



PROJECT FACILITATION FUND (PFF) BUSINESS PLAN

Sokoto State Government Public-Private Partnership Support

September 2025

Sokoto State Government Public-Private Partnership Support

The objective of the assignment is to increase private investment in the Sokoto infrastructure market across sectors and to sustain this participation over an extended period of time.

Project Facilitation Fund (PFF) Business Plan

This Business Plan provides an overview of the purpose and structure of the PFF, and a plan for its financing and implementation. This plan has been revised and updated based on feedback from the Client and SSG stakeholders.

Acknowledgements

The team acknowledges and is thankful for the input of those consulted, as well as the guidance and the input of representatives from the Client and SSG.

Opinions and Limitations

Unless otherwise indicated, the opinions herein are those of the authors and do not necessarily reflect the views of the Client. Efforts have been made to validate data obtained from third parties, but the accuracy of these data cannot be warranted.

Table of Contents

1 Market Overview	1
1.1 Macro-economic environment.....	1
1.1.1 Overview of Sokoto State economy	1
1.1.2 Investment targets	1
1.1.3 PPP Project Pipeline	2
1.2 This document.....	3
2 PFF Overview	4
2.1 Purpose of PFF	4
2.2 Strategic objectives and priorities of support	5
2.2.1 Project lifecycle and windows of support	5
2.2.2 Sectors.....	6
2.2.3 Role of PFF.....	6
2.3 Fund metrics.....	6
2.4 Investment Prioritization criteria.....	6
2.5 Application Process and Supporting Documentation.....	7
2.6 Approval Process	8
2.6.1 Support Windows 1, 3 and 4	8
2.6.2 Support Window 2	9
2.7 Institutional Structure.....	10
2.7.1 BPP&PPP Bureau through PPP & Privatization Committee.....	10
2.7.2 Officer Administering the Fund	11
2.7.3 PFF Secretariat.....	11
3 PFF Financial Plan.....	12
3.1 Fund size and Life	12
3.2 Sources of Funding	12
3.2.1 Sokoto State Budget.....	12
3.2.2 MDBs and DFIs	12
3.2.3 Internally Generated Funds	12
3.3 Intra-Fund Allocation	13
3.4 Terms of Financing.....	14
3.4.1 Currency of funding	14
3.4.2 Debt financing terms.....	14
3.4.3 Equity	14
3.4.4 Other Instruments.....	14
3.5 Financial Projections	15
4 Implementation Plan	16
4.1 Operationalizing the Fund	16
4.1.1 Staffing.....	16
4.1.2 Fund Raising.....	16
4.1.3 Timeline	16

4.2 Assessment of Outsourcing Options.....	16
4.2.1 Factors to Consider	17
4.2.2 Functions to Outsource	17
4.2.3 Advantages and Disadvantages.....	17
4.2.4 Using a Fund Manager	17
5 Risks.....	19
5.1 Risks Peculiar to the Fund	19
5.1.1 Lack of Qualified Staff	19
5.1.2 Operations	19
5.1.3 Lack of robust PPP project pipeline	19
5.1.4 Environmental and Social safeguards and associated risks.....	19
5.1.5 Credit	19
5.1.6 Funding	20

List of Tables

Table 1-1: SSG current PPP project pipeline

Table 2-1: Supporting Document Requirements

Table 3-1: Summary of Sources and Uses of Funds

Table 3-2: Allocation of Funds amongst the Support Windows

Table 4-1: Advantages and Disadvantages for Outsourcing

List of Figures

Figure 1-1: SSG Total Project Expenditure

Figure 2-1: PPP Project Planning and Budgeting, Procurement and Approval Process Cycle

Figure 2-2: PFF Support Windows

Figure 2-3: Role of PFF

Figure 2-4: Project Prioritization Criteria

Figure 2-5: Funding Process for Support Windows 1, 3 and 4

Figure 2-6: Support Window 2 Funding Process

Figure 2-7: PFF Structure

Acronyms / Abbreviations

Abbreviation	Meaning
AFDB	African Development Bank
BPP	Bureau of Public Procurement
DFI	Development Finance Institution
EOI	Expression of Interest
ESIA	Environmental and Social Impact Assessment
EXCO	Executive Council
FGN	Federal Government of Nigeria
IC	Investment Committee
IPA	Investment Promotion Agency
ISA	Infrastructure Concession Regulatory Commission Act
KPI	Key Performance Indicator
LGA	Local Government Area
MDA	Ministry, Department, or Agency
MOFI	Ministry of Finance Incorporated
MOFEP	Ministry of Finance, Economic Planning and Budget
MTEF	Medium-Term Expenditure Framework
MTSS	Medium-Term Sector Strategy
BPP&PPP	Bureau for Public Procurement and Public-Private Partnership
OAF	Officer Administering the Fund
PAP	Project Affected Person
PFF	Project Facilitation Fund
PIA	Petroleum Industry Act
PPP	Public Private Partnership
RFQ	Request for Qualification
SDG	Sustainable Development Goals
SPV	Special Purpose Vehicle
TA	Technical Assistance
TOR	Terms of Reference
VGf	Viability Gap Funding

1 Market Overview

1.1 Macro-economic environment

Nigeria is Africa's largest economy based on GDP (USD 432bn in 2020) ahead of both Egypt (USD 363bn) and South Africa (USD 302bn). With a population of over 200mn, it is also the largest market on the continent, nearly twice the size of Ethiopia (110mn) or Egypt (102mn). However, Nigeria's GDP per capita of about USD 2,400, ranks 17th among African countries.

The 2020 national debt figures for Nigeria stood at an estimated NGN33tn (approximately USD 80bn), with a projected upward trajectory. In the same year, Nigeria's debt to GDP ratio was estimated at about 35%. Government spending, financed from tax and non-tax sources, has continued to rise and was exacerbated by the COVID-19 pandemic. Yet revenue remains largely unchanged which has led to a fiscal deficit leading to uncertainties in the level of public investment in infrastructure.

The inflation rate in Nigeria has remained in double digits since 2016. In recent months, the inflation rate has declined to 17.38% in July from the high of 22.28% in May 2021.

1.1.1 Overview of Sokoto State economy

Sokoto State is the 16th-largest economy in the country in terms of GDP, estimated at NGN 3-4tn (approx. USD 2-3bn as of 2023 exchange rates), with services and agriculture accounting for over 50% of the GDP. The state budget has consistently increased over the last five years with a debt to GDP ratio that is below 5%.

According to the 2019 debt statistics, the State's Internally Generated Revenue (IGR) can only offset 36% of the debt of the State. Reduction in oil prices is likely to have a significant impact on the short-term economic performance of the State, largely due to Sokoto's reliance on federal allocations of oil revenue. According to credit ratings agency Fitch, approximately 50% of Sokoto's NGN100bn (approx. USD 243mn) operating revenue at end-2019 depended on federal transfers, which are set to decline by more than 40% in 2020 as a result of the oil price drop. The State will therefore need to aggressively explore opportunities to increase oil production, which should have direct increase on the internal revenue of the State.

1.1.2 Investment targets

The Sokoto State Development Plan (SSDP) projects the outlay for investment in the key sectors. The total projected expenditures under SSDP amount to NGN2tn (approximately USD 1.38 billion at 2025 exchange rates) for the 2021-25 period across the sectors of transportation (40%), housing (5.8%), education (10.7%), health (26.1%), water and sanitation (16.4%), and agriculture (0.5%), aligned with the national NDP 2021-2025.

Figure 1-1: SSG Total Project Expenditure

Total project expenditures (2021–25) NGN 2tn	Transport 40%	Education 10.7%	Water and sanitation 16.4%
	Housing 5.8%	Health 26.1%	Agriculture 0.5%

The State Development Plan (SDP) 2021-2025 had set an overall investment target of more than NGN 2.33tn (approximately USD 1.46 billion) over the five-year period from public and private sources.

1.1.3 PPP Project Pipeline

The PPP landscape in Sokoto State is still at a nascent state with the recent formalization of critical PPP framework instruments such as the PPP Policy (2020) and the PPP Law (2011, updated 2023). However, SSG's strategy for PPPs as a central mechanism to achieve its investment targets are well articulated in the SDP 2016 – 2020 and SSDP.

A report on PPP Project Prioritization and Institutional Strengthening prepared in 2018 identified 23 projects with potential to be developed as PPPs (refer Appendix A). Based on a multi-criteria analysis, 15 of the identified projects were selected as priority projects with 3 of those projects identified as high priority. These 23 projects are spread across key infrastructure sectors of Sokoto State, including:

- Energy – 2 projects;
- Education – 3 projects;
- Construction – 7 projects; and
- Agriculture – 1 project.

While not all of the projects have progressed further, concept notes have been prepared for some projects, part of the funding came from the United Kingdom Nigeria Infrastructure Advisory Facility (UKNIAF). A pre-feasibility study (PFS) is also underway for another identified project for the Operations and Management of the 3 Grains Aggregation Centres.

Table 1-1 presents a snapshot of the current PPP project pipeline comprising four projects: two in the construction (road) sector, and one each in the energy (solar power) and agriculture (dam reconstruction and irrigation) sectors. Two of the projects are under implementation and two are open for investment, with a combined estimated capital investment of approximately USD 44.51 million.

Table 1-1: SSG current PPP project pipeline

S.No.	Project Name	Sector	Stage	Estimated Capex (USD mn)
1	Construction of 21KM Alasana-Faga-Bakaya-Bagasakka-Romo Road	Construction	Under Implementation	1.44
2	Construction of 14.4KM Buzuliga-Lukuwa-Yar Gada-Malikawa Road	Construction	Under Implementation	0.93
3	Sokoto State 55MW Solar Power Generation Project	Energy	Open for Investment	19.34
4	Lugu Dam Reconstruction and Irrigation Development Project	Agriculture	Open for Investment	22.80
Total				44.51

Source: SSG Data on PPP Project Pipeline and BPP&PPP records

The PPP project pipeline comprises projects that have been identified and prepared as per the provisions of PPP Manual and PPP Policy and approved by the BPP&PPP Bureau. This excludes projects such as lease contracts and/or Joint Ventures that may have been entered into by CAs prior to the promulgation of the current PPP framework, even though these may involve some form of private sector participation.

1.2 This document

This Business Plan provides an overview of the purpose and structure of the Project Facilitation Fund (PFF or the 'Fund'), and a plan for its financing and implementation. This plan has been revised and updated based on feedback from the Client and SSG stakeholders.

2 PFF Overview

2.1 Purpose of PFF

The PPP project pipeline in the state of Sokoto is at early stages of development. As illustrated in section 1.1.3 most projects are at concept or PFS stage. A significant proportion of the infrastructure requirements projected until 2025 of approximately USD 1.38 billion (NGN 2tn) under the SSDP are expected to be developed through private investment and PPPs. Therefore, there is a need to provide SSG with the tools and mechanisms to source and channel funds to the investment sector, develop a robust PPP project pipeline and build the capacity of MDAs to prepare, procure and implement PPPs. The PFF with its multi-pronged approach will be instrumental for addressing these aspects.

A PFF is a widely used mechanism designed to support Contracting Authorities (CA) in PPP project preparation, procurement and implementation. The ultimate objectives are to increase private investment in the Sokoto infrastructure market across multiple sectors, and to sustain this participation over an extended period of time.

The PFF is expected to support CAs for project preparation, procurement and implementation of PPP projects. Certain aspects of the process require specific expertise and experience which may not be readily available in the public sector. Therefore, the engagement of experienced external advisors might be required to undertake preparatory work which may be beyond the budgetary allowance of a CA.

Infrastructure projects typically require large capital outlays. They also have long construction and investment payback periods. PPPs enable the public sector to leverage private finance and expertise. It is not uncommon for the CAs to provide funding, in a limited manner, to projects in the form of Viability Gap Funding (VGF) in order to de-risk the project and make it more attractive for private partners. VGF amounts vary from project to project, and their calculations depend on project-specific factors (such as projected revenues, gearing, debt service capacity, cashflows and equity returns) but they are another aspect of PPP projects that puts a strain on CA budgets.

The involvement of private partners in PPP projects might take different forms. The private partners could participate in a project just as a vendor/contractor or can play a much larger role and be responsible for the financing, construction, maintenance and/or operation of a project, assuming all the risks associated with these activities. A PPP project is based on a project agreement between a CA and private partner(s) for delivering a project which, amongst other things, clearly define the rights and obligations of all parties to the agreement. And the obligations of the CAs may include some fiscal commitments and contingent liabilities (FCCL), such as payments to be made to the private sector in the occurrence of certain default events (i.e. termination of the project agreement before its expiry date due to a default of the CA). Depending on the size of the project and at what stage the project is when the FCCL arises, the monetary value of such obligations could be quite significant.

A PFF provides an avenue for government support to PPP in the following forms:

- Enable CAs to prepare the projects for tender including the conduct of project appraisals to ensure that projects are bankable and attractive to potential bidders;
- In select cases, and where public financial resources are available, extend VGF to projects that are socially desirable but not viable in the absence of public financial support; and
- Provide a source of liquidity in case of materialization of previously unanticipated and unbudgeted contingent liabilities.

2.2 Strategic objectives and priorities of support

2.2.1 Project lifecycle and windows of support

The PFF will be available to provide financial support to PPP projects across the project lifecycle as envisaged in the PPP Manual.

Figure 2-1: PPP Project Planning and Budgeting, Procurement and Approval Process Cycle

Step	Activity
1	Identification of PPP Projects
2	Prioritization of PPP Projects by BPP&PPP
3	Prioritization of PPP Projects by BPP&PPP
4	Approval of Pipeline by BPP&PPP Bureau
5	Approval of PPP Project pipeline by ExCo
6	Appointment of Transaction Advisor by BPP&PPP
7	BPP&PPP with support from MDA and Transaction Advisors prepare Outline Business Case
8	BPP&PPP Bureau approves the OBC
9	BPP&PPP selects private developer through open competitive tender process
10	BPP&PPP Bureau approves the FBC and secures approval from ExCo
11	MDA and BPP&PPP as witnessing party to PPP contracts with preferred bidder

There will be four windows of support, under which funds will be channeled for supporting different aspects of the PPP project life cycle.

Figure 2-2: PFF Support Windows

1	2	3	4
Support to CAs for Project Preparation	Support to the PFF Secretariat	Viability Gap Funding to CAs (or Project SPVs)	Contingent Liability Liquidity Support to CAs

- Window 1: provides support to CAs for project preparation including engaging consultants and transaction advisors;
- Window 2: provides support to the PFF Secretariat (refer section 2.7.3) for its own operations;
- Window 3: VGF to CAs (or Project SPVs) for projects including grants/loans to fund construction, operations, service payments and output-based payments. This also includes coverage of the project's fiscal commitments that have been estimated and approved at Full Business Case (FBC) stage; and
- Window 4: provides contingent liability liquidity support to CAs to meet any potential short-term liquidity gap in the implementation of a PPP project agreement.

FCCL arising from existing/operational projects that pre-date the PFF would not be eligible for funding under PFF.

2.2.2 Sectors

The PFF is envisaged as a multi-sector fund, with no specific earmarking of funds for a particular sector. Nevertheless, CAs will be encouraged to propose projects within the targeted sectors and projects listed in the SSDP (refer to section 1.1.2) and/or the SDP, prioritizing alignment with SDG frameworks.

2.2.3 Role of PFF

The PFF would support a diverse range of activities:

- Support the operations of the PFF secretariat as well as provide support to finance capacity building programs for PPPs.
- Project-specific funding for development/implementation including project preparation and procurement activities.
- Vehicle to provide liquidity support to CAs in case contingent liabilities are triggered
- Enable CAs to access funds from Multilateral Development Banks (MDB) and Development Finance Institutions (DFI) which may not have been possible otherwise.

Figure 2-3: Role of PFF

Build capacity	Fund projects	Liquidity support	Connect
----------------	---------------	-------------------	---------

2.3 Fund metrics

The key fund metrics are as follows:

- Initial capitalization: USD 10.1 million including an annual contribution of USD 150,000 from SSG for the first four years and USD 300,000 annually in the successive six years. The overall outlay of the Fund is expected to be over USD 172.22 million. (refer to section 3 for further details)
- Type of support: debt / equity / grants
- Operational life: 10 years
- Nature of project: Greenfield development, Brownfield (asset renewal / rehabilitation), and Operation and / or maintenance of existing assets
- Strategic partnerships: strategic agreements with MDBs and DFIs

2.4 Investment Prioritization criteria

Given the immense infrastructure investment requirements in the state and the importance attributed by SSG to ensuring the participation of the private sector in its ambitious plans, the PPP project pipeline can be expected to grow in the future.

While the PFF is expected to apply the first-come, first-served principle in reviewing all eligible funding applications, it will use the following criteria to prioritize projects:

- Extent to which a CA is able to co-fund the requested support.
- Potential economic impact of the project.
- Environmental and Social (“E&S”) impacts of the project.
- Value for Money (VFM) and affordability analysis for the project (if available).

- CA's track record with PPPs.

Figure 2-4 presents how these criteria will be used to prioritize applications received into the various categories (A – Top Priority, B – High Priority, C – Mid Priority, D – Low Priority and E – Least Priority).

Figure 2-4: Project Prioritization Criteria

Is the CA able to co-fund the requested support?	Does the project have clearly determined socio-economic benefits?	Is the project adequately prepared and have E&S studies been undertaken?	Has the project's Vfm and Affordability been assessed?	Does the CA have a good track record with PPP projects?	Priority
YES	YES	YES	YES	YES	A – Top Priority
YES	YES	YES	YES	NO	B – High Priority
YES	YES	NO	NO	NO	C – Mid Priority
NO	YES	YES	NO	NO	C – Mid Priority
NO	YES	NO	NO	NO	D – Low Priority
NO	NO	NO	NO	NO	E – Least Priority

2.5 Application Process and Supporting Documentation

The sole beneficiary of the support window 2 will be the PFF Secretariat. Any funds paid out under this support window will be subject to rules and regulations governing procurement at BPP&PPP.

For support windows 1, 3 and 4, applicants will complete an Application Form provided in Appendix B and attach the supporting documentation required depending on the support window they would like to benefit from.

Table 2-1 lists the supporting documents needed for applications under the support windows.

Table 2-1: Supporting Document Requirements

Support Window	Uses	Supporting Documentation based on type of Use the funding is applied for
Support to CAs for Project Preparation	• Consultancy services related to PPP projects, including preparation of feasibility studies;	• The names and contact details of the team in charge of the project in the CA; and • A project concept note.
	• Conducting a tender process, including advertisements, marketing and communications, tender documentation and due diligence;	• The names and contact details of the team in charge of the project in the CA; • Project screening results; and • Copy of the approved OBC.
	• Transaction advisory services;	• The names and contact details of the team in charge of the project in the CA; and • A project concept note.
	• Other project preparation activities approved by BPP&PPP.	• The names and contact details of the team in charge of the project in the CA; and • A project concept note.

Support Window	Uses	Supporting Documentation based on type of Use the funding is applied for
	Land acquisition, compensation, resettlement and environmental remediation.	- Copy of the approved OBC; and - Land acquisition, compensation and resettlement action plans.
VGF	- Construction Grant, including but not limited to construction expenditure, cost of land acquisition, compensation for resettlement and environmental remediation measures to be undertaken after signing of a project agreement; - Operational Grant, to meet the shortfall between project revenues and the operational expenditure of the project - Service Payment (based on service standard) or Availability Payments (for development and maintenance of infrastructure / assets created under a PPP) - Demand and Output-Based Payment	- Details of project origination (solicited vs. unsolicited); - Copy of the approved Feasibility Study; - Copy of the Financial Risk Assessment Report; - Project Agreement; - Copy of the approved project financial model; - Project company ownership details; and - Contingent liability estimate for the project.
Liquidity Support for Contingent Liabilities	Cannot be handled by SSG Ministry of Finance (SSMOF) under alternative frameworks;	- Copy of the signed project agreement; - Copy of the approved FBC;

2.6 Approval Process

The PFF Secretariat will follow a systematic, disciplined approach to manage the whole funding process, from the receipt of applications to the monitoring of the approved funding.

2.6.1 Support Windows 1, 3 and 4

The funding process under support windows 1, 3 and 4 will follow the seven steps outlined in Figure 2-5.

Figure 2-5: Funding Process for Support Windows 1, 3 and 4



Support window	Point at which the window may be accessed
Support window 1	Approval of PPP Projects Pipeline by ExCo (Step 5)
Support window 3	BPP&PPP Bureau approves the FBC and secures approval from ExCo
Support window 4	Post award based on need

The PFF Secretariat will receive the applications from CAs (and project companies in case of support window 3) to benefit from funds under the relevant support windows. The Secretariat will acknowledge receipt of each application and inform the applicant of the process to be followed.

Applications will be screened to check if:

- The cost/investment for which support has been requested is eligible under the relevant support window;
- The application has higher/lower priority; and
- The Application Form has been duly completed and all required supporting documentation has been submitted.

The assessment stage will entail a detailed analysis of the documentation by the Secretariat with the input of technical experts (third-party consultants) commissioned by the Secretariat, if and when required. Applications that have been found to merit support will then be submitted for the approval of BPP&PPP.

Following BPP&PPP's approval of an application, a Funding Agreement, which sets out the terms and conditions of the support to be provided will be entered into between the Fund and the CA or the project company. Funds will then be disbursed from the relevant support window.

Each disbursement will be monitored and evaluated to ensure the funds are deployed as stated in the application and, depending on the type of support, paid back to the Fund in full and on time. This stage will involve regular reporting requirements both for the Fund and the CA/project company that executed the Funding Agreement with the Fund. The Secretariat will benefit from the services of technical experts during this stage of the process as well.

2.6.2 Support Window 2

Support window 2, which will cover the eligible expenses of the PFF Secretariat, will follow a different process and be subject to the procurement rules and regulations in effect at BPP&PPP.

The funding process under support window 2 is expected to follow the steps presented in Figure 2-6.

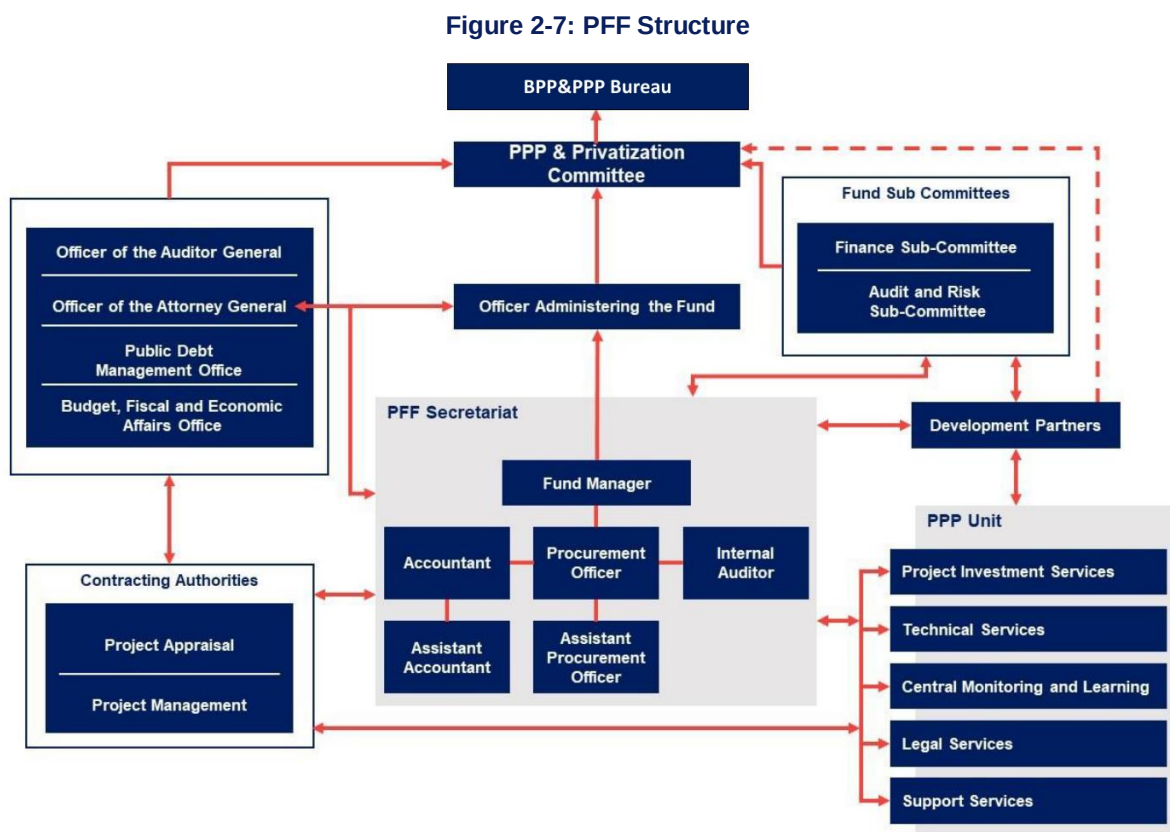
Figure 2-6: Support Window 2 Funding Process



PFF Secretariat will prepare a work plan and budget for each fiscal year to be reviewed by the Officer Administering the Fund (OAF) (refer section 2.7.2) and submitted for BPP&PPP's approval. It will be possible to make disbursements from the support window 2 for eligible expenses only upon BPP&PPP's approval. Regular reporting (i.e. quarterly or semi-annually) will later be required to monitor how the disbursed funds have been used. It is assumed that this would account for 10% of the annual PFF allocation in Years 1 to 4, reducing thereafter as set out in Table 3-2.

2.7 Institutional Structure

Figure 2-7 presents the institutional structure for the PFF.



2.7.1 BPP&PPP Bureau through PPP & Privatization Committee

The BPP&PPP Bureau, through the PPP & Privatization Committee (PPP&PC), shall provide oversight of the PFF. PPP&PC may delegate its functions to respective sub-committees established by the PPP&PC.

A Chairperson will lead the PPP&PC and ensure that it is effectively carrying out its duties and responsibilities. The OAF will serve as the Secretary to PPP&PC, while also be the head of the PFF Secretariat, ensuring PFF's strategic, operating and financial objectives are met. The OAF and PFF Secretariat will be accountable to PPP&PC, acting on behalf of SSG and other key stakeholders.

It is envisaged that PPP&PC's size, membership composition and tenure of its members will be determined following discussions, organized by BPP&PPP, among relevant stakeholders. Its members are expected to be drawn from various SSG institutions and MDAs, which enable the PPP&PC to leverage wide ranging experience and expertise within SSG.

Sub-Committees

PPP&PC will establish sub-committees it may consider necessary to provide oversight of the exercise of its functions under PFF Guidelines. Sub-committees that will handle the affairs of PFF are:

- Finance Sub-Committee; and
- Audit and Risk Sub-Committee.

PPP&PC will recruit any person whose knowledge and skills meet the requirements to perform the sub-committee functions. PPP&PC may delegate the performance of a particular activity to any member, officer, employee or agent of PPP&PC.

2.7.2 Officer Administering the Fund

OAF will be the Director, PPP and Privatization at BPP&PPP and be responsible for the supervision and control of the PFF.

2.7.3 PFF Secretariat

OAF will be supported by the PFF Secretariat. The Secretariat will consist of staff from BPP&PPP the OAF deems necessary and approved by the Executive Secretary.

The Secretariat will benefit from support window 2 of the Fund to cover its eligible expenses. The services of third-party consultants will be available to close any gaps in the skill set of the Secretariat staff to successfully perform their duties, build capacity and streamline operations of the Fund.

Some of the staff for the Secretariat may be drawn from other relevant MDAs with requisite experience eg. SSMOF, Planning & Budget Commission (P&BC), Sokoto State Public Procurement Authority, to enable capacity development and transfer of knowledge to SSG stakeholders and also reduce the over reliance on external vendors. This would also leverage the extensive experience of such staff in areas of risk assessment, investment, monitoring and evaluation, and accounting.

The roles, functions and powers of all stakeholders in the structure are detailed in the PFF Governance and Operational Manual (refer section 1.3).

3 PFF Financial Plan

3.1 Fund size and Life

The size of the PFF will be a function of: the requirements of the proposed PPP projects (including the overall PPP market and trends in private investment); the state's macro-economic environment; the availability of SSG's internally generated funds and funds that can be mobilized from development partners; and the ability of the national / regional financial sector to support infrastructure projects. The schedule and terms of the flow of funds from the donors into the Fund will affect its operational life.

Given the current uncertainty regarding the sources and quantum of funds that can be mobilized from various sources, assumptions regarding the amount of funds that will be obtained and life span of the Fund had been made for discussion purposes. It has been assumed that the total size of the Fund will reach USD 172.22 million (including repayment of loans and sale of equity) and its operational life will be ten years.

3.2 Sources of Funding

The Fund is expected to have three main sources of finance:

- Annual budget allocations from the SSMOF
- Grants from International donors (either through a Multi-Donor Trust and/or individual donors grants); and
- Funds generated internally through the activities of the Fund, such as the repayment of loans extended and the sale of equity stakes acquired in project companies.

3.2.1 Sokoto State Budget

It has been indicated that SSG contributions would be in the form of annual injections of NGN 50 million or USD 150,000 for the first 4 years and USD 300,000 in years 5 to 10. Given the overall outlay anticipated for the PFF, this constitutes less than 1.5% of total funds. Therefore, the extent to which funds can be mobilized from MDBs and DFIs would be critical.

3.2.2 MDBs and DFIs

It is assumed that SSG will be able to obtain grants from MDBs such as the International Finance Corporation (IFC) and the African Development Bank (AfDB) and DFIs like AFD (France), FMO (the Netherlands) and Swedfund (Sweden) throughout the proposed life of the Fund. Grants from international donors (either through a Multi-Donor Trust Fund and/or individual donors grants) would be encouraged. While mobilizing funds from donors, it would be ensured that donor contributions are untied and in sync with the priorities of SSG. Potential conflicts of interest would be assessed at the time of resource mobilization and deployment.

3.2.3 Internally Generated Funds

The Fund is expected to extend loans to and make equity investments in project companies to support PPP projects through the VGF support window. The repayments of the loans and the sale proceeds of the equity stakes in the project companies at the end of the proposed life of the Fund will be kept within the Fund.

Payments/levies paid by bidders in the form of Upfront Fees or Success Fee paid for by the Preferred Bidder Consortia on PPP projects may also be utilized to contribute to the PFF. These

often pay the transaction costs of the CA. The quantum of this source is difficult to estimate at this stage as the PPP project pipeline data is yet to be confirmed by SSG.

For the avoidance of any doubt, the internally generated funds do not include any dividends that could be paid on the shares held in project companies or any interest that could be earned on cash balances held by the Fund.

3.3 Intra-Fund Allocation

As defined in section 2.2.1, the PFF will have four support windows. The annual outlay of the PFF will be allocated amongst the four support windows every year. Flexibility in allocation between support windows will be adopted. However, recurrent (annual / periodic) support for VGF or PFF secretariat once committed will need to be taken into account while illustrating caps/ deployment of funds across the 4 support windows.

Any unused funds at the end of a year could be reallocated to one or more of the support windows to be used in the same year or carried forward to the next year. If the PFF is wound up before or at the end of its proposed life of ten years, any unused funds will be returned to SSG and MDBs/DFIs. Table 3-2 below shows the proportion of the allocation of funds amongst the four support windows throughout the proposed life of the Fund.

Table 3-2: Allocation of Funds amongst the Support Windows

Support window	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	Yr 6	Yr 7	Yr 8	Yr 9	Yr 10
Phase	Development		Construction		Operation					
Window 1 – Project preparation	90%	90%	15%	15%	–	–	–	–	–	–
Window 3 – Viability Gap Funding	–	–	75%	75%	80%	80%	80%	80%	80%	80%
of which: Debt	–	–	25.0%	25.0%	26.7%	26.7%	26.7%	26.7%	26.7%	26.7%
of which: Equity	–	–	25.0%	25.0%	26.7%	26.7%	26.7%	26.7%	26.7%	26.7%
of which: Grant	–	–	25.0%	25.0%	26.7%	26.7%	26.7%	26.7%	26.7%	26.7%
Window 2 – PFF Secretariat	10%	10%	10%	10%	5%	6%	6%	7%	7%	7%
Window 4 – Contingent liability support	–	–	0%	0%	15%	14%	14%	13%	13%	13%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

Percentages are shares of the Fund's total annual allocation. VGF is disbursed in equal parts as loans, equity investments and grants; the "of which" figures are rounded to one decimal place.

It is assumed that more funds will be required for project preparation costs in the early years of the Fund. A corpus of over USD 21mn will be available to support project preparation and initial project expenses (including land acquisition) under Support Window 1. This should be sufficient to cover 10-20 projects but will be highly dependent on the nature of projects.

Data provided by SSG on the 4 projects in the PPP project pipeline does not include clear requirements for VGF and FCCL. The projects are currently at early stages of preparation and it is possible that these requirements may become clear by the OBC stage.

The assumption for VGF is that it would be needed the most during the construction stage, just after Financial Close of the prioritized projects and before the commencement of their commercial operations. The funds allocated for VGF are projected to be disbursed equally in the form of loans, equity investments and grants (i.e. 75% of the total allocation for the Fund in Years 3 and 4 each, and 80% in the remaining years) amounting to USD 120 million.

Support for the PFF Secretariat will cover costs such as new equipment, hardware and software that might be required to set up the Fund, as also for consultancy services (refer section 4.1.1). These consultancy services will include capacity building programs and training as well as project assessment during the development and construction phases of the Fund and project monitoring during the operation phase. This is projected at USD 1.01 million for the first four years, after which an annual indexation of 10% has been projected.

Finally, contingent liability liquidity support will very likely be most needed once several projects in the PPP project pipeline become operational. The allocation for this window ranges from 13% to 15% of the annual allocation from Year 5 (Table 3-2).

3.4 Terms of Financing

The funds that will be provided under support window 3 for VGF is expected to mostly take the form of loans, equity investments or other forms including grants.

3.4.1 Currency of funding

The financing under the PFF is envisaged to be denominated in USD. This is predicated on the basis that most international donors are likely to provide grants to PFF in USD and most project expenditures on PPP projects, specifically capital expenditure, is likely to be denominated in USD.

3.4.2 Debt financing terms

It is envisaged that loans will be denominated in USD and have an annual all-in interest rate of 7%. This rate is close to the cost of financing for the Federal Government of Nigeria ("FGN") and chosen to make the support provided attractive for project companies.

Coupon rates of USD Eurobonds issued by the FGN with retirement dates from 2023 to 2049 range between a low of 6.375% to a high of 9.248%. However, the majority fall in the 7.0% - 8.0% band.

The term will be six years door-to-door (one-year grace period plus repayment period of five years). The debt service will be in annuity style (equal instalments every year).

The term of the loans will be dependent on the life of the Fund itself. However, the objective of the Fund will be to provide medium term loans (three to five years) to support projects in the early years with the expectation that these loans will be replaced with longer term senior debt once projects establish an operational track record of a few years.

3.4.3 Equity

The Fund will also invest in the common shares of project companies to obtain a minority stake with the expectation of an exit at the end of its proposed life.

It is assumed that such sale of shares will be at an exit multiple of 1.2 times. The buyer of shares will very probably be one or more of the existing shareholders of the project company and the terms and conditions of a share buy-back will be detailed in the relevant Funding Agreement.

3.4.4 Other Instruments

The Fund may offer other financial instruments (such as preferred shares, shareholder loans, and convertible debt), credit enhancement products (facilitate a partial risk guarantee) and/or risk mitigation instruments (such as foreign exchange hedging instruments and payment guarantees) in the future.

However, the following factors will have to be taken into consideration before the introduction of such instruments:

- The sophistication and depth of the financial markets in Nigeria and the enabling legal and regulatory environment;
- The capacity of the PFF Secretariat staff to understand, issue, manage and record the instrument(s); and
- Risks that will be associated with the instrument(s).

3.5 Financial Projections

The Fund has a unique mandate compared with a typical private equity fund. Amongst many other differences between the two, the Fund will not aim to make a high risk-adjusted return for its investors and managers. Funds will be used to support carefully vetted and selected PPP projects as per the PFF Guidelines, not only through financial instruments (loans and equity under the VGF support window) but also through non-recoverable grants and advances.

The financial projections take these characteristics of the Fund into account. Table 3-1 summarizes the key sources and uses of funds over the ten-year life of the Fund, calculated in accordance with the principles set out in sections 3.1, 3.2 and 3.3. The year-by-year allocation of the Fund amongst the four support windows is set out in Table 3-2.

Table 3-1: Summary of Sources and Uses of Funds (USD million, 10-year Fund life)

Item	USD million	Basis
Sources of funds		
SSG budget contributions (USD 0.15m p.a. in Years 1–4; USD 0.30m p.a. in Years 5–10)	2.40	Section 3.2.1
Development partner / DFI grants and internally generated funds (loan repayments and sale of equity stakes)	169.82	Balance of Fund size
Total sources	172.22	Sections 2.3 and 3.1
Uses of funds		
Window 1 – Project preparation (including land acquisition)	21.00 (minimum)	Section 3.3
Window 3 – Viability Gap Funding (loans, equity and grants)	120.00	Section 3.3
Window 2 – PFF Secretariat and Window 4 – Contingent liability liquidity support	31.22	Balance; allocation per Table 3-2
Total uses	172.22	

4 Implementation Plan

4.1 Operationalizing the Fund

Certain important tasks need to be completed before the Fund can commence operations. The most important of these are: developing a pipeline of PPP projects, raising the funds required to be used under the support windows, the staffing of the Fund, and selection of consultants that will support the core staff of the Fund in capacity building as well as project assessment and monitoring.

4.1.1 Staffing

It is assumed that the core staff of the Fund will be on secondments from BPP&PPP. The OAF will select the staff for the PFF Secretariat in consultation with and subject to the approval of the Executive Secretary of BPP&PPP. Once the core staff is in place, the Fund is expected to utilize third-party consultants for building capacity of the core staff but more importantly project assessment and monitoring. Outsourcing is discussed further in Section 4.2.

4.1.2 Fund Raising

The financial projections depend on a steady stream of contributions from both the SSG budget and MDBs/DFIs during the proposed life of the Fund.

Securing annual allocations from the SSG budget will require ongoing communication with relevant bodies in Sokoto State, particularly the SSMOF.

The same level of effort will be required for MDBs/DFIs. BPP&PPP will need to reach out to a targeted group of MDBs/DFIs as soon as possible to identify the ones with the appetite to support the Fund and provide them sufficient time to conduct their appraisal.

4.1.3 Timeline

Based on the assumption that approval for the Fund will be obtained by the end of 2025, it is envisaged that the Fund could become operational at the beginning of 2026, with Phase 2 transition by Year 5.

The first task will be staffing. The period allocated for this task will be spent on not only selecting the personnel but also training them on the PFF Guidelines and PFF manuals.

Fundraising is expected to be the most challenging and time-consuming of the tasks mentioned. It is therefore essential that work on this front starts as soon as possible and continues non-stop throughout this 12-month preparation period.

The selection of consultants is a task that will be undertaken by the core staff of the Fund and will start once they are appointed and determine the nature and level of support they need to achieve the objectives of the Fund.

4.2 Assessment of Outsourcing Options

The decision on whether to outsource one or more functions of the PFF requires a careful consideration of several factors to ensure efficient operations.

4.2.1 Factors to Consider

Some factors that play a crucial role in the insourcing vs. outsourcing decision could be summarized as follows:

- Strategic importance of the role within the context of PFF's operations.
- Classification of the role as a core or non-core function of the PFF. PFF's capacity to undertake the function (i.e. staff numbers and expertise, systems and experience).
- Level of skill required and availability of skills within the PFF and the job market.
- Cost of undertaking the function in-house in comparison to outsourcing it.
- Emerging sources of competitive advantage such as technology which the PPP Unit may not have.

4.2.2 Functions to Outsource

Another dimension to the insourcing vs. outsourcing decision is the selection of the function(s) to outsource. The functions deemed most appropriate for outsourcing at PFF are:

- Technical review of applications and monitoring of the applications accepted.
- Procurement and contract management of transaction advisors for the CAs.
- Financial risk management.

It shall however be emphasized that outsourcing regarding these functions could be on an as and when needed basis and the PFF could choose to retain certain functions in-house for reasons such as strategic importance, security and quality control.

4.2.3 Advantages and Disadvantages

Table 4-1 summarizes some of the potential advantages and disadvantages of outsourcing for the PFF.

Table 4-1: Advantages and Disadvantages for Outsourcing

Advantages	Disadvantages
PFF management will have more time to focus on the strategic aspects of the operations.	Loss of control.
PFF will pay only for specific services delivered, resulting in reduced costs, particularly in off-peak periods.	Certain government protocols might limit the extent of outsourcing and result in duplication of roles/processes.
PFF will be spared labour shortages and gain access to a wider array of skills.	PFF might have limited experience and/or capacity to manage the relationship with the contractors(s).
Outsourcing will allow the PFF to access more advanced technologies without necessarily having to own them.	Lack of opportunity for SSG staff who may be seconded to PFF Secretariat to develop their own capacity for appraising and monitor PPP projects.
Outsourcing will allow for a service level agreement that is linked with performance, resulting in improved productivity.	

4.2.4 Using a Fund Manager

One option available for PFF is to outsource the management of the Fund completely to a third-party fund manager.

Remuneration will be the most significant issue that needs to be taken under consideration for such an option. Typical remuneration of a private equity fund manager follows the rule known as “2 – 20” in the industry: a 2% annual management fee calculated on the amount of funds under management and 20% of the profits realized at exit over a certain promised benchmark return rate.

Annual management fee and share of profits realized vary depending on a variety of factors, such as the size of the fund, track record of the fund managers and size of the commitment of a particular investor. Nevertheless, a sizeable annual management fee could safely be expected to be paid for the services of a fund manager, particularly in the light of the fact that the Fund will not pursue returns to its donors and channel all funds available to support projects.

5 Risks

5.1 Risks Peculiar to the Fund

Investment in a typical private equity fund involves a multitude of risks related to the investments to be undertaken by the fund (such as environmental and social, credit, market and country/political risks) as well as the operations of the fund itself (such as operational, reputational, funding and liquidity risks). Most of these risks are relevant in the PFF context as well despite the structural and strategic differences from typical private equity funds, with additional emphasis on E&S safeguards.

5.1.1 Lack of Qualified Staff

The core staff of the Fund will comprise personnel to be seconded from BPP&PPP. PFF is a new concept not only in Sokoto State but also in Nigeria and it is reasonable to assume that not many current employees of BPP&PPP/SSG will have the relevant experience and expertise.

On the other hand, BPP&PPP is one of the premier investment support and promotion agencies in Nigeria with a highly qualified workforce. Furthermore, financial support from the Fund will be available to support the core staff in capacity building and allow them to benefit from the services of third-party consultants in project assessment and monitoring.

Overall, this risk is considered to be minimal.

5.1.2 Operations

This risk relates to issues such as political interference into the Fund's affairs, fraud, mismanagement and business interruption.

The Fund will be run as per the detailed guidelines, manuals and other relevant laws, rules and regulations. It will be audited on a regular basis. The involvement of MDBs/DFIs as donors will very probably result in additional scrutiny on the operations of the Fund.

Therefore, this risk is considered to be minimal.

5.1.3 Lack of robust PPP project pipeline

There is a healthy pipeline of PPP projects at various stages of development in Sokoto State. Detailed information on the project pipeline has been provided in Section 1.1.3.

The risk of not being able to find qualified PPP projects to support is therefore minimal.

5.1.4 Environmental and Social safeguards and associated risks

E&S principles are part and parcel of corporate affairs and all investment activities today. The Fund's operations will be subject to both applicable international standards and the local rules and regulations, including ESIA for all projects. Therefore, environmental and social risk is considered to be minimal.

5.1.5 Credit

The Fund will be extending loans to and make equity investments in project companies under the VGF support window. Credit risk refers to the risk of the loans and equity investments not being recovered in full or partially from the project companies.

The VGF support will go to carefully vetted and selected PPP projects that have undergone a process of due diligence by other lenders (PFF will never be lead creditor) and project sponsors (PFF will not acquire majority stakes in project companies). Furthermore, the Fund will have

access at least to a minimum level of collateral as per the security packages defined in the relevant contracts setting out the terms and conditions of the Fund's support. Security packages could include reserve accounts and/or a pledge on assets in case of loans and a pledge on shares of the project company.

Though it seems to be a remote possibility for the Fund to suffer substantial losses on its loan book and/or the equity positions in project companies, there still is a medium level of credit risk.

5.1.6 Funding

PFF will rely on budget allocations from SSG and grants from MDBs/DFIs for most of its funding, particularly in the early years of the proposed life of the Fund.

It is indeed a possibility that PFF might not be able to obtain the funds assumed in the financial projections. Therefore, funding risk is considered to be high.

If the initial funding targets are not met then the financial projections can be adjusted to reallocate funds amongst the four support windows with a view to make the best use of available funding (such as prioritizing applications under the support window for project preparation costs to benefit the highest number of projects).

In a worst-case scenario, the lack of funds could lead to the winding up of the Fund before its proposed 10-year life.