



Review of Findings from Nigeria Evaluations

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Acronyms and Abbreviations

AFD	Agence française de développement
AfDB	African Development Bank
APC	All Progressives Congress
AU	African Union
BCC	Behaviour Change Campaign
CBHIS	Community-based Health Insurance Scheme
CBN	Central Bank of Nigeria
CDGP	Child Development Grant Programme (CDGP)
CDGP	Child Development Grant Programme
CSO	Civil Society Organisation
CSP	Country Strategic Plan
DFID	UK Department for International Development
EC	European Commission
ECHO	European Commission's Civil Protection and Humanitarian Aid department
ECOWAS	Economic Community of West African States
ERCP	Economic Recovery and Growth Plan
EU	European Union
FEC	Federal Executive Council
GAC	Global Affairs Canada
GAVI	Global Alliance for Vaccines and Immunization
GDP	Gross Domestic Product
GiZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German aid agency)
GNI	Gross National Income
GoN	Government of Nigeria
IFAD	International Fund for Agricultural Development
IYCF	Infant and Young Child Feeding
LGA	Local Government Area
LMIC	Low and Middle-Income Countries
MDG	Millennium Development Goal
MNCH	Maternal, Newborn, and Child Health
MSME	Micro, Small and Medium-sized Enterprise
NEEDS	National Economic Empowerment and Development Strategy
NGO	Non-Governmental Organisation
NIRP	Nigeria Industrial Revolution Plan
ODA	Official Development Assistance
ODI	Overseas Development Institute

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ORIE	Operations Research and Impact Evaluation
PHC	Primary Health Care
PPP	Private-Public Partnerships
RAMP	Rural Access and Agricultural Marketing project
SARC	Sexual Assault Referral Centre
TRIMING	Transforming Irrigation Management in Nigeria
TSHIP	Targeted States High Impact Project
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organisation
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
USAID	United States Agency for International Development
VAWG	Violence Against Women and Girls
WASH	Water, Sanitation and Hygiene
WB	World Bank
WFP	World Food Programme
WHO	World Health Organisation
WINNN	Working to Improve Nutrition in Northern Nigeria

1. Purpose and structure of the Literature Review

1. This review has been prepared for Global Affairs Canada (GAC) to address the questions shown in Box 1 below, as support for an upcoming evaluation of Canada's aid to Nigeria.

Box 1. Topics for this paper

Q1: To what extent has programming by other donors responded to evolving needs and opportunities in Nigeria?

Q2: What factors promoted agility and responsiveness to donor programming?

Q3: How are other donors shifting their programming as Nigeria moves from lower-middle-income economic status to upper-middle-income economic status?

Q4: To what extent has similar programming by other donors delivered anticipated results?

- Health outcomes for mothers, newborns and children
- Sexual and reproductive health and rights of women and girls
- Sustainable economic growth

Q5: What are the lessons learned and good practices for improving the effectiveness and the achievement of longer-term outcomes for this kind of programming in the Nigerian context?

Q6: What have been some of unanticipated impacts from this kind of programming?

Q7: What factors have contributed to the sustainability of results especially after funding ended?

2. The topics are interrelated in Nigeria's complex socio-economic and global context. To contribute to GAC thinking on ODA effectiveness in meeting needs and vulnerabilities, the review is organised as follows in order to aid clarity and minimise repetition:

- Section 2 summarises the review of findings. Lessons are identified and summarised along with findings throughout the review.
- Section 3 provides a common background relevant to GAC programming, orientated to the nature of Nigeria prospects, needs and opportunities, to draw on findings and lessons learned about official development assistance (ODA) scale and patterns, donor priorities and development vision (relating to Q1, above).
- Section 4 addresses the main results, aspects of learning, unintended impacts, and sustainability. These have been addressed together for key donors in relation to the three areas identified in question 4 (namely, maternal and child health needs, sexual and reproductive health and rights of women, and sustainable economic growth) (Q4-7).
- Section 5 considers factors that promote the agility and responsiveness of donor programming, and their influence on opportunities in Nigeria (Q2).
- Section 6 summarises shifts in donor priorities for ODA in Nigeria (Q3), noting the scope for and purposes of ODA, significant donors, influences, focus, and the scope for effectiveness and innovation.
- Annexes provide supporting information to illustrate country context, ODA flows, government structures, and activities of the main donors involved in the key sectors

reviewed. An annotated bibliography is linked to an e-library of documents consulted. (The e-library is also being shared with GAC.)

3. The focus of this review of findings and lessons learned arising from donor evaluations of official development assistance (ODA) programmes and projects in Nigeria aims to cover the full range of humanitarian, stabilization, and development assistance. The ambit of ODA reviewed includes both grant and loan mechanisms for key donors (European Union, the United Kingdom, and the United States, Germany, France) and multilateral agencies (including the African Development Bank, the Global Alliance for Vaccines and Immunization, the Global Fund, International Development Association (World Bank), UNICEF).

4. This review focuses on thematic evaluations, country programme evaluations, and project evaluations of the principal bilateral and multilateral donors (as identified in the Statement of Work) for the full range of official development assistance. In addition to available formal evaluations, observations and lessons learned have been drawn from other plans and strategies from previous phases of programming. The review of findings has also included, as far as possible, peer reviewed journal articles, pertinent grey literature, internet sites, and other academic sources. The scope, extent and emphasis of the sources reviewed have embraced as wide a range as possible including Nigerian academic and civil society sources.

5. The best efforts of the review team have been applied in reviewing the main and supplementary documents in the time available. Limitations to the scope of review include the range and depth of sources available, data availability and quality (including in reports reviewed), and relevance to the interests of this review.

2. Summary of review of findings

2.1 Country context

6. There is broad consensus amongst donors on the main dimensions of economic trends, social conditions, political and governance complexity. Nigeria is a diverse country with major opportunities and complex challenges (World Bank (2014a)) and may be understood in the context of several key factors that are significant to its prospects for human development and economic growth:

- **Size and scale.** Covering 923,768 km² with a population between 180 and 200 million people and growing at an annual rate of 2.6% (with an average 5.7 children per woman). Noting the impact of political complexity on the conduct of censuses, the demographic transition has not advanced in much of the country (AFD (2018)). Nigeria is the most populous country [in Africa] with more than 60 percent of its population under 25 years of age (USAID (2017c)) and its population could reach 260 million in 2030. [From Oil to Cities: Nigeria's Next Transformation, Directions in Development, World Bank (2016)]
- **History and governance.** The Federal Republic of Nigeria has functioned as a democracy since 1999, following thirty years of military regimes that have left a deep and lasting impact on the country's population because of corruption, political turmoil, and election violence.

- **Resource wealth and inequality.** Despite being Africa's largest economy and rich in oil exports and reserves Nigeria faces increasing poverty and growing inequality as the main causes of vulnerability.
- **Diversity and ethnic, cultural, religious divisions.** Nigeria comprises 250 ethnic groups, including four main ones (the Yoruba, Hausa, Igbo and Fulani) represent around 60% of the population. Divisions between the 'Christian' south and the 'Muslim' north are stark.
- **Violence and extremism.** Poor governance and ongoing instability undermine Nigeria's prosperity, political and economic reforms and any fundamental attempts to improve security.

2.2 Questions 1-3

7. **Donor response to evolving needs and opportunities (Q1).** Evaluation findings confirm that there is broad consensus about the continuing importance of Nigeria and evaluations generally offer the same sort of contextual analysis. Despite challenges in governance, there is institutional and public recognition of the persistence of chronic basic needs and the importance of donor assistance. ODA in Nigeria is focused on growing numbers of people in need of assistance to meet basic needs and tackle humanitarian vulnerabilities, notably in health and nutrition. While the sectoral interests, geographic commitments, scale of assistance and approaches amongst donors vary there is wide recognition of the importance of pro-poor interventions, especially access to essential health services, infrastructure and access to markets.

8. There is less consensus about the impact of ODA in contributing to the foundations of equitable economic growth. Nonetheless, the absolute scale of ODA to Nigeria relative to Sub-Saharan Africa and recognition of the persistence of basic needs for a large share of the population indicate the continuing importance of ODA. There are brave but largely unsubstantiated claims about how relatively small amounts of ODA can achieve larger change. Given the geopolitical significance of Nigeria, it is widely acknowledged that it is the interest of the donors to maintain assistance to Nigeria as an important country from various global and regional perspectives. (See section 3.3 for review of the Significance, challenges and purpose of ODA in Nigeria.)

9. **Factors that have promoted agility and responsiveness to donor programming (Q2)** include the policy imperatives of the Government, the complexity of governance, corruption and accountability that all donors are engaged in tackling directly or indirectly, and the scope for coordination amongst donor agencies. More widely, the humanitarian context created by conflict and disaster and the importance of the private sector in fulfilling basic needs have also shaped donor programming.

10. **Shifts in donor programming (Q3).** As Nigeria changes economic status, donor responses appear to relate mainly to the worsening extent of inequality and the impacts of geographical location, social diversity and economic exclusion. Changes in priorities are described as strategic and evolving rather than major overhauls. Key issues for donors include the evidence base for the scale and impact of ODA, levels of capacity in government, and collaboration between donors and with civil society organisations. Despite growing aggregate wealth and the difficulties of work with and in Nigeria, donors appear committed continuing

programming in contrast with India, Indonesia, and South Africa that have similar economic status.

2.3 Questions 4-7

11. The review of findings addresses the four aspects of delivery of results, lessons learned, unintended impacts, and sustainability for key donors and in relation to the three areas identified by GAC. It is noted that there are differing levels of available information for the four aspects for each of the donors and sample of findings on these four aspects follows as a summary for the more detailed analysis included in Section 4 below.

12. **Delivery of anticipated results (Q4).** Given the scale and significance of these issues in Nigeria, several donors have goals for multiple, distinct themes that include health outcomes (for mothers, newborns and children), sexual and reproductive health and rights of women and girls, and sustainable economic growth. Results on mother and child health have been delivered more consistently than in relation to women who are victims of violence.

13. **Lessons learned (Q5).** Differing emphasis is placed on each of these and conceptualisation of approaches to these issues appears to be understood differently. For example, in regard of how to achieve 'inclusive' and 'sustainable' development, for some donors this is primarily about basic needs, economic opportunity and governance (EC, UK, US); for others, economic development, with social and environmental cross-cutters, is the priority and the seemingly the preferred means of delivering social goods (Germany, France). Local level action that engages with citizen's views has been more effective than top down approaches through institutions, notably for victims of sexual violence.

14. **Unanticipated impacts (Q6).** Annual reports and evaluations for some donors (e.g. DFID) indicate numerous and essentially positive unintended impacts, for example arising from behavioural change in a mother and child programme. In some cases, improvements in one dimension are not matched by improvements in another (e.g. child height and weight).

15. **Factors contributing to sustainability of results (Q7).** Donors note that questions about sustainability of project impact depend upon longer-term assessments following conclusion of programmes. A wider purpose of donor support to health and nutrition is increased empowerment of women (DFID, EU). Factors that threaten sustainability include lack of capacity development in partnering organisations and functioning Government management information systems, especially for health.

3. Politics, economics, development & aid (Q1)

Q1: To what extent has programming by other donors responded to evolving needs and opportunities in Nigeria?

3.1 Political economy and structure of government

Political regime & the Federal system¹

16. Nigeria is a multi-party federal republic with a presidential system and a bicameral legislature that is based on the model of the US Congress and comprises the Senate (109 seats) and the House of Representatives (360 seats). The federation comprises 36 Federal

¹ Primary sources: AFD (2018) & AFD (2015b)

States and 774 local government areas (LGAs) in which other forms of power (customary and religious) coexist with democratic, elected structures. This administrative organisation governs a territory approximately one-third the size of Canada and the subnational structures, with no municipalities, offer fertile ground for pervasive corruption. In its latest Corruption Perceptions Index, Transparency International ranks Nigeria 136th out of 176 countries (176 being most corrupt) (AFD (2015b)).

17. Enshrined in the constitution, federalism has reinforced the disparities between the mainly Muslim North and the mainly Christian South, and between the South-west and the South-east (between Yoruba and Igbo). Since the 2011 election unrest, which claimed the lives of 3,000 people, the comparatively peaceful election of opposition candidate Muhammadu Buhari in 2015 and recent re-election in 2019 may signal strengthening democracy or deepening disillusion.²

18. Nigeria's turbulent political history has been compounded by the relationships between Federal, State and local administrative structures. These are the product of two factors: the diversity of the population (which is comprised of more than 250 distinct ethnicities) and the abundance of oil resources in certain regions (most notably in the south east, fuelled the desire for autonomy, providing the impetus for the 1967 war of Biafra, and subsequently the perceived need for constituency changes).

19. The creation of new states was funded by oil revenues, considered to be nearly inexhaustible, in response to demands for autonomy or for access to national resources. The multiplication of administrative entities was accompanied by the reinforcement of centralized power, on which the regions highly depend especially when it comes to the distribution of oil revenues. In practice, funds are allocated to various federal bodies, such as the states, and the local governments, and are used in a discretionary fashion.

20. Many governance and service delivery challenges are at the sub-national levels. Nigeria's federal system provides states with a significant degree of legal and de facto autonomy in public sector management, and with large responsibilities in delivering services. Most of the powers assigned to state governments are concurrently shared with the federal and local government. States have residual powers (any subject not assigned to federal and local government level by the Constitution), and have large responsibilities in delivering services in agriculture, health, education, social protection, transport, and water and sanitation. However, state autonomy is largely circumscribed by weak technical and institutional capacities and modest commitment to implementing reforms (World Bank (2014a)).

21. Legal pluralism also exists at the heart of the federation, in which courts for general or common law operate alongside courts for Islamic law (for both civil and penal affairs) in the twelve northern states in which Sharia law is applied.

Economic prospects and environment

22. The economy is dynamic but continued dependence on oil presents economic and monetary challenges. The emergence of services and other sectors has stabilised the pace of economic growth at a higher level than the population growth rate (an average 6.3% between 2005 and 2015) and a rise in the level of per capita incomes. However, while oil has sustained

² See <https://www.theguardian.com/commentisfree/2019/mar/01/democracy-failed-nigeria-turnout-presidential-election>

the public debt ratio, Federal Government resources are susceptible to oil price fluctuation and State-level debt servicing and current expenditure have suffered. The Central Bank of Nigeria (CBN) has managed monetary and exchange rate policy, for example devaluing the naira on the official market (June 2016) and since 2017 the CBN re-injected dollars into the foreign exchange market bolstering the value of the naira on the free market (ADB (2018)).

23. The revision of Nigeria's national accounts in March 2014 revealed that the country had become Africa's largest economy and led to nominally revaluing GDP by nearly 90% in 2013 (up to USD 522 billion in current prices. This resulted in higher per capita income figures, valued at more than USD 3,000 in 2013, and achieved the goal of making Nigeria part of the lower middle income countries (LMIC) group. Sustained growth enabled per capita income to increase substantially, more than doubling in real terms in the decade following 2000. This also partly enabled Nigeria to converge with the average GDP per capita for the world's economies since 2000 (See Annex 2 for relevant graphs that illustrate per capita GDP trends) (AFD (2015b):13).

24. Nigeria's economy is still insufficiently diversified. The structure of Nigeria's economy changed substantially from 1990-2010 in favour of services and non-oil industry and whilst oil and gas shrunk agriculture also contracted. Trade and investment are crucial to Nigeria's economic prospects but potential for growth is impeded by volatile oil prices (affecting foreign trade) and the lack of infrastructure (affecting investment). The growth of the non-oil economy is hobbled by a real crisis in the electricity sector and by the dilapidated state of its transmission infrastructure. Deficient power generation sector, limited production capabilities and daily power outages inhibit economic growth and the diversification of the manufacturing sector. Only 20% of existing roads are paved and 70% of these are severely damaged.

Box 2. Structural limitations to overcoming poverty in Nigeria

No country has overcome poverty and achieved sustained development without industrialization. Industry provides the greatest opportunity for large populations to go to work and earn income on a sustained basis. Nigeria's oil industry held the promise to provide an anchor for its industrialization but operates largely an enclave economy where most of the industrial activities take place abroad. The 2010 Nigeria Content Act was enacted to reverse this trend, compel the participation of Nigerians and Nigerian companies in the oil and gas sector and support industrialization but outcomes remain largely unrealized.

Source: UNIDO (2018a):10

25. Analysis of the structural changes in Nigeria's economy highlights a major issue: the sustained growth of (mostly urban) services activities, and the relative decline of economic activities in rural areas, has led to the polarization of active incomes. Despite the strong increase of GDP per capita at a national level, regional growth trajectories seem to have progressed in very distinct ways. Map 2 illustrates the unbalanced character of wealth creation in Nigeria. The development of the three major economic centres of Abuja (the administrative capital in central Nigeria), Lagos (the economic capital, in the south west) and Port Harcourt (oil region, in the south east) has brought about a remarkable polarization of incomes, with a contribution of over 32% of GDP. As a result, although the southern states are the most

populated, per capita income is also much higher there, with records showing incomes in southern states to be three times higher on average than in northern states.

26. Lack of infrastructure and the under-exploitation of agricultural potential impede development of the productive sector. The agricultural sector represents over two-thirds of the country's work force, living on less than one dollar a day, engaged in subsistence farming with poor access to markets. Constraints on agricultural development are very diverse: local customary land tenure is complex; irrigation infrastructure only serves 1% of agricultural land (existing infrastructure is limited or poorly maintained); inputs are not sufficiently available, cultivation techniques are barely evolving and access to credit remains limited (only 1.4% of bank activity); the level of mechanisation is also very poor; storage infrastructure (silos, etc.) and transport infrastructure (national road network, but also rural roads) are scarce and degraded, which leads to high post-harvest losses, estimated at 40% (AFD (2018)).

27. Nigeria is highly vulnerable to the effects of climate change as result of geographical characteristics, deep social inequalities and structure of the economy, and sustained demographic growth and high population density in coastal areas that exert strong pressure on ecosystems. The escalation of exceptional climate events is being felt by agricultural activity with impacts on food security within the country and the sub-region. The lack of resilience in agricultural and urban systems (mainly in Lagos on the coast) is core to vulnerability, made worse by an upsurge in climate-related catastrophes (including drought and desertification in the North; flooding and soil and coastal erosion in the South; oil pollution in the Niger Delta) (AFD (2018)).

28. The risk of famine is still present, chiefly in the north-western part of the country. In May 2017, 4.7 million people were affected by food insecurity in the States of Borno, Adamawa and Yobe (classified as 3, 4 or 5 on the Integrated Food Security Phase Classification scale) and this figure rises to 7 million people for all of the northern States combined.

29. Nigeria is also facing an upsurge of catastrophic climate-related events: drought and desertification in the North, flooding and soil and coastal erosion in the South. Oil pollution is also present in the Niger Delta mainly due to gas-flaring and oil spills caused by theft and illegal oil refining. Few adaptation strategies have been implemented by public institutions at either national or individual-state level.

Box 3. Economic Outlook, April 2019

- Nigeria's short-to-medium-term growth outlook is constrained by a weak macroeconomic framework, persisting policy uncertainty, and slow progress in the implementation of the already articulated structural reforms
- Oil production is expected to remain leveled, but the price fluctuations will affect the non-oil sector performance
- The non-oil economy outlook remains constrained by ongoing conflicts, poor infrastructure and financial policies inconclusive to private sector development
- The Central Bank is expected to closely control the level of liquidity in the economy to maintain the exchange rates stable and mute swings in the external reserves
- Despite oil price volatility, the current account balance is expected to be positive as low investment and protectionist policies continue to subdue import demand

- The fiscal deficits will be sustained, building up the debt stock
- Risks remain high, as macroeconomic outcomes are vulnerable to external and domestic shocks
- Swift adoption and accelerated implementation of existing reform priorities could go a long way

(Nigeria Biannual Economic Update: Water Supply Sanitation and Hygiene - a Wake-up Call World Bank (2019a))

Development strategy and performance

30. Since the introduction of democracy in 1999, priorities of successive governments have remained the same: electricity and energy, food security, wealth and job creation, transport, land reform, security and education. Since 2015, the All Progressives Congress (APC) party has reshuffled these into three priorities: (i) fighting corruption, (ii) improving security and (iii) rebuilding the economy.

31. Faced with a major economic crisis in March 2017, the Nigerian government published the Economic Recovery and Growth Plan (ERGP) to give direction to the government's socio-economic strategy and to restore the confidence of local and foreign economic investors. The ERGP promotes more diversified, more sustainable and more inclusive growth, less dependent on oil resources, is based on several existing sectoral policies including the Nigeria Integrated Infrastructure Master Plan, the National Industrial Master Plan, the Power Sector Recovery Plan, and Fiscal Sustainability Plan). The ERGP has three strategic objectives - restore economic growth, improve human capital, and build a competitive economy with the following priorities:

- Macroeconomic stabilization to align monetary, trade and fiscal policies; accelerate the generation of non-oil revenues (the authorities intend to increase the tax-to-GDP ratio from 6% in 2016 to 15% by 2020); drastically cut expenditure; privatise state enterprises and dispose of state assets;
- Agriculture and food security;
- Improvement of transport infrastructure: build priority transport infrastructure; mobilise the private sector to finance this;
- Increase in electricity and oil production: step up oil production; extend electricity infrastructure; reinforce oil-refining capacities;
- Industrialisation of the country, with priority set on SMEs: improve the business environment; accelerate implementation of the national industrialisation plan.

32. At the broader regional level, Nigeria is keen to fully play its role as the leading economic power in the Economic Community of West African States (ECOWAS). Looking further afield than Africa, the Community's external policy leans toward the BRICS countries. The Nigerian government is setting its sights on the country's eligibility for G20 membership by 2020.

33. The Government's Vision20:2020 and Transformation Agenda is focused on the main development challenges. Line Ministries (including Health and Agriculture) have clear strategic policies and action plans to improve governance and delivery in their sectors. Nigeria's Vision 20:2020 makes the eradication of hunger and extreme poverty a cardinal objective in

guaranteeing the wellbeing and productivity of the Nigerian people through four main strategies that focus on addressing constraints to growth, transformation from mono-product to diversified industrial economy (including agricultural diversification), investment in human capital and infrastructure, and enabling industrial competitiveness.

Box 4. Nigeria's experience of national development plans

Nigeria has implemented a series of development plans and visions since independence in 1960 to find the right approach to development.

- Four national development plans 1962 – 1985 and rolling plans during the 1970s
- Three-year rolling plans between 1990 – 1998 set within a long-term vision
- A medium-term plan between 2003 and 2007, the National Economic Empowerment and Development Strategy (NEEDS), which focused on wealth creation, employment, poverty reduction and value re-orientation
- Vision 2010 and Vision 20:2020, which seeks to place Nigeria amongst the first 20 economies in the world by the year 2020 through various strategies especially industrialization.
- The Nigeria Industrial Revolution Plan (NIRP), a long-term policy created in 2014 to industrialize and diversify the economy for economic competitiveness.
- The ERGP (Economic Recovery and Growth Plan), initiated in 2015 as a medium-term policy for 2017–2020, to promote macroeconomic stability and diversify the economy, and complements the NIRP.
- Nigeria is a signatory to the African Union (AU) Agenda 2063 (2013–2063) for the rapid industrialization of the continent.

UNIDO (2018a)

3.2 Poverty context impacts on human development and inclusive growth

Increasing poverty, inequality, and vulnerability

34. Nigeria's stability and success is of vital importance to the region and the African continent (UNICEF (2017a)). All donors note that Nigeria continues to have some of the worst socio-economic and human development indicators in sub-Saharan Africa with very high infant and maternal mortality rates and levels of Global Acute Malnutrition above the emergency alert threshold, especially in northern states (EU (2014)). Annex 2 includes selected maps and other poverty related data available from donor sources.

Box 5. Nigeria's trailing development status

Available statistics show that Nigeria trails far behind its peers in key economic and development indicators. The 2016 UN Human Development Index (HDI) rated Nigeria in position 152 out of 188 countries of the world thus placing her in the league of low income countries like Cameroun (153) and Zimbabwe (154). The country also trails others like Ghana and Zambia (139), Gabon (109) and Equatorial Guinea (135). Current National Bureau of Statistics (NBS, 2017) report shows that the GDP, as at the third quarter of 2017, grew by a meagre 1.40%, while Consumer Price Index, (CPI) stood at 15.9%; unemployment was at 14.2%, underemployment at 21 % and youth unemployment at an alarming 47.40 %.

GoN (2019)

35. Nigeria is a poor country in per capita terms. Oil exports provided £30.9 billion of government revenue in 2012, but in per capita terms this translated into only £0.50 per day (£183 per year). The country is Africa's most populous, with an estimated 170 million people. New estimates show that approximately 60 million people live below the national poverty line, and a further 60 million people live not far above it. More than 60% of those living in poverty are in the north and more than three quarters are estimated to be in rural areas. Nigeria now has 15% of the world's children out of school and 10% of the world's child and maternal deaths. Many girls and women are excluded from opportunities: only about 57% of girls in northern Nigeria attend primary school, and less than 1 in 4 attending primary school transition to secondary school (DFID (2014)).

36. Despite growth (at least until 2015), poverty is gaining ground in Nigeria. Over 63% of the population lives on less than USD 1.4 a day in purchasing power parity (PPP). This means that more than 100 million people are living in extreme poverty, including 70 million women. Although the total number of poor has decreased in the South by almost six million since 2004, it has risen by 8 million in the North, East and West. Only the South-West, in the area around the economic capital Lagos, has really benefited from poverty reduction, with 4 million people lifted out of poverty since 2004 (ADB (2018)). While GDP per capita in PPP (USD 6,003 in 2015) is greater than other SSA countries (for example, USD 3,088 in Kenya), wealth is unevenly distributed across the population, including between men and women with a Gini coefficient of 0.49 in 2013 (0.45 for SSA in 2016). The disparities in access to basic services and infrastructure have also increased.

37. Poor governance has limited the poverty reduction and potential of safety net schemes to mitigate shocks. As a result of development and governance challenges, Nigeria has one of the world's lowest per-capita social spending levels. Social protection programs in Nigeria are small, fragmented and focused on a narrow set of risks and target groups. Institutions implementing social protection programs have overlapping and unclear mandates, unclear flow of funds, and make use of undefined targeting mechanisms (Nigeria Social Protection Status Report, WB, 2013). Overall, the present state of social protection programs cannot ensure that all members of society reap the benefits of growth, and—with few exceptions—doesn't seem to buffer the economic and climatic shocks faced by the poor. Recognizing the challenges, in recent years, the government has sought to develop social protection instruments as a mechanism to tackle such high rates of poverty and vulnerability in the country and to support progress in both the economic and the social spheres. As such, social protection has now become a major policy priority for the Government (World Bank (2014a)).³

³ Poverty and Social Protection in Nigeria Nathaniel Umukoro, August 28, 2013 Research Article: Nigeria like most other African countries has responded to the growing challenge of poverty by introducing social protection strategies. Despite the rising popularity of social protection as an anti-poverty intervention throughout Africa, social protection is still inadequate in Nigeria. This article examines major social protection arrangements in Nigeria and challenges associated with them, providing a general perspective on poverty and social protection in Nigeria and brings into view major reasons for the inadequacy of social protection arrangements in Nigeria.

Demographic and urban explosion

38. Forty-five per cent of the population is aged under 15, which represents both a considerable asset and the major challenge, as 17.6 million young people between ages 15 and 24 (equivalent to 21% of the labour force and 49.7% of this age group), are already either unemployed (25.2%) or underemployed (24.5%). More generally, the rate of underemployment in the total labour force is estimated at 35.2%,⁴ and 14.2% of these underemployed have no employment at all (16.3% for woman). According to the WB, the annual growth rate of the urban population is around 4.8%, while 50% of the population already lives in a city of more than 20,000 inhabitants, compared to an average 37% in sub-Saharan Africa (SSA).⁵ The urban population could be set to double in size by 2050. With the exception of Lagos, whose population is nearly 20 million inhabitants and which marks up an annual growth equivalent to the population of Bordeaux (about 250,000 people), the country has seven major cities of over one million inhabitants. This number could rise to 23 by 2030, compared to 41 in sub-Saharan Africa as a whole.

39. The country's intense and unplanned urbanisation is accompanied by a lack of economic opportunities and urban infrastructure at both the local and national level, as well as glaring inequalities between the North and South, between urban and rural areas, between women and men and for young people, and between formal districts and informal settlements.

Insecurity

40. Nigeria has faced recurrent security crises. Given the demographic, economic and geographic weight of Nigeria, its stability is crucial for the whole of the sub-region. The Boko Haram insurgency in the North East has caused the loss of 20,000 lives and the displacement of two million people. This has adversely impacted the livelihoods of another six million people and has had cross-border repercussions. The crisis in the North East has had consequences for the neighbouring countries Chad, Niger and Cameroon: even though Boko Haram was already firmly embedded in these countries, its geographical expansion was first launched from Nigeria. As a result, the Boko Haram crisis has a major sub-regional dimension in terms of security and migration, trade and economy.

41. In parallel, secular conflicts between nomadic herdsman and farmers have intensified in recent years, moving southwards through the country's central area, which is known as the "Middle-Belt". The security issues also involve a growing level of criminality (kidnappings), particularly in urban areas, recurrent attacks against oil and gas facilities, a resurgence of pro-independence activism among the Igbo people of the South East, and many forms of religious proselytism. These issues stem from the high levels of poverty, the rise of religious fundamentalism, unemployment and the growing number of jobless young people, but also from the degradation of natural resources, which is being exacerbated by the impacts of climate change.

3.3 Significance, challenges and purpose of ODA

42. Aid represents less than 1% of Nigeria's GDP compared to a sub-Saharan African average of 10% (DFID (2016b)). Development co-operation was minimal before 1999, but has grown in line with Nigeria's democratic transition. In 2006 a Paris Club Debt Deal, in which

⁴ Source: National Bureau of Statistics (cited in AFD (2018):5)

⁵ From Oil to Cities: Nigeria's Next Transformation, Directions in Development, World Bank Group, 2016.

Nigeria repaid \$12 billion, led to donors writing off \$18 billion. Total official development assistance (ODA) to Nigeria is small compared to other African countries. In 2014, total ODA represented only 0.45% of gross national income, a much lower level than for other SSA countries, and amounting to USD 13.9 per capita in Nigeria compared to the SSA average of USD 47.77 per capita (AFD (2018), EC (n.d. a) and others).

43. The Nigerian State has been prudent in achieving minimal dependence on ODA and external borrowing, especially bilateral loans, since the two-thirds debt cancellation by the Paris Club in 2005. Borrowing capacity has also been constrained by economic crisis. Since 2010, the acquisition of external debt has been subject to approval by the National Assembly (external borrowing plan) and to a case-by-case approval by the Federal Executive Council (FEC). A limited number of donors are providing loans, the World Bank being the largest and involved in financing all types of infrastructure (transport, rural roads, water, electricity, irrigation) as well as education, health, the environment, agriculture, and governance or SME financing. Emerging donors, especially China and India, are very active in Nigeria, notably in the infrastructure sector.

44. Grant donors focus primarily on social sectors, operating with grant and technical assistance in several sub-sectors. The three largest donors (UK, EU and US) all prioritise health and access to basic services with a focus on governance, the most active of which is UK/DFID, and including strengthening of good governance at all levels, improvement of the business environment and support for basic services (DFID); health, nutrition, governance and sustainable energy (EU); health predominantly then education, water and sanitation, agriculture and food security, governance (USAID). See Annex 5 for a summary of donor activities.

45. Nonetheless, Nigeria experiences minimal donor coordination. The Federal Ministry of Budget and National Planning (in charge of strategic planning) is responsible for coordinating grant donors and the Federal Ministry of Finance is responsible for loan donors. Since 2005, coordination effort among donors or development partners has focused on strategic programming (Country Partnership Strategy (2005-2012) and Country Assistance Framework (2013-2015)), but these efforts have not been renewed for want of real leadership from both the government and donors. Despite some reactivation of some sectoral groups (including water and sanitation, agriculture and energy) there is still little concerted operational dialogue with the technical ministries. Partners operating in the north of Nigeria coordinate their efforts within the framework of a "North-East development" sub-group to bring together responses to this region's development challenges.

46. Stated strategic objectives for donor relations with Nigeria are explicit about its potential economic and political power in Africa, peace and security in West Africa, and its strategic importance to donors as a major oil producer and largest economy in Africa (EU (2014)). Given the depth and extent of inequality and in view of the importance of Nigeria for bilateral trade relations and wider economic prospects in Africa and globally, the significance of ODA, its minimal scale, geographic and geo-political logic might give grounds for healthy scepticism about donor incentives and intentions.

47. Nigeria's development strategy depends on foreign direct investment (FDI) which, although dependent on sectoral reform especially in energy as noted above, is far more significant than ODA. However, despite relative insignificance and well-documented challenges

and impediments (governance structure, corruption, political turmoil, conflict, regional disparities, and institutional weakness) ODA is potentially influential. For example, DFID asserts that it:

[W]orks within the joint Country Assistance Framework for Nigeria (2013) with other donors. Despite the relatively small ODA spend, it can contribute significantly to better government policies, institutions, and programmes, and have direct impacts on poor people (DFID (2014)).

48. Precisely because of the relative scale of Nigeria and its significance in Africa, some donors, such as DFID, assert that ODA has potential to influence Nigeria's development trajectory and deliver models for change in galvanising institutional action within Nigeria (DFID (n.d. b)) and achieving vital local impact (DFID (2013)). Nevertheless, the purpose and effectiveness of ODA in Nigeria has been extensively debated including whether it is simply 'gap filling' or delivering effective, targeted assistance; whether aid-growth and aid-human development analysis is based on empirical evidence or merely theoretical underpinning; whether it stimulates structural reform or simply meets basic needs (Kotsadam et al. (2017), Mbah & Amassoma (2014) and Okon (2012)).

49. The debates appear inconclusive about ODA impact at aggregate country-level and even at micro/sub-national level (Okon (2012) and Mbah & Amassoma (2014)). Crucially, effective ODA depends on several key factors including careful targeting, sustained finance, effective and energetic coordination and collaboration, and consistent data gathering and information management especially at micro-level (Kotsadam et al. (2017)).

4. Results & Implications in relation to GAC priorities (QQ 4-7)

Q4: To what extent has similar programming by other donors delivered anticipated results?

- Health outcomes for mothers, newborns and children
- Sexual and reproductive health and rights of women and girls
- Sustainable economic growth

Q5: What are the lessons learned and good practices for improving the effectiveness and the achievement of longer-term outcomes for this kind of programming in the Nigerian context?

Q6: What have been some of unanticipated impacts from this kind of programming?

Q7: What factors have contributed to the sustainability of results especially after funding ended?

50. *Substantial material in relation to the programmes and strategies of key donors, including overall annual spend, and other agencies has been included in Section 5 and Annex 5 and Annex 6, to which reference should be made. In the analysis that follows, there are differing levels of available information for the four aspects (QQ4-7) and the three thematic areas (Q4) for each of the donors.*

4.1 Major donors

Department for International Development

51. The UK is the third largest donor of gross ODA to Nigeria, providing £286 million during the 2017/18 financial year. 31.58% of DFID funding to Nigeria is directed to the health sector through programmes such as the 'Child Development Grant' programme, 'Maternal and Newborn Child Health Programme' and 'Working to Improve Nutrition in Northern Nigeria (WINNN)'. These multiyear programmes have a combined budget in excess of £250 million.

Health outcomes for mothers, newborns and children

52. The Maternal and Newborn Child Health Programme (MNCH2) has operated since June 2014 and is the largest of DFID's health programmes with a total budget of £133 million. The programme was scheduled to end in May 2019. MNCH2 was designed to support the government and people of Nigeria to 'improve access to and utilisation of quality healthcare and routine immunisation for pregnant women, newborns and children in six northern states' (DFID (2018c)). The latest annual review for the programme estimates that the MNCH2 programme has contributed to saving over 30,000 under-five lives, over 300 maternal lives and around 6,000 stillborn lives in the target states.

53. The Child Development Grant Programme (CDGP) is another example of a DFID funded project that targets health outcomes for women and their children. The CDGP covers a range of activities including providing a cash transfer of 4,000 NGN (approx. £8) per month for up to 90,000 pregnant women and women with children under the age of 2 (DFID (2018a)). An independent evaluation of the CDGP found that programme was having a range of successes including having a large impact on a wide range of indicators measuring women's knowledge and beliefs about health, breastfeeding and IYCF practices such as not giving a baby under six months water when it is hot outside. The CDGP is linked to a doubling of women using antenatal care and a trend of increased numbers of children under six months who are exclusively breastfed (70% of children in CDGP communities compared with 28% of children in non-CDGP communities). The evaluation stated that "The CDGP has the potential to be a very important source of support to families in the target communities, providing resources and health and nutrition information" (Carneiro et al. (2017b):115)

54. However, as with other DFID funded programmes, annual reports and evaluations indicate that there are numerous unintended impacts and questions over sustainability. In respect to the Child Development Grant Programme, evaluators found that the percentage of women giving birth between the baseline and midline phases of the project was higher than in control communities. This trend may be the result of the CDGP increasing the number of live births due to increased health-seeking behaviour and better nutritional intake during pregnancies leading to lower incidence of miscarriages. Alternatively, it is plausible that the CDGP has had the adverse impact of incentivising women to become pregnant to become eligible for the cash transfer payments (Carneiro et al. (2017b))⁶.

55. The overall performance of the project is positive with DFID itself adjudging that the CDGP is on track to achieve targets and demonstrates 'proof of concept' (DFID (2018c)). True sustainability of the project can only really be measured after the conclusion of the programme. However, there are early indications that there are challenges in this respect.

⁶ Authors note: Alternatively, people are still poor enough that they feel they need to maximise the number of children as an economic strategy.

Children born after the start of the CDGP are taller than in control communities but they are relatively thinner, meaning that it is possible that early improvements in nutrition contribute to an increase in a child's height but that a chronic lack of access to adequate nutrition, even in CDGP communities, prevents children's weight gains from keeping up with their height gains.

Sexual and reproductive health and rights of women and girls

56. In 2015, Nigeria ranked 152nd out of 180 countries in the Gender Inequality Index (UNDP (2015c)). Women face cultural barriers that prevent mobility and economic opportunities, as well as affect their access to basic services. This is compounded by the widespread violence that further excludes and disempowers women. Just 15% of women have a bank account, own land or a house compared with 85% of men in Nigeria (DFID (2017)). In eight Northern States, over 80% of women are illiterate, with 50% married by the age of 16; being born a woman in Nigeria is therefore a massive disadvantage (DFID (2013)). DFID's approach to gender inequality and discrimination has been to promote more positive attitudes and behaviours towards women and girls. This approach has been taken to counter beliefs such as 'most 15-24-year-old females in Northern Nigeria think it is reasonable for husbands to beat their wives if they burn food, refuse sex or go out without his permission' (DFID (2013)).

57. The 'Voices for Change' programme in Nigeria (£41 million, 2011-17) aims to change social norms towards women and girls, including those relevant to Violence Against Women and Girls (VAWG). Social media, branding and 'virtual safe spaces' have been employed to raise awareness among men and women. The V4C programme also draws on collaborative action to support gender equity with civil society organisations, including advocacy for policies and legislation to protect women and girls against violence (ICAI (2016)). The planned impact is to enable adolescent girls and women to get improved access to health, education, justice, economic and political opportunity. The programme has had some success, particularly in supporting the movement to get the Violence Against Persons Bill approved. However, changing social norms and cultures is a slow process and this is a key criticism of the way DFID operates through short-term programmes that usually last 3 to 5 years (the V4C programme was 5 years in duration) – 'You do not change social norms within that kind of window' (Ojobo Ataluku, ActionAid Nigeria, cited in DFID (2016b)). DFID has attempted to embed programmes such as these into larger, longer-term frameworks to ensure a more meaningful outcome is achieved. The V4C programme is regarded as the foundation of a DFID 20-year vision (DFID (2017)).

58. A further criticism of DFID's approach, and indeed a systemic failing among all donors, is in relation to services available to women who are victims of violent acts. DFID supports an access to justice programme (Justice For All, DFID (2015)) but this does not provide a viable option for many women. Ojobo Ataluku (ActionAid Nigeria Country Director) points out that once the police are involved, gender based violence becomes a criminal issue and many women do not want a criminal solution, they want an end to the violence (DFID (2016b)). In recent years, DFID have had more success in supporting Sexual Assault Referral Centres (SARCS), which provide victims of sexual violence, including children, counselling and emergency medical treatment as well as legal support. This approach was deemed to be more sustainable as it focuses on citizen's views at the grassroots level rather than a top down approach through the courts and other judicial institutions (DFID (2016b)).

European Commission

Health outcomes for mothers, newborns and children

59. Nigeria's health system ranks 187th out of the 191 Member States of the World Health Organisation as demonstrated by one of the highest maternal and newborn mortality and morbidity rates in the world, contributing 10% to the global total of maternal deaths and children suffering from acute malnutrition; stunting of 62% of children in Northern Nigeria; and the annual mortality rate of children under 5, 960,000, second only to India (cited in EC (n.d. c)). The European Union's support is streamlined into the broad framework of the National Health Plan. It includes the following components:

- (a) An expansion of operations to improve maternal, new-born and child health and nutrition (MNCH) indicators in three states in northern Nigeria
- (b) Further support for integrated efforts to eradicate polio permanently
- (c) Enhance the health system by building capacity for data analysis and estimation of health expenditure patterns.

60. Within the health and nutrition sectors, the EC supports actions that will improve the well-being of children under five years of age, pregnant and lactating mothers, and support increased women empowerment through health promotion and child spacing.

USAID

61. The U.S. Government Mission in Nigeria has identified four priority areas for intervention: improving governance, furthering economic development, enhancing stability, and expanding opportunity.

Health outcomes for mothers, newborns and children

62. USAID's approach to healthcare in Nigeria comprises three targets: Strengthening the governance of health systems, increasing demand for quality primary health and improving access to quality services. Strengthening healthcare governance will enable government officials to more effectively manage their health programs and resources in coordination with the private sector. Increasing demand for better healthcare concerns awareness raising surrounding the adoption of healthy practices and empowering community groups and health workers to demand more from local health services. The USAID programme also seeks to enhance service delivery by assisting government institutions with improved financial management to make new funds available for healthcare. USAID also partners with CSOs to advocate for improved government services and hold government officials to account (USAID (2015)).

63. USAID's current approach to development assistance in Nigeria runs from 2015-2020 and there are limited publicly available sources reporting on progress made against healthcare targets for this period. To assess past programme achievements requires review of USAID's previous approach – The Targeted States High Impact Project (TSHIP), a six-year, \$89,953,015 programme (2009-2015). TSHIP supported the integration of primary healthcare services to deliver maternal, newborn and child health interventions and strengthen the health systems in Bauchi and Sokoto States (O'Sullivan et al. (2015)). The programme primarily focused on assisting state and local governments to improve primary healthcare services by filling in capacity gaps, building on institutional strengths, and improving households' ability to protect and promote their health. An evaluation of TSHIP found that the programme was seriously

hindered by the project's assumptions surrounding the Government's capacity to provide adequate staffing levels and funding for high-quality service delivery. The programme is praised for its community work and building effective community networks. However, gender targets were not well designed within the project and as such gender activities are described as being more opportunistic than strategic, resulting in disappointing results (O'Sullivan et al. (2015)).

64. The evaluation of USAID's TSHIP found that the most promising legacies of the programme included:

- (a) Training of Ward Development Committees (3,230 across 323 wards)
- (b) Use of CSOs, 100 Women Groups, sub-grantees, and other community groups to advocate and promote health
- (c) Establishment of the Community-Based Health Volunteer programme
- (d) Distribution of misoprostol and chlorhexidine for home delivery

65. One of the most acute threats to sustainability is the government's failure to provide a functioning health management information system. This system is responsible for replacement of equipment, supervision and follow up coordination and is underdeveloped.

Sustainable Economic Growth

66. The relative neglect of the agriculture sector, as a result of the shift towards crude oil extraction, has made Nigeria a net food-importing nation spending on average \$11 billion annually on food imports (USAID (2015)). This trend has contributed to chronic malnutrition in Nigeria. USAID recognises that boosting agricultural productivity, facilitating value chain integration and attracting new investment into the sector will enhance employment opportunities and contribute to regional food security and stability. In particular, development assistance focuses on smallholder farmers, women and medium sized enterprises that can access high-value commodity markets.

67. The approach to increase agricultural productivity focuses on targeting higher value commodities which are believed to have the greatest potential for productivity increases, such as rice, cassava and other crops. Other focuses include introducing agricultural technologies on a wider scale, ensuring access to better inputs, adequate finance, improved irrigation practices, extension services and links with the private sectors (USAID (2015)).

68. Efforts to increase the competitiveness of more productive farms rely on an approach that improves trade and transportation networks to save time and expense in accessing markets. This approach is designed alongside improved coordination of transport developing links to Niger, Chad and Burkina Faso. Finally, USAID will address a stagnant agricultural economy by increasing the resilience of vulnerable households to climatic shocks and stresses to better enable these household to engage in rural economies and build financial security.

69. USAID's current approach to development assistance in Nigeria runs from 2015-2020 with estimated spend of USD 650 million per annually (AFD (2018)) and there are limited publicly available sources reporting on progress made against sustainable economic growth targets for this period.

GIZ

Sustainable Economic Growth

70. GIZ have been active in Nigeria since 1974. Their fundamental activity areas are: sustainable economic development, renewable energy, agricultural value chain development, peace and regional integration. GIZ's 'Pro-poor Growth and Promotion of Employment in Nigeria' project promotes economic growth, the creation of productive jobs and the increase of incomes of poor households. As of April 2017, the project has strengthened 71 micro-finance banks with a total of 600,000 clients (GIZ (2017)). Furthermore, 1,200 micro, small and medium-sized enterprises (MSMEs) have undergone training in entrepreneurial skills development and \$75 million worth of investments have been generated in Niger state. GIZ have also invested in trade and transport link development as well as introducing improved seed varieties and training in best agricultural practices to increase yields.

71. A substantial element of GIZ's intervention focuses on the development of agricultural value chains, particularly rice. 90% of all locally produced rice in Africa is grown on small fields of less than one hectare (GIZ (2017)). The Competitive African Rice Initiative helps smallholder rice farmers in Nigeria, Ghana, Burkina Faso and Tanzania to have greater participation within local economies as a result of training in good agricultural practices, long-term supply contracts to give access to reliable markets, and transparent, fair prices. GIZ are targeting a sustainable increase in income for 270,000 beneficiaries.

72. Another of GIZ's sustainable economic growth programmes is the Sustainable Smallholder Agri-Business (SSAB) project. The objective of the SSAB project is to sustainably improve the income and food supply of African smallholders through diversified production. GIZ provides smallholders with technical and business skills, business linkages, sufficient and balanced nutrition as well as financial management. The project has had the following results:

'Since 2010, over 275,000 smallholders, of which 107,000 women, took part in Farmer Business School training. 19 business service centres provide means of production, advice on good agricultural practices and help smallholders to access credits. 57 percent of trained smallholders opened a savings account. 41 percent received loans. Since 2015, our micro-finance partners issued 10 million EUR in soft loans for means of production to trained farmers.' (GIZ (2016)).

73. An evaluation found that effectiveness of GIZ operations in Nigeria were limited due to 'weak framework conditions and weak access to resources and markets' (GIZ (2016):1). Furthermore, elections in March 2015 are cited as an interfering factor in how GIZ had planned to roll out activities. The election of President Buhari was accompanied by many new appointments at the federal and state government levels, which is argued to have affected a number of partner agencies of the programme (GIZ (2016)).

74. The evaluation found that there were no unintended impacts during implementation. The overall effectiveness of the project was rated 'successful'. Achievements included lowering transportation time and costs; however, for a number of other indicators exact results were either unavailable or not collected leading to questions over performance. Furthermore, the project was found to have only marginally contributed to the targeted objectives. Framework conditions, which are closely linked with the long-term success of the project, had worsened under the project rather than improved – this is measured by Nigeria's ranking by the 'Doing

Business Report' where Nigeria had drifted to a rank of 169, well behind the target of 99. 'In total, the project's contribution to overarching development results is limited' (GIZ (2016):5).

75. In many cases, GIZ's interventions were judged to be unsustainable because partnering organisations had not sufficiently embedded capacity developments, built up as part of the programme, to sustain longer-term engagement. For example, frequent staff turnovers within organisations led to a loss of knowledge, which indicates weak ownership among partners. Contracting external consultants to cover capacity shortfalls from partners was also a factor that weakened sustainability, as was the disappointing involvement of the Ministry of Budget and National Planning (GIZ (2016)).

Agence Française de Développement (AFD)

Sustainable economic growth

76. AFD has aligned its intervention strategy with the three main priorities of the Nigeria Government; relaunching economic growth, building a competitive economy and improving human capital. "AFD is thus prioritising the economic factor, while at the same time ensuring that the country's development is environmentally sustainable and that its benefits are equitably shared" (AFD (2018)). AFD's four operational objectives are to i) support the diversification of the non-oil economy, ii) promote the low-carbon energy transition, iii) contribute to a resilient and more productive agricultural activity and to food security and iv) support the territorial transition. AFD is becoming more innovative in its usage of the €300m it commits annually, with the donor keen to tailor sovereign and non-sovereign financing instruments.

77. Economic diversification is a key government target and is being supported by AFD. The agency is attempting to set up new credit lines to stable local banks whilst supporting national objectives of infrastructure development. One of the aims of AFD is to influence the agricultural sector in Nigeria which suffers from poorly adapted land rights, weak infrastructure, inadequate access to inputs and credit and poor organisation of producers (ADB (2018)). AFD is targeting basic infrastructure improvements such as rural roads that can provide access to markets and large-scale irrigation investment in the North. The latter of these interventions is designed to enhance productivity and help reduce conflict over the long term. In a broad sense, the involvement of AFD is to support government policy through sovereign loans but also to work through technical entry points to support farmers with their access to financial services and agricultural training, inputs, adapted storage solutions, processing facilities, and markets. AFD are working with the World Bank in supporting rural infrastructure in the form of RAMP (Rural Access and Agricultural Marketing project) and TRIMING (Transforming Irrigation Management in Nigeria) which is concerned with irrigation in the north of the country.

4.2 Multilateral agencies

African Development Bank

Sustainable Economic Growth

78. AfDB's overview of Nigeria in 2019 indicates that growth in agriculture continues to struggle and has been negatively affected by clashes between farmers and herders as well as flooding and continued insurgency (ADB (2019)). AfDB indicate that job creation should be a major policy concern for the government, with a focus on economic diversification towards value-added production in manufacturing, agriculture and industrialisation (ADB (2015)). AfDB

estimate that over the next 30 years Nigeria would require \$3 trillion in infrastructure investment to alleviate the infrastructure deficit (ADB (2015)).

79. AfDB's strategy in Nigeria has been to aim primarily at promoting inclusive and green growth by fostering a good policy environment and investing in critical infrastructure. A stronger policy environment would enable Nigeria to transform from a 'commodity-orientated economy into an industrial, manufacturing and tradable services-orientated economy' (ADB (2013):15). The Bank has attempted to deliver on these targets through the following activities:

- (a) Strengthen the Bank's analytical and advisory role to facilitate the implementation of the Government's transformation agenda.
- (b) Provide targeted assistance to improve economic governance (Public Financial Management and Sector Governance), and statistical services.
- (c) Infrastructure consolidation to boost competitiveness and promote the development of the real sector of the economy.
- (d) Support enabling environment for agriculture

80. The last of these activities involves supporting and developing agribusiness as a platform to create jobs, ensure food security, increase incomes, diversify the product consumption base and reduce the reliance on imported food (ADB (2013))⁷.

Global Alliance for Vaccines and Immunization

Health outcomes for mothers, newborns and children

81. In 2016, the country entered its first full year of economic recession. A sharp fall in oil prices led to a reduction in government expenditure, which particularly impacted the health sector, which saw its share of the shrinking government budget fall from 6% to 4% (Gavi (2017a)). As a result, GAVI indicate that there are huge shortfalls in government spending in the health sector. For example, the financial resource requirements for vaccines and devices are nearly double the entire government budget for the health sector. The worsening economic situation in Nigeria, as noted in section 2.1, has also resulted in many States defaulting on paying health staff salaries that has led to widespread strike action.

UNDP

82. UNDP's Human Development Report of Nigeria provides analysis of the root causes of conflict and violence in the country and the associated humanitarian crisis. Many of the approaches advocated by UNDP to stem to flow of violence relate to sustainable economic growth and protection of rights.

Sustainable Economic Growth

83. Investment programmes that increase job creation and economic security for youth would reduce the likelihood that they are recruited into violence due to limited alternatives. Tackling poverty, for example by using soft loans for agricultural production as well the provision of land and security, may contribute to reducing the push factors that force many young men into violence (UNDP (2018)).

⁷ Authors note: Poorly maintained infrastructure remains a major challenge to sustainable development

84. Terrorism in Nigeria has led to massive destruction of basic infrastructure, which has inhibited socio-economic development and affected living standards. New infrastructure development is critical for effective service delivery and the conduct of economic development activities. Communities affected by conflict need to be rehabilitated and reintegrated into the economy through the reconstruction of houses, schools, hospitals, roads and water points. Reconstruction offers an opportunity to not only to 're-build better' but also to 'rebuild sustainably' and should empower local communities by developing skills to support the rebuilding effort and create ownership (UNDP (2018):xvii).

Sexual and reproductive health and rights of women and girls

85. To increase the economic strength of the northeast region of Nigeria, UNDP identify a need to increase human capital in the region by offering improved opportunities for girls and boys to access basic and higher education; 'A strategy that specifically aims at equipping the youth, women and girls with the knowledge and skills needed for effective participation in the development and decision-making processes of their communities is vital in the long run' (UNDP (2018)). There is a stark necessity to promote the rights of women to education and health, especially reproductive health.

UNICEF

86. UNICEF aims to accelerate progress in four high-impact areas of results for children, in support of the government:

- (a) Enrolment of children, especially girls, in early learning and primary school
- (b) Routine immunization, including against polio, for all children and support for women to make empowered decisions, including during pregnancy, to promote child survival
- (c) Feeding, hygiene and sanitation practices to reduce high levels of stunting
- (d) Promotion of attitudes and practices to reduce the high prevalence of violence against children and address gender norms at all levels of society (UNICEF (2017b)).

87. In the design of the new country strategy in Nigeria running from 2018-2022, UNICEF reflect on some lessons learned from previous phases. The new strategy aims to better coordinate the targeting of focus states and local government areas (LGAs) and act more strategically. Also 'geographic and programmatic convergence are needed to harness gains for children' (UNICEF (2017b)). UNICEF have developed new criteria for selecting focus states and LGAs and will use this to improve the integration of policies at the national and state levels. Capacity strengthening at local levels will generate demand for services that can be tracked through the development of coordinated data systems.

Health outcomes for mothers, newborns and children

88. UNICEF aims to support the government to:

- Operationalise the 'one PHC (Primary Health Care) centre per ward' strategy for achieving universal health coverage
- Continue the focus on polio eradication and the polio end-game strategy
- Strengthen routine immunization nationwide, including vaccine security, and contribute to other accelerated disease control strategies, including polio eradication and measles elimination

- Foster women's capacities and authority for decision-making about children's health.

Sexual and reproductive health and rights of women and girls

89. UNICEF supports the implementation of the National Social Protection Policy (NSSP) which contributes to 'inclusive sustainable development by generating evidence on child poverty and equity, providing specific advice regarding public investment in children, analysing urban and environmental concerns affecting children, and addressing gender and other forms of discrimination' (UNICEF (2017b)).

90. UNICEF also supports the government to prevent and respond to child protection violations. The nature of this support is to allocate resources, coordinate, monitor and evaluate child protection interventions around a common vision and legal mandate to end violence against children – including FGM, child marriage and school violence. UNICEF operates within national policies such as the Strategic Plan to End Child Marriage in Nigeria, 2016-2021. As noted above, cross-sectoral programming is now designed to address lessons learned as follows:

- Girls' limited access to education
- Poverty and gender discrimination as root causes
- Health risks of child marriage (UNICEF (2017b))

WFP

91. WFP's Nigeria Country Strategic Plan (CSP) runs from 2019 to 2022 with a budget of \$587 million for the four years. The main activities that WFP contributes to are providing targeted food security and nutrition assistance to conflict-affected populations in the northeast of the country. The main lessons learnt from the previous phase of WFP programming were to create a stronger focus on the self-reliance of populations, broader support for national social protection mechanisms and the implementation of durable solutions for communities in the northeast. Other lessons that informed the current CSP were to 'strengthen WFP's partner base, conduct a cash-based transfer review, increase the focus on gender equality and protection issues and improving the food security assessment system' (WFP (2019):10).

92. Similarly, WFP's 2017 Nigeria Zero Hunger Strategic Review makes a number of programming recommendations that include focus on enabling access to food by all, enhance partnerships, scale up nutrition-specific interventions, strengthen gender-transformative programming, support smallholder farmers, improve multi-stakeholder dialogue and enhance shock-responsive, nutrition-sensitive safety nets.

93. The Nigerian Zero Hunger Strategic Review states that the high prevalence of hunger in rural areas is associated with low agricultural growth, poor road infrastructure, limited access to safe water, sanitation, and hygiene, and inadequate health and education services (IITA (2017)). Another factor that has increased food insecurity of women and children, in particular, is the violence and conflict in the northeast of the country. The second Sustainable Development Goal stipulates an end to all forms of malnutrition. In Nigeria, progress in fighting malnutrition has been slow since 1991 especially in the prevention of stunting among children. The Zero Hunger review finds that recent nutrition-sensitive interventions implemented in Nigeria are not on the scale that is necessary and appropriate, relative to the size of the issue. It is argued that more needs to be done to promote breastfeeding, promote appropriate feeding by mothers, undertake nutrition supplementation, food fortification and deworming,

treating malnutrition in children and offering school feeding programmes (IITA (2017)). The review provides a number of lessons learnt and further recommendations for future programming:

Health Outcomes for mothers, newborns and children

- Develop safety nets to provide access to nutritious foods for poor and vulnerable women and their families
- Major scaling up of stunting prevention by targeting pregnant and lactating women and children through the first 1,000 days of their lives.

Sustainable economic growth

- Promote agricultural diversification
- Within the agricultural sector there is a clear need to provide technical guidance to private sector companies and national and sub-national Government regulators.
- Increased public and private sector investments in irrigation and farmer training to improve yields.
- Improved targeting of production inputs, including seeds, mineral and organics fertilizers, soil conditioners, pesticides and herbicides, is needed across all commodities.
- Better economic planning is needed to complete the establishment of trade corridors, processing zones, industrial parks and to re-establish the national food reserve programme (IITA (2017)).

5. Agility and responsiveness to donor programming in Nigeria (Questions 1, 2)

Q2: What factors promoted agility and responsiveness to donor programming?

5.1. Key needs and opportunities for donors

94. Population growth, over-dependence on oil, and the inability to develop other sectors have left a legacy of unrealised dreams, owing to inability to industrialise and to tackle growing socio-economic needs for food, health, and employment.

'Several analysts identify oil as the bane of Nigeria's economic development as the dependence on oil created a mono-product economy and stifled the development of other sectors while the revenue from it ensured that policy did not pay attention to the long-term consequences. Key economic indicators show an economy with wide revenue swings, which in most cases is unable to attain economic projections. At present, economic indicators provide dim prospects with GDP growth lagging behind population growth. Available data show a spiraling population growth rate of 2.44% on the average while GDP recorded a negative growth in 2016; unemployment rate is 14.2% at present with youth unemployment alarmingly high at 47.4%.' (UNIDO (2018a)).

95. Noting observations about the effectiveness of ODA and its share of GNI (Section 2 above), aspects of the socio-economic and institutional context can determine agility and responsiveness to donor programming and include both stimulants and impediments. Factors that set the context for donor programming in Nigeria include those that are not, or only partially, responsive to aid assistance and to which donors must adapt. These include:

- Political turbulence and institutional weakness in Nigeria leading to changing personnel and inconsistent human resource management and development practices (USAID (2017c)).
- Degree of localisation and ownership by Federal and State authorities. State-level capacity is determined by several key constraints including share of national revenue, fiscal power and the ability to generate resources, especially in poorer states (O’Sullivan et al. (2015)).
- Gender barriers – women’s economic empowerment (market/non-market), control of money and decision-making (DFID (2016b)).
- Cultural divide affecting opportunities for development – north-south split, wealth distribution, employment opportunities, and gender and generational disadvantages.
- Grand Bargain – need for sustained investment,⁸ for fulfilment of critical humanitarian funding gap, and commitments to localisation⁹ (See GB (2019)).

96. National development challenges, as indicated above (see Section 2), include the structure of the economy; the infrastructure deficit; development policy inconsistency; weak governance, leadership and corruption; and insecurity. Government policy and strategy response to these trends and tendencies has taken shape in several economic policies and programmes that are in various stages of implementation. Putting policies into practice has not been straightforward or effective. In general terms, the development plans convey national intent to transition from rural agro-based productivity to an industrialized economy. Implicit in the development agenda is a desire to industrialize through the complementary strategies of import substitution and diversification of exports (UNIDO (2018a):11-12).

97. The challenge to the international donor community is to accompany the efforts of the government to improve governance, maintain economic growth and expand social equity (EU (2014)). Key influences, as noted severally, affecting responsiveness to donor programming on development needs are summarised as follows:

- Governance and institutional coherence determine the level of intervention (national/State) and key policies affecting progress with national sectoral and industrialisation policies.
- Poverty awareness, commitment to tackling the drivers of social cohesion, and the need for information and data quality (improved, consistent monitoring and evaluation), especially in relation to maternal and child health including impacts on individual well-being (mental health) of long-term exclusion.
- Targeted geographic and demographic responses to the persistent disadvantage of women, exclusion of the growing youth working population, and humanitarian/conflict response and mitigation.

⁸ <https://www.odi.org/publications/11387-grand-bargain-annual-independent-report-2019> ‘The Grand Bargain continues to attract substantial institutional investments from most signatories ... However, there is general consensus that the potential of the Grand Bargain has yet to be realised, and that the investments made thus far need to be sustained for at least a further two to three years ...’

⁹ <https://reliefweb.int/report/world/cash-assistance-and-empowering-local-ngos-emergencies> ‘...ensure local organisations are not left behind as we move towards more widespread use of cash transfers in humanitarian response.’

- In some cases, donor partnerships reflect the preference for individual projects and programmes rather than overall strategy.
- Interventions that create business opportunity in key spaces to deliver equitable gains for citizens, consumers, and companies.

98. The degree of trust in Government of donors and donor conditionality may also affect agility and responsiveness to donor programming. This review of findings from evaluations did not identify specific statements of donor conditionality. Moreover, no explicit statements were identified about levels of trust between government and individual donors or government (or other) perceptions about the track record of donor assistance beyond statements in the documentation reviewed about the origin and length of donor presence in Nigeria. Annex 6 provides a summary of overall donor responses in Nigeria.

5.2. Factors promoting agility and responsiveness to donor programming

99. Amongst the factors that promote responsiveness to donor programming is the policy framework and operational engagement by government at multiple levels. The engagement of donors in governance and decisions about policy implementation is both inevitable and essential in tackling priorities for human development and the fundamental consequences of inequality and exclusion. Key elements include:

- Donor alignment with Government Development Plans and commensurate commitment and consistency, in implementation. Most donors declare programming to be in line with national development plans, notably the ERGP. Putting policy into practice is harder, for example in relation to industrialisation, job creation, and nutrition (UNIDO (2018a):11-15). For example:

Many strategies, policies, and programs are in place but the challenge is to obtain their desired effects. Indeed, food security and nutrition issues have been treated much more directly in recent times but impacts from those efforts are reduced. This is because programs under both military administration and democratic government were marred by corruption, lack of political will, poor management, incomplete coverage, and a deficient institutional framework. Institutional capacity to address needed social protection and agricultural growth remains weak. Funding has been largely from the Government in conjunction with foreign agencies but current economic challenges leave little fiscal space for program financing, particularly at state and local levels (IITA (2017):30).

- The vital need for donor programmes especially in health (notably MNCH), WASH, hunger and malnutrition, is illustrated by the urgency of basic needs and the significance that is attached to institutional response. Examples that illustrate the varying extent of Government responsiveness to donor concerns are as follows:

A goal of all nations is to attain food and nutrition security. Nigeria is duly committed to achieving food security, food safety, and adequate nutritional status for its citizens, and is implementing diverse policies and rural development programs in this regard. However, Nigeria's agricultural production has fluctuated over the decades and which has contributed to hunger-related problems of wasting, malnutrition and mortality, particularly among children. Institutional response to malnutrition has proven slow compared with the pursuit of economic growth; and government spending on

agriculture, health, and education remain insufficient and social protection in the critical areas of health, education, water, and sanitation is inadequate. Moreover, the absorptive capacities (i.e. implementation and resource use) of many Government entities are often low, causing many projects to be unable to use the funding allocated to them (IITA (2017):28).

The Water, Sanitation and Hygiene (WASH) sector in Nigeria, is a critical element of human capital development. Nigeria's WASH sector is in critical condition and requires immediate attention. Despite the progress achieved between 1990 and 2015 for access rates to improved water sources, Nigeria has actually regressed with regards to access to piped water service. Access to piped water on premises in urban areas dropped from 3 in every 10 persons in 1990, to even less than 1 in 2015. Indicators for sanitation are not only lagging but suggest that the subsector has been neglected by policy-makers and is in an alarming state of dilapidation. Less than one-third of Nigerians have access to improved and unshared sanitation facilities, and only 5.6 percent make use of sewerage systems. Further, there is a clear wealth divide in access to water and sanitation. The richest 20 percent of households in Nigeria have more than 90 percent access to improved water and sanitation while slightly less than 30 percent of households in the poorest quintile have access to improved water, and only 12 percent of these households have access to improved sanitation (World Bank (2019a)).

- Evaluations of donor programme performance cite the absorptive capacity of local government and the impact on results in terms of effectiveness and efficiency. Key recommendations include increasing geographic focus, transforming state-level partnerships and identifying realistic levels of counterpart funding. Other aspects noted that promote responsiveness and agility include the increase in knowledge management activities, in particular in community-driven development knowledge-sharing, although in general such efforts suffered from poor monitoring and evaluation. Moreover, while the absence of credible data for poverty targeting at the sub-state level has programmes to use participatory methods to select the poorest locations and households, selection criteria and processes used have not been not sufficiently clear (IFAD (2016)).

100. Other factors that have promoted agility and responsiveness to donor programming include:

- **Nigeria's alignment of national plans to global standards present opportunities for donor programming**, including the phasing for transition to implementation of the SDGs (UNDP (2016a)). Moreover, commitment by donors to work in close collaboration with federal and state government through implementing agencies (e.g. WFP) in line with the humanitarian-development-peace nexus, the United Nations sustainable development and partnership framework for Nigeria for 2018–2022, and the 2030 Agenda for Sustainable Development (WFP (2019)).
- **Conflict, violence and cultural diversity especially in northern Nigeria has created huge needs** which promote responsiveness to donor assistance and opportunities to deliver equitable and sustainable interventions for institutions, communities, women and children, and young people. Box 6 is included to illustrate the

status of current levels of humanitarian need and imperatives for urgent donor programming.

Box 6. Nigeria 2019 Humanitarian Needs Overview

Across the three affected states of Borno, Adamawa and Yobe (BAY), 7.1 million people are estimated to be in need of humanitarian assistance in 2019 out of the total population of 13.4 million. Over eighty per cent of internally displaced people are in Borno State, the epicentre of the crisis, and over sixty per cent are living in host communities, making it harder to access them with assistance and putting additional pressure on the already stretched resources of these communities. One in four of the internally displaced people are under five, and 80 per cent are women and children. However, some 1.6 million people have returned home since August 2015, indicating that conditions in some locations have improved. Humanitarian organisations are not able to meet all needs in the north-east; more than 800,000 people in Borno State are estimated to be in areas that are inaccessible to humanitarian organisations.¹⁰

(See UNOCHA (2018b))

- **Civil society action, linking to alignment and progress with the Grand Bargain.** Research commissioned by the Accelerating Localisation through Partnerships programme – a multi-agency consortium programme funded by the European Commission’s Civil Protection and Humanitarian Aid department (ECHO) over two years (2017-2019) – has established what operational elements of partnerships between local, national and international NGOs are most likely to foster localisation of humanitarian action. The findings reflect experiences from a rich diversity of local and national NGOs in Nigeria and provide valuable insights that can assist humanitarian organisations in ensuring partnership practices accelerate localisation of humanitarian action. Findings are also relevant for those funding humanitarian response, in particular signatories of the Grand Bargain (GB (2019)).
- **Collaboration between donors and the development of common approaches to operational programmes and advocacy.** In ongoing development cooperation, the EC is considered one of six major donors: EC, UK, USA, the African Development Bank, the World Bank and the UNDP (ECO Consult et al. (2010)). Annex 4 includes a summary of donor fund allocation to key sectors, illustrating donor priorities and shares (EU (2014)).
- **Engagement with the international and national private sector and its role in galvanising strategic programme action.** Donor engagement with the private sector has promoted agility and responsiveness to donor programming. Evaluation findings indicate the relevance and effectiveness of donor programmes but with comparatively poor efficiency. Examples that illustrate the extent of private sector stimulus to agility and responsiveness to donor programming include:

¹⁰ <https://www.humanitarianresponse.info/en/programme-cycle/space/document/nigeria-2019-humanitarian-needs-overview>

- The potential for private sector engagement is illustrated by the GAIN SUN Business Network (SBN) the vision for which is to be the focal point for private sector engagement on nutrition in Nigeria in order to strengthen private sector contributions towards improving nutrition. Key outcomes are profitable and sustainable businesses and improved nutrition through increased demand for, access to, and consumption of nutritious and safe foods (Long and Bunkers (2015)).
- A key theme of the UNIDO country programme (2012-2017) was 'Creating Shared Prosperity (Poverty reduction through productive activities)', outcomes for which were: (i) improved capacity of Government (Federal and State) and Private Sector to promote sustainable industrial development, and (ii) Increased agribusiness investment and employment. Outputs included: strengthened private sector for effectiveness; enhanced skills and competencies of relevant government bodies; enhanced value-addition in targeted food and non-food value chains; enhanced the entrepreneurial and technical skills of agro-SMEs linked to markets (UNIDO (2018a)).
- DFID-funded research into barriers to job creation and labour market access for youth in Sub-Saharan Africa (including Nigeria) identified a gross imbalance between the demand for and the supply of formal jobs; formal barriers of the type commonly addressed through business environment reform are not the most important factors constraining job creation in the formal sector. Nor is there any evidence about specific policies that have been successful in stimulating formal job creation. Further, informal barriers, market intermediaries and social (including gender) norms have significant influence on access to and success in the labour market. Many young people with salaried jobs, which appear at first glance to be formal, either have no entitlement to or are unable to claim even the most basic benefits commonly thought to be associated with formal sector employment (DFID (2018a):36).

6. Shifting priorities in donor programming in Nigeria (Question 3)

Q3: How are other donors shifting their programming as Nigeria moves from lower-middle-income economic status to upper-middle-income economic status?

6.1 Leadership & priorities in donor programming

101. As Nigeria's economic status changes from lower-middle-income to upper-middle-income, the fundamental justifications for ODA in the country appear to remain common to all donors reviewed, noting the minimal dependence on ODA flows, the impediments to donor assistance, and controversies about ODA impact and effectiveness in delivering growth (Okon (2012) and Mbah & Amassoma (2014)). It is also noted that 'non-traditional' donors (especially China and India) are very present in Nigeria, especially in the infrastructure sector, with China by far the leading bilateral lender to Nigeria with USD 1.6bn outstanding (AFD (2018):8). Annex 7 includes a summary of the strategies of key donors in Nigeria.

102. Donors (e.g. DFID (2018b)) are considering how to make ODA as effective as possible given known constraints to practices, imperatives, and cautions in view of the context (outlined in Section 3). Key influences on donor programming still appear to be guided by alignment to

Government plans within the wider goals of the ERGP and Transformation Agenda, UN SDGs, and sectoral priorities including health [EC, UK, US], nutrition and food security [EC, WFP, UNICEF, IFAD] and WASH [WB, WHO]. IFAD needs to seek co-funding arrangements with its major partners (World Bank, USAID, DFID, etc.) in order to improve leverage especially around policy dialogue, counterpart funding, and increasing levels of delivery in IFAD's priority sectors. (IFAD (2016): xiv).

103. In some case, individual donor focus and approach appears to be shifting from project to strategic approaches. For example, UK DFID combines humanitarian resilience, economic and social development, with stability and institutions as key deliverables:

'Nigeria is one of DFID's top five bilateral programmes and the second largest in Africa behind Ethiopia. DFID works across the country with Federal and State Governments and its programme implementers to assist with development in Nigeria. DFID provides no financial aid to the Government of Nigeria because of fiduciary risk and to avoid substituting Nigerian resources. Rather, DFID describes the purpose of its programme in Nigeria as ensuring "Nigeria is able to deploy its own resources effectively towards the delivery of services." DFID focuses its efforts in eight out of 36 states and now spends more than 60% of its allocated funds in six northern states.' (DFID (2016b)).

104. Formal coordination is described as 'minimal' and appears to have diminished for 'want of real leadership from both the Government and donors' (AFD (2018):9). Nevertheless, donor practice states commitments to partnership. For example, WHO promotes partnership coordination and resource mobilization in alignment with national, regional and global priorities. A shift from individual focus to collective effort and potential geographic and sectoral synergies is evident between key donors in health (EC, DFID USAID) and recognition of the need to collaborate. Most donors refer to partnerships, with other donors and with government. AFD, for example, states:

'AFD will adopt a more partner-centric approach in Nigeria over the coming years. It will thus give priority to the co-financing or financing of national programmes, whenever possible alongside two key donors, the WB and the AfDB ... will also seek to develop close long-term partnerships with some key States such as Lagos State, Kano State, Ogun State ... will also seek to promote operations with the Tony Elumelu Foundation to support African entrepreneurship ...' (AFD (2018):20).

105. There are shifts in how ODA for basic services and sustainable economic growth is being delivered and what modalities. Approaches to governance, coordination, and regulation are being handled by DFID through 'politically smart' (political economy) investment: fighting corruption means delivering services and 'insider-outsider strategies' working with reformers within government and linked with civil society, academics and media (DFID (2016b)).

'DFID's approach to politically smart development programming is at the forefront of addressing the significant political barriers to development in Nigeria. We regard DFID-funded research into the political economy of Nigeria as an investment in more effective programming. DFID was urged to invest in research into the political economy of Nigeria, particularly on how to better align political and development priorities. It is important that governance inputs are not isolated, and form an integrated part of interventions in education, health, etc.' (DFID (2016b):18).

106. New modalities include private-public partnerships (PPP), cash transfer programming (CTP), and addressing structural constraints by going to local level and the specific significance of sub-national, targeted health interventions that encourage government spending and working through NGOs. On PPP reference is made to the GAIN SUN SBN (above). The following two interventions are of particular interest:

- ***DFID-funded Child Development Grant Programme (CDGP) (2013–2019)***: being implemented in Zamfara and Jigawa states in northern Nigeria. The programme aims to test an approach to reducing the widespread poverty, hunger and malnutrition in these states, which affect the potential for children to survive and develop. The programme involves two components whose impact is being jointly tested: an unconditional cash transfer provided to pregnant women and women with children under two years (aimed at tackling the economic causes of inadequate dietary intake); and a counselling and behaviour change campaign (BCC) (aimed at influencing maternal and childcare practices). The programme is implemented by Save the Children and Action Against Hunger in five local government areas (LGAs) across the two states: Anka and Tsafe in Zamfara State, and Buji, Gagarawa and Kiri Kasama in Jigawa State (Carneiro et al. (2017a)).
- ***USAID Targeted States High Impact Project (TSHIP) a six-year (2009-2015), \$90m project***. which supported the integration of primary healthcare services to deliver maternal, newborn, and child health (MNCH) interventions and strengthen the health systems in Bauchi and Sokoto States. Key recommendations included: 'Follow-on activities should be designed in collaboration with the key stakeholders (state and local governments and civil society) in the two states. This will increase ownership and sustainability and can be used to address some of the shortfalls in the critical assumptions for TSHIP. States' responsibilities need to be negotiated and should include provisions for staffing, commodities, and the timely release of funds while ensuring transparency and accountability. Ward Development Committees should be given responsibility for holding health officials accountable for results. ... The Focus State Strategy should be continued as a strategic approach, not a project approach. ... Ward Development Committees proved to be a valuable asset and a powerful tool for TSHIP and the entire health system strengthening/development process (O'Sullivan et al. (2015)).

107. IFAD recognizes the need to facilitate the private sector in agriculture much more effectively. This requires measures such as hiring from the private sector as well as from Government for programme implementation, and using private sector advisors as mentors for existing Government staff (IFAD (2016)).

108. Donor engagement with social protection schemes. A number of different actors are involved in funding and implementing activities, including government, donors, international NGOs and civil society. The majority of programmes fall under social assistance-type social protection programmes, with few social insurance and social equity programmes. Federal government-led social protection includes three main programmes; (i) COPE (funded initially through the MDGs-DRG fund targeted at extremely poor households (those headed by a female, and those including elderly, physically challenged, and fistula or HIV/AIDS patients) with children of school-going age; (ii) the health fee waiver for pregnant women and under fives (funded by the MDGs-DRG and provided on a universal basis); and (iii) the Community-

based Health Insurance Scheme (CBHIS) (re-launched in 2011 after previous design challenges). Key issues include coverage, design, targeting, cost and affordability (Hagen-Zanker and Holmes (2012)).

6.2 Priority groups and communities

109. Findings from donor evaluations and other strategic documents reveal mainly generic approaches to people. For example, references are made to 'poor and marginalised individuals, vulnerable groups and poor and marginalised communities, people living with HIV'. In relation to gender programming references are made to 'women and girls, poor and marginalised women and adolescent girls'. References to unspecified women and youth are ubiquitous in the literature (Christian Aid (n.d.)).

110. Some donor programmes are more specific, especially in relation to health. For example, the DFID-funded Child Development Grant Programme (CDGP) targets 'pregnant women and women with children under two years with unconditional cash transfer'.

111. In view of the levels of inequality, income, cultural and other disparities, and the impacts of conflict and humanitarian needs orientation to groups with particular needs may be inferred from findings of this review. The following extract from the DFID-funded review of barriers to job creation (In which Nigeria is a case study) makes clear the scale of current demographic trends and the need for generational and gender specificity in prioritising assistance:

'Africa's population is young and growing. Sixty percent of the population is under the age of 35, and the population of youth, aged 15 to 35, is expected to double to 830 million by 2050 (AfDB, 2016c; AfDB, 2016a). This means that the labour force will be relatively youthful for decades (AfDB, 2016a). Indeed, with this growing youth bulge, it is estimated that "By 2035 the number of people reaching working age in sub-Saharan Africa will exceed that of the rest of the world combined" (Christine Lagarde, cited in Woollcombe, 2017: 39). Within the continent, it is expected that the labour force in West and Central Africa will remain the youngest for longest, as these are expected to be the last regions to go through a youth-intensive demographic transition (AfDB, 2016a). Although not exclusively Nigeria-specific, and despite strong growth, research on barriers to job creation and labour market access for youth in urban areas of SSA finds that "young Sub-Saharans still remain massively rural or small-town dwellers", and (Losch, 2012) suggests that "the majority of the region's jobseekers will be rural through to 2034" (also see Filmer et al., 2014).' (DFID (2018a)).

112. A focus on communities and local engagement where others do not reach, and where needs and impact is vital; this is especially urgent in northern Nigeria and Muslim communities. For example, IFAD is considering how to expand existing and develop new partnerships, particularly outside Government, with civil society actors to widen opportunities for achieving on-the-ground sustainability and empowerment (e.g. young farmers in community-based natural resource management; rural finance associations in the North) (IFAD (2016):xiii).

6.3 Scope for effectiveness and innovation

113. 'Politically smart programming' is essential since politics and development in Nigeria are inextricably linked. Evidence provide to the UK Parliamentary Inquiry on Nigeria noted that:

'[F]undamental problems of governance that impact on poverty are very, very profound in this [Nigerian] society. [...] Politics has to work differently in Nigeria ultimately if these problems are going to be addressed. The prevailing political economy results in a systematic failure of the state to provide the public goods on which poverty reduction depends—quality public services, public infrastructure, a conducive environment for investment and growth, and personal security (DFID (2016b), Menocal (2014) and Booth and Unsworth (2014)).

114. Review findings indicate that strategic engagement with sustained mid- to longer-term focus on priorities is essential in order to bring about change and impact on endemic crises. Increased and significant impact may be achievable through coherent ('integrated') programmes that deliver multiple goals in governance, health, and gender and in more marginalised communities. For example, high rates of child malnutrition require significant political commitment, government funding, effective coordination and planning at all levels and between sectors, and civil society and community engagement to tackle nutrition-sector governance and chronic stunting. Box 7 illustrates how IFAD is adjusting programming.

Box 7. IFAD Country Programme Evaluation, 2016

The evaluation identifies the following key approaches to guide and increase impact:

- (1) Increase geographic focus, transform state-level partnerships and identify realistic levels of counterpart funding through several options including transparent mechanism for selection of states, proper assessment of the governance and public finances, strategies to get the attention and commitment of state governors strengthening local ownership, and strengthen policy engagement at state level, to make sure that IFAD-supported programmes get on the top of the political agenda.
- (2) Increase leverage and presence in IFAD operations to gain traction on effectiveness and efficiency by changing the way implementation support is delivered.
- (3) Dedicate resources to cross-cutting issues that require further analysis and focus for sustainable programme results including youth, gender, conflict, pastoralism, natural resource management.
- (4) Expand existing and develop new partnerships particularly outside of Government.
- (5) Continue to build on IFAD's knowledge management strategy by improving the quality of evidence from the field.

(IFAD (2016):xii)

115. Scope for increasing impact, effectiveness and innovation may therefore be drawn from a variety of examples and sources of learning, and include:

- Models for learning, following on from effective programming of other donors that meets felt needs and delivers lasting change. For example, in maternal newborn and child health from the DFID1 funded programme 'Working to Improve Nutrition in Northern Nigeria' (WINNN) implemented by UNICEF, Save the Children and Action Against Hunger, in partnership with the Government of Nigeria and the GAIN SUN SBN initiative. Given that the specific benefits of implementing a comprehensive set of nutrition programmes have not yet been fully evaluated in the Nigerian context, the DFID-funded Operations Research and Impact Evaluation (ORIE) initiative states that it

is delivering greater autonomy for women and will improve child health and nutrition in Northern Nigeria (ORIE (2014) and ORIE (n.d. a)).

- Project-level impact studies that demonstrate how ODA affects infant mortality at the subnational level. For example, learning from a recent study new geographic aid data on the precise location, type, and time frame of bilateral and multilateral aid projects in Nigeria with available geo-referenced survey data from five Nigerian Demographic and Health Surveys shows results that indicate very clearly that geographical proximity to active aid projects reduces infant mortality. This study notes that:

'ODA contributes to reduce systematic inter-group, or horizontal, inequalities in a setting where such differences loom large. In particular, we find that aid more effectively reduces infant mortality in less privileged groups like children of Muslim women, and children living in rural, and in Muslim dominated areas. Finally, there is evidence that aid projects are established in areas that on average have lower infant mortality than non-aid locations, suggesting that there are biases resulting in aid not necessarily reaching those populations in greatest need.' (Kotsadam et al. (2017)).

- 'Smart interventions' - small scale, local reach, digital/technologically progressive (especially for youth economic opportunity), faith-based or reflecting cultural diversity (e.g. through Islamic finance).¹¹ Support and engagement with local actors ensures that ODA reaches those for who it is intended, thereby furthering the intentions of the Grand Bargain and contemporary approaches to delivering humanitarian and development assistance.
- Comparable country contexts, from within the region and elsewhere, on inequality/governance (e.g. Indonesia) and with successful sector programmes (e.g. Uganda HIV) and adapting key competencies of donors to increase effectiveness of interventions (e.g. data/information; human resource management). For example, IFAD is building knowledge management strategy and improving the quality of evidence from the field; improving evaluability (clear and logical theories of change, and designing practical M&E frameworks matching staff capacity); and promoting greater effort and rigour for evaluation, using improved technology (such as computer-assisted personal interviewing, use of mobile phones and web tools) and participatory methods (IFAD (2016):xiv).

¹¹ For example, the Foundation for Refugee Economic Empowerment (FREE) (<https://free-ng.org/about-us/>) formed in 2015, addresses the immediate and long-term needs of Internally Displaced Persons (IDPs) and refugees from communities affected by insurgency in Nigeria and around the world through local connections.

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Christian	Christian Aid (2015). <i>Assessment of Primary Health Centres in</i>	E – 1F

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Aid (2015)	<i>selected States of Nigeria Summary report of findings from Christian Aid Supported Communities in Anambra, Benue, Kaduna, Plateau States and the Federal Capital Territory (FCT).</i> July 2015.	
Christian Aid (2016a)	Christian Aid (2016). <i>Project Summary Report: Strengthening Community Health and HIV Response in Nigeria.</i> December 2016.	E – 1B
Christian Aid (2016b)	Christian Aid (2016). <i>Christian Aid Humanitarian Response in North-East Nigeria.</i> August 2016.	E – 1C
Christian Aid (2016c)	Christian Aid (2016). <i>People Living Positively: South-to-South Learning Project (PLP S2SL) Key findings from end of project evaluation to scale up effective HIV care and support interventions in Nigeria.</i> May 2016.	E – 1D
Christian Aid (2019)	Christian Aid (2019). <i>Nigeria Country Programme Annual Report 2018.</i>	E – 1A
Christian Aid (n.d.)	Christian Aid (n.d.) <i>Partnership for Change – Nigeria. Strategy 2012-17.</i>	E – 1
DFID (2013)	DFID (2013). <i>Improving the Enabling Environment for Adolescent Girls and Women in Nigeria – Final Business Case.</i> 15 March 2013.	A.2.9 – 2
DFID (2014)	DFID (2014) <i>Operational Plan 2011-2016 DFID Nigeria.</i> Updated December 2014.	A.2 – 8
DFID (2015)	DFID (2015). <i>Justice for All – Equal Access to Safety, Security, and Justice for Women. Impact Report issue 6: October 2015.</i>	A.2 – 11
DFID (2016a)	DFID (2016) <i>Voices for Change – Revised Logical Framework as of 15 September 2016.</i>	A.2.9 – 3
DFID (2016b)	DFID (2016) DFID’s Programme in Nigeria. Second Report of Session 2016-17. Ordered by the House of Commons.	A.2 – 6
DFID (2017)	DFID (2017). <i>Improving the Enabling Environment for Adolescent Girls and Women in Nigeria (Voices for Change -V4C) – Project Completion Report.</i> September 2017.	A.2.9 – 1
DFID (2018a)	DFID (2018) <i>Child Development Grant Programme (CDGP) Nigeria, Annual Review – Post April 2019.</i>	A.2.1 - 4
DFID (2018b)	DFID (2018) Nigeria Profile. London. July 2018.	A.2 – 5
DFID (2018c)	DFID (2018). <i>Maternal, Newborn, and Child Health Programme Annual Review.</i> September 2018.	A.2 – 12
DFID (n.d. a)	<i>Management Response & Recommendations Action Plan for Child Development Grant Programme Evaluation – Quantitative Midline Report Volume 1: Midline Findings</i>	A.2.1 – 3

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DFID (n.d. b)	DFID. <i>Management Response & Recommendations Action Plan for The Operational Research and Impact Evaluation of the Working to Improve Nutrition in Northern Nigeria (WINNN) programme – Final Integrated Report.</i>	A.2.3 – 1
EC (2017)	EC (2017) <i>Country Profile on Nutrition – Nigeria</i> . July 2017.	A.3 – 3
EC (2019)	EC (2019) <i>Nigeria Fact Sheet</i> . 7 th February 2019.	A.3 – 4
EC (n.d. a)	EC (n.d.) <i>EU Support to Democratic Governance in Nigeria (EU-SDGN)</i> . Financed under the 11 th European Development Fund.	A.3 – 1
EC (n.d. b)	EC (n.d.) <i>EU Support to Strengthening Resilience in Northern Nigeria</i> . Financed by under the 11 th European Development Fund.	A.3 – 5
EC (n.d. c)	EC (n.d.) <i>EU Support to the Health Sector in Nigeria, Phase 1</i> . Financed by under the 11 th European Development Fund.	A.3 – 6
ECO Consult et al. (2010)	ECO Consult et al. (2010) <i>Country Level Evaluation Nigeria. Final Report</i> . Volume 1: Main Report. May 2010. Evaluation carried out on behalf of the EC.	A.3 – 2
EU (2014)	European Union – Federal Republic of Nigeria (2014). <i>National Indicative Programme for the Period 2014-2020</i> .	A.3 – 7
FMH (2006)	Federal Ministry of Health (2006). <i>Comprehensive Multi-Year Plan 2006-2010, The National Programme on Immunization</i> .	F – 6
Gavi (2014)	Gavi (2014). <i>Annual Progress Report 2014</i> . Submitted by the Government of Nigeria, 16 June 2015.	B.2 – 5
Gavi (2017a)	Gavi (2017). <i>Nigeria Joint Appraisal Report 2017</i> .	B.2 – 2
Gavi (2017b)	Gavi (2017). <i>Annual Progress Report 2017</i> .	B.2 – 3
Gavi (2019)	Gavi (2019). <i>Key Information on Co-Financing, Nigeria</i> . March 2019.	B.2 – 4
GB (2019)	Grand Bargain (2019). <i>Grand Bargain Localisation Workstream Demonstrator Country Field Mission to Nigeria – Mission Report</i> .	D.7 – 4
GIZ (2016)	GIZ (2016) <i>Nigeria: Pro-Poor Growth and Promotion of Employment in Nigeria</i> . Project Evaluation Summary Report.	A.4 – 2
GIZ (2017)	GIZ (2017) <i>GIZ in Nigeria – Nigeria’s partner for sustainable development since 1974</i> .	A.4 – 1
GoN (2001)	Government of Nigeria (2001). <i>National Policy on Food and Nutrition in Nigeria</i> .	F – 4
GoN (2014)	Government of Nigeria (2014) <i>Health Sector Component of National Food and Nutrition Policy</i> . National Strategic Plan of Action for Nutrition (2014-2019)	F – 3

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GoN (2016)	Government of Nigeria (2016) <i>The Agriculture Promotion Policy (2016 – 2020)</i> . Building on the Successes of the ATA, Closing Key Gaps. Policy and Strategy Document.	F – 1
GoN (2017)	Government of Nigeria (2017) <i>Economic Recovery & Growth Plan (2017-2020)</i> . Federal Republic of Nigeria. Ministry of Budget & National Planning. February 2017.	F – 2
GoN (2018a)	Government of Nigeria (2018) <i>National Nutrition and Health Survey (NNHS) 2018</i> . Report on the nutrition and health situation in Nigeria.	F – 5
GoN (2018b)	Government of Nigeria (2018). <i>National Nutrition and Health Survey (NNHS) 2018</i> .	F – 5
GoN (2019)	Government of Nigeria (2019). National Bureau of Statistics. Available: https://nigerianstat.gov.ng/	
Hagen-Zanker and Holmes (2012)	Hagen-Zanker and Holmes for ODI (2012). <i>Social Protection in Nigeria Synthesis Report</i> . February 2012.	C – 4
Hansford et al. (2017)	Handsford et al. (2017) <i>Integrated Evaluation Report of the WINNN Programme. Operations Research and Impact Evaluation</i> . August 2017.	A.2.3 – 2
HPG (2019a)	Metcalfe-Hough et al. for Humanitarian Policy Group (2019). <i>Grand Bargain annual independent report 2019 – Executive Summary</i> .	D.7 – 2
HPG (2019b)	Metcalfe-Hough et al. for Humanitarian Policy Group (2019). <i>Grand Bargain annual independent report 2019 – Full Report</i> .	D.7 – 3
ICAI (2016)	Independent Commission for Aid Impact (2016). <i>DFID's efforts to eliminate violence against women and girls: a learning review</i> . ICAI for DFID, May 2016.	A.2 – 10
IFAD (2016)	IFAD (2016) <i>Country Programme Evaluation – Federal Republic of Nigeria</i> . Independent Office of Evaluation.	D.1 – 1
IITA (2017)	International Institute of Tropical Agriculture (IITA) (2017). <i>Synthesis Report of the Nigeria Zero Hunger Strategic Review</i> .	D.4 – 2
Jamison et al. (2018)	Jamison et al. (2018) <i>The Relationship between Conflicts, Economic Shocks, and Death with Depression, Economic Activities, and Human Capital Investment in Nigeria</i> . World Bank Group, December 2018.	B.4 – 2
Kotsadam et al. (2017)	Kotsadam et al. (2017) <i>Development Aid and Infant Mortality. Micro-level evidence from Nigeria</i> . World Development 105 (59-69).	C – 1
Long and Bunkers (2015)	Long and Bunkers for UNICEF and World Vision (2015). Prevent and protect: Linking the HIV and child protection response to	E – 3

	keep children safe, healthy & resilient Promising practices: Building on experience from Nigeria, Zambia and Zimbabwe	
Mbah & Amassoma (2014)	Mbah & Amassoma (2014) <i>The Linkage between Foreign Aid and Economic Growth in Nigeria</i> . Vol. 4 (6).	C – 3
Menocal (2014)	Menocal, A.R. for ODI (2014). <i>Getting real about politics: From thinking politically to working differently</i> . March 2014.	C – 5
O’Sullivan et al. (2015)	O’Sullivan et al. (2015) <i>Targeted States High Impact Project (TSHIP) End-of-Project Evaluation Final Report</i> . December 2015.	A.5 – 3
Okon (2012)	Okon (2012) <i>Five Decades of Development Aid to Nigeria: The Impact on Human Development</i> . <i>Journal of Economics and Sustainable Development</i> . Vol.3(1).	C – 2
OPM et al. (2017)	OPM et al. (2017) <i>The Independent Monitoring and Evaluation Project for the DFID Nigeria State Level Programmes (IMEP) Performance Evaluation of the DFID Nigeria State Level Programmes: Final Evaluation Report. Volume 1: Executive Summary and Main Report</i> . On behalf of DFID. 20 th January 2017	A.2 – 7
ORIE (2014)	ORIE (2014) <i>How to strengthen the Infant and Young Child Feeding (IYCF) programme in Northern Nigeria</i> . Abuja, 2014.	A.2.2 – 2
ORIE (2015)	ORIE (2015) <i>From promises to progress: assessing Nigeria’s Nutrition commitments</i> . Research Summary – Nutrition Research in Northern Nigeria. Issue 10. December 2015.	A.2.2 – 1
ORIE (n.d. a)	ORIE. <i>Improving Nutrition in Jigawa: Progress with the Governance of Nutrition Work in Jigawa State</i> . Briefing.	A.2.2 – 3
ORIE (n.d. b)	ORIE. Greater autonomy for women will improve child health and nutrition in Northern Nigeria. Factsheet.	A.2.2 – 5
ORIE (n.d. c)	ORIE. <i>WINNN and ORIE Working Together to Improve Nutrition in Northern Nigeria</i> .	A.2.2 – 6
Oxfam (2016a)	Oxfam (2016). <i>The World Citizens Panel: Insights in Oxfam Novib’s Contribution to Changes in People’s Lives</i> . February 2016.	E – 4
Oxfam (2016b)	Oxfam (2016). <i>Improving Women’s Leadership and Effectiveness in Agricultural Governance Project Effectiveness Review – Full Technical Report</i> . December 2012.	E – 4A
SBN (2017)	SBN (2017) <i>SUN Business Network Strategic Plan 2017-2020</i> .	E – 5

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UNDP (2015a)	UNDP (2015) <i>Nigeria's Road to SDGs – Country Transition Strategy</i> . October 2015. The Global Goals for Sustainable Development.	D.3 – 1
UNDP (2015b)	UNDP Nigeria (2015) <i>Annual Report 2014</i> .	D.3 – 5
UNDP (2015c)	UNDP (2015) Human Development Report 2015 – Work for Human Development. New York.	D.3 – 3
UNDP (2016a)	UNDP Nigeria (2016) <i>Annual Report 2016</i> .	D.3 – 4
UNDP (2018)	UNDP (2018). <i>National Human Development Report 2018 - Achieving Human Development in North East Nigeria</i> .	D.3 – 2
UNICEF (2016b)	UNICEF (2016) <i>Evaluation of the Maternal, Newborn and Child Health Week in Nigeria – Final Report</i> . November 2016.	B.3 – 1
UNICEF (2017a)	UNICEF (2013) <i>Country Programme Document – Nigeria 2014-17</i> . September 2013.	B.3 – 2
UNICEF (2017b)	UNICEF (2017) <i>Country Programme Document – Nigeria 2018-22</i> . 17 July 2017.	B.3 – 3
UNICEF (2017c)	UNICEF (2017) <i>Impact Evaluation of UNICEF Nigeria Girls' Education Project Phase 3 (GEP3) Cash Transfer Programme (CTP) in Niger and Sokoto States</i> . June 2017.	B.3 – 4
UNIDO (2018a)	UNIDO (2018) Independent Country Evaluation Federal Republic of Nigeria. Volume 1. April 2018/	D.2 – 1
UNOCHA (2018a)	UNOCHA (2018). <i>Nigeria Humanitarian Needs Overview 2019</i> . November 2018.	D.6 – 2
UNOCHA (2018b)	UNOCHA (2018). <i>Nigeria Humanitarian Response Strategy 2019-2021</i> . December 2018	D.6 – 3
USAID (2015)	USAID (2015) <i>Country Development Cooperation Strategy 2015-2020</i> . USAID Nigeria	A.5 – 1
USAID (2017a)	USAID (2017) <i>Country Profile Fact Sheet</i> . November 2017.	A.5 – 4
USAID (2017b)	USAID (2017) <i>Economic Growth</i> . November 2017.	A.5 – 5
USAID (2017c)	USAID (2017) <i>Health</i> . November 2017.	A.5 – 6
Various (n.d.)	<i>ACCELERATING LOCALISATION THROUGH PARTNERSHIPS: Recommendations for operational practices that strengthen the leadership of national and local actors in partnership-based humanitarian action in Nigeria</i> .	D.7 – 5

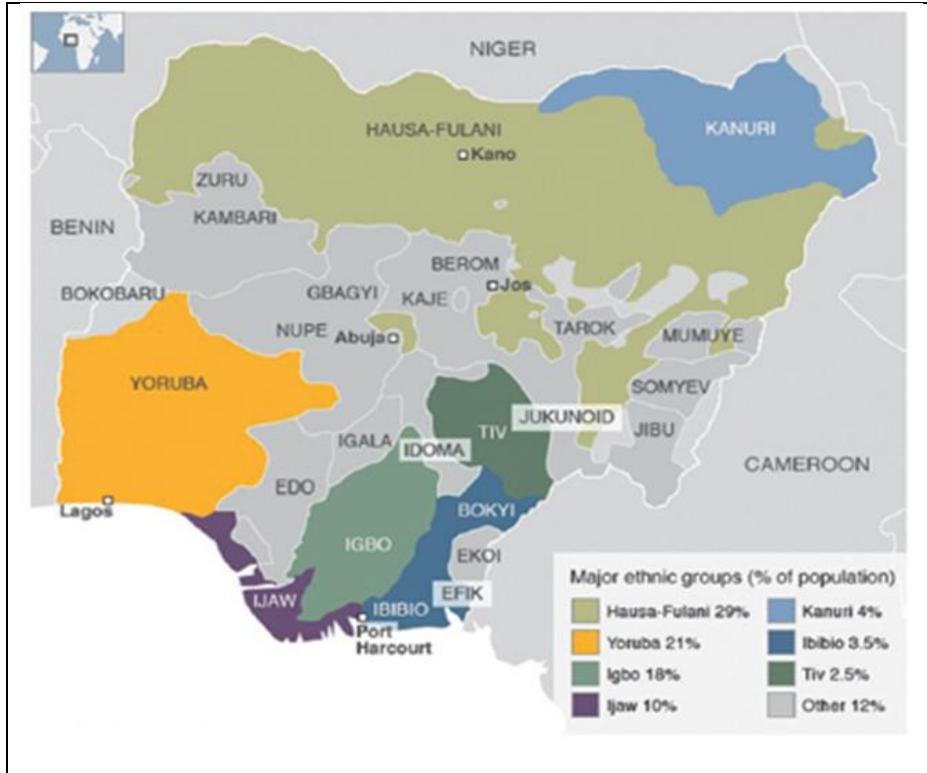
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Visram et al. (2014)	Visram (2014) <i>ORIE Nigeria: Quantitative Impact Evaluation</i> . Baseline Report. July 2014.	A.2.2 – 4
WFP (2019)	WFP (2019) <i>Nigeria Country Strategic Plan (2019-2022)</i> .	D.4 – 1
WHO (2014)	WHO (2014) <i>WHO Country Cooperation Strategy 2014 – 2019</i> . Nigeria.	D.5 – 1
World Bank (2014a)	World Bank (2014). <i>INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT, INTERNATIONAL DEVELOPMENT ASSOCIATION, INTERNATIONAL FINANCE CORPORATION AND MULTILATERAL INVESTMENT GUARANTEE AGENCY - COUNTRY PARTNERSHIP STRATEGY FOR THE FEDERAL REPUBLIC OF NIGERIA FOR THE PERIOD FY2014-FY2017</i> . March 2014.	B.4 – 3
World Bank (2014b)	World Bank (2014) <i>Community-Based Poverty Reduction Project – Project Performance Assessment Report</i> .	B.4 – 6
World Bank (2014c)	World Bank (2014) <i>State Education Sector Project – Project Performance Assessment Report</i> .	B.4 – 7
World Bank (2016)	World Bank (2016) <i>From Oil to Cities – Nigeria’s Next Transformation</i> . World Bank Group. Washington DC	B.4 – 8
World Bank (2019a)	World Bank (2019) <i>Nigeria Biannual Economic Update</i> . Water supply, sanitation & hygiene – a wake-up call. April 2019.	B.4 – 1
World Bank (2019b)	World Bank (2019) <i>Impact Evaluation of Nigeria State Health Investment Project</i> .	B.4 – 5

Annex 2. Selected maps, tables, graphs and poverty related data from donors

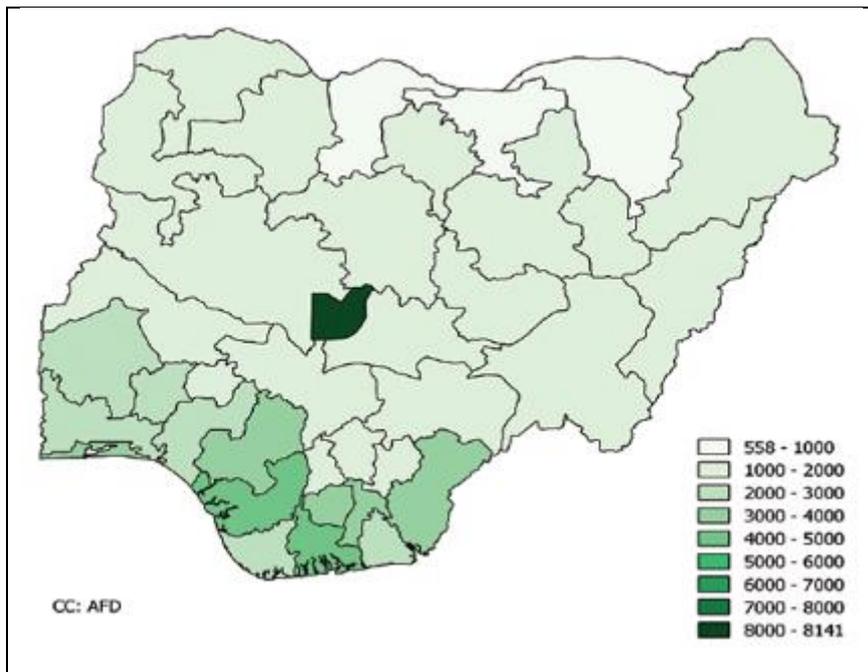
(1) Selected maps relevant to poverty and the economy

Map 1. Distribution of main ethnic groups in Nigeria



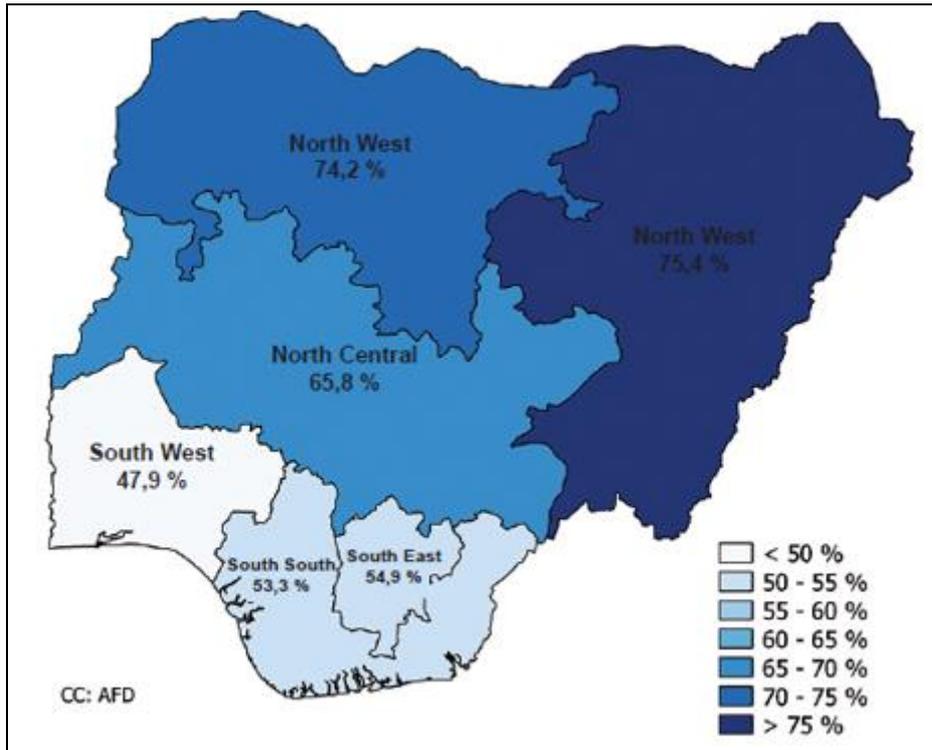
Source: Lamm (2014) cited in AFD (2015b)

Map 2. Geographical distribution of wealth per capita in Nigeria (in USD, 2010)



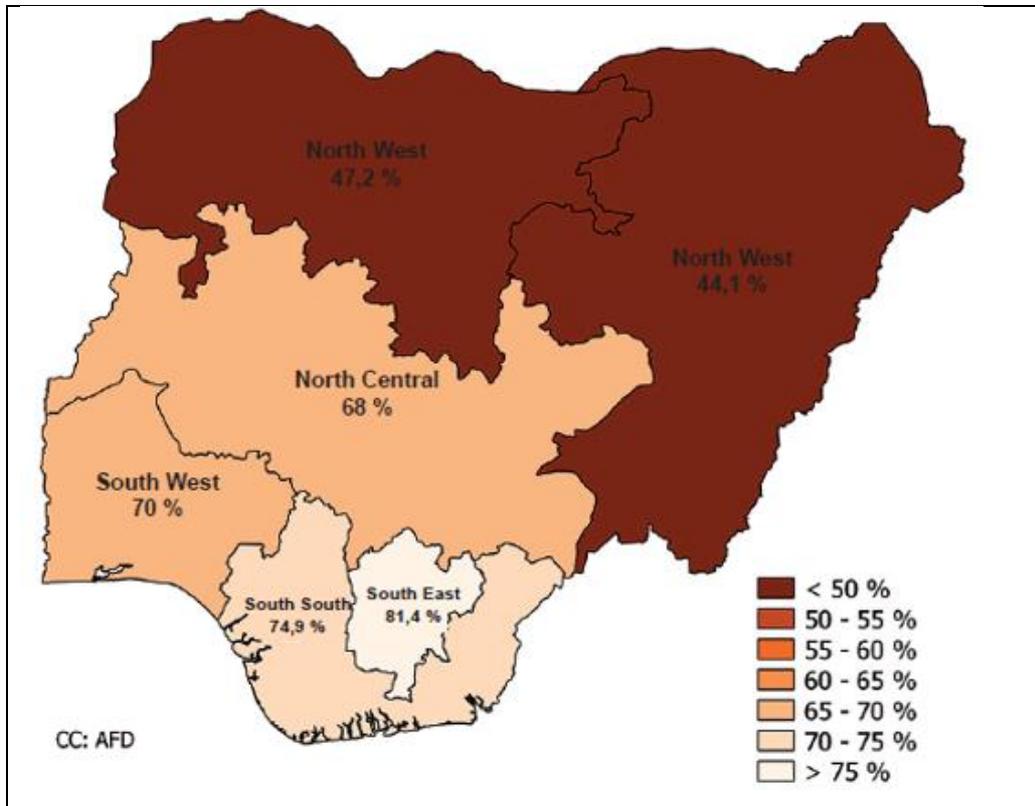
Sources: Nigeria's National Bureau of Statistics cited in AFD (2015b)

Map 3. Poverty rates in Nigeria (poverty line at 1.25 USD a day in PPP)



Sources: NBS (Harmonized Nigeria Living Standards Survey 2009-2010) cited in AFD (2015b)

Map 4. Literacy rates in Nigeria (2013)



Sources: Nigeria Demographic and Health Survey, 2013 cited in AFD (2015b)

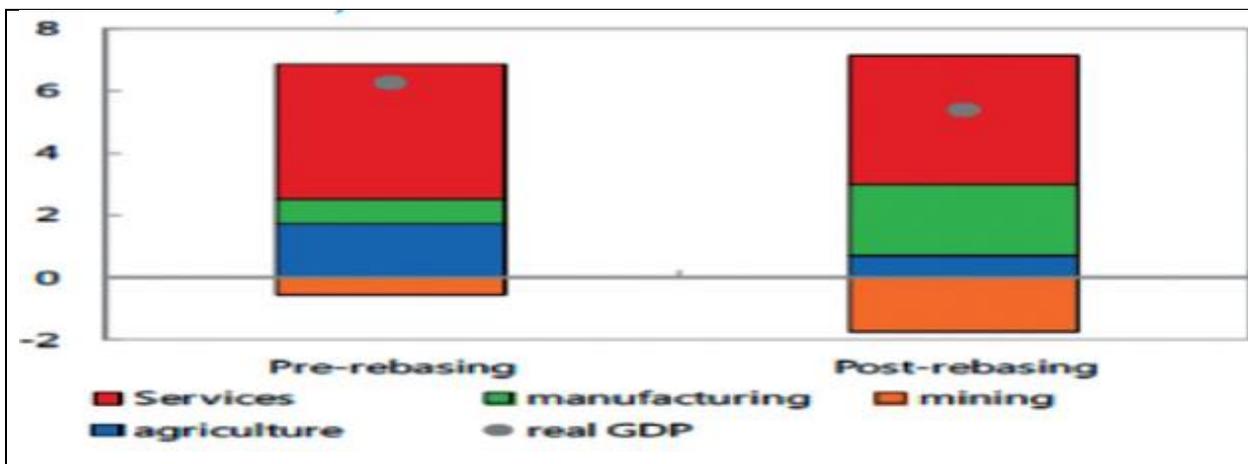
(2) Key tables & figures relevant to the economy

Table 1. GDP sector composition in 2012 (in %)

Sector	Former base year (1990 base)	New base year (2010 base)
Oil and gas	37.0	15.8
Agriculture	33.1	22.1
Manufacturing	1.9	7.4
Construction	1.3	3.1
Services	24.0	42.3
Other	2.7	9.3

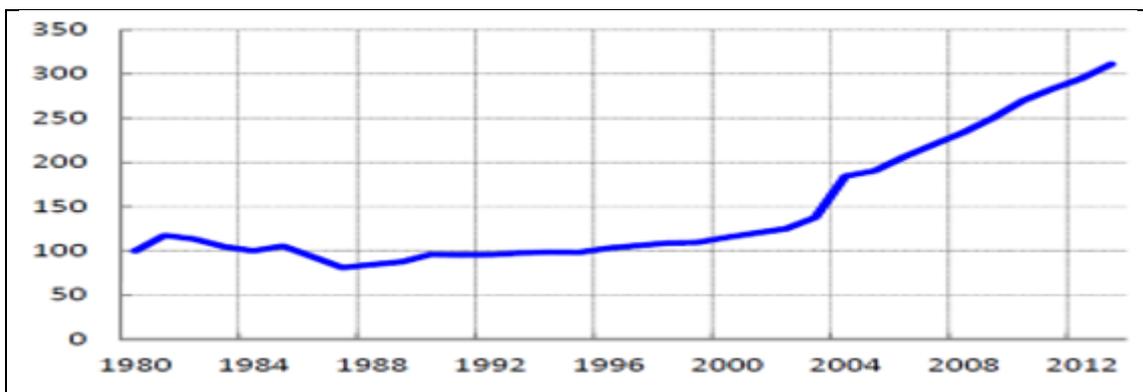
Source: Nigeria's National Bureau of Statistics & AFD (2015b)

Figure 1. Contribution of sectors to GDP growth in 2013 (real terms, in %)



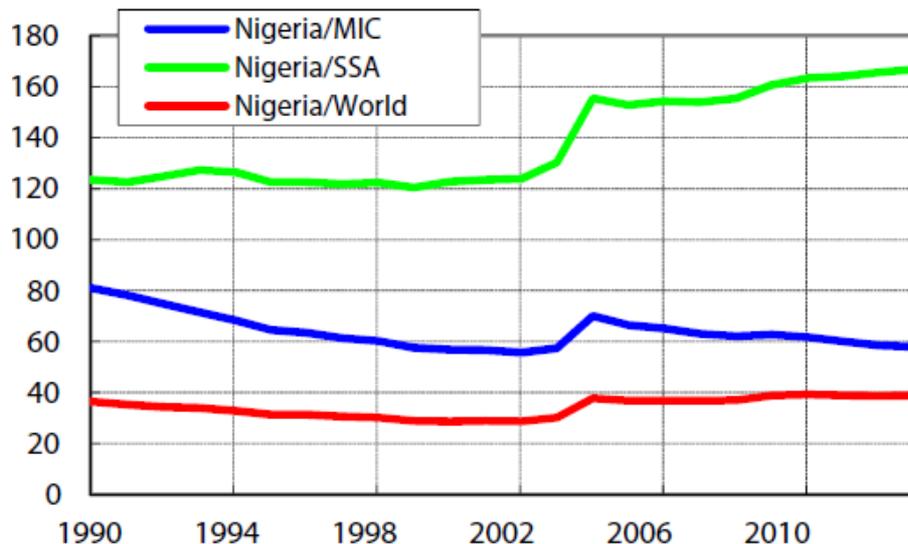
Source: IMF Article IV Consultation cited in AFD (2015b)

Figure 2. PGDP per capita index (USD, PPP, real terms, base 100 in 1980)



Source: WDI cited in AFD (2015b)

Figure 3. GDP per capita (PPP, real terms, % of average GDP per capita



Source: AFD (2015b)

(3) Donor poverty related data

UK Parliamentary Inquiry on DFID (DFID (2016b):23)

Inclusive Economic Development

Since it returned to civilian rule in 1999, Nigeria has experienced a sustained period of impressive economic growth, averaging an annual growth rate of 7.4% compared with 2.0% for the UK over the same period. With a recent rebasing of its Gross Domestic Product (GDP), Nigeria has become Africa's largest economy with per capita income reaching over \$3,200 in 2014. (Data source: World Bank, 'World Development Indicators: Nigeria,' accessed 22 June 2016)

Yet economic growth in Nigeria in recent years has not been inclusive: it has been geographically concentrated in the South; it has not created enough jobs; and it has not broken down existing patterns in social exclusion. The consequences of the narrowly distributed benefits of this growth are starkly outlined by the conflict in the North East.

Nigeria's progress on human development indicators reflects inequities in the distribution of economic growth. In efforts to reduce maternal mortality in line with the Millennium Development Goals (MDGs), Nigeria saw a significant increase in the proportion of births attended by a skilled health attendant nationally: from 36.3% in 2004 to 58.6% in 2014. Yet the two regions with the worst performance, well below the national average, are the North East and North West—also the regions that have least felt the benefits of the economic boom.⁹²

Much of the exclusionary pattern of growth is related to the way that windfalls from oil have been consumed rather than invested. Investment has been woefully low relative to other emerging economies, and investment in public infrastructure in particular is well below the level needed to secure sustainable and inclusive growth.⁹³

⁹² Nigerian National Bureau Of Statistics, The Millennium Development Goals Performance Tracking Survey 2015 Report (March 2015), p 23

⁹³ World Bank, Nigeria - Country partnership strategy for the period FY2014-FY2017 (April 2014)

Map 5. Poverty rates in Nigeria by state⁹⁴

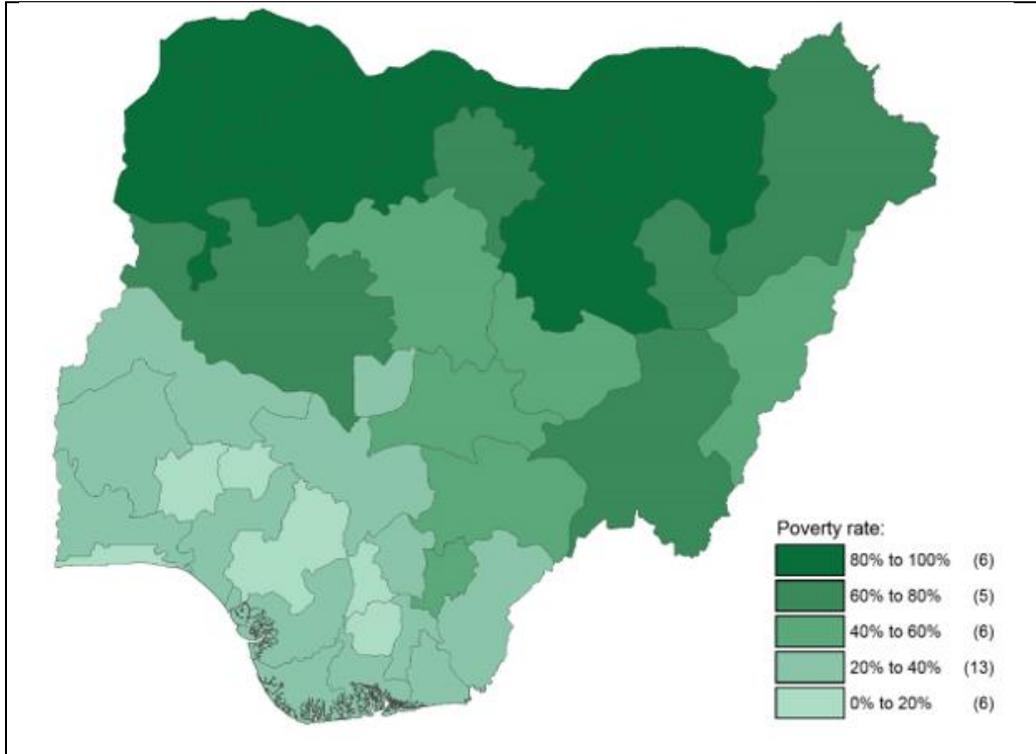
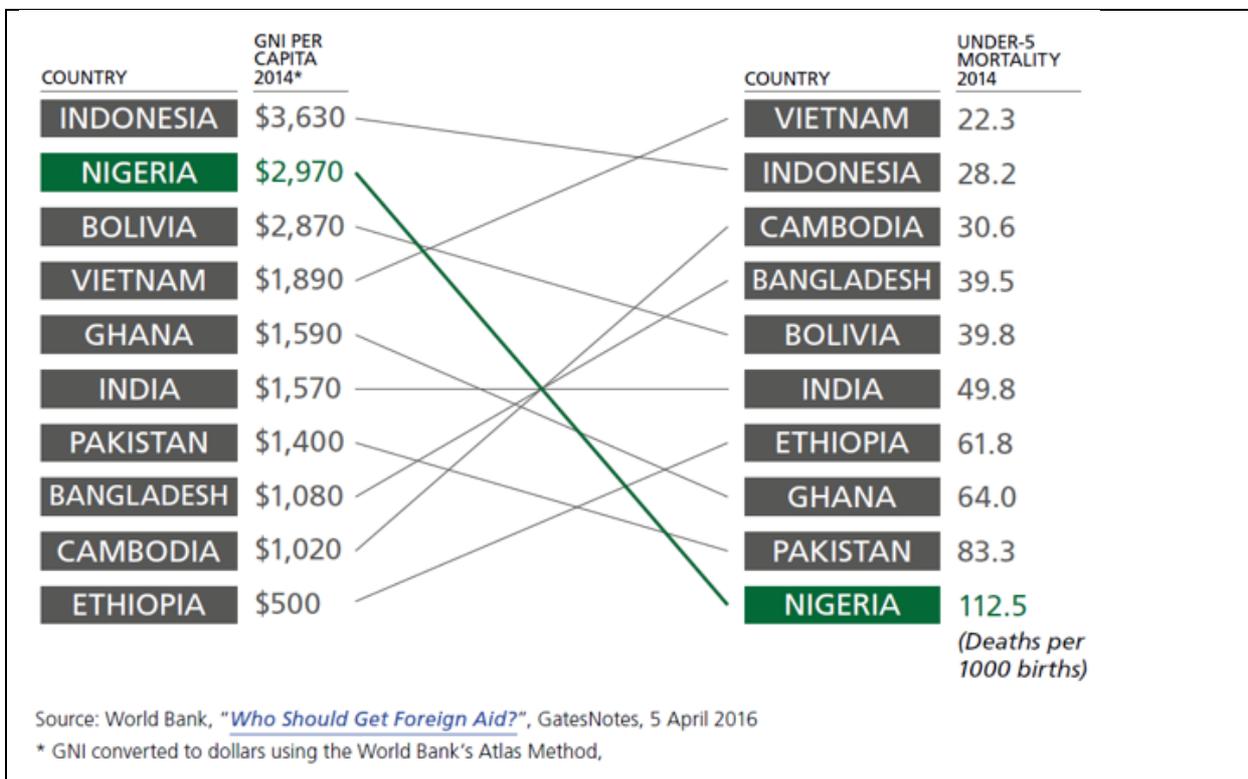


Figure 4. Nigeria is rich enough to be a middle income country, yet more than 1 in 10 children there die before the age of 5



⁹⁴ Poverty here is determined by the Global Multidimensional Poverty Index (MPI) produced by the Oxford Poverty and Human Development Initiative (OPHI). It captures various elements of

poverty including education, health and standard of living, with a person identified as in poverty if they are deprived in at least a third of the relevant indicators.

World Bank (IBRD) Country Strategy Paper 2014-2017

Poverty Challenges

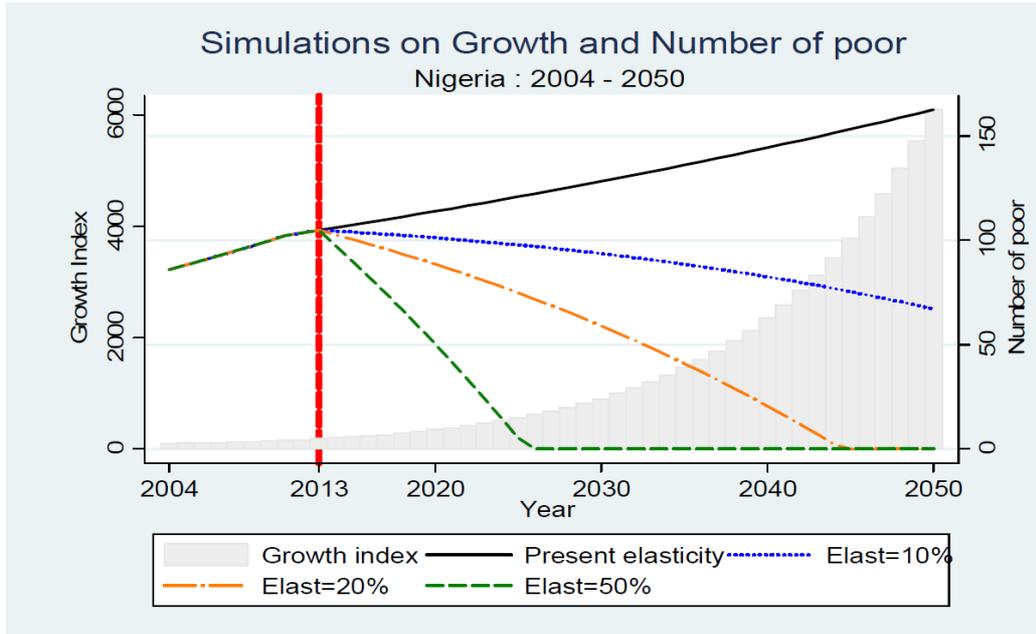
... World Bank Group's renewed commitment to the twin goals of reducing the number of people living below US\$1.25 per capita per day to 3 percent by 2030 and promoting shared prosperity. The 3 percent target is a global target, while shared prosperity is a country-specific target measured by income growth of the bottom 40 percent of the population. Nigeria's progress in reducing extreme poverty is important for achieving the 3 percent global target because it is the most populous country in Africa and the seventh most populous in the world.

So far, with rapid population growth, Nigeria has made slow progress in reducing poverty. Nigeria's official poverty line is constructed on the basis of daily adult consumption of 3,000 calories plus estimated necessary other expenditures. Using the internationally-accepted adult equivalent methodology that accounts for less calories needed by children than adults, the poverty headcount in Nigeria declined slightly from 48 percent to 46 percent of the population between 2004 and 2010. The percentage of Nigerians living in extreme poverty (US\$1.25 per capita per day purchasing power parity adjusted) declined from 64 to 63 percent.

As observed in many African countries, the low growth elasticity of poverty reduction in Nigeria reflects growing inequality. The most widely used inequality indicator, the Gini index, increased from 39 to 41 percent – equivalent to about 8 percent increase in inequality in 6 years. Simulations indicate that, holding inequality constant at 2004 value, growth would have contributed to a poverty reduction of 5 percentage points, which would have implied a national poverty rate of about 43 percent (adult equivalent).³

The quality of growth matters for poverty reduction. Simulations of GDP growth under varying assumptions about the elasticity of growth to poverty reduction in Nigeria yield interesting insights (Figure 1). At current growth rates and current elasticity (i.e. maintaining the status quo), the number of poor in Nigeria is projected to increase (continuous line). By sharing the growth dividend by building an infrastructure and financing platform for diversified growth and job creation, and improving the efficiency of social services delivery to mitigate income and opportunity inequities, Nigeria can alter the sensitivity of poverty to growth and significantly reduce the number of poor (dashed and dot plus dashed lines) and therefore avoid maintaining their number constant in the face of increasing population (dotted line).

Figure 5. Simulations on Growth and Poverty Reduction (WB 2013)



3 Source: Where Has All the Growth Gone? A Poverty Update for Nigeria, World Bank (2014a)

Annex 3. Government structure in Nigeria

1. Nigerian states operate with a high degree of legal and de facto autonomy. The federal structure implies a complex fiscal system, which requires many extra-budgetary funds. All oil and gas revenue and most of non-oil revenues are pooled and shared by the three tiers of government.⁴⁹ With the vertical revenue allocation formula, state and local governments are heavily reliant on the pooled resources and there is little incentive to mobilize internal resources to fulfil their statutory functions.
2. Further decentralization to local governments has stalled. Attempts to strengthen fiscal autonomy and capacity at local government level through constitutional reform met resistance by the state governments and the legislature. Local governments have limited autonomy to control their finances and thus are often constrained in meeting their obligations with development partners.
3. The strengthening of 4th tier institutions as a subset of the local governments to lead participatory community development processes has met clear limitations. There is no constitutional requirement for this level to be acted on and therefore it is left to the agency of the individual states to act on these. Progress made can be dismantled depending on new governors' interest in the area, and is therefore dependent on political interest and election cycles.⁵⁰ (IFAD (2016)).

⁴⁹ The sharing formula prescribed by a constitutionally created body, the Revenue Mobilization Allocation and Fiscal Commission. Thirteen per cent of the oil and gas revenue is allocated to the oil producing areas and the remainder is shared out as follows: federal government (52.7 per cent), state governments (26.7 per cent) and local governments (20.6 per cent).

⁵⁰ Amadi, S: CPE Governance Background Paper, September 2015.

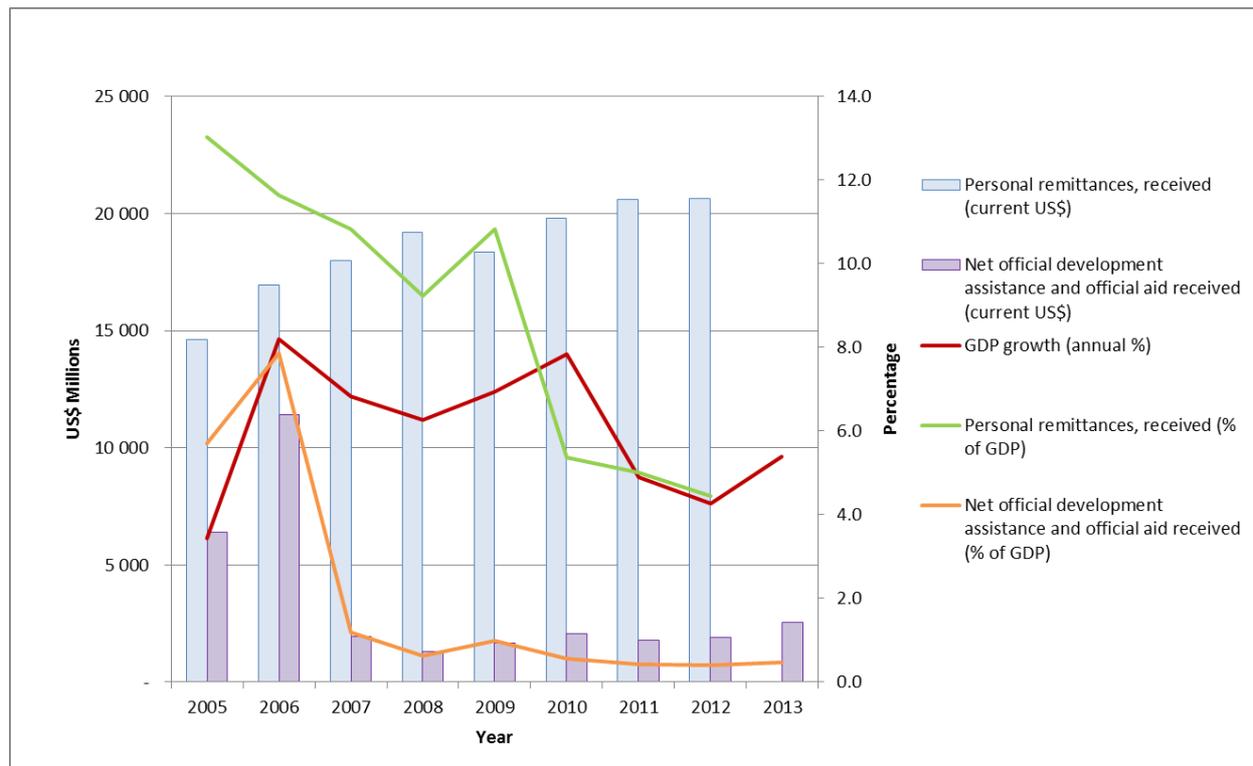
Annex 4. Official Development Assistance in Nigeria

1. Nigeria is the largest recipient of official development assistance in West Africa. The 2008-2013 average amount of official development assistance Nigeria received was US\$1,870.1 million, increasing to a substantial US\$2,530 million in 2013. Despite these remarkable amounts, Nigeria is not aid dependent. Given the size of the economy, official development assistance constitutes only 0.5 per cent of the gross national income.⁵⁵ Development aid between 2008 and 2012 has, on average, represented 8.1 per cent of Government expenditure. Other sub-Saharan African countries show averages of 57.8 per cent and 50 per cent in the same year.⁵⁶

2. For Nigeria, funding from the private sector has become the most important source of development finance; in 2012 nearly 70 per cent of the financial flows were non-official development assistance, though descending to 46 per cent in 2013.⁵⁷ Furthermore, Nigeria has been the largest receiver of personal remittances in sub-Saharan Africa, having received US\$20.6 billion in 2012, representing 73.8 per cent of all personal remittances to the region in the same year.⁵⁸ From 2005 to 2009, personal remittances to Nigeria have represented over 9 per cent of GDP and, though the absolute value keeps increasing, the share of GDP they represent has fallen to an average of 4.9 per cent between 2011 and 2013 due mainly to the rebasing of GDP figures, though also to GDP growth.⁵⁹

3. Official development assistance is however still an important source of funding for projects to reduce poverty at local level. In 2013, the top three national funders were the USA, the United Kingdom and the European Union institutions. The top three international financial institution funders were the World Bank, the Global Fund, and the African Development Fund.⁶⁰ The biggest bilateral donors are the United States Agency for International Development (USAID) and the United Kingdom's Department for International Development (DFID). Together with IFAD, the World Bank, USAID, DFID, and African Development Bank (AfDB) are also active in the agricultural sector (IFAD (2016)).

Comparison of GDP, annual GDP growth, personal remittances received and official development assistance received in Nigeria between 2005-2013



Source: Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC); data 2015; World Bank World Development Indicators data, 2015.

55 World Bank data 2015; Organisation for Economic Co-operation and Development/Development Assistance Committee data 2015.

56 World Bank World Development Indicators data, 2015.

57 Organisation for Economic Co-operation and Development/Development Assistance Committee data 2015.

58 World Bank World Development Indicators data, 2015.

59 The high ratio early on may also be attributed to a revision of baseline prices being updated from 1990 prices to 2010 prices (The Economist (b), 2014).

60 The amount of funds provided were: World Bank (US\$ 633.1 million), the USA (US\$485.1 million), the United Kingdom (US\$372.3 million), the Global Fund to Fight AIDS, Tuberculosis and Malaria (US\$ 214.7 million), the European Union institutions (US\$131.7 million), and the African Development Fund (US\$103.6 million). Source:

Organisation for Economic Co-operation and Development/Development Assistance Committee data 2015.

Source: EU (2014)

Attachment 3: EU Donor matrix showing the indicative allocations per sector

Analysis of Donor Funds per Sector (in USD millions)									
Donor Agency	Total in USD mln	Agriculture	Water & Sanitation	Governance	Private	Environment (inc. of Climate change)	Multi-sector	Infrastructure	Human Development
USAID	1033.06	64.88	3.98	110.02	0.00	0.00	0.00	15.06	839.12
EU	1083.09	0.00	409.68	513.38	0.00	0.00	0.00	51.21	108.82
DFID	1611.25	78.25	39.52	530.78	33.20	7.11	0.00	111.13	811.26
AFD	1184.50	250.00	228.00	0.00	236.5	0.00	0.00	455.00	15.00
Japan	178.78	6.17	29.52	0.00	0.63	0.15	6.44	43.06	92.81
AFDB	2247.92	502.57	429.42	0.24	0.00	1.61	9.30	1267.78	37.00
UNDP	120.45	7.74	0.00	85.88	2.00	16.65	0.00	5.68	2.50
World Bank	5477.60	445.00	655.00	581.70	275.00	514.90	0.00	1781.00	1225.00
Canada	81.00	0.00	0.00	75.18	5.82	0.00	0.00	0.00	0.00

Annex 5. Donor activity mapping for Nigeria¹²

1. The following provides a summary for the focus, emphasis and scale of the activities of major donors delivering ODA in Nigeria. Examples of donor country strategy (theories of change) are included in a separate annex.

Donor grant funding to Nigeria

2. The United Kingdom's Department for International Development (DFID) is the most active grant donor, operating in numerous sectors, with a grant or technical assistance envelope of GBP 1.1bn for the period of its latest operational plan (2011–2016). The plan was updated to specifically target the strengthening of good governance at all levels, improvement of the business environment and support for basic services.

3. The National Indicative Programme (NIP) 2014–2020 of the European Union (EU) amounts to EUR 512m and focuses on health, nutrition, governance and sustainable energy. At the beginning of 2017, the whole of the NIP was already committed, as were the Emergency Trust Fund (ETF) amounts earmarked for Nigeria, with the exception of projects directly relating to migration management. Eight-five per cent of the Regional Indicative Programme (RIP) will be committed by the end of 2017.

4. The United States international development agency (USAID) contributes USD 650 million a year to multiple sectors: health first and foremost, then education, water and sanitation, agriculture and food security, governance, etc.

5. Unlike the KfW, the German Gesellschaft für Internationale Zusammenarbeit (GIZ) is very present in Nigeria, and mobilises over 80 technical experts and annual funds of around EUR 30m in the sectors of sustainable economic development, energy, education and regional integration. It implements a strategy that leverages EU funds which it has used to set up a large-scale programme in support of renewable energy (Nigerian Energy Support Programme/NESP), which should be renewed in 2018.

6. As Nigeria's fifth largest donor, AFD will be more present in Nigeria with annual commitments bordering on EUR 300m mainly through loans and co-financing and contributing to developing a competitive, job- and wealth-creating economy and to a shared, inclusive and resilient development. Priorities include contributing to a resilient and more productive agricultural activity and to food security by supporting rural infrastructure and services to small-scale farmers.

7. JICA is working above all to improve basic infrastructure (energy and transport, solid waste), social development in urban areas (water, health) and support to rural areas, particularly by mobilising technical expertise and grants, but the agency ultimately intends to propose sovereign loans.

Donor loan finance to Nigeria

8. The WB is the leading donor in Nigeria. Since mid-2103, it has been able to operate by combining the financing tools of the International Development Association (IDA) and International Bank for Reconstruction and Development (IBRD) but, in practice, it mainly uses its IDA instruments. The WB's annual commitments to Nigeria vary between USD 1 and 2 billion. In 2016, the Bank committed a little over USD 1 billion. It plans to commit USD 2.65

¹² (AFD (2018))

billion in 2017 in the form of project aid and over USD 2 billion of sectoral budget aid. It has announced a 30% increase for its IDA envelope over the upcoming years.

9. The WB is involved in financing all types of infrastructure (transport, rural roads, water, electricity, irrigation) as well as education, health, the environment, agriculture, and governance or SME financing. It responds to government requests (creation of two refinancing structures for the housing sector and for support to SMEs, rescue of the electricity sector, budget aid for macroeconomic adjustment, etc.). It supports several national sectoral programmes (urban water, rural roads, federal roads, irrigation, etc.) that can potentially cover all the States (provided they are eligible), and programmes open to co-financing with other development partners such as AFD (for water and rural roads).

10. After an exceptional 2016, the AfDB will likely slow down its commitments over the coming years. It now operates to a lesser extent through its concessional window, the African Development Fund. It is focused on infrastructure (electricity, water, etc.), agriculture, human development, youth employment and resilience to climate change. More recently, it has developed an integrated post-conflict approach in the north western part of Nigeria, including rural water, sanitation and social protection.

11. Lastly, another multilateral donor operating through loans is the Islamic Development Bank (IsDB), which opened a country office in 2016 in Abuja. Its priorities are agriculture, drinking water, roads, energy and the banking sector. Its annual commitments range between USD 150 and 200 million.

12. The emerging donors, especially China¹⁸ and India, are very present in Nigeria, notably in the infrastructure sector (electricity, rail transport, and airports in the case of China). China is by far the leading bilateral lender to Nigeria with USD 1.6bn outstanding (to end 2016). Lending by Exim Bank of China is for the most part in the form of tied loans and involves substantial amounts (USD 9.5bn announced early 2017) for infrastructure financing (Abuja light rail, Lagos subway, various railway lines, electricity distribution in the Federal Capital Territory [FCT], etc.), agricultural mechanisation, etc.

13. Neither the European Investment Bank (EIB) (which is only active in banking intermediation, save in exceptional cases), nor the Kreditanstalt für Wiederaufbau (KfW) (which has very few operations in Nigeria), nor Japan International Cooperation Agency (JICA) (which focuses on technical assistance and grants) are very active in the area of sovereign loans to Nigeria.

14. AFD is, along with China, one of the main bilateral lenders to the country. Outstanding sovereign debt as at 30/06/2017 (EUR 191.2m, for gross sovereign commitments of EUR 819.4m) is nonetheless almost negligible compared to the scale of the country's GDP and debt burden. The outstanding amounts will likely rise sharply over the period 2017–2021 as and when the aid allocated in recent years is disbursed.

Annex 6. Summary of donor responses in Nigeria

Major donors

UK DFID - focus and international leadership on economic development for new trade relationships, job-creating growth and investment to the world's poorest countries. Priorities are: Humanitarian and resilience, economic development and basic services, stability and institutions DFID (2018b). Major responses include six-year programmes to improve nutrition and maternal and childcare practices in Northern Nigeria (DFID (2017)), DFID (2013), DFID (2016a)(DFID (2016a)) and assessment of youth employment access across SSA including Nigeria (DFID (2016a)).

EC – focus on measure to improve governance to encourage economic growth, strengthen rule of law, and expand social equity. Priorities include: health, nutrition and resilience especially in northern states to tackle governance at federal and state level, resources, coverage, access (EU (2014)).

USAID – heavily-weighted focus toward health challenges with modest, targeted assistance to institutions that work on agriculture, education, governance, and conflict mitigation. State selection and targeting are determined by other donors' programmes, notably UK and EC. USAID also seeks to incentivize business development by expanding access to credit and facilitating Nigerian and foreign investment in Nigeria (USAID (2015)).

GiZ Germany – focus on sustainable development since 1974 and priorities include employment promotion, private sector cooperation, entrepreneurship; agricultural value chain, smallholder agri-business support, and agricultural innovation; peace, reconstruction and security in north-Eastern Nigeria (GIZ (2016)).

AFD France – as a relatively recent donor, priority is on the economic factor while at the same ensuring that Nigeria's development is environmentally sustainable and benefits are equitably shared (AFD (2018)).

Key multilaterals

World Bank – current support focuses on revenue diversification, private financing, and improving social services delivery to build the human capital needed for inclusive economic growth, in alignment with the ERGP. Priorities include promoting diversified growth and job creation with a focus on youth, women and the poor in marginalized areas and improving the quality and efficiency of social service delivery at the state level to promote social inclusion (World Bank (2014a)).

African Development Bank – in line with GoN Transformation Agenda and donor frameworks (CAF), strategy aims primarily at promoting inclusive and green growth by (i) fostering a good policy environment; and (ii) investing in critical infrastructure through advisory and institutional development support (ADB (2013)).

UNICEF – in line with SDGs, focus is to demonstrate the impact, value and affordability of investing in long-lasting institutional and community-based systems and policies in favour of children's survival, growth and development through nationwide universal coverage based on replicable models established in selected focus states and LGAs, while ensuring the provision of rapid life-saving humanitarian assistance. Priorities include maternal and child health, nutrition

to reduce stunting, preventing gender and child violence, and educational enrolment especially for girls UNICEF (2017b).

Global Alliance for Vaccines and Immunization – supporting provision of vaccines and devices to all states, complementing shortfalls in government revenue and lack of funding at subnational level (e.g. 2016 recession impact), monitoring coverage and equity of immunization, and coordinating stakeholders.

Other multilaterals

IFAD - targets poverty, especially with the projects and programmes in the poorer North and Middle Belt to increase incomes, social capital, food security and productivity through rural finance institutions, value chain development, climate change adaptation and agribusiness, and community-based natural resource management (IFAD (2016)).

UNDP – since 1960, supports the government in the implementation of development interventions aimed at meeting the medium to long term goals enshrined in the Economic Recovery and Growth Plan 2017-2020; National Vision 2020 and the Sustainable Development Goals (SDGs) 2030. Provides capacity building and policy development support to the Federal Government of Nigeria in areas of Governance & Peace Building, Inclusive growth and Sustainable Development.

UN – as a specialist agency, UNIDO supports rapid industrialization in Nigeria, diversification of the economy and helping the country in its stated goal of achieving the status of becoming one of the 20 largest economies by 2020 as stated in the Vision 20:2020. Focus on promoting non-oil sector growth, diversification of the industrial sector, and enhancement of productive capacity, increasing value-addition activities, the promotion of agro-industry and energy self-sufficiency.

WFP – re-established presence in Nigeria since 2016, on Government request, to provide targeted food security and nutrition assistance to conflict-affected populations in the northeast. WFP addresses both humanitarian and development issues, in line with the international policy debate on the humanitarian–development–peace nexus and aims to put women at the centre of its action.

WHO – strategic objectives are to strengthen health systems, promote health and scale up interventions for life-course, communicable and non-communicable diseases, capacity for health emergency response and partnership coordination. WHO priorities map onto the priority areas of NSHDP and outcomes in the United Nations Development Assistance Framework (UNDAF II).

Annex 7. Summary of the strategies of selected donors for Nigeria

DFID¹³

The Department for International Development (DFID) leads the UK's global efforts to end extreme poverty, deliver the Global Goals for Sustainable Development (SDGs) and tackle a wide range of global development challenges. The UK's focus and international leadership on economic development is a vital part of Global Britain - harnessing the potential of new trade relationships, creating jobs and channeling investment to the world's poorest countries. Throughout history, sustained, job-creating growth has played the greatest role in lifting huge numbers of people out of grinding poverty. This is what developing countries want and is what the international system needs to help deliver. Whilst there is an urgent need for traditional aid in many parts of the world, ultimately economic development is how we will achieve the Global Goals and help countries move beyond the need for aid (DFID (2018b)).

Why DFID is investing in Nigeria

Nigeria is Africa's biggest country by population and its second largest economy. It has the world's 10th largest proven oil reserves and the 9th largest natural gas reserves. The UK-Nigeria trade relationship was worth £4 billion in 2015 and has the potential to grow significantly in the future. Nigeria is therefore a significant trade and investment partner for the UK in Africa.

However, Nigeria faces a number of challenges to its future growth and development. Conflict continues to affect its oil-rich delta region and there is a violent Islamist insurgency in its North East which has caused a humanitarian crisis. Despite significant natural resources, around a third of Nigerians (60 million) live below the national poverty line with around another third just above; many of them are highly vulnerable and at risk of being trafficked to the UK. The government of Nigeria is taking the lead to tackle these issues, but struggles with corruption, as well as the necessary capacity and resources. The UK is focused on helping Nigeria overcome these challenges.

What is being achieved for the UK?

The UK and Nigeria have a strong partnership that builds on longstanding economic ties and mutual security interests. We are building on this to ensure the UK is the partner of choice for trade and investment. Helping Nigeria to reduce its dependency on oil and gas will not only benefit Nigeria, it will also provide greater commercial opportunities for UK investment in sectors such as financial services, agricultural technology and education.

UK aid will also tackle human trafficking and crime that directly affects the UK, including providing more economic opportunities for Nigerians within their own country. Combined with our political, military, intelligence and trade engagement, UK aid contributes towards a more peaceful, democratic and prosperous Nigeria. This in turn prevents migration and reduces the risk of violent extremism.

USAID¹⁴

The USAID Mission has established its Country Development Cooperation Strategy goal as **Reduced Extreme Poverty in a More Stable, Democratic Nigeria**. The Mission hypothesizes that if the Government of Nigeria can provide services for its citizens, and support a more equitable distribution of economic growth, funded primarily with Nigeria's own national wealth, then extreme poverty will be reduced in a more stable, democratic nation (USAID (2015)).

¹³ DFID (2018b):2

¹⁴ USAID (2015:22)

Specifically, the strategy proposes to improve the performance of reform-oriented state and local governments, increase inclusive economic growth, and boost health and educational attainment to reduce extreme poverty. To sustainably achieve this, the Mission will engage the private sector and reform-minded state and local government officials to ensure that the benefits of economic growth are more widely and equitably enjoyed throughout their jurisdiction, especially by women and other marginalized groups. This strategy will also increase access to healthcare and education by supporting and strengthening basic service delivery systems. Together, these efforts will create jobs and stability, increase the ability of and confidence in government, and develop a healthier and more educated citizenry – three mutually reinforcing objectives that will contribute to reducing poverty in Nigeria. Democratic systems function best with an educated and empowered population. Inclusive economic growth requires a healthy and educated population participating in the market – to work and consume goods, and contribute to stability. Improved service delivery becomes possible when governments adhere to the principles of good governance.

What is good governance?

Well-governed societies have government structures that effectively deliver public goods and services to all members of society; that efficiently make decisions and allocate resources benefitting all segments of the population fairly; that transparently demonstrate how policy and budgetary decisions are made and how resources are spent; that have various forums for all citizens to participate in decision-making and oversight of government programs; and are accountable for decisions, resource allocations, and successes as well as failures.

AFD¹⁵

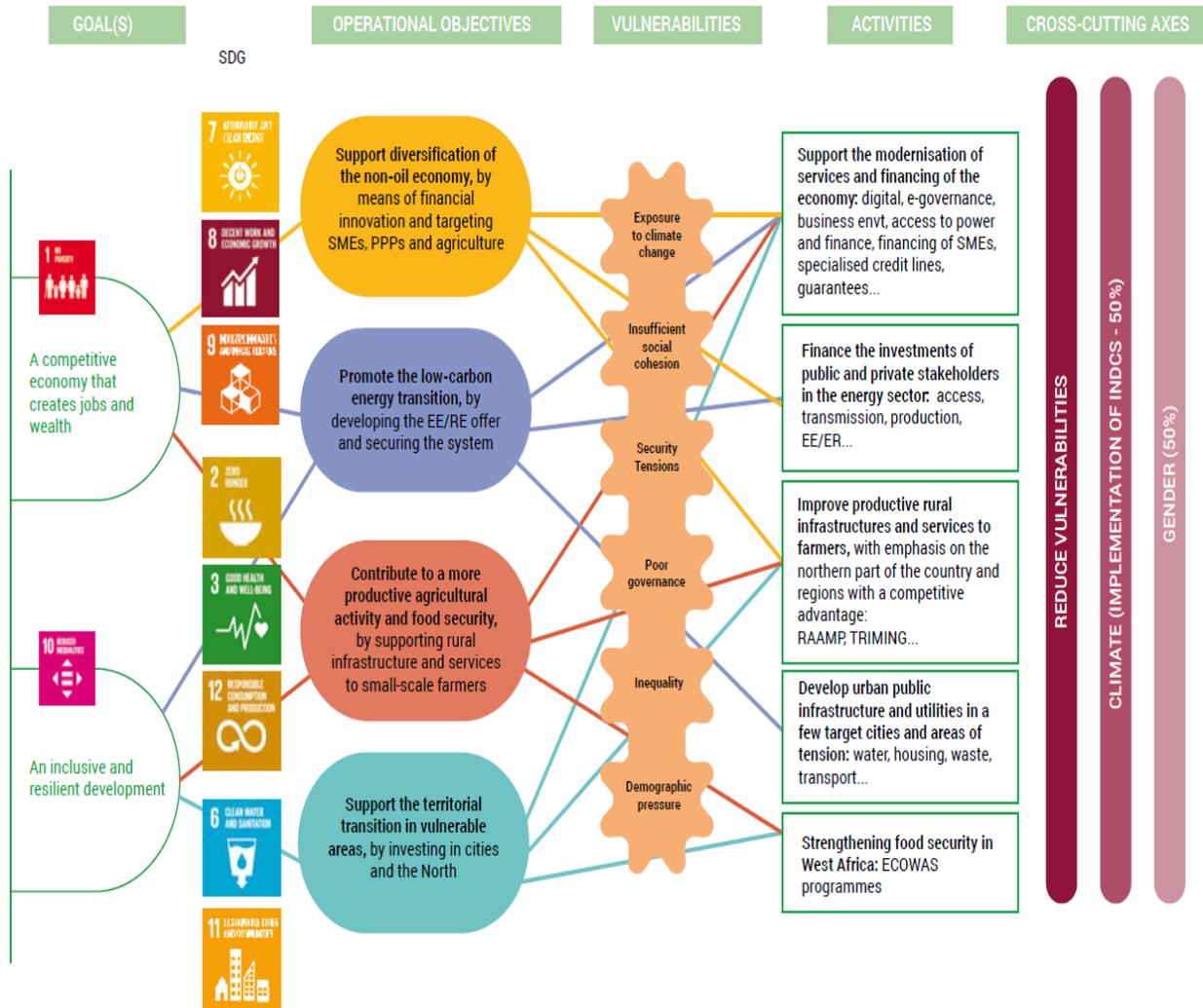
For the 2017–2021 period, a little less than ten years after operations in Nigeria began, AFD is proposing some strategic changes rather than a complete overhaul of its intervention framework. In fact, although the country's macroeconomic, political and security environment has changed, its fundamental components and weaknesses persist: high growth potential, demographic pressure, exposure to climate change, fragile social cohesion, colossal investment needs, social and geographic inequalities, etc. The new orientations take into account (i) AFD's priorities at world level and in Africa, in line with the strategic orientations of France,²⁴ but also (ii) changes in the Nigerian government's economic and social policy, and lastly (iii) the context of a gradual exit from the "Boko Haram crisis", in a still structurally fragile environment (AFD (2018)).

Out of the three main strategic priorities of the Nigerian government (relaunching economic growth, building a competitive economy and improving human capital), whose ultimate purpose is to "promote inclusive growth", AFD is prioritising the economic factor while at the same time ensuring that the country's development is sustainable and that its benefits are equitably shared, in line with AFD's regional strategy in SSA.

The overarching goal of AFD is thus to contribute to developing a competitive economy that creates jobs and wealth and a shared, inclusive and resilient development. Four operational objectives, largely aligned with the strategic priorities of the Nigerian authorities (ERGP) and AFD's priorities for Africa, have been foregrounded, with cross-cutting integration of the issues of the reduction of gender inequality and the fight against climate change.

¹⁵ AFD (2018)

AFD Logical Framework of Intervention in Nigeria



²⁴ France has set priority on Africa, as an emerging continent of the 21st century. The approach underpinning this strategy is the strengthening of France’s action in countries that are emerging from crises and/or in fragile situations. Lastly, the strategy is in line with the 2030 sustainable development agenda as it involves steering and implementing actions conducive to achieving the sustainable development goals (SDGs).