



SPECIAL AGRO-INDUSTRIAL PROCESSING ZONES (SAPZ) PROGRAMME

NATIONAL COORDINATION OFFICE

**TERMS OF REFERENCE FOR THE DESIGN, OPERATIONALIZATION AND
CAPACITY BUILDING OF THE GRIEVANCE REDRESS MECHANISM (GRM)
FOR KANO AND OGUN STATES**

JUNE 2026

1.0 INTRODUCTION

The Special Agro-Industrial Processing Zones (SAPZ) Programme is a flagship initiative of the Federal Government of Nigeria (FGN) aimed at accelerating agricultural transformation through the development of integrated agro-industrial clusters in areas of high agricultural production across the country. The programme is implemented by the Federal Ministry of Agriculture and Food Security (FMAFS), in collaboration with State Governments, development partners, relevant Ministries, Departments and Agencies (MDAs), and the private sector.

The SAPZ Programme is co-financed by the African Development Bank (AfDB), the International Fund for Agricultural Development (IFAD), and the Islamic Development Bank (IsDB). It adopts a clustered agro-industrial development model to address structural constraints in Nigeria's agro-processing environment, including limited access to quality infrastructure, weak market linkages, high post-harvest losses, and low levels of value addition. Through this approach, the programme seeks to create sustainable markets for farmers, enhance competitiveness of agro-industrial enterprises, promote import substitution, generate employment particularly for women and youth, and contribute to inclusive economic growth and rural poverty reduction.

Phase One of the SAPZ Programme covers eight (8) participating States and the Federal Capital Territory (FCT), as listed in Table 1 below. Interventions under Phase One focus on the development of Agro-Industrial Hubs (AIHs), Agricultural Transformation Centres (ATCs), and Aggregation Centres (ACs), supported by associated and ancillary infrastructure to strengthen agricultural value chains, improve productivity, and facilitate agro-processing and market access.

The Programme has four broad components: (i) Infrastructure Development and Management of Agro-Industrial Hubs; (ii) Agricultural Productivity, Production, Market Linkages and Value Addition in SAPZ Catchment Areas; (iii) Policy and Institutional Development Support; and (iv) Programme Coordination and Management.

Given the multi-stakeholder, multi-state, and multi-donor nature of the SAPZ Phase One Programme, it is inevitable that disputes, grievances, and conflicts may arise in the course of implementation. These could relate to land acquisition and use, resource allocation, exclusion from programme benefits, gender

equity, social inclusion, contractor-community relations, labour and working conditions, environmental and social safeguards compliance, and Sexual Exploitation, Abuse and Harassment (SEAH). To ensure transparency, accountability, social inclusion, and full compliance with the safeguard requirements of IFAD, AfDB, and IsDB, a robust, accessible, and culturally appropriate Grievance Redress Mechanism (GRM) is essential.

An approved SAPZ GRM Strategy was developed by the National Coordination Office (NCO) in August 2025, providing the overarching framework for grievance management under Phase One. This Terms of Reference (TOR) outlines the requirements for engaging a qualified Consultant to operationalize this framework at national and state levels, through the design and deployment of GRM tools and systems, establishment and training of Grievance Redress Committees (GRCs), deployment of multi-channel grievance lodging mechanisms, integration of SEAH-sensitive protocols, and development of a centralized monitoring and reporting system.

2.0 DESCRIPTION OF THE PROGRAMME

The SAPZ Programme is designed as an integrated agro-industrialization platform that brings together physical infrastructure, agricultural value chain development, and institutional support to accelerate productivity, processing, and market access across participating states. Building on an established foundation of value chain investment aimed at improving smallholder incomes, well-being, and food security, the programme has progressively incorporated nutrition-sensitive approaches through partnerships with governments and other donors, recognizing that sustainable agricultural transformation must address not only market access but household nutrition outcomes. SAPZ capacitates smallholder farmers, small agro-processors, traders, and community-based service providers, including women and youth, to take advantage of market demand created by the programme and to sustainably enhance household income, food security, and resilience to climate change. Under Phase One, the programme is developing Agro-Industrial Hubs (AIHs) as centres for secondary processing, value addition, storage, and logistics; Agricultural Transformation Centres (ATCs) as community-level facilities for input access, extension services, and primary processing; and Aggregation Centres (ACs) within farming communities to facilitate commodity aggregation, quality control, and market linkages. Associated infrastructure includes access roads, power supply systems, water and wastewater management, storage and cold-chain facilities, and occupational health and safety installations.

The programme operates across a wide geographic spread, involving multiple states with distinct ecological, cultural, economic, and institutional contexts. Implementation engages a diverse range of actors, including smallholder farmers, farmer cooperatives, women and youth groups, agro-processors, contractors, community members, local government authorities, state agencies, and the private sector. Construction activities are ongoing or imminent at a number of sites, bringing with them labour influx, land use pressures, and associated community health and safety risks.

It is within this context that a functional GRM is not merely a compliance requirement but an operational necessity. The scale and complexity of the SAPZ Programme create real and foreseeable risks of grievance, including disputes over land access and compensation, exclusion from programme benefits, concerns about contractor conduct and labour conditions, gender-based discrimination, and SEAH incidents arising from construction site dynamics and labour influx. Without a structured, accessible, and well-resourced mechanism, these grievances risk remaining unaddressed, eroding community trust, jeopardizing social license to operate, and exposing the programme to safeguard non-compliance under the donors' safeguards framework.

3.0 STATUTORY, LEGAL, AND ADMINISTRATIVE FRAMEWORK

The statutory, legal, and administrative frameworks within which this consultancy shall be executed include the following laws, regulations, guidelines, and standards. These frameworks shall guide the design, operationalization, and implementation of the SAPZ GRM. This list is not exhaustive.

A. Donor Safeguard Frameworks

IFAD Environmental and Social, Climate and Gender Safeguards (SECAP), which mandate project-level GRM mechanisms for managing grievances related to social, environmental, and gender issues.

B. Nigerian Legal and Regulatory Framework

- i. Environmental Impact Assessment Act, Cap E12, Laws of the Federation of Nigeria (LFN) 2004.
- ii. National Environmental Standards and Regulations Enforcement Agency (NESREA) Act, 2007, and relevant sectoral regulations.
- iii. Land Use Act, Cap L5 LFN 2004.
- iv. Labour Act, Cap L1 LFN 2004.
- v. Employee Compensation Act, 2010.
- vi. Factories Act and Occupational Safety and Health Regulations, 2010.

- vii. Violence Against Persons (Prohibition) Act, 2015.
- viii. Discrimination Against Persons with Disabilities (Prohibition) Act, 2018.
- ix. National Gender Policy, 2006.
- x. Climate Change Act, 2021.
- xi. Relevant regulations and guidelines of State Ministries of Environment, Agriculture, Women Affairs, and Social Development in participating states.

C. International Conventions and Standards

- i. International Labour Organization (ILO) Conventions, including core labour standards.
- ii. UN Guiding Principles on Business and Human Rights.
- iii. United Nations Security Council Resolution 1325 on Women, Peace and Security.
- iv. World Bank Environmental and Social Standard (ESS) 10 on Stakeholder Engagement and Information Disclosure, as a reference benchmark for international good practice.

The Consultant shall ensure that all GRM tools, procedures, and systems developed under this assignment are fully aligned with and cross-referenced to the above frameworks, with particular attention to IFAD SECAP and AfDB ISS as the primary applicable donor standards.

4.0 OBJECTIVES OF THE ASSIGNMENT

The objective of this consultancy is to design, operationalize, and build institutional capacity for a functional, inclusive, and sustainable Grievance Redress Mechanism (GRM) that enables timely, fair, and confidential resolution of grievances related to activities in Kano and Ogun states.

Specific objectives include:

- i. Operationalize the SAPZ GRM Strategy at national and state levels, ensuring full alignment with IFAD-SECAP safeguard requirements.
- ii. Establish and train multi-tier Grievance Redress Committees (GRCs) at community, LGA, and State PIU levels in Ogun and Kano states, integrating Alternative Dispute Resolution (ADR) mechanisms at each tier.

- iii. Deploy accessible, multi-channel grievance lodging systems, including a toll-free hotline, SMS/USSD, WhatsApp, community grievance boxes, digital platforms, and walk-in options, with multi-language support in English, Hausa, and Yoruba.
- iv. Develop and roll out standardized Standard Operating Procedures (SOPs), grievance registration forms, tracking logs, escalation pathways, and reporting templates for consistent documentation and case management across all states.
- v. Integrate SEAH-sensitive protocols, survivor-centred referral pathways, confidentiality safeguards, and GBV response procedures into the GRM framework, in line with the Programme's SEAH commitments.
- vi. Build the capacity of SPIU staff, GRC members, field officers, hotline operators, and ADR mediators on GRM procedures, case documentation, data management, ethical conduct, and the handling of sensitive complaints.
- vii. Establish a centralized, secure grievance database with role-based access controls and reporting dashboards for real-time case tracking, KPI monitoring, and donor reporting at the NCO level.
- viii. Develop and disseminate Information, Education and Communication (IEC) materials and conduct community sensitization campaigns to ensure widespread awareness of, and access to, the GRM at community level across all participating states.
- ix. Establish referral partnerships with relevant state-level service providers, including GBV response teams, NAPTIP, FIDA, health facilities, and legal aid providers.

Special attention shall be given throughout the assignment to the needs of women, youth, persons with disabilities, and other vulnerable and marginalized groups, in line with IFAD SECAP gender mainstreaming requirements and Operational Safeguards.

5.0 SCOPE OF THE ASSIGNMENT: METHODOLOGY AND GENDERAL APPROACH

The Consultant shall undertake the following activities over a twelve (12)-week period, organized in four phases. The Consultant shall be guided throughout by the SAPZ GRM Strategy, applicable donor safeguard standards, and international good practice in grievance management for development programmes.

Phase 1: Inception and Diagnostic Review (Weeks 1 to 2)

The Consultant shall:

- I. Review all relevant SAPZ programme documents, including the GRM Strategy, Programme Operations Manual, ESMF, and applicable donor safeguard policies.
- II. Conduct stakeholder mapping and institutional assessment of existing GRM and ADR structures, capacities, and gaps in each participating state, covering community, LGA, and SPIU levels.
- III. Assess the current status of grievance documentation, committee formation, reporting channels, Code of Conduct enforcement, and SEAH referral pathways in each state.
- IV. Identify risks to GRM functionality, including elite capture, confidentiality risks, barriers to access for women and vulnerable groups, and digital infrastructure limitations.
- V. Prepare and submit a detailed Inception Report, including refined methodology, phased work plan with milestones, stakeholder engagement plan, risk register, and gender and social inclusion strategy.

Phase 2: GRM Design and Tool Development (Weeks 3 to 5)

The Consultant shall:

- I. Finalize GRM Standard Operating Procedures (SOPs), including step-by-step process flowcharts covering receipt, acknowledgement, screening, assessment, resolution through ADR or direct action, escalation, appeal, closure, and documentation of grievances.
- II. Develop or adapt grievance registration forms, tracking logs, escalation and referral pathway protocols, ADR mediation guides, and SEAH-specific case management procedures that ensure survivor-centred handling and confidentiality at all stages.
- III. Design the structure of a centralized grievance database with role-based access controls, automated reminders for resolution timelines, and dashboard specifications for SPIU and NCO use, accommodating case disaggregation by state, LGA, community, gender, type of grievance, and resolution status.
- IV. Draft IEC materials in local languages (English, Hausa, and Yoruba) in formats accessible to low-literacy users and persons with disabilities (PWD), including posters, flyers, radio scripts, and community notice templates.

- V. Develop physical GRM logbooks and grievance registration tools for field deployment across all states.
- VI. Prepare a Code of Conduct (CoC) template for contractors and programme staff that incorporates SEAH prevention clauses, consistent with SAPZ Programme requirements.

Phase 3: Capacity Building and System Deployment (Weeks 6 to 9)

The Consultant shall:

- i. Conduct state-level training workshops for Ogun and Kano states for: (i) National and State Safeguards Officers on GRM coordination, data management, and donor reporting; (ii) GRC members and ADR mediators on mediation skills, ethics, confidentiality, GBV and SEAH sensitivity, and case documentation; and (iii) field officers and hotline operators on grievance intake, documentation, referral protocols, and escalation procedures.
- ii. Support the formal inauguration of GRCs at community, LGA, and State PIU levels in all participating states, ensuring a minimum of 40 percent representation of women and youth in each committee, consistent with IFAD SECAP requirements.
- iii. Pilot-test all grievance lodging channels, including the toll-free hotline, SMS/USSD, WhatsApp, grievance boxes, and walk-in procedures, in at least two pilot states, and refine systems based on user and operator feedback.
- iv. Deploy the centralized grievance database and provide hands-on training to NCO and SPIU E&S staff on data entry, case management, dashboard use, and reporting.
- v. Support the establishment of formal referral partnerships with state GBV response teams, NAPTIP, FIDA, health facilities, legal aid providers, and civil society organizations in each participating state.
- vi. Facilitate the installation of zero-tolerance SEAH signage at all active AIH and ATC construction sites, in coordination with the respective SPIUs.

Phase 4: Launch, Monitoring Framework, and Handover (Weeks 10 to 12)

The Consultant shall:

- i. Support the official launch of the GRM in at least two pilot states, including community sensitization events, dissemination of IEC materials, and briefings for local government authorities and community leaders.

- ii. Develop a GRM Monitoring and Evaluation (M&E) Framework with clearly defined KPIs, including: percentage of grievances resolved within 30 days; percentage of SEAH cases handled in compliance with referral protocols; number of GRM channels operational by state; user satisfaction ratings; and disaggregation of cases by gender, age, grievance type, and resolution status.
- iii. Prepare a comprehensive GRM Implementation Manual covering all tools, SOPs, database procedures, and referral pathways, suitable for use by SPIU and NCO staff after handover.
- iv. Prepare a Handover Report documenting all activities undertaken, key lessons learned, outstanding risks, and recommendations for sustainability.
- v. Conduct a formal knowledge transfer session for NCO and SPIU teams, covering all systems deployed, tools developed, and ongoing monitoring requirements.

6.0 DELIVERABLES AND PAYMENT SCHEDULE

The successful Consultant shall work closely with and report to the National Coordination Office. The Consultant shall collaborate closely with the E&S team at both national and state levels to ensure the successful execution of the assignment.

The following deliverables shall be submitted to the SAPZ National Coordination Office:

S/N	Deliverable	Timeline	Payment (%)
1.	A. Inception Report, including refined methodology, phased work plan with milestones, stakeholder engagement plan, risk register, and gender and social inclusion strategy covering all participating states. The Consultant shall submit three (3) hard copies and one (1) soft copy.	2 weeks after contract signing	
2.	GRM Tools Package, comprising: finalized SOPs and process flowcharts;	Week 3 to week 5	20%

	grievance registration forms, tracking logs, and logbooks; ADR mediation guide; SEAH case management procedures and referral pathway protocols; IEC materials in local languages; Code of Conduct template; and centralized grievance database design specifications. Electronic copies shall be submitted.		
3.	Capacity Building Report, comprising: training reports for all participating states; attendance sheets disaggregated by gender and state; pre- and post-training assessment results; GRC inauguration minutes and committee membership lists for all states; pilot-test findings and system refinement log; and evidence of referral partnership establishment. Electronic copies and three (3) hard copies shall be submitted.	Week 6 to week 9	50%
	<p>A. GRM Implementation Manual, covering all tools, SOPs, database procedures, and referral pathways.</p> <p>B. GRM Monitoring and Evaluation Framework, including KPI matrix, reporting templates, and adaptive management guidance.</p> <p>C. Handover Report, including lessons learned, outstanding risks, and sustainability recommendations.</p>	Week 10 to week 12	30%

	<p>D. Knowledge Transfer Session, delivered to NCO and SPIU teams.</p> <p>The Consultant shall submit three (3) hard copies and one (1) soft copy (flash drive) of all final documents.</p>		
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Note: The GRM database, all tools, IEC materials, and other deliverables produced under this assignment shall be the property of the SAPZ Programme and shall be handed over to the National Coordination Office in full at the close of the assignment.

7.0 REPORT STRUCTURE FOR KEY DELIVERABLES

Key reports and deliverables submitted under this assignment shall be prepared in accordance with the requirements of the SAPZ NCO and the financing partners. The structure outlined below represents the minimum required content and may be refined as necessary.

Inception Report

- I. Executive Summary: assignment objectives, scope, and proposed approach.
- II. Programme and Institutional Context: overview of SAPZ Phase One, existing GRM landscape by state, and stakeholder mapping findings.
- III. Methodology and Work Plan: detailed phased work plan with milestones, timelines, and responsibility matrix.
- IV. Risk Register: identified risks to GRM operationalization, with probability, impact rating, and mitigation measures.
- V. Gender and Social Inclusion Strategy: approach to ensuring GRM access for women, youth, persons with disabilities, and vulnerable groups.
- VI. Annexes: draft stakeholder engagement plan; draft diagnostic assessment tools.

GRM Implementation Manual

- I. Introduction: purpose, scope, and guiding principles of the SAPZ GRM.
- II. Institutional Framework: structure and composition of GRCs at community, LGA, and State PIU levels; roles and responsibilities of all actors.

- III. Grievance Lodging Mechanisms: operating procedures for each channel (toll-free hotline, SMS/USSD, WhatsApp, grievance boxes, walk-in, digital platforms); multi-language guidance.
- IV. Alternative Dispute Resolution (ADR): community-based ADR procedures; role of traditional and religious leaders; mediation and negotiation approaches; escalation to formal legal systems.
- V. Grievance Handling Procedures: step-by-step process for receipt and registration (Day 0 to 2); acknowledgement (Day 2 to 5); screening and assessment (Day 5 to 10); resolution through ADR or direct action (Day 10 to 25); escalation and appeal (Day 25 to 35); and closure and documentation (Day 35 to 40), with defined timelines and responsibilities at each step.
- VI. SEAH-Specific Procedures: survivor-centred case handling; confidentiality protocols; referral pathways to service providers; mandatory reporting requirements.
- VII. Database and Tracking System: user guide for the centralized grievance database; data entry procedures; dashboard use; reporting cycles.
- VIII. Monitoring, Evaluation and Reporting: KPI framework; quarterly reporting template; feedback loops to communities; integration with IFAD and AfDB reporting requirements.
- IX. Capacity Building Plan: training schedule, modules, and responsibility matrix for ongoing capacity development.
- X. Annexes: grievance registration form; ADR process flowchart; GRC composition template; IFAD quarterly reporting template; toll-free hotline operating guidelines; referral directory template.

GRM Monitoring and Evaluation Framework

- I. Objective and scope of the M&E framework.
- II. KPI matrix: indicators, baseline, targets, data source, collection frequency, and responsible party.
- III. Adaptive management provisions: triggers for system review and corrective action.
- IV. Annexes: quarterly reporting template; community feedback session guide.

8.0 CONSULTANT QUALIFICATIONS, COMPETENCY, AND EXPERTISE REQUIREMENTS

The Consultant shall be an individual specialist with a minimum of ten (10) years of post-qualification experience in the design, operationalization, and capacity development of grievance management systems for large-scale development programmes. The Consultant must demonstrate the following:

- I. Advanced degree (minimum Master's level) in Social Sciences, Development Studies, Environmental Management, Gender Studies, or a related discipline.
- II. In-depth knowledge of IFAD SECAP grievance redress requirements, and proven experience implementing GRM systems on IFAD-financed, and other multilateral development bank (MDB)-financed programmes in Nigeria.
- III. Demonstrated experience in designing multi-channel, multi-language grievance lodging systems, including digital platforms, hotlines, and community-based mechanisms, appropriate to rural and peri-urban contexts in Nigeria.
- IV. Proven expertise in Alternative Dispute Resolution (ADR) approaches, community mediation, and the integration of traditional and religious institutions into formal grievance processes.
- V. Demonstrated knowledge of SEAH prevention and response frameworks, survivor-centred case management, and GBV referral pathway design within development programme contexts.
- VI. Proven experience in developing grievance tracking databases and real-time reporting dashboards for programme management use.
- VII. Strong track record of effective multi-stakeholder capacity building, including training of government officials, community leaders, and field staff on grievance management procedures.
- VIII. Demonstrated ability to coordinate and deliver assignments across multiple states, with experience managing state-level field activities and liaising with government counterparts at federal and state levels.
- IX. Strong written and verbal communication skills, with demonstrated ability to produce high-quality technical documentation and deliver knowledge transfer sessions to diverse audiences.
- X. Verified references from at least two (2) comparable assignments in Nigeria. Previous experience on IFAD-financed projects shall be an added advantage.

The Consultant may propose, subject to NCO approval, the engagement of short-term support personnel such as field facilitators or a database specialist for specific phases of the assignment. All such personnel shall be identified in the Inception Report with their qualifications and proposed roles clearly stated. The overall responsibility for the quality and timely delivery of all outputs shall rest with the Consultant.

9.0 ONBOARDING OF CONSULTANT

In addition to the supervisory and coordination responsibilities described in this TOR, the Client shall provide the Consultant with the following at the commencement of the assignment:

- I. Relevant SAPZ Programme documents, including the approved GRM Strategy, Programme Operations Manual, ESMF, SEAH Action Plans, state-level safeguards instruments, and available maps and programme reports.
- II. Support in engaging relevant federal and state-level stakeholders, including introductory communications from the NCO to SPIUs, state government counterparts, and donor safeguards teams.
- III. An inception meeting with the NCO, relevant SPIU representatives, and financing partner safeguards staff to clarify scope, objectives, applicable standards, and key coordination arrangements.

10.0 DURATION OF THE ASSIGNMENT

The total duration of this assignment is twelve (12) weeks from the date of contract signing. The Consultant shall mobilize within five (5) working days of contract execution. A detailed work plan with milestones and deliverable timelines shall be submitted as part of the Inception Report.

The Consultant shall prepare time schedules to be submitted to the Gender and Social Safeguards Officer at the National Coordination Office in accordance with this Terms of Reference. Any proposed revision to the work plan shall be submitted to and approved by the Gender and Social Safeguards Officer at National Coordination Office in writing prior to implementation.

11.0 REPORTING AND TRANSFER OF KNOWLEGDE

The Consultant shall report directly to the National Coordination Office of the SAPZ Programme. Technical oversight shall be provided by the National Gender and Social Safeguards at the NCO.

The Consultant shall work closely with the E&S teams at both national and state levels throughout the assignment and shall ensure the effective transfer of knowledge, tools, systems, and methodologies to relevant programme staff to support capacity strengthening and continuity of GRM operations after the conclusion of the assignment.

The Consultant shall liaise directly with:

- i. State Programme Implementation Units (SPIUs) in Ogun and Kano states.
- ii. State Gender and Social Safeguards Officers (GSSOs) and Environmental and Climate Change Officers (ECCOs).
- iii. Relevant line ministries, security agencies, and referral service providers at state level.

Progress updates shall be provided biweekly to the NCO throughout the assignment. All raw data, assessment findings, tools, and programme materials collected or developed under this assignment shall be handed over to the NCO in full at the close of the consultancy.

12.0 SELECTION METHOD

The Consultant will be selected in accordance with the Individual Consultant Selection (ICS) method, consistent with IFAD procurement guidelines. The technical proposal shall be evaluated on the basis of the consultant's relevant experience, the qualifications and track record of proposed key personnel, the quality of the proposed methodology, and the feasibility of the work plan. Financing partner no-objection shall be obtained prior to contract award.

13.0 COPYRIGHT AND OWNERSHIP

All materials, whether finished or unfinished, including GRM tools, database systems, IEC materials, training modules, reports, and other documentation prepared under this assignment, shall remain the property of the SAPZ Programme.

The Consultant shall treat all information obtained in the course of this assignment as strictly confidential and shall not disclose such information to any third party without prior written approval from the Client, except where disclosure is required by law or by the financing partners. This obligation shall continue beyond the conclusion of the assignment.