaduna North LGA

- Kaduna South LGA
- Ministry of Justice
- Kaduna State Citizens Mediation Centre
- KADGIS Legal/ADR Unit
- Kaduna Market Management Company
- Ministry of Internal Security and Home Affairs
- Agence Française de Développement (AFD)
- EPCS Consortium RAP Team.

5. Workshop Approach

The workshop will adopt a participatory co-design methodology built around three sequential stages.

Stage	Description	Guiding Question
Stage 1: Validate	Participants will review and interrogate the proposed governance structure, institutional responsibilities and implementation architecture presented in the D2 Report.	Have responsibilities been assigned to the most appropriate institutions?
Stage 2: Co-Design	Participants will collaboratively review implementation pathways, service delivery arrangements and coordination mechanisms.	How should institutions work together to achieve effective RAP implementation?
Stage 3: Assess Readiness	Participants will review institutional capacity findings and identify actions necessary to ensure implementation readiness.	What do participating institutions require to successfully perform their proposed roles?

6. Theory of Change and Results Chain

The Validation and Co-Design Workshop forms an important transition point between RAP planning and RAP implementation readiness.

The underlying logic is that institutional arrangements are more likely to be implemented successfully when they are jointly designed, validated and owned by participating institutions.

Results Chain		
Inputs	Activities	Outputs
• Draft Institutional Arrangements Report (D2) • Rapid Institutional Capacity Assessment findings • Institutional mandate reviews • Technical expertise from participating institutions • Stakeholder experience and implementation knowledge • Workshop facilitation	• Presentation of proposed institutional arrangements • Institutional validation exercises • Role allocation review sessions • Co-design discussions • Capacity assessment review • Action planning and consensus building	• Validated governance framework • Refined institutional responsibility matrix • Improved service delivery framework • Documented capacity gaps • Institutional strengthening recommendations • Workshop communiqué and agreed action plan

resources		
Outcomes	Impact	
• Improved institutional alignment • Greater clarity of RAP implementation responsibilities • Enhanced coordination readiness • Increased institutional ownership • Stronger inter-agency collaboration • Improved preparedness for RAP implementation	A coordinated, institutionally owned and operationally effective framework capable of delivering RAP compensation, livelihood restoration, vulnerability support, stakeholder engagement and grievance management measures in accordance with national requirements and international standards.	

7. Expected Outputs

The workshop is expected to produce:

1. A validated institutional governance framework.
2. A co-designed RAP implementation framework.
3. A validated institutional roles and responsibilities matrix.
4. Confirmed institutional implementation commitments.
5. An agreed institutional strengthening roadmap.
6. Recommendations for revision of the Draft D2 Report.
7. Inputs into the preparation of D3 and D4.
8. Workshop Proceedings Report.
9. A Kaduna Declaration on Collaborative RAP Implementation.

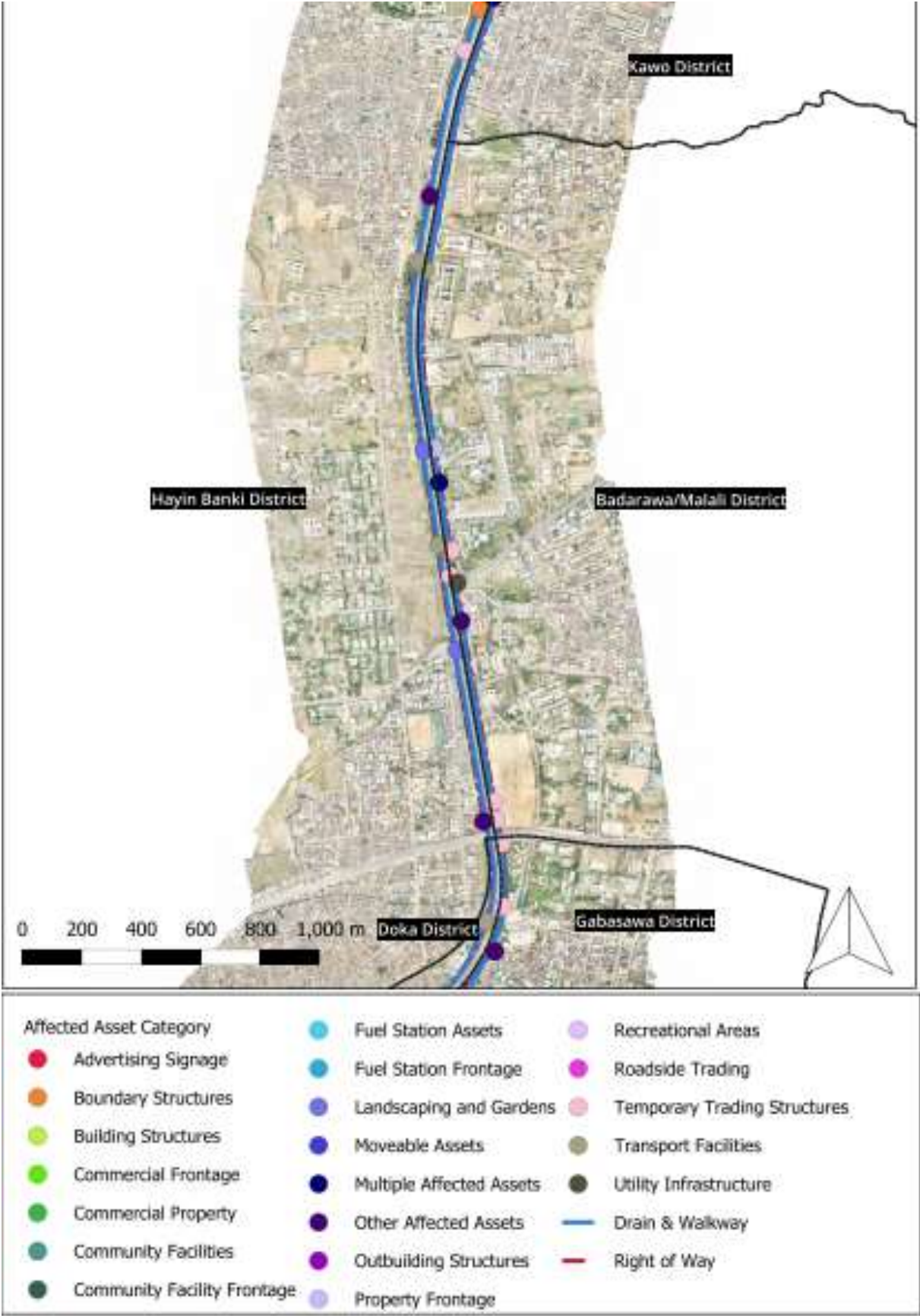
8. Proposed Closing Outcome

The principal success indicator for the workshop is not merely agreement on the contents of the D2 Report. Rather, success will be achieved when participating institutions leave the workshop with:

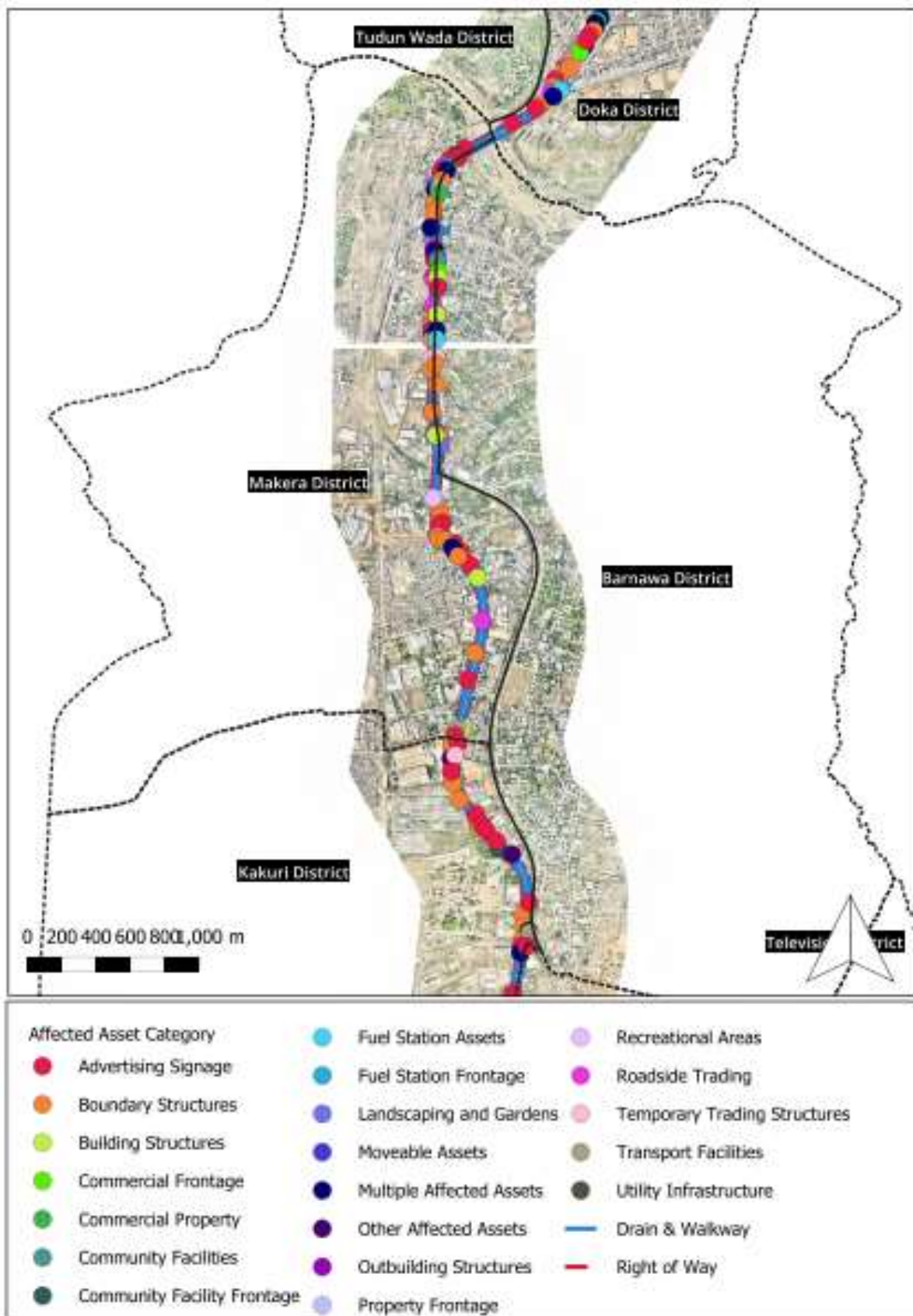
- a shared understanding of RAP implementation requirements;
- consensus on proposed implementation arrangements;
- ownership of institutional responsibilities; and
- commitment to supporting implementation of the KBRT RAP through a coordinated, mandate-based and collaborative implementation framework.

ANNEX 4: ASSET INVENTORY MAPS

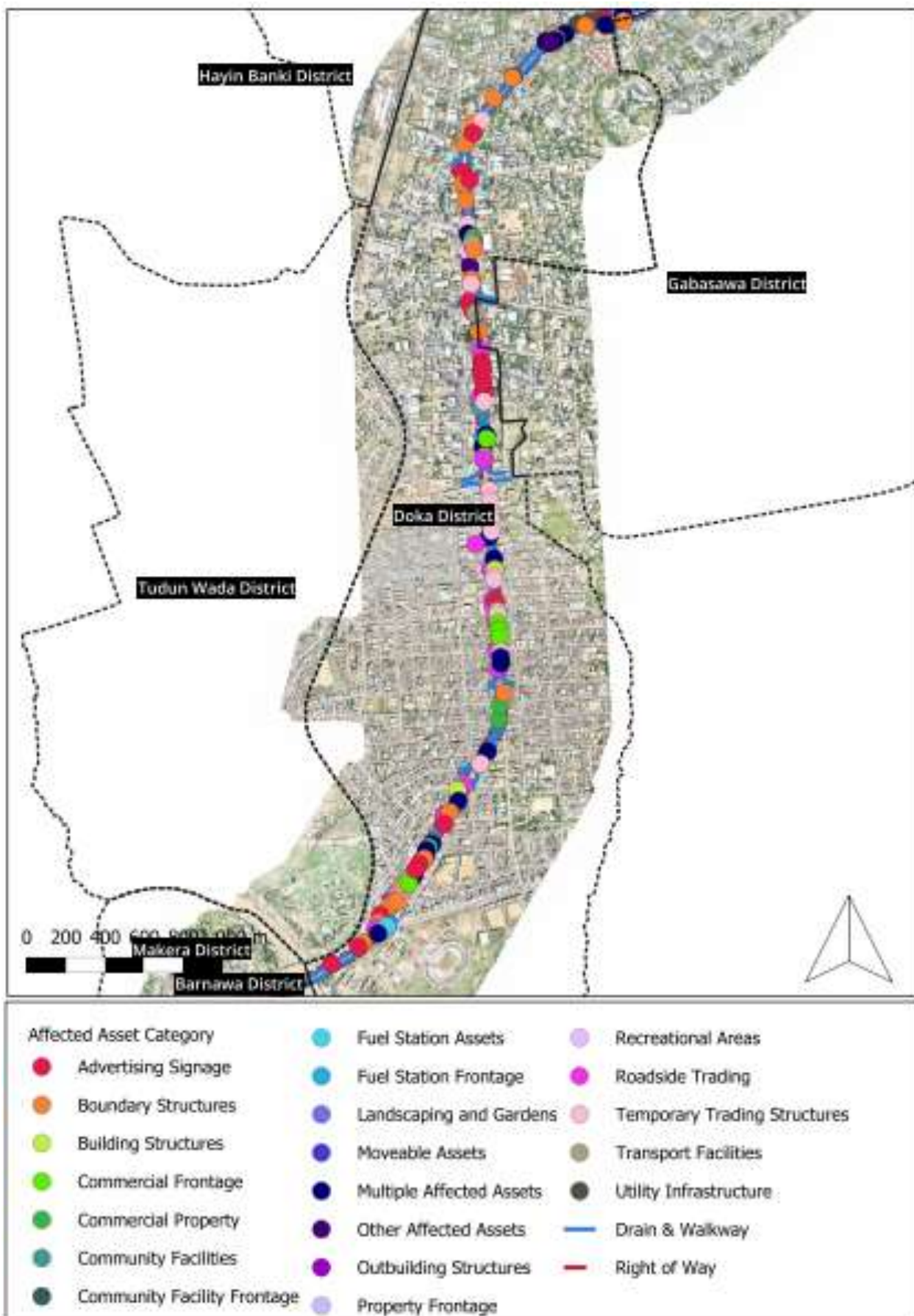
Badarawa-Malali



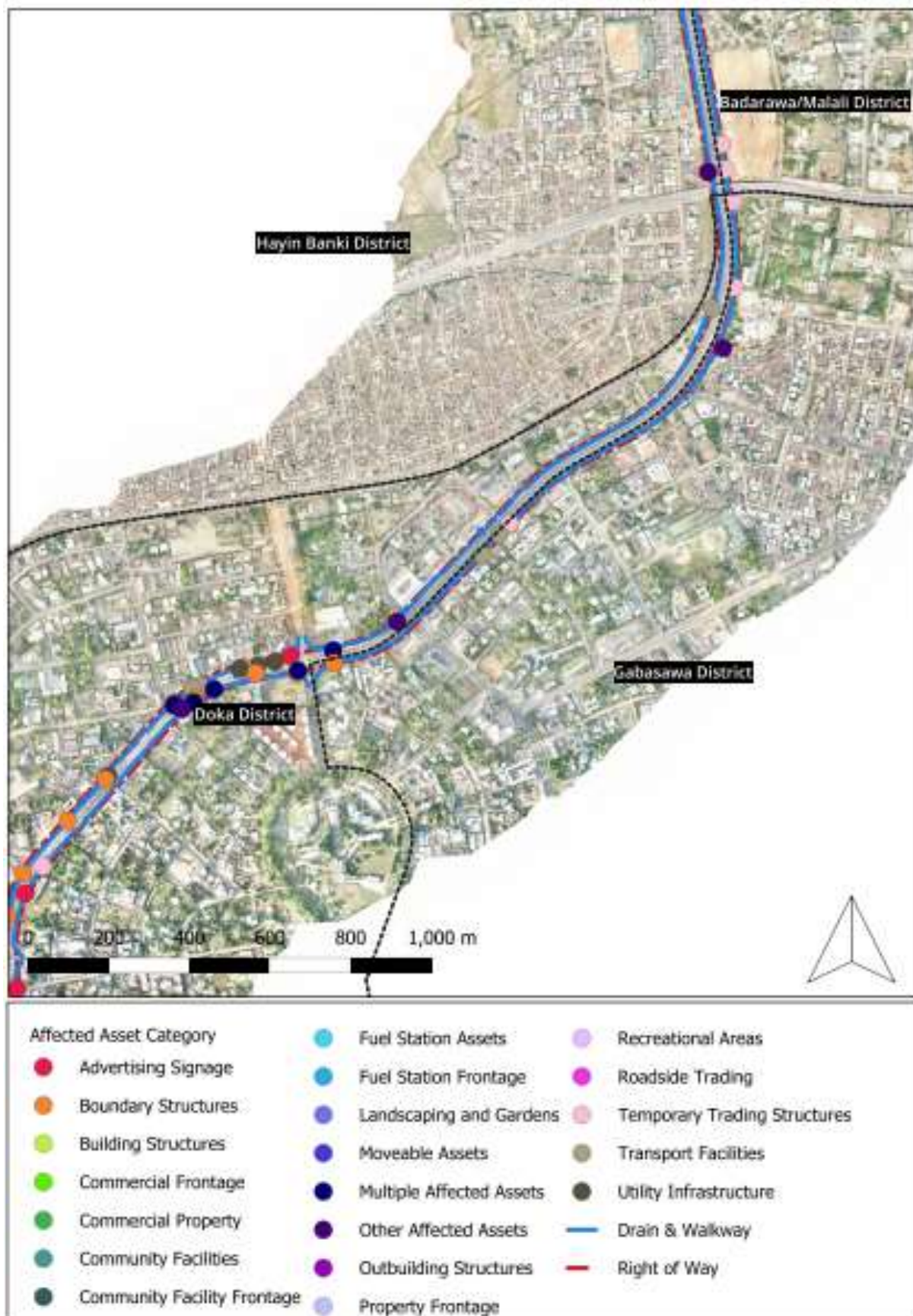
Barnawa



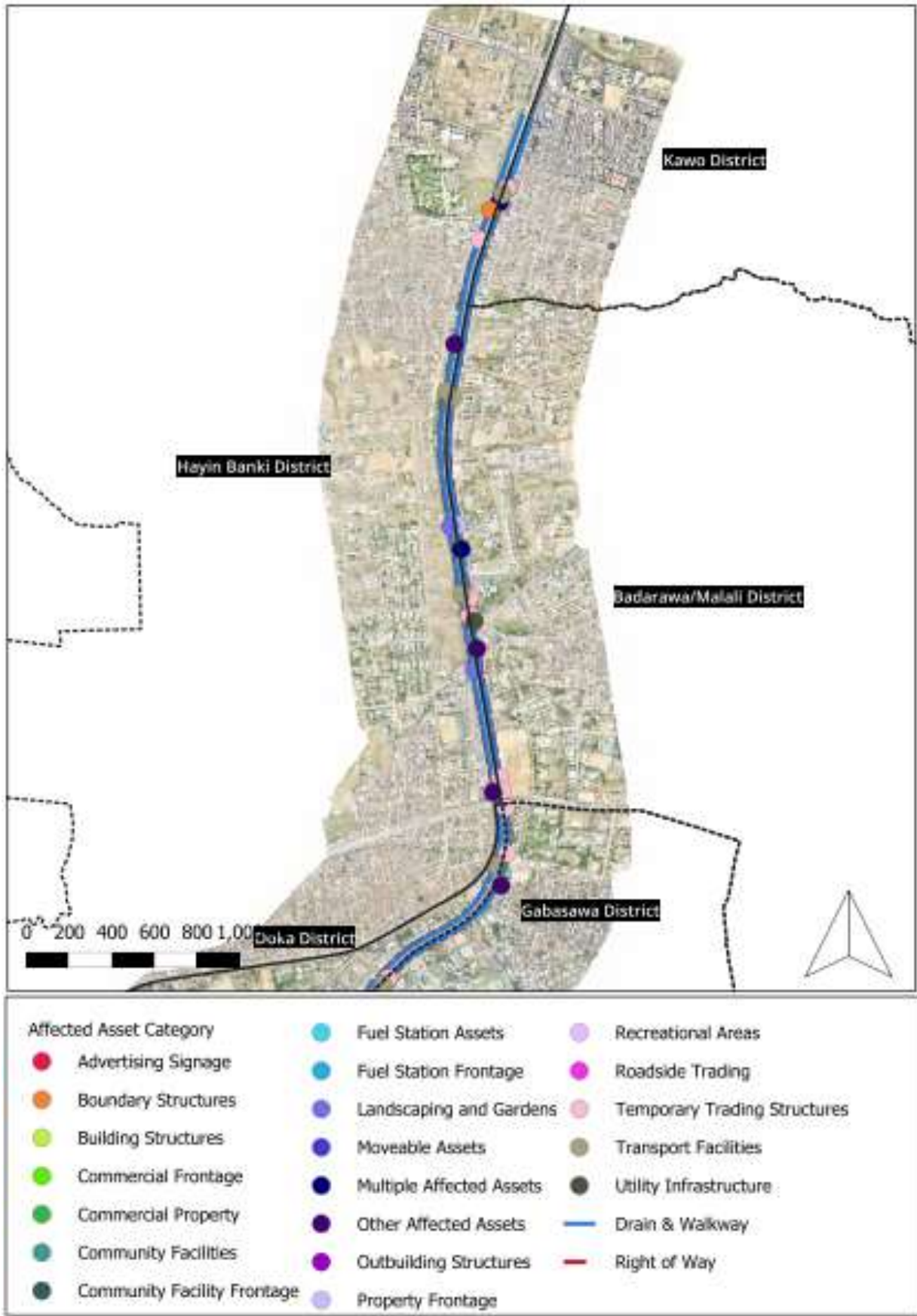
Doka District



Gabasawa District



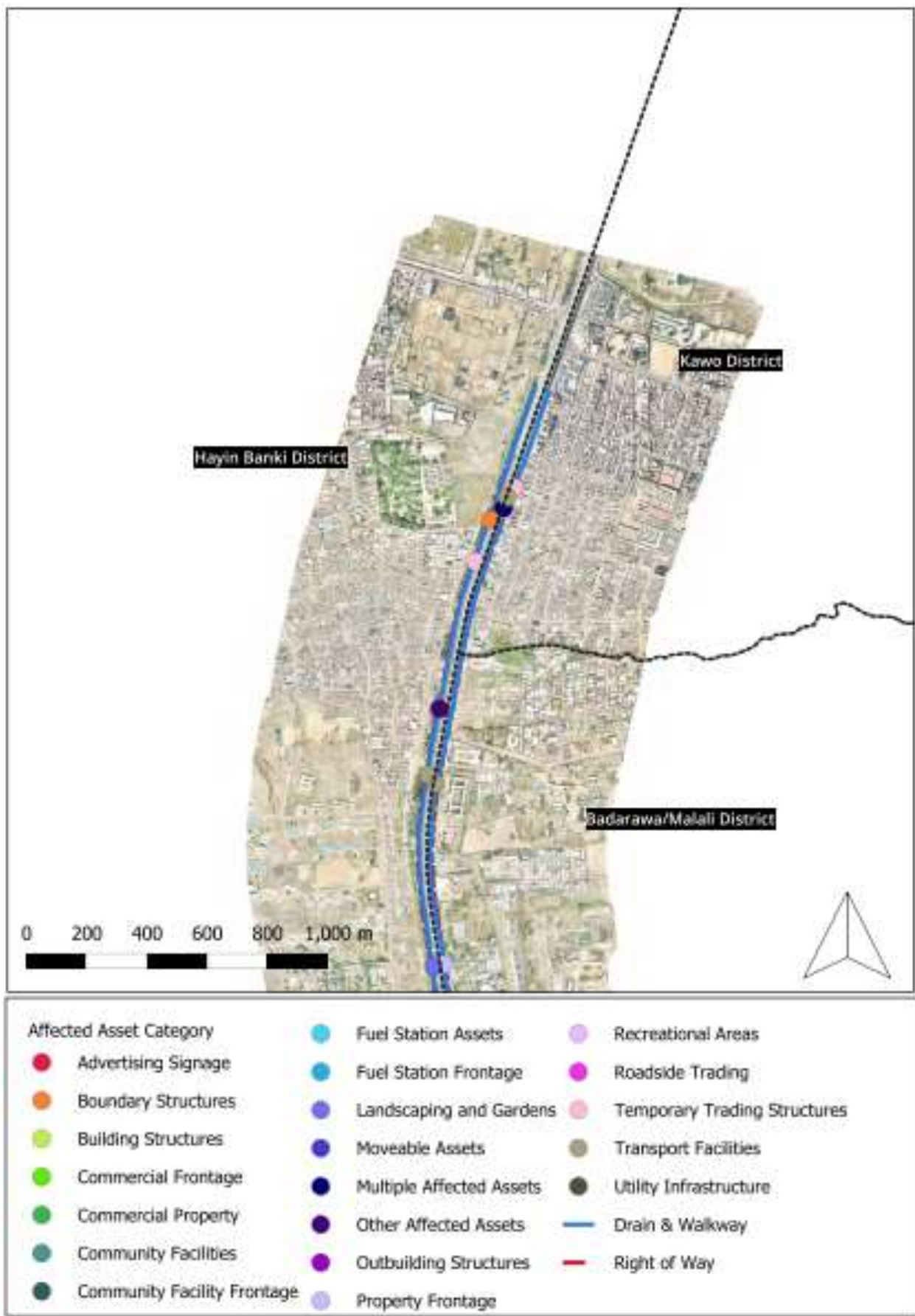
Hanyi Banki



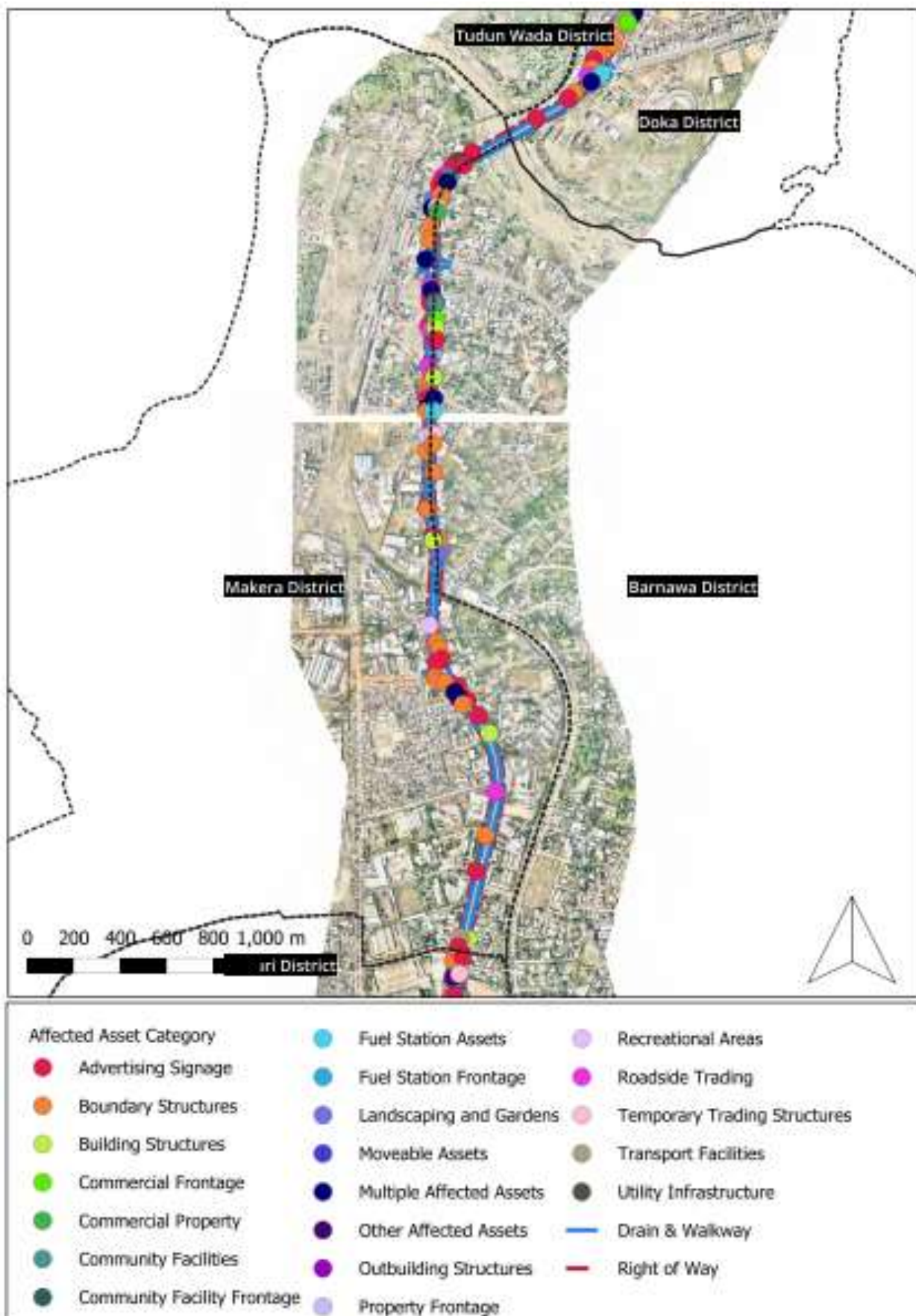
Kakuri District



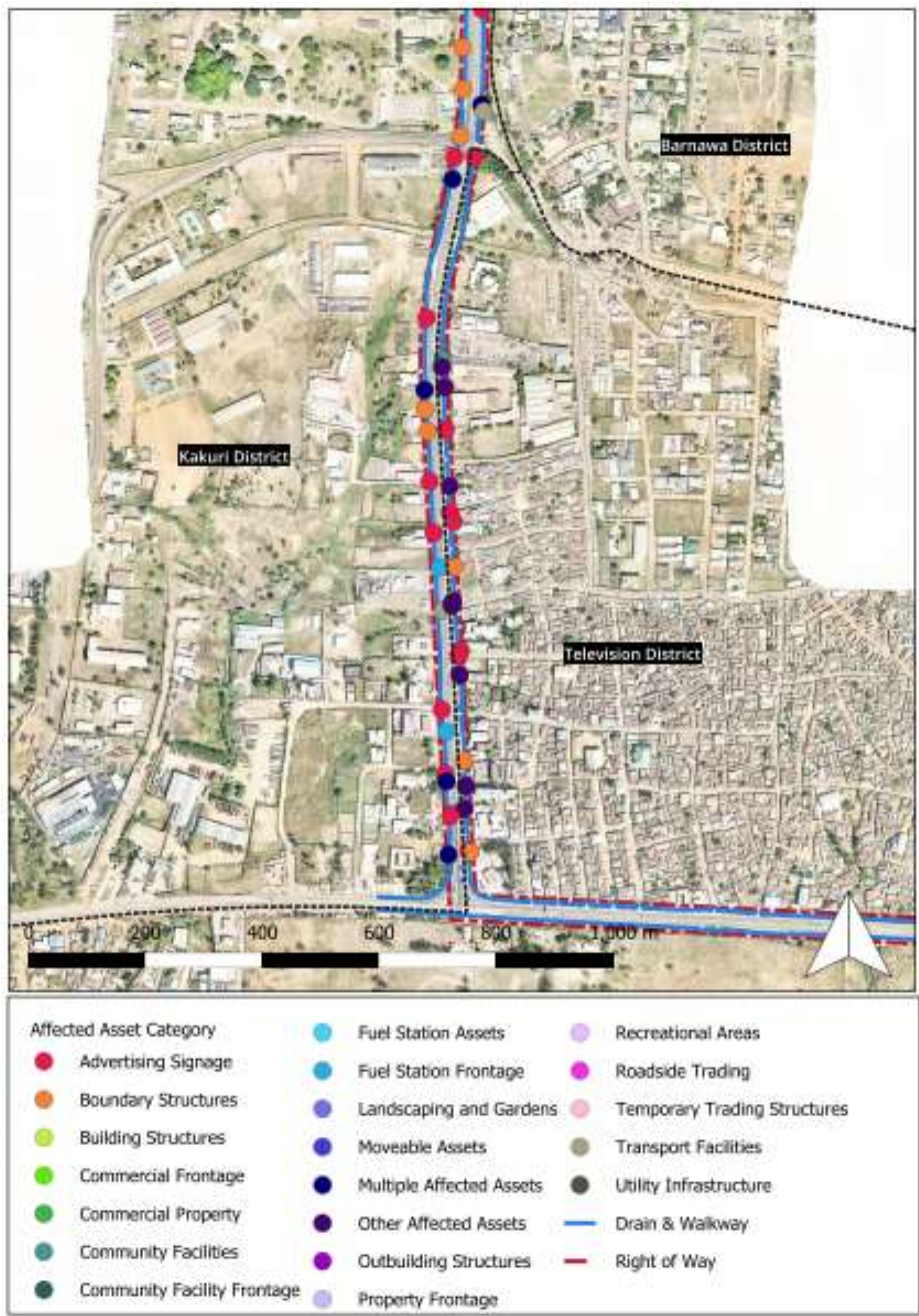
Kawo District



Makera District



Television District



ANNEX 5:
PROPOSED WORKPLAN FOR FINALISATION OF D2 AND PROGRESSION TO FINAL RAP

Activity	Key Actions	Lead Responsibility	Supporting Institutions	Target Period	Deliverable
1. Finalisation of Impact Avoidance Measures	Complete review of engineering and design alternatives aimed at avoiding, minimizing or reducing displacement impacts; update impact inventory as required.	PMU / EPCS Technical Team	Design Engineers, KADSTRA	1-14 September 2026	Final list of residual impacts and affected assets
2. Administration of Rapid Institutional Capacity Assessment (RICA)	Circulate RICA tool; agencies complete self-assessment; consolidate and analyse findings to inform institutional readiness discussions.	PMU	Participating MDAs, EPCS RAP Team	1-11 September 2026	Consolidated RICA findings and institutional readiness assessment
3. Validation and Co-Design Workshop on Draft D2 Report	Validate proposed institutional arrangements; review governance structures, service delivery arrangements, implementation responsibilities and capacity gaps; agree revisions required for D2 finalisation.	PMU / KADSTRA	Participating MDAs, AFD, EPCS Consortium	Week of 15-19 September 2026	Validated institutional framework and agreed actions for D2 finalisation
4. Stakeholder Engagement Meetings with Affected Persons	Conduct district-level stakeholder meetings; disclose preliminary findings; validate impact information; obtain feedback on livelihood and asset impacts; identify vulnerability concerns.	EPCS RAP Team	LGA Community Development Units, Traditional District Heads, PMU	15-25 September 2026	Stakeholder consultation records and validated impact information
5. Market Surveys and Asset Valuation Exercise	Undertake market surveys and valuation studies to determine replacement costs for affected assets and livelihood restoration measures.	EPCS RAP Team	Professional Valuers, Relevant State Agencies	15-25 September 2026	Replacement cost database and valuation report

6. Revision and Finalisation of D2 Report	Incorporate findings from RICA, validation workshop, stakeholder consultations, avoidance measures and valuation exercises.	EPCS RAP Team	PMU, Participating MDAs	25-30 September 2026	Final D2 Institutional Arrangements Report
7. Preparation for D3 RAP Finalisation	Update RAP implementation framework, institutional responsibilities, entitlement arrangements and implementation planning based on validated information.	EPCS RAP Team	PMU, AFD, MDAs	By 30 September 2026	Inputs for Final RAP (D3) and RAP Implementation Methodology (D4)