

# **COUNTRY LEVEL EVALUATION NIGERIA**

## **Final Report**

### **Volume II: Annexes**

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*Evaluation carried out on behalf of the European Commission*





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**The opinions expressed in this document represent the views of the authors, which are not necessarily shared by the European Commission or by the authorities of the countries concerned.**

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## List of Acronyms and Abbreviations

ACRONYM	NAME
ACP	African, Caribbean and Pacific
AfDB	African Development Bank
AIDCO	EuropeAid Cooperation Office
AU	African Union
BGSP	Basic Guide for Routine Immunisation Service Providers
BL	Budget Line
BMPIU	Budget Monitoring and Price Intelligence Unit
bn	Billion
BS	Budget Support
CBN	Central Bank of Nigeria
CBO	Community Based Organisation
CCB	Code of Conduct Bureau
CDE	Centre for the Development of Enterprise
CDF	Comprehensive Development Framework
CEDEAO	Communauté Economique des Etats de l'Afrique de l'Ouest
CMD	Centre for Management Development, Lagos
CPI	Corruption Perception Index
CRIS	Common RELEX Information System
CSO	Civil society organisation
CSP	Country support strategy paper
CU	Customs Union
DAC	Development Assistance Committee
DALE	Disability Adjusted Life Expectancy
DfID	Department for International Development (UK)
DG DEV	EC Directorate General for Development
DPT	Diphtheria Tetanus whole cell Pertussis vaccine
DMO	Debt Management Office
EAMR	External Assistance Management Report
EBAS	EU-ACP Business Assistance Scheme
EC	European Commission
ECD	EC Delegation
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EFCC	Economic and Financial Crimes Commission
EIB	European Investment Bank
EIDHR	European Initiative for Democracy and Human Rights

ACRONYM	NAME
EITI	Extractive Industries Transparency Initiative
EIU	Economic Intelligence Unit
EMCAP	Economic Management and Capacity Programme
EPA	Economic Partnership Agreement
EQ	Evaluation Question
ETR	End of Term Review
EU	European Union
FA	Financial Agreement
FDI	Foreign Direct Investment
FEM	Final Evaluation Mission
FGN	Federal Government of Nigeria
FMARD	Federal Ministry of Agriculture and Rural Development
FMinv	Federal Ministry of Environment
FMOH	Federal Ministry of Health
FMWR	Federal Ministry of Water Resources
FRL	Fiscal Responsibility Law
FS	Focal Sector
FTA	Free Trade Agreement
GATT	General Agreement on Tariffs and Taxes
GAVI	Global Alliance for Vaccines and Immunisation
GDP	Gross Domestic Product
GoN	Federal Government of Nigeria
GTZ	Gesellschaft für Technische Zusammenarbeit (German Technical Cooperation)
HERFON	Health Reform Foundation of Nigeria
HF	Health Facility
HIV-AIDS	Human Immunodeficiency Virus- Acquired Immune Deficiency Syndrome
HQ	Head Quarter
HSW	Human Solid Waste
ICC	Inter-agency Coordination Committee
ICPC	Independent Corrupt Practices Commission
ICT	Information & Communication Technology
IDA	International Development Association
IFEMIS	Integrated Financial and Economic Management Information System
IFIs	International Financial Institutions
IFS	Instrument For Stability
IMF	International Monetary Fund
IMR	Infant Mortality Rate
INEC	Independent National Election Committee
INSIDE	Increasing Non-State Actor's Implementation and Development System

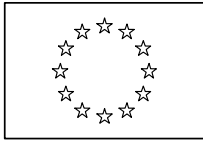
ACRONYM	NAME
IWRM	Integrated Water Resource Management
JAR	Joint Annual Review
JC	Judgment Criterion
JDBF	Joint Donor Basket Fund
JEU	Joint Evaluation Unit
JICA	Japan International Cooperation Agency
LEEDS	Local Economic Empowerment and Development Strategy
LG	Local Government
LGA	Local Government Authority
LGC	Local Government Council
m	Million
MDAs	Maternal Mortality Rate
MDG	Millennium Development Goals
M&E	Monitoring & Evaluation
MER	Monitoring, Evaluation and Reporting
MMR	Ministries, Departments and Agencies
MoU	Memorandum of Understanding
MP	Member of Parliament
MPP3	Micro Project Programme in 3 Niger delta states: Rivers, Bayelsa and Delta State
MPP6	Micro Project Programme in 6 Niger delta states: Abia, Akwa Ibom, Imo, Edo, Ondo and Cross River
MPP9	Micro Project Programme in 9 Niger delta states: Abia, Akwa Ibom, Bayelsa, Cross River, Delta, Edo, Imo, Ondo and Rivers State
MR	Monitoring Report
MS	Member States
MTEF	Medium Term Expenditure Framework
MTR	Mid-term Review
NAO	National Authorising Officer
NAPEC	National Poverty Elimination Programme and Commission
NBS	National Bureau of Statistics
NDPF	National Development Partnership Framework
NEEDS	National Economic Empowerment and Development Strategy
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organisation
NICS	Nigeria Immunisation Coverage Survey
NIDs	National Immunisation Days
NIP	National Indicative Programme
NPC	National Planning Commission
NPHCDA	National Primary Health Care Development Agency
NPI	National Programme on Immunisation

ACRONYM	NAME
NSAs	Non State Actors
NRM	Natural Resources Management
OAU	Organisation for African Unity
ODA	Overseas Development Assistance
OECD	Organisation for Economic Cooperation and Development
OLAS	Online Accounting System
OO	Overall Objective
OPE	Operational Programme Estimates
OVI	Objective Verifiable Indicator
PEFA	Public Expenditure and Financial Accountability
PEI	Polio Eradication Initiative
PEMFAR	Public Expenditure Management and Financial Accountability Review (World Bank)
PFM	Public Financial Management
PIU	Project Implementation Unit
PMU	Programme Management Unit
PP	Project Purpose
PRIME	Partnership to Improve Immunisation Efficiency
PRSP	Poverty Reduction Strategy Paper
PSI	Policy Support Instrument
PSU	Programme Support Unit
QSP	Quick Start Package
RG	Reference group
RI	Routine Immunisation
RIP	Regional Investment Programme
ROs	Regional Organisations
ROM	Results oriented monitoring of projects
SAO	State Authorizing Officer
SEEDS	State Economic Empowerment and Development Strategy
SERVICOM	Service Compact
SIAs	Supplementary Immunisation Activities
SMARD	State Ministry of Agriculture and Rural Development
SME	Small and medium size enterprises
SME <sub>env</sub>	State Ministry of Environment
SMOH	State Ministry of Health
SNIDs	Sub-national Immunisation Days
SPS	Special Preference System
SPT	State Project Team
SRIK	Support to Routine immunisation in Kano
SRIP	Support to Reforming Institutions Programme

ACRONYM	NAME
SSA	Sub Saharan Africa
STU	State Technical Unit
STWSSP	Small Towns Water Supply & Sanitation Programme
SWA	State Water Authorities
SWB	State Water Board
SWD	Solid Waste Disposal
TA	Technical Assistance
TB	Tuberculosis
TC	Technical Cooperation
TCF	Technical Cooperation Facility
TOR	Terms of Reference
U5	Mortality of children under 5 years of age
UEMOA	Union économique et monétaire ouest-africaine (West African Economic and Monetary Union/ WAEMU)
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
USAID	United States Agency for International Development
VPD	Vaccine Preventable Diseases
WAEMU	West African Economic and Monetary Union
WATSAN	Water and Sanitation
WB	World Bank
WCA	Water Consumer Associations
WEDC	Water, Engineering & Development Centre
WFD	Water Framework Directive
WHO	World Health Organisation
WSS	Water Supply and Sanitation
WSSD	World Summit on Sustainable Development
WSSSRP	Water Supply and Sanitation Sector Reform Programme
WTA	World Trade Association
WTO	World Trade Organisation



## **ANNEX 1                      TERMS OF REFERENCE**



EUROPEAN COMMISSION

Evaluation  
of the European Commission's Cooperation  
with the  
Federal Republic of Nigeria  
  
**Country Level Evaluation**

**TERMS OF REFERENCE**

**15.01.2009**

## Mandate and objectives

Systematic and timely evaluation of its expenditure programmes is a priority of the European Commission (EC). It is the key to account for the management of the allocated funds and for promoting a lesson-learning culture throughout the organisation. The focus is on the **impact** (effects) of these programmes against a background of greater concentration of external cooperation and increasing emphasis on **result-oriented approaches**, particularly in the context of the programmes of the Relex Family<sup>1</sup>.

The evaluation of the Commission's cooperation with the **Federal Republic of Nigeria** is part of the **2008** evaluation programme as approved by External Relations and Development Commissioners.

The main objectives of the evaluation are:

- To provide the relevant external cooperation services of the EC and the wider public with an overall independent assessment of the Commission's past and current cooperation relations with **the federal Republic of Nigeria, including the 10<sup>th</sup> programming currently under discussion**.
- To identify key lessons in order to improve the current and future strategies and programmes of the Commission.

## Background<sup>2</sup>

Nigeria became independent in 1960 and has since experienced 30 years of military dictatorship. Elections in 1999, though flawed, allowed the return of a democratic government which allowed a thorough reform of governance. The short transition to democracy imposed the rapid constitution of three organisationally and ideologically limited political parties. State Assemblies are also very weak, lacking resources and uncertain of their role. This allows the executive to dominate. Since the transition, the government has succeeded in preserving democracy and avoiding any challenge from the military. The government continues to face the daunting task of reforming a petroleum-based economy, whose revenues have been squandered through corruption and mismanagement, and institutionalizing democracy. In addition, Nigeria continues to experience longstanding ethnic and religious tensions. Although both the 2003 and 2007 presidential elections were marred by significant irregularities and violence, Nigeria is currently experiencing its longest period of civilian rule since independence. The general elections of April 2007 marked the first civilian-to-civilian transfer of power in the country's history.

## EC Cooperation objectives

In accordance with Article 177 of the Treaty establishing the European Community, Community policy in the sphere of development cooperation shall foster:

- The sustainable economic and social development of the developing countries, and more particularly the most disadvantaged among them;
- The smooth and gradual integration of the developing countries into the world economy;
- The campaign against poverty in the developing countries.

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1 Directorates General of External Relations, (RELEX), Development (DEV) and the EuropeAid Co-operation Office (AIDCO).

2 Please find a note on the country background covering the political situation, economic and social poverty analysis, trade and regional integration, environmental situation – vulnerability and poverty, national development policy in [ToR] Annex I.

The overall policy objectives towards Africa are stated in the 2005 Communication (COM /2005/489 final). The document gives a comprehensive, integrated and long-term framework for the EU relations with Africa.

In February 2006 "The European Consensus" (2006/C46/01) - a joint statement by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission on the EU Development Policy – was adopted. "The European Consensus" presents common objectives and principles for development cooperation (poverty eradication, ownership, partnership, delivering more and better aid, promoting policy coherence for development) as well as it sets out the renewed European Community Development Policy.

## **Overview of past and ongoing EC cooperation**

Development cooperation between the EC and Nigeria dates back to 1976 when Nigeria joined the African, Caribbean and Pacific (ACP) group of states as a signatory to the Lomé Convention. However, this relationship was suspended in 1995 because of the execution of Ken Saro-Wiwa and other Ogoni leaders by the then military government.

With the return to democracy in 1999, relations between the EC and Nigeria were resumed. A country support strategy was signed between the EC and Nigeria in 2001.

EC-Nigeria relations acquired a higher political profile recently through the holding of an EU/Nigeria political dialogue at ministerial level in May 2004.

The EU, through the European Development Fund (EDF) and other sources, has a sum of approximately €650 million available for Nigeria in development funding over the period 2002-2007. This is equivalent to over N115 billion (Naira) - more than is available for any other ACP country. This reflects the importance the EU attaches to Nigeria, its potential both as Africa's most populous country, and as a key actor in the economic and social development and security of West Africa.

The strategy signed in 2002 reflects the unique challenges of Nigerian development. Large funds are available to the Nigerian government, mainly from oil. However, government programmes have in the past failed to translate into effective services to the Nigerian people – schools, healthcare, water supply, roads – because of corruption and mismanagement. Today there is an unprecedented chance to change this, because of the government's commitment to reform and the fight against corruption.

The EU's ongoing dialogue and cooperation with the government, the private sector and civil society has one overriding aim: to help Nigeria escape from the poverty and corruption left by years of military rule and neglect. The scale of EU support programmes is a clear indication of the confidence it has in the ongoing reform process, and of its commitment to a brighter future for all Nigerians.

More specifically, the objectives of the bilateral cooperation between the EC and Nigeria are:

- Consolidating democracy and respect for human rights;
- Reducing poverty and achieving sustainable institutional reform, social and economic development;
- Enhancing its capacity to contribute to regional integration, peace, security and development and to integrate into the world economy;

## **Bilateral objectives**

As part of the end-of-term review, it has been agreed to adjust the country strategy as contained in the CSP and NIP. In particular it has been agreed that whilst the focal sectors will be maintained, the focal states identified in the original CSP (Abia, Cross River, Kebbi, Gombe, Osun and Plateau) will be changed. The revised list of focal states is:

Anambra

Jigawa

Kano

Yobe,

Cross River (in the original CSP)

Osun (in the original CSP)

The new breakdown of the indicative allocation is presented below:

	Initial indicative allocation		Indicative allocation after the MTR (according to addendum)		Indicative allocation after the ETR	
Focal Sector 1- Water and sanitation	230.0	42%	150.0	27%	87.0	18%
Focal Sector 2- State and Local institutional and economic reform	220.0	40%	215.0	39%	238.5	50%
Non focal sector						
Immunisation	64.5	12%	110.0	20%	60.9	13%
Elections, human rights, support to non state actors, TCF, support to the NAO's office, EPA negotiations, Cameroon- Nigeria border demarcation, Microprojects plus reserve".	37.5	6%	77.0	14%	90.8	19%
	552.0	100%	552.0	100%		100%

### **Focal sectors 1 "Water and sanitation":**

The initial specific objectives within *Focal Sector 1 "Water and sanitation"* foreseen in the **CSP** include:

a) Support to improvement of delivery of water and sanitation services in the six focal states of Abia, Cross River, Kebbi, Gombe, Osun and Plateau.

Major interventions:

- institutional support to reforms and strengthening of the water and sanitation sector in these six states;
- budget support to fund expanded provision of water and sanitation,
- support for water and sanitation policy at federal level

**After the ETR** the following specific objective will be pursued: in financial terms the importance of the sector for the development cooperation between Nigeria and the EC has decreased substantially over the years. No new initiatives are proposed in the 2006-2007 pipeline and therefore the sector allocation further reduced from **M€ 150.0 to M€ 87.0**. Despite the poor performance in this sector and in view of the validity of new projects proposed in other sectors, only a minimal part of the unutilised allocation will be withdrawn. No interventions are foreseen.

## **Focal Sector 2 "State and local institutional and economic reforms":**

The initial specific objectives within *Focal Sector 2 "State and Local Institutional and Economic reform"* foreseen in the **CSP** include:

a) support to improvement of service delivery through reforms of governance and of public finance management in the six focal states of Abia, Cross River, Kebbi, Gombe, Osun and Plateau.

Major interventions:

- support to reforms and strengthening of governance, public finance management and service delivery in these six states;

- budget support to fund expanded provision of poverty-oriented services, conditional on the success of the state's reforms and the institutional support in improving governance, public finance management and service delivery in the six states

**After the ETR** the following specific objective will be pursued:

The following specific objective will be pursued: this sector, broadened during the MTR to include interventions to support the federal government reforms, has confined to be an important, efficient, and quick disbursing sector of cooperation. Projects have high visibility and impact on the lives of the Nigerians. To date most of the projects have focussed on federal level and work at State level only began last year. Project implementation will continue as planned and intended during the MTR except that the project to support the 2007 Presidential and legislative elections is larger and more focused on good governance and institutional reform that initially foreseen.

The major interventions foreseen are:

Support to electoral cycle	m€ 40.0
Ceiling increase Census Project	m€ 3.0
"Support to Reforming Institutions Programme (SRIP)" Phase II	m€ 29.6

The changes in this sector in comparison to the MTR are limited to the size of some key projects (support Non State Actors, support to the 2007, etc.). The sector allocation is increased from **M€ 215.0 to M€ 238.5**.

### **Non focal sectors:**

In the original CSP five non-focal activities were considered for EC support: Federal-level public finance management, regional integration, elections and human rights, immunisation, private sector development. Furthermore, two areas may receive funding depending on the evolution of needs and availability of funds: support for international programmes and Federal Budget support. The mid term review recognised that public finance management at state level has not advanced to the point that state-level budget support can be considered in the foreseeable future.

It should be noted that only the activities and areas mentioned here require activities in which the EC may be the principal donor: elections/human rights, immunisation, private sector development and civil society support.

**Following the ETR, Non focal sector – Area a) – Immunisation and polio eradication** is modified as follows. The MTR allocation is revised – in fact increased - to take into account the pivotal role played by Nigeria in the worldwide polio eradication campaign and the reforms and decentralisation of immunisation undertaken in 2006. The ETR allocation of **M€ 60.9** takes into account that the ongoing PRIME project (M€ 77.4) is accounted for under the EDF7.

**Non focal sector – Areas b) to e)** elections, human rights, support to non state actors, TCF, support to the NAO's office, EPA negotiations, Cameroon-Nigeria border demarcation, Microprojects MPP9 plus reserve. The MTR allocation is increased to **M€ 90.8** mainly to accommodate a new Micro

Projects Programme<sup>6</sup>. The additional funds will come from decommitments from previous EDFs, from 9th EDF projects and from reallocations from other sectors.

### **Integration of transversal issues:**

Cross cutting themes are in evidence in both focal and non-focal sectors. Governance, democracy and gender issues figure prominently in the non-focal programmes as well as in the capacity building and reform programme.

### **Projects funded from budget lines:**

On the initiative of the European Parliament a budget line was established for 1998 and 1999 to provide €7 million to support human rights and democracy in Nigeria.

Funding under the EIDHR (European Initiative for Democracy and Human Rights) is to be investigated.

Nigeria also benefits from NGO projects financed from other budget lines, in particular the budget line for ‘Co-financing of projects undertaken in the developing countries by non-governmental organisations’ (B7-6000).

Nigerian Civil Society Organisations (CSOs) are directly implementing projects financed by the European Union under various Budget Lines. Under the Budget line **European Initiative for Democracy and Human Rights** CSOs are implementing 21 projects; under the budget line **Co-financing with NGOs**, Nigerian CSOs are implementing 3 projects and under the budget line **Health** CSOs are implementing 2 projects.

### **EU Member States and other donors**

Donor co-ordination is relatively good in terms of communication on the ground, but the delays in the establishment of the main instruments of such co-ordination – i.e. the PRSP and the Comprehensive Development Framework (CDF) – reduce the effectiveness of the efforts made. The World Bank has a leading position in almost all the sectors: this increases the Bank's responsibility for coordination. The UNDP has a specific mission for coordination and fulfils its task through periodical provision of information and documentation, and organisation of sectoral meetings.

### **Regional Situation**

Nigeria is particularly influential in advancing the New Partnership for African Development (NEPAD) and has strongly promoted the peer review mechanism, and the transformation of the OAU to the African Union (AU).

Nigeria is a key member of ECOWAS (CEDEAO) and actively participates in regional security, conflict prevention, mediation and peace-keeping missions.

### **Nigeria National Development Agenda<sup>3</sup>**

In 2003 the FG has launched a poverty reduction strategy, known as the National Economic Empowerment and Development Strategy (NEEDS)<sup>4</sup>, this strategy is being extended to state level as ‘SEEDS’. The NEEDS focuses on poverty reduction, wealth creation, and human development to be achieved by: (a) Reforming government and its institutions; (b) Increasing the non-oil private sector; and (c) Implementing a social charter.

Progress in the implementation of PRSP is far more satisfactory at Federal level than at State level. The Federal Government is aware of it and to encourage the introduction of administrative reforms

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<sup>3</sup> In term of national development plan two new documents have to be taken into account: the 7 Point Agenda of the President Yar adua and the vision 2020 (still a draft).

<sup>4</sup> National Planning Commission, The NEEDS Secretariat, Abuja (NEEDS@Nigerianeconomy.com)

also at State level launched in 2005 a process known as SEEDS<sup>5</sup> benchmarking. The process aimed at identifying the States more committed to good governance principles by examining achievements and plans in five or six critical areas of public administration. The best States would then be recommended as recipients for concentration of donors' aid. The results were finally released in March 2006 leading some donors to change their focal States. The analysis of the results by the Delegation and the NAO brought about a review of focal states listed in the CSP/NIP.

The new strategy is based on macro-economic stability and a prudent budget process. It identifies six key sectors as engines of growth suitable for local and foreign investment, namely oil, gas, agriculture, solid minerals, manufacturing and tourism. It targets four areas for reform:

- Acceleration of the privatisation programme, notably the sale of public utilities, to improve service delivery;
- Public sector transparency and accountability and actions to stop corrupt practices.
- Institutional reforms and better governance to improve the budget process and service delivery at all levels of government;
- Reform of the civil service to improve coordination and policy formulation, to review the payroll and pension system, and to cut waste and inefficiency;

Concerning the prospects for the continuation of poverty reduction efforts, the preparation of a second phase of the PRSP (**NEEDS II**) has already started. The new strategy is scheduled to be in place in 2007. NEEDS II is likely to focus on Infrastructure (physical and human) and employment generation which have been identified as the main areas of challenges for Nigeria along with the extending of reforms downwards to local governments and communities.

## Scope

### *Temporal and legal scope*

The scope of the evaluation is the Commission's cooperation strategies and their implementation focusing on impact, sustainability, effectiveness and efficiency during the period 1999 - 2008 and on intended effects for the period under the current programming cycle 2008 – 2013.

The evaluation should be **forward looking**, providing lessons and recommendations for the continued support to the partnership with Nigeria.

The Consultants must:

- Provide a fully-fledged assessment of the cooperation framework with the country including the main agreements and other official commitments between Nigeria and the EC.
- Analyse the relevance and coherence, transition and continuity of the Commission's cooperation strategies with the country (all instruments included) for the period 1999 – 2008 this should also include the assessment of the priority sectors in CSP 2008-2013 including recommendations for the 2010 mid-term review.;
- The above mentioned analysis should consider the level of adaptation to the context and needs of the country in the different periods.
- Provide a detailed analysis of the results achieved and lessons learnt in all priority sectors. This analysis should require sectoral analysis of key sectors such as *Water and sanitation* and *State and Local Institutional and Economic reform*.
- Assess the value added of the Commission's cooperation strategies; the coherence within the EC's developments programme, the coordination/complementarity and coherence with the partner

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5 All 36 States have issued PRSP which are locally called SEEDS (State Economic Empowerment and Development Strategy)

country's policies and with other donors' interventions, particularly the Member States; the consistency between programming and implementation for the same period as well as the aid effectiveness dimension as a whole.

- Provide recommendations and lessons learned on the implementation of the Commission's cooperation, focusing on impact, sustainability, effectiveness and efficiency for the period 1999 – 2008 and on intended effects for the period 2008 – 2013.
- The evaluation should give due attention to the role of thematic budget lines, successful integration of cross cutting issues and participation of civil society.

### *Thematic scope*

The scope of the evaluation is to evaluate the overall EC's cooperation with Nigeria between 1999 and 2008 including a mix of projects under different budget lines and in particular the Commission's Country Strategies covering that period plus the mid term and end term reviews.

The evaluation should produce a full inventory of the Commission's funding to Nigeria for this period of time.

The evaluation should check whether the priorities of financial allocations during that period of time adequately correspond to the priorities of the respective priorities of the CSP<sup>6</sup> and Nigeria's National Development Agenda.

The coordination and complementarities between activities under different mechanisms, modalities and budget lines as well as between activities initiated at regional versus those at national level should be analysed.

The coherence of the EC's cooperation with Nigeria in relation to regional strategies, centralised programmes and trade negotiations between the EU and Nigeria should be evaluated.

The evaluation shall evaluate, whether the recommendations of previous regional evaluations, thematic and sector evaluations as well as evaluations of centralized cooperation, in which Nigeria had been considered were useful and to what extent they have been taken into account in the current (EDF10) programming cycle under approval, indicating the reasons in the context of the decision making procedures.

The purpose of the evaluation is to identify relevant lessons and to produce recommendations for the current and future strategy programme. **The centre of attention** should be on the following areas of cooperation:

- (a) Water and sanitation;
- (b) State and local Institutional and economic reform;
- (c) Federal-level public finance management;
- (d) Regional integration;
- (e) Elections and human rights;
- (f) Good governance, capacity building and the fight against corruption and mismanagement;
- (g) Census;
- (h) Immunisation;
- (i) Support to non state actors;
- (l) Technical cooperation facility (T CF);

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6 Included the mid term and end term reviews plus addenda I and II.



- (m) Support to the NAG's office;
- (n) EPA negotiations;
- (o) Cameroon-Nigeria border demarcation;
- (p) Microprojects.
- (q) The evaluation should also consider cross-cutting issues (human rights, conflict prevention, gender equality, environmental sustainability, fight against HIV/AIDS, children rights and needs, the cultural dimension) and the extent to which they have been adequately addressed.

NB: All completed evaluations in the country related to EC interventions at project and programme level are important reference material to be taken into account. The Consultants should not deal with the points already covered by these evaluations, but build on them.

### Key deliverables

The overall methodological guidance to be used is available on the web page of the EuropeAid evaluation unit under the following address:

[http://ec.europa.eu/comm/europeaid/evaluation/methodology2/index\\_en.htm](http://ec.europa.eu/comm/europeaid/evaluation/methodology2/index_en.htm)

Within 14 working days after the reception of the ToRs, the Consultants will present a **launch note** which should contain:

- their understanding of the ToR;
- a methodological note including the implementation of the quality control;
- the provisional composition of the evaluation team with CVs;
- a proposed budget<sup>7</sup>.

Following the launch note, the main key deliverables are:

- The inception meeting;
- The inception report;
- The desk report;
- The final reports and seminar in the country.

### The inception meeting

Upon approval of the launch note by the Evaluation Unit, the Consultant proceeds to the structuring stage leading to the production of an inception report.

The main part of the work consists in the analysis of all key relevant documents regarding the Commission's cooperation (past and present) with Nigeria. The Consultants will also take into account the documentation produced by other donors and international agencies.

On the basis of the information collected and analysed, the Consultants will propose evaluation questions and prepare explanatory comments for each. The choice of the questions determines the subsequent phases of information and data collection, elaboration of the methods of analysis, and elaboration of final judgments. The consultants will also identify appropriate judgment criteria.

A meeting will be held with the reference group to discuss and validate:

- The evaluation's regulatory framework, its context, main users and expected uses;

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<sup>7</sup> In the frame of a "framework contract"

- The evaluation's central scope;
- The scope extended to related policies;
- The intervention logic according to official documents;
- The evaluation questions;
- Explanatory comments associated to each evaluation questions (when possible, indicate judgment criteria).

Upon validation by the Reference Group, the evaluation questions become part of the ToR.

## **Inception report**

At the end of the inception phase, the consultants must deliver an **inception report**, which finalises the evaluation questions and describes the main lines of the methodological design including the indicators to be used, the strategy of analysis and a detailed work plan for the next stage.

The inception report contains the following elements:

- the intervention logic;
- the validated evaluation questions;
- a limited number of appropriate judgment criteria per evaluation question;
- a limited number of quantitative and/or qualitative indicators related to each judgment criterion;
- a proposal containing suitable working methods to collect data and information in the Commission's headquarters and delegations, including information coming from the country itself and other donors in Nigeria;
- a first outline of the strategy and the methods used to analyse the collected data and information indicating any limitations;
- a chain of reasoning for answering the question;
- a concise description of the development cooperation context of the Commission with Nigeria related to the evaluation questions;
- a detailed work plan for the next stage.

The report will also confirm if necessary:

- The final composition of the evaluation team and
- The final work plan and schedule.

The two latter points will be agreed and confirmed through a formal exchange of letters between the Consultants and the Commission.

This phase may include a short preparatory and exploratory visit of the Consultants to the field.

## **Desk report**

Upon approval of the inception report the Consultants proceed to the final stage of the desk phase. At the end of this phase, the Consultants will present a desk report setting out the results of this phase of the evaluation including all the following listed elements (the major part of the inception report will be in the annex of the desk phase report):

- the evaluation questions with the agreed judgment criteria and its quantitative and qualitative indicators;
- the first elements of answer to the evaluation questions when available and the hypotheses to be tested in the field;

- progress in the gathering of data. The complementary data needed for the analysis and to be collected in the field have to be identified;
- methodological design, including evaluation tools ready to be applied in the field phase: (i) suitable methods of data collection within the country indicating any limitations, describing how the data should be cross-checked and specifying the sources, (ii) appropriate methods for data collection and to analyse the information, again indicating any limitations of those methods in Nigeria.
- an exhaustive list of all the activities covered during the period and an exhaustive list of all activities examined during the desk phase, bearing in mind that activities analysed in the desk phase and the field phase (including ROM) have to be representative;
- a workplan for the field phase: a list with brief descriptions of activities, projects and programmes for in-depth analysis in the field. The consultants must explain the value added of the visits.

**The field mission cannot start before the evaluation manager has approved the desk report.**

### **Field reporting**

The fieldwork shall be undertaken on the basis set out in the desk report and approved by the reference group (which includes the Delegation). The work plan and schedule of the mission are agreed in advance with the Delegation concerned. If during the course of the fieldwork it appears necessary to deviate from the agreed approach and/or schedule, the Consultants must ask the approval of the Evaluation Unit before any changes may be applied. At the conclusion of the field study the Consultants present the preliminary findings of the evaluation:

- (1) Presentation during a de-briefing meeting with the Delegation;
- (2) Presentation to the reference group shortly after their return from the field.

### **Final reports and seminar in the country**

#### ***The Draft Final Report***

The Consultants will submit the draft final report in conformity with the structure set out in annex 2. Comments received during de-briefing meetings with the Delegation and the reference group must be taken into consideration.

The Consultants may either accept or reject the comments but in case of rejection they must justify (in writing) the reasons for rejection (the comments and the Consultants' responses are annexed to the report). If the Consultants don't want to take them in the report, they must explain in a separate document the reasons why.

If the evaluation manager considers the report to be of sufficient quality (cf. annex 3), it will circulate it for comments to the reference group. The reference group will convene to discuss it in the presence of the evaluation team.

#### ***The Seminar***

The Consultants will make the appropriate amendments based on comments expressed by the reference group and the Evaluation Unit. The revised draft final report will be presented at a seminar in Nigeria. The purpose of the seminar is to present the results, the conclusions and the preliminary recommendations of the evaluation to the National Authorities, the Delegation as well as to all the main stakeholders concerned (EU Member States, representatives of civil society organisations and other donors).

The Consultants shall prepare a presentation (*Powerpoint*) for the seminar. This presentation shall be considered as a product of the evaluation in the same way as the reports and the data basis. For the **seminar** 60 copies of the report and 10 reports with full printed annexes (see annex 2 of the ToR) have to be produced.

### ***The Final Report***

The Consultants will prepare the final report based on the comments expressed at the seminar and on the basis of further comments from the reference group, the Delegation and/or the evaluation manager. The presentation (*Power point*) will be revised in accordance to the final report.

110 copies of the **Final Main Report** must be sent to the Evaluation Unit with an additional 10 reports with all printed annexes. A CD-Rom with the Final Main Report and annexes has to be added to each printed report. [*If the reports must be printed in various languages, the quantity and the distribution between languages must be agreed with the Evaluation Unit.*]

The evaluators have to hand over on an appropriate support (electronic or paper) all relevant data gathered during the evaluation.

The contractor shall submit a methodological note explaining how the quality control and the capitalisation of lessons learned have been addressed.

The Evaluation Unit makes a formal judgment on the quality of the evaluation (cf. annex 3).

### **Evaluation questions**

The evaluation will be based on the seven evaluation criteria: relevance, impact, effectiveness, efficiency, sustainability, coherence and the EC value added. The first five correspond to the traditional practice of evaluation of development aid and have been formalised by the OECD (DAC). The following two apply to all EC policies. The criteria will be given different weightings based on the priority accorded to the evaluation questions.

In general, questions (to a maximum of 10) will refer to the following main areas:

- ***Relevance of the strategy/programme:*** this includes both relevance to the general objectives of the EC and relevance to the needs and priorities of Nigeria (including the choice of target groups).
- ***Design and coherence of the intervention strategy/programme:*** this mainly concerns the extent to which the resources foreseen were adequate in relation to the objectives set out in the programming documents.
- ***Consistency of the implementation in relation to the strategy:*** the Consultants shall verify the extent to which the work plan, schedule and implementation of the activities (all types of interventions, geographical and sectoral distribution, instruments, aid delivery channels included) were consistent with the strategy. They shall demonstrate who were the real beneficiaries, direct or indirect, of the intervention and compare them to the target population(s) in the programming documents.

The Consultants will also verify the extent to which the intervention modalities (instruments, aid delivery channels, etc.) were appropriate to the objectives.
- ***Achievement of main impacts/effects:*** the Consultants shall identify all recorded results and impacts, including any unintended ones, and compare these to the intended results and/or impacts. The Consultants will also identify the changes, which occurred in the areas in which EC programmes were supposed to produce an impact.
- ***Efficiency of the implementation:*** for the activities which were effective, it will be necessary to question to what extent funding, human resources, regulatory and/or administrative resources contributed to, or hindered the achievement of the objectives and results.
- ***Sustainability of the effects:*** an analysis of the extent to which the results and impacts are being, or are likely to be maintained over time.

- **Key cross-cutting issues:** for example gender, environment and climate change, human rights, HIV/AIDS, institutional capacity building, etc. Verification should be undertaken, on the one hand, of the extent to which account has been taken of these priorities in the programming documents and, on the other hand, to what extent these issues have been reflected in the implementation modalities and in the effects of the intervention. **The 3Cs (co-ordination, complementarity and coherence):** co-ordination / complementarity with EU Members States and other donors; coherence with EU policies (including the Member States' own policies and eventual interventions of the EIB).
- **Value added of the EC interventions:** The extent to which the development intervention adds benefits to what would have resulted from Member States' interventions only in the partner country. The criterion is closely related to the principle of subsidiarity and relates to the extra-benefit the activity/operation generates due to the fact that it was financed/implemented through the EC.

There may be three practical elements to illustrate possible aspects of the criterion:

- 1) The EC has a particular advantage over Member States and how far is that visible;
- 2) The EC has a particular mandate in the framework of the '3Cs' and can draw member states to a greater effort together;
- 3) EC cooperation is guided by a common political agenda embracing all Member States and how far is that visible.

### **Responsibility for the management and the monitoring of the Evaluation**

The Evaluation Unit (AIDCO 03) is responsible for the management and monitoring of the evaluation with the assistance of the reference group.

Information will be given to the Consultants after the signature of the contract concerning the documents referred in Annex 1.

### **The Evaluation Team**

The evaluation team should consist of a team leader and 2-3 experts that possess a sound knowledge and experience in:

- evaluation methods and techniques in general and, preferably of evaluation in the field of development cooperation;
- the aid effectiveness dimension as a whole;
- good knowledge of Nigeria and West Africa, specific field experience in Nigeria as well as previous participation in monitoring or evaluating missions for EC cooperation would be an asset;

the following fields:

- Water and sanitation;
- State and local Institutional and economic reform;
- Federal-level public finance management;
- Regional integration;
- Elections and human rights;
- Good governance, capacity building and the fight against corruption and mismanagement;
- Health in general and Immunisation in particular;

- Non state actors: All members of the team must have good knowledge of the diverse means of implementation of development cooperation, including and in particular through sector-wide approaches and budget support.
- The following language(s): English. All persons in the team must be able to read the background documentation. All interviews in the field will be carried out in English, so that all experts need to speak it fluently. The report shall be written in English.

The Evaluation Unit strongly recommends that the evaluation team should include consultants from the country or the region (notably, but not only, during the field phase) with in-depth knowledge of key areas of the evaluation.

Consultants must be strictly independent. Conflicts of interests must be avoided.

It is highly recommended at least for the team leader to be fully familiar with the methodological approach set by the EC.

## Timing

After the approval of the launch note and the signature of the contract, the timing of activities will be set according to the following indicative work plan. The dates mentioned in the following section may be changed with the agreement of all concerned.

<i><b>Evaluation Phases and Stages</b></i>	<i><b>Notes and Reports</b></i>	<i><b>Dates</b></i>	<i><b>Meetings/Communications</b></i>
<b>Desk Phase</b>			
Structuring Stage	Short presentation (logical diagram and EQ)	January 2009	RG Meeting
	Draft Inception Report	February 2009	Optional: Short preparatory visit of the consultants to the field.
	<b>Final Inception Report</b>	March 2009	A formal exchange of letters between the Consultants and the Commission confirms the final composition of the evaluation team and the final work plan and schedule.
Desk Study	Draft Desk Report	April 2009	RG Meeting
	<b>Final Desk Report</b>	May 2009	
<b>Field Phase</b>		June/July 2009	De-briefing meeting with the Delegation.
	Presentation	September 2009	RG Meeting
<b>Synthesis phase (seminar in the country)</b>			
	1st draft Final report	October 2009	RG Meeting
	Revised draft Final report	November 2009	<b>Seminar in Nigeria</b>

			60 copies of the report and 10 reports with full printed annexes.
	<b>Final Main Report</b>	December 2009	110 copies of the Final Main Report must be sent to the Evaluation Unit. Additional 10 reports with all printed annexes must be sent to the Evaluation Unit as well.

### Cost of the Evaluation

The overall costs include:

- The **evaluation** as such;
- 2.5% of the total budget excluding the costs of the seminar are to be used for **quality control**;
- A **seminar** in the country.

The total of these 3 elements must not exceed **€ 200.000**.

*NB: The budget for the seminar (fees, per diems and travel) will be presented separately in the launch note.*

### Payments Modalities

The payments modalities shall be as follows:

- 30% on acceptance of the Inception Report, plus 2.5% of the agreed budget to be used for quality control;
- 50% on acceptance of the Draft Final Report;
- the balance on acceptance of the final report.

Seminar related costs are to be invoiced and paid separately.

## APPENDIX 1: NIGERIA- NOTE ON THE COUNTRY BACKGROUND

### Political situation

Nigeria became independent in 1960 and has since experienced 30 years of military dictatorship. 1999 saw elections, which, though flawed, returned a democratic government. The short transition to democracy imposed the rapid constitution of three organisationally and ideologically limited political parties. State Assemblies are also very weak, lacking resources and uncertain of their role. This allows the executive to dominate. Since the transition, the government has succeeded in preserving democracy and avoiding any challenge from the military. In general the return of democracy has seen a dramatic improvement in human rights, with the abrogation of arbitrary military decrees, the release of political prisoners and increased press freedom. Though government policy now actively promotes human rights, abuses do continue, especially in police practice. In the Islamic North of Nigeria, there has been a move to extend the application of Shari'a law from civil to criminal cases. By June 2001 this had been adopted by eleven of the 19 northern states and has led to tension and violent conflict between Christian and Moslem communities. The application of Shari'a criminal law punishments such as floggings and amputations raises serious human rights issues. In the field of foreign policy, President Obasanjo's government's focus has increasingly been on economic issues, especially debt relief and the recovery of stolen funds as well as developing countries' access to global markets. Government is also very concerned with conflict prevention, conflict resolution and peace keeping operations where Nigeria has assumed an important and welcome role. The government has undertaken encouraging efforts to tackle corruption and to shed light on past human rights violations. The threat of the democratic government being overturned by the military seems rather small and as long as oil prices remain high this gives Nigerians an extended window of opportunity to address the many structural and functional challenges.

### Economic and social situation and poverty analysis

The combined effects of oil revenues, military rule, corruption and mismanagement have left Nigeria a disturbing economic and social legacy (see Appendix 4). \$280 billion of oil revenues since the 1970s have left per capita GDP lower than at the start. Nigeria's economy is and will remain for the foreseeable future highly dependent on oil. Crude oil accounts for around one-third of GDP, 75% of public revenue and 95% of exports. However, the massive inflows of revenues from the sale of crude oil have failed to generate sustainable improvements in the provision of infrastructure and social services, but have rather promoted the development of large-scale corruption and "crowded out" other activities such as agriculture. There are about 1,500 public enterprises owned by Federal or State Governments, employing two-thirds of the non-governmental formal sector labour force. Over the years these enterprises have absorbed about US\$ 90 billion in investments. Fiscal discipline has worsened in 2001, leading to rising inflation; and major privatisations (notably NEPA - electricity – and NITEL - telecoms) have yet to take place. Liberalisation of fuel prices is on the government's agenda but politically difficult.

### Investment and growth

Nigeria has had sluggish growth of around 3% over the last decade. This is barely ahead of population growth of 2.7%. Persistent political and institutional uncertainty, pervasive corruption, the weak rule of law, public sector interference in all sectors of the economy, obsolete or missing infrastructure (notably electricity and telecommunications), complex rules and regulations at different levels of government have all discouraged non-oil investment and trade. The newly elected democratic Government has launched vigorous initiatives to attract more non-oil FDI. However, potential investors consider the risks as high and the overall investment climate is still seen as hostile. Growth shows no short-term signs of rising from its recent modest rate.



### Macro-economic management

Since 1999 macroeconomic stability has improved, largely due to the rise in oil prices. The Central Bank was formally granted full independence in 1999. Foreign exchange reserves rose from US\$ 4.3 billion in May 1999 to around US\$ 10 billion in spring 2001. Inflation was below 10% throughout 2000 but has accelerated in 2001 following the release of large amounts of cash into the economy under the 2001 budget. It was estimated at 17% in spring 2001. The Central Bank was able to lower its benchmark minimum rediscount rate somewhat although commercial banks were slow in following the move and reducing their high real interest rates. Obtaining loans remains a difficult and costly exercise (rates of 30% to 40%) for the formal private sector while no reliable mechanisms exist for micro and informal enterprises. In 1999 the dual official exchange rate system was abolished and the foreign exchange market mostly liberalised. More recently, however, new restrictions have re introduced a significant gap between the official and parallel exchange rates. Overall, macro-economic management is hampered by the lack of adequate statistics. Work has begun, with EC and other donor support, to strengthen the Federal Office of Statistics. Though masked by the current high oil price, lack of diversification remains as serious a structural problem as ever. The dominance of oil in exports makes the country very vulnerable to external shocks. Dependence of government revenue on oil means that government is constrained in smoothing shocks to oil price.

### Trade and regional integration

Nigeria accounts for 54% of West Africa's population and 51% of its GDP. It is the source and recipient of important though unquantified regional trade flows. Nigeria's exports to the EU consist mainly of oil and gas while her imports consist of a wide variety of consumer and investment goods. Non-oil trade is limited by the uncompetitiveness of Nigerian products and by major infrastructural bottlenecks such as Nigeria's dysfunctional main harbours in Lagos, and the bureaucratic procedures related to export and import of goods to and from Nigeria. Nigeria is a member of the Economic Community of West African States (ECOWAS) and actively promotes regional integration and cooperation. For the up-coming negotiations on regional economic partnership agreements as foreseen under the Cotonou Agreement, Nigeria has emphasised that it wants to negotiate as part of ECOWAS. Nigeria is also a member of the WTO. Together with Egypt and South Africa, Nigeria can be considered a major African player in the context of the WTO. The implementation of WTO commitments, together with Nigeria's participation in an Economic Partnership Agreement with the EC, can, if well managed, increase transparency and stability of the economic framework and encourage investment outside of the petroleum sector.

### Poverty and environment in Nigeria

Poverty reduction is at the heart of the EU's objectives and is also the centrepiece of the

FGN's stated policy agenda. 70% of the population (around 90 million people) now live on less than \$1 a day and 90% on less than \$2 a day. Poverty is more severe in rural than in urban areas, though urban populations and urban poverty are growing very rapidly. Poverty tends to increase with household size. The returns to primary education for household heads in terms of household well being are significant, while the gains of education beyond primary level are much less marked.

Severe environmental degradation threatens well being in various parts of Nigeria, and has been one factor behind confrontations in the oil-producing Niger Delta. The increase of poverty has been a major factor driving the degradation process. Conflict over the control and management of, and access to, natural resources is common in much of Nigeria. There are, though, signs of progress in this area. The establishment of the Federal Ministry of the Environment and the development of a National Strategy for the Environment shows recognition of the importance of halting and reversing resource degradation. It could result in more cross-sectoral integration of environmental issues into policy

development and implementation. New legislation provides for greater involvement of local people in resource management and environmental protection.

### Health issues

With disability adjusted life expectancy (DALE) of 38.3 years and the rank of 187 in the World Health Report 2000, the performance of the Nigerian health system is worse than many sub-Saharan countries. There is evidence that the key health indicators have either stagnated or worsened. Life expectancy dropped from 53.8 years for females and 52.6 years for males in 1991 to 48.2 years for females and 46.8 years for males in 2000. The infant mortality rate (IMR) rose from 87.2 per 1,000 live births in 1990 to 105 in 1999. About 52% of under-five deaths are associated with malnutrition. The maternal mortality rate (MMR) of 800 per 100,000 live births is one of the highest in the world. This could be attributed to the gross under-funding of the health sector and shortage of skilled medical personnel at the primary health care level. Immunisation coverage in Nigeria remained very low with persistent high incidence of vaccine preventable diseases and difficulties in interrupting wild virus transmission, posing a risk not only to polio free states in Nigeria but also to neighbouring polio free countries. Since the beginning of 2006 reforms and the decentralisation of immunisation has been introduced in the country with extensive EC funding, despite this, there was again an upsurge and in October 2007 already 732 new cases of polio were declared.

## APPENDIX 2: INDICATIVE DOCUMENTATION FOR THE EVALUATION

*NB: The following list is indicative and **has to be adapted/expanded** where appropriate*

All legal texts, Council Regulations and political commitments for the period covered, communications of the Commission, various regulations;

CRIS (information on the projects and annual ROM) and other databases concerning the financed projects, engagements, payments, etc.;

All Country Strategy Papers/National Indicative Programmes (or equivalent) for the period covered

- CSP 2001 – 2007
- 2004 Mid-term review
- 2006 End of term review
- Addendum to the CSP and NIP
- Addendum N 2 to the CSP and NIP
- Draft CSP for 2008-2013
- List of past and present projects (including budget lines)

All Regional Strategy Papers/Regional Indicative Programme (and equivalent) for the periods covered

- West Africa Region– Regional Strategy Paper 2002 - 2006
- West Africa Region - Regional Strategy Paper 2008 – 2013
- European Instrument for Democracy and Human Rights (EIDHR)- Strategy Paper 2007 - 2010 and its Programming Documents covering years 1999-2006 ([http://ec.europa.eu/europeaid/where/worldwide/eidhr/working-documents\\_en.htm](http://ec.europa.eu/europeaid/where/worldwide/eidhr/working-documents_en.htm)).

EU Nigeria joint communiqué on 20 May 2008 (political dialogue)

Delegation's Annual Reports, conclusions of the Mid-term and End-of-Term Reviews;

Evaluation reports of projects and programmes;

External Assistance Management Reports;

Relevant documentation from other donors;

Other Commission/Government Agreements;

Key Government Policy and Planning Documents;

Previous Evaluations and Monitoring Reports relating specifically to Nigeria and EC cooperation with West Africa;

The three following documents are to be handed to the Consultants:

1. Information on access to data on the ROM system;
2. Methodological note from Euréval concerning North-South approach to country level evaluations;
3. Template for the cover page.

In addition, the consultant will have to consult the documentation available on Internet (DAC/OCDE and EU Inventory websites in particular) as well as the documentation listed or available within the Evaluation Unit (AIDCO/0/3 Library).

## APPENDIX 3: OVERALL STRUCTURE OF THE FINAL REPORT

The overall layout of the report is:

- **Final report**

- Summary
- Context of the evaluation
- Answers to the evaluation questions
- Conclusions (1)
- Recommendations (2)

*Length: the final report must be kept short (70 pages maximum excluding annexes). Additional information regarding the context, the programme and the comprehensive aspects of the methodology and of the analysis will be put in the annexes.*

### (1) Conclusions

- The conclusions have to be assembled by homogeneous "clusters" (groups). It is not required to set out the conclusions according to the 5 DAC criteria;
- The chapter on "Conclusions" has to contain a paragraph or a sub-chapter with the 3 to 4 principal conclusions presented in order of importance;
- The chapter on "Conclusions" must also make it possible to identify subjects, for which there are good practices and the subjects, for which it is necessary to think about modifications or re-orientations;

### (2) Recommendations

- Recommendations have to be linked to the conclusions without being a direct copy of them;
- Recommendations have to be treated on a hierarchical basis and prioritised within the various clusters (groups) of presentation selected;
- Recommendations have to be realistic, operational and feasible. As far as it is practicable, the possible conditions of implementation have to be specified;
- The chapter on "Recommendations" has to contain a sub-chapter or a specific paragraph corresponding to the paragraph with the 3 to 4 principal conclusions. Therefore, for each conclusion, options for action and the conditions linked to each action as well as the likely consequences should be set out.

- **Annexes (non exhaustive)**

- National background
- Methodological approach
- Information matrix
- Monograph, case studies
- List of institutions and persons met
- List of documents consulted
- Power point presentation with 4 slides for each evaluation questions illustrating in a synthetic and schematic way the evaluation process: 1<sup>st</sup> slide) logical diagram with the evaluation question, 2<sup>nd</sup> slide) judgment criteria, indicators and target level, 3<sup>rd</sup> slide) findings compared with success criteria, and 4<sup>th</sup> slide) interventions of the EC plus limits of the evaluation.

## NOTE ON THE EDITING OF REPORTS

- The final report must:
  - be consistent, concise and clear;
  - be well balanced between argumentation, tables and graphs;
  - be free of linguistic errors;
  - include a table of contents indicating the page number of all the chapters listed therein, a list of annexes (whose page numbering shall continue from that in the report) and a complete list in alphabetical order of any abbreviations in the text;
  - contain one (or several) summaries presenting the main ideas. For example, the answers to the evaluation question and the main conclusions could be summarised and presented in a box.
- The executive summary has to be very short (max. 5 pages);
- The final version of the report shall be typed in 1.5 lines spacing and printed double sided, in DIN-A-4 format;
- The font shall be easy to read (indicative size of the font: Times New Roman 12);
- The presentation shall be well spaced (the use of graphs, tables and small paragraphs is strongly recommended). The graphs must be clear (shades of grey produce better contrasts on a black and white printout);
- The main report shall not exceed 70 pages including the cover page, the table of content, the lists of annexes and abbreviations. The annexes shall not be too long;
- The content must have a good balance between main report and annexes;
- Reports shall be glued or stapled; plastic spirals are not acceptable due to storage problems.

For the Cover page, please use the template mentioned in Annex 1.

### **Please, note that:**

- The Consultant is responsible for the quality of translations and their conformity with the original;
- All data produced in the evaluation are property of the EC.

## APPENDIX 4: QUALITY ASSESSMENT GRID

Concerning these criteria, the evaluation report is:	Unacceptable	Poor	Good	Very good	Excellent
<b>1. Meeting needs:</b> Does the evaluation adequately address the information needs of the commissioning body and fit the terms of reference?					
<b>2. Relevant scope:</b> Is the rationale of the policy examined and its set of outputs, results and outcomes/impacts examined fully, including both intended and unexpected policy interactions and consequences?					
<b>3. Defensible design:</b> Is the evaluation design appropriate and adequate to ensure that the full set of findings, along with methodological limitations, is made accessible for answering the main evaluation questions?					
<b>4. Reliable data:</b> To what extent are the primary and secondary data selected adequate? Are they sufficiently reliable for their intended use?					
<b>5. Sound analysis:</b> Is quantitative information appropriately and systematically analysed according to the state of the art so that evaluation questions are answered in a valid way?					
<b>6. Credible findings:</b> Do findings follow logically from, and are they justified by, the data analysis and interpretations based on carefully described assumptions and rationale?					
<b>7. Validity of the conclusions:</b> Does the report provide clear conclusions? Are conclusions based on credible results?					
<b>8. Usefulness of the recommendations:</b> Are recommendations fair, unbiased by personnel or shareholders' views, and sufficiently detailed to be operationally applicable?					
<b>9. Clearly reported:</b> Does the report clearly describe the policy being evaluated, including its context and purpose, together with the procedures and findings of the evaluation, so that information provided can easily be understood?					
<b>Taking into account the contextual constraints on the evaluation, the overall quality rating of the report is considered.</b>					

## **ANNEX 2 THE NIGERIA BACKGROUND**

### **2.1 Nigeria Background**

#### **Political and Regional Context**

Nigeria faces the task of reforming a petroleum-based economy and re-building democratic governance after military dictatorship against a background of some ethnic and religious tension, mostly in the Northern part, and growing unrest in the Niger Delta area, governance problems (particularly corruption), weak state governments<sup>8</sup> and insufficient respect for human rights. Consequently, Nigeria is classified as a fragile state<sup>9</sup> - while at the same time recognised as a regional power, one of the world's major oil exporters, enjoying a free press and a lively civil society. This sets the scene for a support by development partners filled with challenges.

Since Nigeria accounts for more than half of the population and of the GDP of the entire West African region, it is a major regional player not only in the West African context but also on the continental level. Nigeria has been a very active provider of diplomatic and military inputs for conflict management, peace enforcement and peacekeeping within the Economic Community of West African States (ECOWAS) and the African Union (AU).

#### **Economic Context**

Massive oil revenues for four decades have failed to improve social service delivery and 'squeezed out' other economic activities whilst promoting large-scale corruption so that Nigeria at the end of the 90s had a lower GDP than in the 70s. However, since the return of democracy there has been an increase in currency reserves, a reduction of the use of off-budget accounts, attempts to stabilise exchange rates and some privatisation as a result of better macro-economic management.

In recent years, Nigeria has had a considerable annual economic growth of about 6% (partly due to high oil prices) and the per capita GNP is now USD 1,166. The rest of the Nigerian economy is currently characterized by a large rural, mostly agriculture based, traditional sector, which comprises about two-thirds of the poor (70% of Nigeria's estimated 148 million inhabitants<sup>10</sup> are supposed to live in poverty), and by a smaller urban capital intensive sector, which has benefited mostly from the oil resources and the provision of government services<sup>11</sup>. The lack of economic diversification remains a serious structural issue.

The Federal Government of Nigeria (GoN) has consistently avouched commitment to poverty reduction but this stated commitment has been at odds with budgets and public expenditures

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8 The Federal Republic of Nigeria is comprised of 36 states and the capital city.

9 Nigeria appears on the most recent World Bank and OECD lists of fragile states (both from 2007), based on indicators for governance and internal cohesion.

10 Estimate based on the result of the 2006 Census, according to which the population was 140 Mill., + the result of the annual population growth (...). However, some sources believe that the 2006 number was exaggerated, due to the interests of the states in high numbers in order to obtain a larger share of the federal (oil) funds.

11 Sources: World Bank Poverty Net and the UN MDG Monitor web sites, as for the following paragraphs.

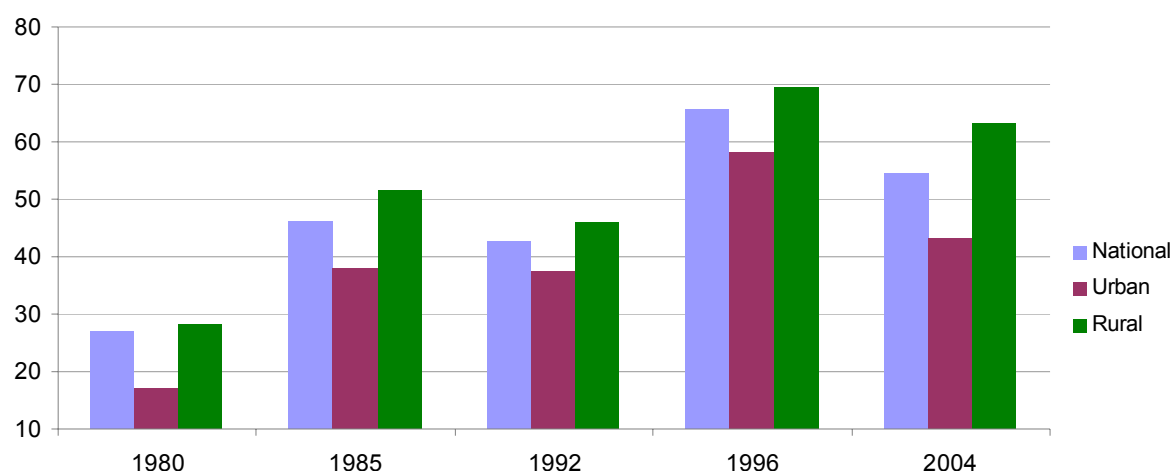
compounded by the poor quality of specific poverty reduction programmes<sup>12</sup>. Budgets continue to profess poverty orientation while retaining ‘prestige projects’ and arguably economically unsound programmes. With increased external scrutiny of government structures at federal, state and local levels it has been confirmed that budgetary procedures and management are highly inefficient and lacking accountability and transparency.

## Social Context & Human Development

While many national and international programmes aimed at reducing the level of poverty of the poorest, the gap rather appears to be widening, depending on the definitions used and the sources of data analysed. Although poverty has generally been on an upward trend from 1980 to 2004, it recently decreased from a 65.6% level in 1996 to 54.4% in 2004. Based on the GDP growth rates observed in 2005 – 2008 (an average of 6.3% growth rate p.a.) the poverty level is expected to have dropped further. This is because the growth rate is much higher than the population growth rate, which is 3.01% p.a. based on the 1991 and 2006 population censuses. However the present poverty level is most likely much higher than that of 1980 and leaves much room for progress.

Average life expectancy is 46.6 years and Nigeria ranks as no. 159 out of 177 countries on the UNDP Human Development Index.

**Table 1: Poverty in Nigeria (1980 – 2004)**



Source: National Bureau of Statistics (2007) 2006 Annual Abstract of Statistics<sup>13</sup>

There are different trends in rural and urban areas; the number of poor in rural areas appears to be decreasing while urban poverty is rising sharply. Extreme poverty has increased significantly in some parts of rapidly growing major cities.

Growth has not been equally shared by the different parts of the country, being fastest in southern and middle agro-climatic zones, with much slower growth in the Northern states. This resulted in the largest number of poor people in Northern regions. Of all households, polygamous households experience the greatest depth of poverty, the majority of these being

<sup>12</sup> E.g. the PAP (Poverty Alleviation Programme) aimed at national job creation was subject to widespread criticism for strategic incoherence, confused planning, low impact and no improvement in previous corruption levels.

<sup>13</sup> [http://www.nigerianstat.gov.ng/nbsapps/annual\\_report.htm](http://www.nigerianstat.gov.ng/nbsapps/annual_report.htm) (Chapter 3)



located in the northern and middle zones. Apart from the regional characteristics, poverty is strongly influenced by education, age and nature of employment.

### Millennium Development Goals (MDG)

Significant progress has been made in education, MDGs 2 and 3, relating to universal primary education and gender equality (net enrolment in primary education is at 65%, both sexes). Regarding the MDGs 7 and 8 on environment and global partnership for development, important initiatives are the agreement on Zero Tolerance on Gas Flares by 2008 and the cancellation of Nigeria's international debt, freeing up an additional US\$1 billion per year for poverty reduction. MDGs 10 and 11 refer to water and sanitation to which EC support to WATSAN (as a focal sector) responds.

In the Joint Communiqué from the Nigeria-EU Ministerial Troika Meeting, 20 May 2008, it is mentioned (point 21) that: "The parties agreed to work together to ensure that the savings from the cancellation of Nigeria's debt will continue to be effectively utilised to reduce poverty."

Critical challenges remain in the health sector where weak infrastructure, ineffective health services, low coverage of immunisation and lack of access to skilled health care continue to hamper progress. Good governance and strong political commitment represent an overarching challenge for the achievement of the MDGs. Constitutionally, the implementation of MDGs activities fall within the purview of sub-national governments, hence significant progress cannot be made unless states and local governments are committed to implementing the MDG-related activities. This notwithstanding, the adoption of policy driven and rule-based development management by the government is serving as an opportunity.

## 2.2 Development Agenda of the Country

The long term objectives of the government are expressed in the Vision 2020 which is a long term plan to grow the economy such that Nigeria will be among the 20 largest economies by the year 2020. This is to be achieved through many sectoral sub goals as shown in Table 1 below.

**Table 2: Sub-goals of the Vision 2020**

<b>Polity</b>	By 2020 the country will be peaceful, harmonious and a stable democracy.
<b>Macro-Economy</b>	A sound, stable and globally competitive economy with a GDP of not less than \$900 billion and a per capita income of not less than \$4000 per annum.
<b>Infrastructure</b>	Adequate infrastructure services that support the full mobilisation of all economic sectors.
<b>Education</b>	Modern and vibrant education system, which provides for every Nigerian the opportunity and facility to achieve his maximum potential and provides the country with adequate and competent manpower.
<b>Health</b>	A health sector that supports and sustains a life expectancy of not less than 70 years and reduces to the barest minimum the burden of infectious diseases such as malaria, HIV/AIDS and other debilitating diseases.
<b>Agriculture</b>	A modern technologically enabled agricultural sector that fully exploits the vast agricultural resources of the country ensures national food security and contributes significantly to foreign exchange earnings.
<b>Manufacturing</b>	A vibrant and globally competitive manufacturing sector that contributes significantly to GDP with a manufacturing value added of not less than 40%

Source: vision 2020 website: <http://www.nv2020.org/>

In the medium term the nation is to be guided by the 7 point agenda of the president and the National Economic Empowerment and Development Strategy (NEEDS) II. In terms of growth, economy wide growth rates of 9.3% to 11.7% are targeted for the 2008 – 2011 period under NEEDS II. The NEEDS II broadly aims at achieving the MDGs. The seven point agenda selected 7 key areas from NEEDS II as priority areas for the achievement of the country's medium term objectives:

- Sustainable growth in the real sector of the economy
- Physical Infrastructure: Power, Energy & Transportation
- Agriculture
- Human Capital Development: Education & Health
- Security, Law and Order
- Combating Corruption, and
- Niger Delta Development

Specifically, the 7 point agenda has the following objectives:

- Consolidate and deepen the economic reforms to impact the lives of all Nigerians
- Address the current development challenges facing the Nation
- Make significant progress towards the attainment of the MDGs
- Propel Nigeria into one of the 20 largest economies in the world by 2020.
- Run a responsible, accountable and transparent government
- Reform and strengthen the democratic and political process

### **2.3 Overview of Development Cooperation with Nigeria**

Donor funding in Nigeria represents only a small percentage of the federal government budget and is thus too small to contribute directly to poverty reduction and service delivery. The added value of donor support therefore manifests itself primarily through targeted support to national and state programmes and structures. Besides, (rural and urban) poverty is characterised by a number of additional determinants:

- Poverty is not temporary – coping mechanisms have evolved into long term livelihood strategies
- Non-material expressions are widespread (e.g. lack of safety, poor access to services, corruption at all levels)
- State agencies are widely distrusted – there is no expectation of service provision from state or federal levels;
- There is little perceived confidence in NGOs;
- Community Based Organisations (CBO) are the most trusted institutions (e.g. women groups, religious organisations)
- As a result of dealing with long-term poverty, women have gained greater economic and family decision-making autonomy.

Given previous long-term experience of failure by Nigerian institutions, donor support to these institutions is fraught with risk of continuing inefficiency, waste, misuse of resources,

limited effectiveness, scarce impact and low sustainability. However, the return of democracy in 1999 was believed to be an opportunity for reform, which merited support by EC and other donors despite clear recognition of the associated risks of such support to governance, institutional strengthening, public financial management (PFM) and development, promotion and dissemination of any successes.

The Government's commitment to institutional reform and the fight against corruption have created new opportunities for effective change, embraced by the development partners who have initiated a dialogue not only with the Federal and State governments, but also with the private sector and civil society. The over-riding aim remains poverty reduction combined with the redressing of the macro-economic balance after the military rule.

Table 3 and 4 below present the commitments and disbursements of EC aid to Nigeria in the period of 1999 to 2007 compared to those of EU Member States, other bilateral donors and multilateral donors. According to OECD/DAC data, the EC has committed a total of US\$912m (in current U.S. dollars) between 1999 and 2007, equivalent to about 4% of the total aid amount committed to the country. Within the EU, which was by far the most significant part of the donor community in Nigeria, the EC has committed about 5.5% of the overall funds. It should be noted that large parts of the aid from bilateral donors to Nigeria, as reflected in the OECD/DAC data, represent debt cancellation. In the ongoing development cooperation, the EC is considered one out of six major donors: EC, UK, USA, the African Development Bank, the World Bank and the UNDP.

**Table 3: Commitments of ODA to Nigeria, 1999–2007 (Current Mio US\$)**

	In Mio US\$ (current prices)	Percentage of total assistance
EU (Member states and EC)	16,500	74
Out of which EC	912	4.1
Other bilateral donors	3,612	16
Multilateral donors	2,117	10
Total assistance	22,229	100

*Source: OECD/DAC data, extracted*

As is shown in Table 3, OECD/DAC figures suggest that the EC accounts for 2.2% of actual disbursements in the period 1999-2007<sup>14</sup>, or a total of US\$480m (current U.S. dollars) which makes up for about 3% of the overall EU funds disbursed to Nigeria within this period.

**Table 4: Net Disbursements of ODA to Nigeria, 1999–2007 (Current Mio US\$)**

	In Mio US\$ (current prices)	Percentage of total assistance
EU (Member states and EC)	16,093	75
Out of which EC	480	2.2
Other bilateral donors	3,017	14
Multilateral donors	2,341	11
Total assistance	21,451	100

*Source: own presentation according to OECD/DAC data, extracted*

<sup>14</sup> 2008 data not yet available

## **ANNEX 3 THE EC COOPERATION WITH NIGERIA**

### **3.1 The Start**

Development cooperation between the EC and Nigeria dates back to 1976 but was suspended in 1995 following the execution of Ogoni leaders by the then military government. With the return to democracy in 1999, a Joint Communiqué by the EC and Nigeria specified that development cooperation was to be resumed immediately through a “Quick Start Package (QSP)”, while the Strategy was being elaborated. In 1999-2000, the EDF Committee approved support of a total of about €100m for:

- Microproject programmes in 9 states in the Niger Delta (€63m);
- Small town water supply in three states in the Niger Delta (€15m);
- Economic Management Capacity Building Programme (€10m);
- Support to the National Authorizing Officer (NAO) (€6m);
- Support to National and State Assemblies (€6.6m).

It became quickly apparent that national management and institutional constraints, coupled with EC human resource and procedural issues, were not facilitating start up such that the projects were only initiated from 2001 onwards.

In addition to the QSP, NGO projects continued to be supported under thematic budget lines (BL)<sup>15</sup>, including a support through the thematic budget line established for 1998 and 1999 to provide €7m to support democracy and human rights in Nigeria, which funded 15 projects implemented by European and Nigerian NGOs.

### **3.2 The Country Strategy**

In their statement of 10 November 2000, the EU Council and the EC determined a number of areas for which Community action added value, including:

- Support to regional integration and cooperation;
- Institutional capacity building, particularly in the area of good governance and the rule of law.

In the Common Position adopted 15 May 2001 by the EU Council of Ministers and Nigeria, it is specified that the EU will pursue a consistent and coherent approach towards Nigeria covering policies within the political, economic, trade and development fields, with a view to supporting Nigeria's own processes of:

- Consolidating democracy and the respect for human rights;
- Reducing poverty and achieving sustainable institutional reform, social and economic development;
- Enhancing its capacity to contribute to regional integration peace, security and development and to integrate into the world economy.

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<sup>15</sup> Especially B7-6000 – Co-financing of projects undertaken in developing countries by NGOs

This was to be achieved through political dialogue and development cooperation. Cooperation was to be guided by Nigerian priorities, poverty oriented and involve Nigeria-led donor coordination.

In 2002, the Country Strategy Paper (CSP) for 9<sup>th</sup> EDF was signed between the EC and Nigeria. At the time of preparation of the CSP and the adherent National Indicative Programme (NIP), no Poverty Reduction Strategy Paper (PRSP) had been prepared. However, in 2003 the GoN adopted the National Economic Empowerment and Development Strategy (NEEDS), extended in 2005 with the States Economic Empowerment and Development Strategy (SEEDS), which from constituted the main pillars of the Nigerian development policy until the launch of the GoN 7-point Agenda in 2008.

### 3.3 Features of the Country Strategy

#### Objectives

The overall objectives of the bilateral cooperation between the EC and Nigeria are the below-mentioned:

- Consolidating democracy and respect for human rights;
- Reducing poverty and achieving sustainable institutional reform, social and economic development;
- Enhancing its capacity to contribute to regional integration, peace, security and development and to integrate into the world economy.

Within the overall objectives, the CSP chose to concentrate the support on *reducing poverty and achieving sustainable institutional reform, social and economic development* with non-focal support for the other objectives, which were also to be supported from thematic budget line contributions to human rights and democracy, including elections.

Further, it is mentioned (CSP p.8) that: “strengthened relation between the EU and Nigeria shall be based on equality, dialogue and shared values of respect for human rights, democratic principles, the rule of law and good governance.”

#### Approach

The overall approaches of the EC support to Nigeria are:

- Consistency of the strategy with the overall Nigerian priorities in serving the needs of the population
- Helping the Nigerian authorities in the cooperation states and at the federal level to improve service delivery, through the activities in the focal sectors
- Obtaining a spread effect through the replication of positive cooperation experiences from the cooperation states to the other states and to the federal level

The strategy further outlines that the EC policies are to support and encourage Nigeria's own processes in the areas covered by the strategy. In Section 5.2 (p.21), it is concluded: “*There are two obvious ways that EDF support can help in this regard:*

- By directly helping the Nigerian authorities improve their own service delivery mechanisms through support to good governance, institutional strengthening, reform of public sector management

- By developing and promoting success stories”

The strategy selected two focal sectors and six focal states for its support, considering that this way the available funds could be sufficient to make a significant difference in the focus sectors in the six states.

The main elements in the strategy were to be:

- A state-based approach in the six states for focal sectors to be identified, and
- Foreseen budget support as the reforms advance and start to improve service delivery.

On **donor coordination** (pp. 19-20) the strategy states:

“EC strategy will build on other donors’ experience, and will create a favourable environment for other donors’ interventions. This is particularly true for other EU member states. ... Moreover, the EC programmes at state level could create a favourable environment for specific complementary interventions by other donors, particularly the EU member states.”

**Regional integration** is identified as a non-focal activity for EC support in that NIP funds may be allocated to complement RIP funding for regional projects, which involve Nigeria. In addition, funds may be allocated for support to Nigerian capacity, to:

- Support negotiation of an EPA with EU;
- Review and implement trade-related obligations and participate in international negotiations;
- Articulate national policies with policies of regional integration;
- Ensure application of multilateral trade rules (WTO).

Referring to the Cotonou Agreement (articles 6 and 7), the CSP Section 5.5. (pp.26-27) on Civil Society underlines the importance of the **role of civil society** for exercising “*control from below*” through advocacy and lobbying in the focal sectors of cooperation. As part of the rationale for the selection of sectors, it is mentioned in the CSP (p.25) that action to improve service delivery “*needs to be viewed from a social and participatory perspective. Civil society needs access to information on government action. Civil society as a whole and the poor and other socially excluded groups in particular, needs to be involved*”.

“A program of support to civil society initially within the six states is thus envisaged to strengthen the capacity to access and use effectively relevant ... information, to advocate and lobby government on behalf of popular constituencies and to participate in public service delivery”, (as further specified in the NIP Annex 5 on implementation modalities, pp. 41-42).

### **Choice of Focal States and Focal Sectors**

The strategy concluded that EC should focus on 6 states (Osun, Cross River, Abia, Plateau, Gombe and Kebbi) representative of all regions of the country and with regionally representative poverty profiles, in which EC support would represent some 15% of state budgets. However, with the End-Term Review (ETR) of the strategy in 2006, it was decided that four of these focal states would be changed with four other states, which had shown a higher reform inclination according to the State Economic Empowerment and Development Strategy (SEEDS)-Benchmarking.

The present focal states are thus: Anambra, Jigawa, Kano, Yobe, Cross River and Osun.

As sectors of support were chosen:

**Focal sectors** with a state-based approach:

- Water and sanitation (WATSAN) and
- State and Local Institutional and Economic Reform;

**Non-focal sectors:** (1) Federal level Public Finance Management, (2) regional integration, (3) elections and human rights, (4) immunisation and (5) private sector support with possible additional support to international programmes and Federal Budget Support

EC support programmes were subsequently drawn up after the publication of the CSP & NIP by means of participatory systems analysis of state and local governance, public finance management and WATSAN service delivery, including:

- Measures and actions to be taken at state level to improve service delivery (plus initial indicators of progress);
- A range of possible modalities for EDF support

TOR for consultancy services to provide, organise and implement sector support, to carry out a study of PFM in the 6 focal states as well as for appropriately advanced states, to identify support interventions and project modalities for financial and accounting standards and service delivery<sup>16</sup>; and to prepare a draft financing proposal.

### **Focal sector 1: Water and sanitation**

The lack of access to potable water was ranked as the highest priority problem by rural and urban populations (although the need for improved sanitation was not widely recognised)<sup>17</sup>. Despite massive inflows from sales of oil, revenues had failed to generate substantial improvements in infrastructure for the provision of potable water and sanitation services.

Consequently, EC and GoN agreed that Water and Sanitation should be selected as a Focal Sector of EC support.

At the time of preparation of CSP when no coherent national policy document (such as the PRSP) was available, a long term national objective had been formulated for the water sector: *provision of sufficient potable water and adequate sanitation to all Nigerians in an affordable and sustainable way through participatory investment by the 3 tiers of government (federal, state and local) the private sector and beneficiaries.*

The objectives of EC sector support were:

- Provision of sufficient potable water and adequate sanitation to the population of 6 focal states in an affordable and sustainable way through participatory investment by the three tiers of government, private sector and beneficiaries;
- Contribution to progress in other states through dissemination of lessons learnt.

These objectives were to be achieved through:

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16 For any states where the participatory analysis suggested budget support would not be possible in the short term, a non-budget support system of sector support might be adopted.

17 WB 2000/2001 World Development Report – DFID Participatory Assessment synthesis report ‘Nigeria: Voice of the Poor’

- Institutional support for reforms and strengthening of the WATSAN sector in 6 states (Abia, Cross River, Kebbi, Gombe, Osun, Plateau);
- Budget support to fund expanded provision of WATSAN (but such support to be conditional upon the success of public finance reform in the 6 focal states)<sup>18</sup>;
- Institutional support in improving service delivery in the 6 focal states;
- Support for WATSAN policy at federal level.

Results of EC support were expected at federal level (adoption of a legal framework for the water sector) and state level (increased availability of potable water, improved sanitation facilities, more efficient hygiene education and dissemination of lessons learned to non-focal states and contribution to national policy).

WATSAN was selected as a Focal Sector of EC support not only to provide greater access to potable water and sanitation services but also as a contribution to gender equality (given that the task of water carrying is usually borne by women and children). Furthermore, the sector policy was judged by the Strategy to be relatively well developed compared with other sectors, such as that organisation of the sector was appropriate for the EC CSP & NIP approach, that all states had water boards/corporations or public utilities and that there were linkages to federal level.

However, major implementation problems emerged when the 2004 Mid-Term Review (MTR), whilst concluding that support to WATSAN as a focal sector was still appropriate, recommended that a revision towards project funding and ‘greater flexibility in the support of reforming states’ was necessary and support to the sector was cut from €230m to €150m.

This orientation of EC support was endorsed and extended by the 2006 ETR, which recommended amending the original list of focal states by including those that were initiating sector reforms more proactively. The 2006 ETR, although retaining WATSAN as a focal sector, resulted in the further reduction of the sector commitment from €150m to €87m as the perceived importance of the sector had reduced substantially and no new sector initiatives were in the pipeline for 2006-2007.

## **Focal sector 2: State and local institutional and economic reforms**

Considering that basic governance problems affect all sectors (corruption, ineffective structures, capacity deficits, and budgetary management issues), support to state and local institutional and economic reform in 6 focal states was selected as a focal sector with the interventions foreseen in the NIP. This choice was informed by the observation that “*Action to improve service delivery cannot be confined to a vertical sector as much of the current dysfunctionality relates to systemic weaknesses in the management of the state finances ... In this way the EC intervention should have a positive impact on all sectors*” (CSP p.26).

**Results** of EC support were expected in terms of (NIP p. 38):

- Transparent state and local governance in the six states,
- Administrations reorganised to improve service delivery,

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<sup>18</sup> The budget support and, to some extent institutional support, would also cover joint actions with the other focal sector state and local institutional and economic reforms.



- Dissemination of lessons learned to non-focal states and contribution to national policy.

The **initial specific objectives** within focal sector 2 foreseen in the CSP include Support to improvement of service delivery through reforms of (a) governance and of (b) public finance management in the six focal states of Abia, Cross River, Kebbi, Gombe, Osun and Plateau.

This was to be achieved through the two major intervention areas:

- Support to reforms and strengthening of governance, public finance management and service delivery in these six states;
- Budget support to fund expanded provision of poverty-oriented services, conditional on the success of the state's reforms and the institutional support in improving governance, public finance management and service delivery in the six states

The 2004 MTR of the Strategy concluded that changes were required in focal sector 2 and that it did not find sufficient indication of the conditions for budget support being met. As a result of the Review, it was agreed that focus sector 2 would be expanded to include the federal level with government reforms. The indicative allocation was reduced from €220m to €215m.

The 2006 ETR found that the sector is an important, efficient, and quick disbursing sector of cooperation where projects have high visibility and impact and that project implementation should continue as suggested by the MTR. Additionally, the project to support the 2007 Presidential and legislative elections was to be increased and more focused on good governance and institutional reform than initially foreseen.

The ETR recommended that the sector allocation be increased from €215m to €238.5m, otherwise upholding the above-mentioned change of cooperation states.

### **Non-focal sectors**

In the original 2002 CSP (p. 28), five non-focal activities were considered for EC support to be funded from an indicative sum of initially €102m: Federal level public finance management, PFM, regional integration, elections and human rights, immunisation, private sector development.

PFM support was foreseen by the strategy to be provided in the form of a second phase to the EMCAP (Economic Management and Capacity Programme), this programme being principally designed and managed by the World Bank, DfID and other donors.

#### **Regional integration**

A major pillar of 9<sup>th</sup> EDF RIP is support to creation of an ECOWAS Customs Union and eventual common market by means of strengthening of ECOWAS institutions and member states (RIP allocation €118m for 'economic integration and trade'; €82m for 'transport facilitation').

Support envisaged actions encouraging active participation and involvement of national authorities in multi-lateral, regional and EPA negotiations (with participation from grass roots to political levels). By any standards, Nigeria must be recognised as a major power in Africa and the dominant regional power, representing over 50% of West Africa's GDP and

population although major infrastructure and institutional problems seriously inhibit trade on non-petroleum products and natural gas<sup>19</sup>.

Since the return of democracy in 1999 Nigeria has turned towards regional integration through ECOWAS efforts to establish a Free Trade Agreement (FTA)<sup>20</sup>, a second monetary union<sup>21</sup>, customs union, convergence towards the francophone West African Economic and Monetary Union (WAEMU) Common External Tariffs and by promotion of the private sector as a basis for regional integration. Also as a Member of ECOWAS, Nigeria is involved in negotiation of EPA with EU and it is a member of WTO (although implementation of major obligations to WTO were delayed) and the Africa Group, G20 and G90. Nigeria is also heavily involved in NEPAD, strongly supporting the AU and promoting the peer review mechanism<sup>22</sup>.

However, ECOWAS as a vector of regional integration has certain structural flaws – lack of resources, regional political instability, lack of diversification of ECOWAS economies and arguably some distrust between Anglophone and Francophone countries. Progress on trade issues and EPA has been derailed by multiple unilateral restrictions imposed by Nigeria on trade coupled with serious differences of agendas within WAEMU.

Regional integration issues of particular pertinence to Nigeria identified by the MTR include

- Market access,
- Special Preference System (SPS) issues,
- Trade in agricultural and manufactured goods, and
- Common external tariffs and customs issues,

To which could be added migration, environmental issues (incl. climate change) and energy.

### **Elections and human rights**

In the policy mix of the CSP (pp.20-21), consolidation of democracy and respect for human rights is defined as an area for non-focal support, in addition to support from thematic budget lines. In the Strategy (p.28), such support is defined as:

- Election activities such as civic education, reinforcement of electoral commission, international and domestic monitoring;
- Activities for the promotion of human rights, incl. possible funding for the EU Human Rights Foundation in Nigeria.

This is reiterated in the NIP (pp. 33-37), expressed in the chronograms of commitments and payments with the amounts of €5m for election support and €4m for the European Foundation for Human Rights in Nigeria.

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19 e.g. in Nigeria, port services are notoriously bad and road conditions and transport services are not much better; customs regulations include restrictions, bans and high tariffs contrary to Article xi GATT and represent a serious impediment to EPA negotiations.

20 Nigeria, Benin, Togo, Ghana, Niger, Burkina-Faso, Mali, Côte d'Ivoire

21 Nigeria, Ghana, Liberia, Sierra Leone, Gambia, Guinea i.e. the non CFA, Anglophone countries

22 Curiously, this review has not been applied to Nigeria.

## Immunisation

The overall immunisation situation in Nigeria at the end of the 90s was among the worst in the world and Nigeria was the main source of residual polio cases worldwide, thus representing a continuing and constant threat to global polio eradication efforts.

The specific objective of EC support to immunisation programmes was to help reduce communicable diseases. Besides support to *revitalisation and strengthening* of routine immunisation in the six focal states, national immunisation programmes were strengthened including PEI (Polio Eradication Initiative) through components implemented at federal, state and local levels.

The initial allocation of €64.5m was increased by €12.9m in 2003/2004 to support reinstatement of the delayed PEI programme in northern states (although a total of €25.4m had been estimated as necessary) and specific EC attention was directed to the Kano area. Finally, MTR recommended an increase of allocations to €110m, but already by mid-2005, this increased allocation was judged insufficient to address the resurgence of polio and other vaccine-preventable diseases as well as the institutional changes in 2006, which led to decentralisation of management for immunisation campaigns. Thus, the allocation was again increased, following a respective proposal in the ETR to €138.3m.

Despite these increasing allocations, the programme was not without problems:

- Programme delays in northern states due to fears expressed by religious leaders about the purity and side effects of the polio vaccines;
- Increase of polio incidence from 56 cases in 2001 to 355 in 2003<sup>23</sup> with Kano as the epicentre;
- >800 cases of polio reported in Nigeria in 2008 (thus possibly casting doubt on effectiveness of the increased allocations to support noted above)
- Re-infection of neighbouring countries; and
- Reported issues of communication ‘competition’ and confused messages between polio and routine immunisation programmes.

That being said, overall performance of EC support was assessed as good (but with needs for continuing support<sup>24</sup>).

Following the ETR, activities related to immunisation and polio eradication were increased to take into account the pivotal role, played by Nigeria in the worldwide polio eradication campaign and the reforms and decentralisation of immunisation undertaken in 2006.

Private sector development and civil society support:

The main need is seen as a regulatory framework conducive to private sector development, which is to be promoted through the activities in focal sector 2 as well as through the foreseen support for EMCAP. The strategy emphasises the existence of several EU instruments to support the private sector, apart from EIB investments, and that the programme will promote access to these facilities in Nigeria, “*possibly through the establishment of a “one-stop shop for access to them”*”, (p.29).

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23 45% of all world cases

24 ETR p14 para 5 non-focal sectors

In addition, civil society support is part of the non-focal activities: “The aim is to provide institutional support for non-state actors, over and above their substantial involvement in the two focal sectors” (p. 29). The statement is reiterated in the NIP (p.33), the allocations for the CSOs to be part of the allocation of €102m for “other programmes”, specified in the NIP chronograms activities and commitments and payments (pp. 38-40) as €8m for a Foundation to support NGOs.

### Other areas for possible support

Two areas were seen as being eligible to receive funding depending on the evolution of needs and availability of funds: support for international programmes and federal budget support.

### Crosscutting issues

Crosscutting themes are in evidence in both focal and non-focal sectors. Particularly gender issues figure prominently in the non-focal programmes as well as in the capacity building and reform programmes, but also environmental and HIV/AIDS issues are pertinent in the interventions related to service provision, health and civil society. Other crosscutting issues are not explicitly addressed, or, like capacity building, already addressed via the focal sectors.

### 3.4 Fund allocation

The following table gives an overview on the development of the fund allocation after the MTR in 2004 and the ETR in 2006. As illustrated below, from an equal starting point focal sector 1 has been reduced considerably, from €230.0m to €87.0m, while focal sector 2 has increased from €220.0m to €238.5m.

**Table 5: Repartition and development of 9<sup>th</sup> EDF A-envelope funds over focal and non-focal sectors (million Euros)**

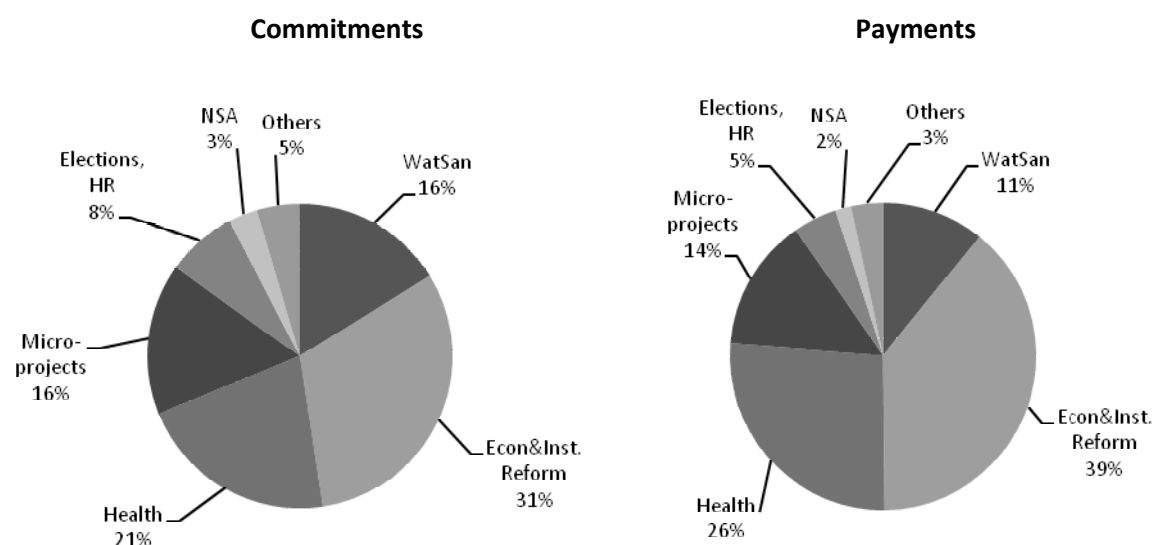
	Initial indicative allocation (CSP/NIP 16/07/2002)		Indicative allocation after 2004 MTR (rider 11/03/2005)		Indicative allocation after 2006 ETR	
<b>Focal Sector 1- Water and Sanitation</b>	230.0	42%	150.0	27%	87.0	18%
<b>Focal Sector 2- State and Local institutional and economic reform</b>	220.0	40%	215.0	39%	238.5	50%
<b>Non focal sectors</b>						
Immunisation	64.5	12%	110.0	20%	60.9	13%
Elections, human rights, support to Non State Actors, TCF, support to the NAO office, EPA negotiations, Cameroon-Nigeria border demarcation, Micro Projects plus reserve.	37.5	6%	77.0	14%	90.8	19%
<b>Total</b>	<b>552.0</b>	<b>100%</b>	<b>552.0</b>	<b>100%</b>	<b>477.2</b>	<b>100%</b>

*Source: End of Term Review 2006*

In terms of allocations, the largest non-focal activity is the support for the immunisation campaign, considering that an allocation of €77.4m is still accounted under EDF7 and thus not included in the above figures. It is nevertheless visible in the graphs below.

The initial €40.0m B-envelope allocation was reduced by the ETR to €4m for fight against avian influenza.

**Figure 1: Amounts committed and paid 7<sup>th</sup> -9<sup>th</sup> EDF by sector, in percent**



Source: own calculation based on Database CRIS

**Table 6: EC Assistance to Nigeria per Sector through EDF funding 1999-2008**

Total of 7 <sup>th</sup> – 9 <sup>th</sup> EDF per sector:	Total (including EDF national projects and Nigeria components of regional projects; without Support through the thematic Budget lines)		
	Amount committed (€)	Amount contracted (€)	Amount paid (€)
WatSan	105,416,646	94,151,814	44,459,861
Econ. & Inst. Reform	204,875,037	179,492,499	159,419,211
Health (Immunisation)	138,288,400	133,908,912	108,034,862
Micro Projects	105,000,000	69,282,295	57,483,361
Elections, Human Rights	48,467,192	20,000,000	19,000,000
NSA	20,000,000	6,752,800	6,750,800
Others	29,899,569	19,396,626	13,855,430
<b>TOTAL all sectors</b>	<b>651,946,844</b>	<b>522,984,948</b>	<b>409,003,525</b>

Source: compiled from Database CRIS (for more details see Project Inventory annex 9)

The table above represents commitments and payments realised within the evaluation period.<sup>25</sup>

### 3.5 The Intervention Logic of Country Strategy and NIP of 9<sup>th</sup> EDF

#### Synthesis of the Ex-ante Intervention Logic:

The following section will describe the specific strategy and intervention logic of EC assistance to Nigeria. For this purpose, two means are used:

<sup>25</sup> However, financial data was collected beginning of 2009.

- A “diagram of expected effects”. This diagram is a synthesis based on the annexed initial sector diagrams; and
- A written summary of the main elements of the strategy, using the effect diagram as a reference.

The effect diagram (see Figure 1) is divided into four columns:

- Policies and Activities of the GoN supported by EC: The column represents the framework of GoN activities within which the EC has financed support to Nigeria. The column is to express that the implementation of EC financed projects is contingent on larger-scale activities of the GoN.
- EC Support/Strategies: The column represents the activities financed under the country strategy by funding sources.
- Results (outputs and outcomes): The column presents the initial changes expected to result from the efforts of the GoN in combination with the EC-support. Considering the scale of EC support in relation to GoN resources, such results should be visualized primarily as a product of GoN action – however, to simplify visualisation the link is directly to the different programmes. Results are split up in direct outputs and their effect in terms of outcomes.
- Impacts: This column shows the intended medium and long-term change to be brought about by EC support via the chain of effects till the ultimate aggregated impact of poverty reduction.

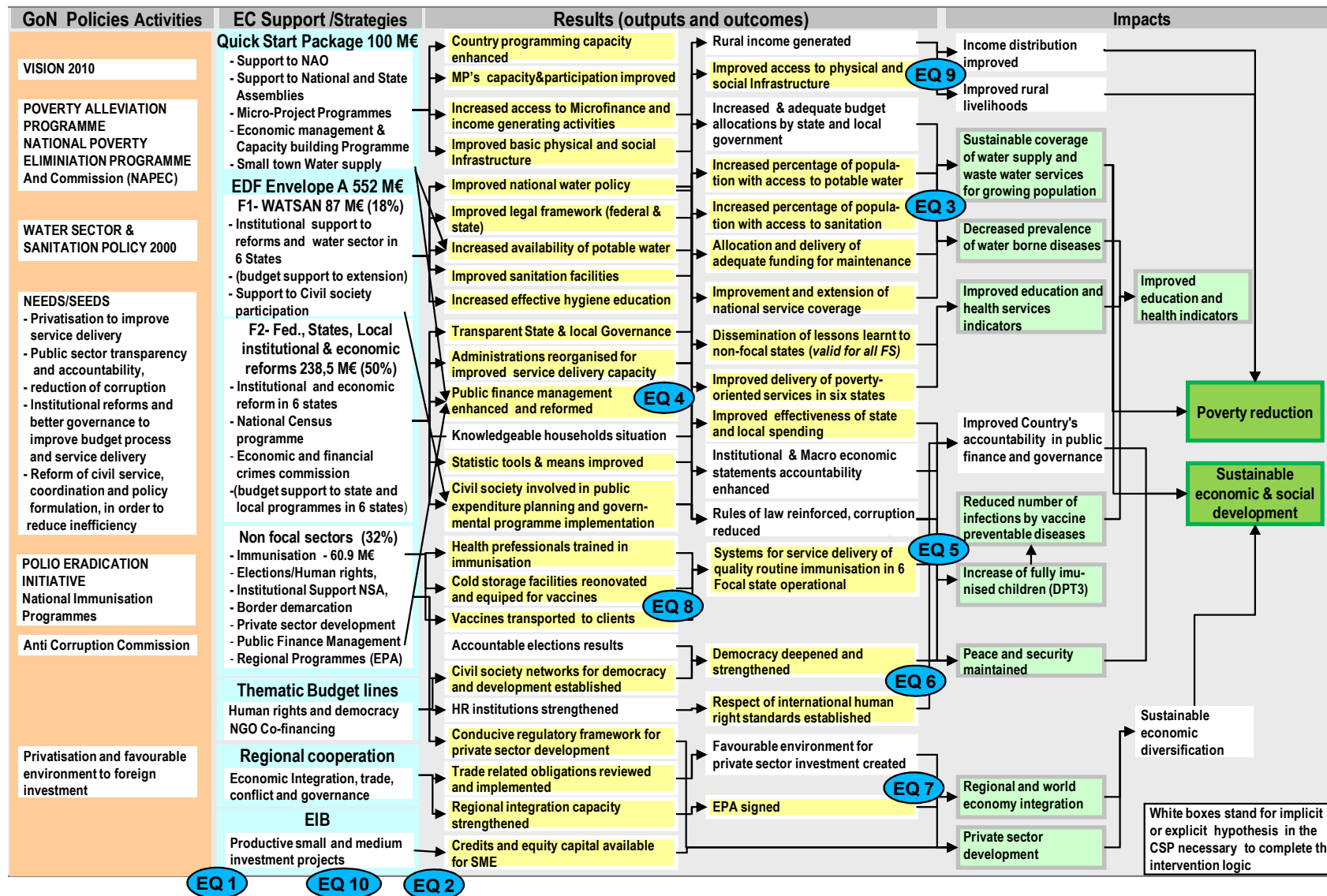
While the majority of the boxes in the diagram are derived from the strategy, “white boxes” indicate, explicit or implicit, CSP hypotheses about the logical connections, which were needed to complement the totality.

The diagram shows also the placement of the evaluation questions. Seven evaluations questions (EQs 3-9) are directly linked to the intervention logic, while three (EQs1, 2, 10) concern the entire strategy and are not linked to cause effect relations.

### Summary of the main elements of the strategy

The **first column**, Policies and Activities of the GoN supported by EC, depicts the evolution of the guiding global and sector policies, including from the global “Vision 2010” of 1997 over the Poverty Alleviation Programme and National Poverty Alleviation Elimination Programme and Commission to the National Economic Empowerment and Development Strategy (NEEDS) of 2003 and the corresponding State Economic Empowerment and Development Strategy (SEEDS) of 2005. At present, a follow-up NEEDS 2 is under elaboration.

The **second column** EC Support/Strategies illustrates the development of the EC support from the initial “Quick Start Package” (QSP) of 1999, further to the re-installment of democracy, to the Country Specific Strategy (CSP) of 2002. The major element in the QSP was support for micro projects in some of the delta states alongside with other interventions including support for the national and State Assemblies. As mentioned, the CSP concentrated on the two focal sectors of water and sanitation and state & local institutional and financial management reform (the latter to be expanded to the federal level) as well as on support to non-focal sectors including immunisation, elections, human rights and regional programmes.

**Figure 2: Synthesis Diagram of Expected Effects for EC Cooperation with Nigeria 1999-2008 (and placement of the Evaluation Questions - EQ)**

In addition to the support from the (CSP) EDF funds, the EC has also provided support for democracy and human rights and for civil society via its centrally managed thematic budget lines. Finally, the extra-CSP EC-Nigeria cooperation on regional economic and political issues (via the RIP) and the investments of the European Investment Bank (EIB) is depicted in the bottom of the column.

The **third column**, Results (outputs and outcomes), illustrates the expected main results (outputs and outcomes) of the interventions along the following lines:

- Results from the micro projects should be the generation of rural incomes
- Results from the water and sanitation sector interventions should be increased access of the population to potable water and sanitation and extension of the national service coverage in hygiene education in the cooperation states
- The interventions in federal, state and local institutional and economic reforms are to lead to improved poverty-oriented service delivery and to enhanced governance, including in terms of effectiveness of spending and of financial accountability.
- In both focal sectors, an important result should be the dissemination of good practices to other states.
- Non-focal support, to some extent jointly with support from thematic budget lines, should lead to
- An operational system for delivery of quality routine immunisation in the cooperation states;
- Strengthening of the capacity of civil society organisations to contribute to advocacy and lobbying, not only on behalf of the ultimate beneficiaries in the focal sectors, but also in relation to consolidated democratic governance;
- Deepening of democracy and the strengthening of the respect for human rights.
- Regional cooperation is expected to result in the signing of an Economic Partnership Agreement (EPA).

The **fourth column**, Impacts, illustrates the intended main contributions towards long-term changes resulting from the EC-support:

- Micro Projects are to lead to improved income distribution and rural livelihood;
- Water and sanitation interventions are to contribute to sustainable coverage of water service, decreased prevalence of water borne diseases and improved health education;
- The interventions in federal, state and local institutional and economic reforms are to contribute to a national improvement of the accountability of public finance and governance;
- The immunisation project is to contribute to an increase of fully immunised children and a decrease of infections by vaccine preventable diseases;
- Strengthening of democracy and human rights should contribute to peace and human security;
- Regional cooperation should lead to enhanced integration in the world economy for the non-oil sectors.



Ultimately, the above impacts are to contribute to the reduction of poverty and sustainable economic and social development in Nigeria.

### **Assumptions and Risks**

As recognized by the strategy, it was marked from the outset with some uncertainty about the inherent risks in the chosen implementation modalities and the validity of central elements of the strategy:

- Working with the Nigerian authorities on the state level on improving service delivery through institutional and financial reform to obtain an enhanced impact of the support – leading to budget support when these reform conditions were in place;
- Civil society being able to perform the role of “control from below” in relation to progress in the focus sectors;
- Obtaining a spread effect through replication of positive experiences from this in other states and at the central level.

### **Assumptions**

The corresponding central assumptions about:

- The ability and will to undertake the foreseen institutional and financial management reform leading to budget support, and
- The will of being inspired from success stories in other states

have gradually been challenged during the course of events, hence calling for effective risk management and monitoring of the assumptions.

### **Risks**

Risk analysis is given some prominence in the CSP and NIP<sup>26</sup>. Thus from the starting point the identified risks of EC support to national programmes were continuing waste and misuse in these programmes, this time of EC funds, and the possibility of failure to contribute to improved service delivery or national resource management.

Moreover, it is underlined: “Only if these risks can be addressed and managed should the EC adopt and persist in the engagement with Nigeria’s own programmes. The risk-management cannot be a one-off decision taken in the current planning process; it must be a permanent feature of programme implementation.”

A mitigation measure in the strategy to reducing risk is to encourage civil society involvement. Thus, it was intended to strengthen and facilitate the capacity of civil society for constructive involvement in planning, service delivery and budgetary process. However, support of such a wide range of non-focal sectors was recognised in CSP as presenting other potential risks of human resource constraints, not only nationally but also within the EC Delegation (ECD)<sup>27</sup>- even though EC would be the lead donor in only 4 sectors of support (i.e. elections/human rights, immunisation, private sector development and civil society) the nature

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26 ‘... the challenges and risks of working with Nigerian programmes are great ...’ CSP 5.2.2 p23

27 As of 1 December 2009, with the entry into force of the Treaty of Lisbon, the European Commission delegations have become European Union delegations. Since the evaluation took place before that date the old term is used.

of the support to six, widely and socially dispersed states, would be demanding in terms of programme management, (CSP pp. 22-23 and 27).

#### Perspectives for 10<sup>th</sup> EDF

The basic allocation for the 10<sup>th</sup> EDF (2008-13) is €579.7m, however, the programming of the use of these funds has been delayed (*Joint Communiqué from the Nigeria-EU Ministerial Troika Meeting, 20 May 2008, point 33*).

The Communiqué further mentions that (point 34): “Nigeria and the EU recognized that the “Joint Africa-EU Strategy”, Nigeria’s home-grown development and policy strategy papers as well as the discussion held during the meeting, had underlined the need for priority actions in the following areas:

- a) Peace and security;
- b) Governance and human rights;
- c) Trade and regional integration;
- d) Key development issues including environmental sustainability and climate change”.

These priorities would represent a significant change in the overall strategy of EC-Nigeria cooperation.

## ANNEX 4 EVALUATION METHODOLOGY

### 4.1 Overall Evaluation Procedure

The evaluation has moved through four phases:

- An **inception phase** (March-May 2009), the main purpose of which was to identify the logic behind the EC intervention in Nigeria and the main topics for the evaluation, evaluation questions, with judgment criteria and indicators. An Inception Report was produced.
- Under a **desk phase** (May-July), preliminary answers to the evaluation questions were provided, based on written sources and on interviews with EC stakeholders in Brussels. The field study was prepared by a preliminary team-leader visit to Nigeria, where interviews were held with EC and Nigerian stakeholders. A Desk Report was produced, e.g. containing a detailed information matrix, which appears in a revised form as Annex 5 below.
- Under the **field phase** (Sep-Oct, after the end of the Ramadan), the team (3 international and 2 Nigerian experts and a trainee) undertook a two-week field study in Nigeria in order to test the validity of the findings under the desk-study and supplement them.
- In the **synthesis phase** (Oct-Dec), the findings from earlier phases were combined, leading to the conclusions and recommendations presented in this Synthesis Report.

Under all phases, there has been a close dialogue with a Reference Group (RG), composed by the EC and Nigerian stakeholders (represented by the Embassy in Brussels) and with the EC Joint Evaluation Unit (JEU).

At the end of the field study, there was a debriefing meeting with the EC Delegation in Abuja and the Nigerian National Planning Commission, the comments of which were integrated in the subsequent RG meeting in Brussels. After the finalisation of the Synthesis Report and another RG meeting in Brussels, it was presented by the team-leader at a Seminar in Abuja on 28<sup>th</sup> January 2010. The subsequent comments were considered for the finalisation of this Report.

### 4.2 Identification of intervention logic and formulation of evaluation questions

In the inception phase the evaluation team examined the GoN and EC goals and strategic documents relevant to the EC cooperation with Nigeria in order to identify the intervention logic, which is illustrated by the diagram in Annex 3.

The intervention logic relates to the 9<sup>th</sup> EDF funds, the left over from 7<sup>th</sup> EDF and EC thematic budget lines (see Annex 10).

This diagram is a retrospective reconstruction of the anticipated cause-effect relations, *from*:

- The GoN overall goal and policies, *over*
- The major elements in the EC response strategy, including its modifications over the evaluation period, *and*
- The expected outputs and outcomes of the different elements of the intervention, *to*

- The expected intermediate impact of the outcomes and how these were to ultimately support the global impact in terms of poverty reduction and sustainable economic & social development.

The application of a retrospective, deductive logic on the course of events in the evaluation period implied that, in addition to the stated objectives of the interventions, certain hypothetical inclusion of intermediary elements regarding outcomes and impact in order to make the logic “fit”.

The establishment of such logical hierarchy served to create a coherent overview, which allowed for the identification of ten evaluation questions (EQs), which then became the core part of the evaluation:

- **General EQs**

- EQ 1 reflects the overall question of the relevance of the EC intervention strategy and the adequacy of its design. In its scope it is related to EQ 10 in viewing the intervention in the context of the relations of other EC and members states’ policies with Nigeria and within the international development cooperation context in Nigeria.
- EQ 2 reflects the question of the overall efficiency with which the EC support has been implemented, thus assessing the relation between the support and its results in terms of the adequacy in the use of time and money and regarding the organisation of the support.

- **Sector specific EQs**

- EQ 4 and 8 serve to assess the relations between the outputs and the outcomes, regarding the institutional strengthening of the public sector and the civil society structures, respectively. This strengthening should serve to create the conditions for the materialisation of the pro-poor outcomes, and consequent impact, in the other intervention sectors.
- EQ 3, 5, 6, 7 and 9 deal with the relations between the outcomes and the impact. They serve to assess the extent to which a pro-poor impact has materialised in the main interventions sectors of Water Supply and Sanitation, Immunisation and micro projects as well as the impact of the support to democratic governance and to Nigeria’s participation in regional integration.

The EQs represent the questions arising from the intervention logic and they are based on the OECD-DAC criteria of relevance, effectiveness, efficiency, impact and sustainability as well as the two specific EC criteria of coherence and EC added value.

Figure 3 and Table 7 below present the Evaluation Questions and their relation with the OECD/ EC Evaluation Criteria.

**Figure 3: Overview over Evaluation Questions and OECD/ EC Evaluation Criteria**

Evaluation Questions	
<b>EQ 1:</b> ( <i>Strategy relevance and design</i> ) To what extent has the EC strategy over time been adaptive and consistent with the overall Nigerian and EC policy objectives in serving the needs of the population and responsive to occurred experience?	
<b>EQ 2:</b> ( <i>Efficiency</i> ) To what extent has the mix of interventions, chosen delivery mechanisms and management of risk been adequate for implementation of the strategy?	
<b>EQ 3:</b> ( <i>WATSAN</i> ) To what extent has EC support to water and sanitation sector accountability, management and infrastructure contributed to increased access to potable water, sanitation services and improved hygiene in 6 focal states?	
<b>EQ 4:</b> ( <i>Institutional &amp; economic reform</i> ) To what extent has EC support to federal, state and local institutional and economic reforms contributed to strengthen the capacity to deliver services to the poor through better public financial management and civil service structures?	
<b>EQ 5:</b> ( <i>Immunisation</i> ) To what extent has EC support to national immunisation programmes and polio eradication contributed to reduced incidence of vaccine-preventable diseases?	
<b>EQ 6:</b> ( <i>Governance</i> ) To what extent has the non-focal support for consolidating democracy and the respect for human rights been conducive to progress in these areas?	
<b>EQ 7:</b> ( <i>Regional integration</i> ) To what extent has EC support contributed to enhance Nigeria's trade and participation in regional integration?	
<b>EQ 8:</b> ( <i>Civil society strengthening</i> ) In which ways and to what extent has the overall EC support been conducive to the strengthening of civil society in Nigeria?	
<b>EQ 9:</b> ( <i>Rural poverty reduction</i> ) To what extent have programmes and projects in non-focal areas, incl. the QSP and micro projects, contributed to improvement and sustainability of rural livelihoods?	
<b>EQ 10:</b> ( <i>3Cs</i> ) To what extent has the Commission's support to Nigeria been coordinated, coherent with and complementary to other policies and actions of the European Commission and other donors?	

Table 7 provides an overview of the sector-coverage of the evaluation questions and their relationship / correspondence to the five OECD plus two EC evaluation criteria.

**Table 7: Correspondence of Evaluation Questions and Evaluation Criteria**

Question \ Criterion	EQ1	EQ2	EQ3	EQ4	EQ5	EQ6	EQ7	EQ8	EQ9	EQ10
<b>Relevance</b>	X	(X)				(X)				
<b>Effectiveness</b>		(X)	X	X	X	X	(X)	X	X	
<b>Impact</b>			X	X	X	X	(X)	X	X	
<b>Efficiency</b>		X								
<b>Sustainability</b>			(X)	(X)	(X)			X	(X)	
<b>Coherence</b>	(X)						X			X
<b>Value Added</b>			(X)	(X)	(X)	(X)	(X)	(X)	(X)	X

X= strong contribution (X) some contribution

The evaluation questions have been validated by the **Reference Group**, which has guided the evaluation process and provided comments at the different stages.

Each evaluation question includes several judgment criteria (JC) measured by indicators.

These were to direct the search for relevant data during the subsequent phases of the evaluation. The judgment criteria represent the logically deduced “research questions” for which answers were needed in order to provide an answer to the EQs. The indicators served to provide the practically applicable means of verification to establish the judgments, thus ultimately to ensure that answers could be provided to the EQs. This way, the inception phase was to establish a first testing of what it was possible to evaluate.

The final list of judgment criteria and indicators, first arrived at during the inception phase and then slightly modified according to the findings under the desk phase appears in Table 8 below. Findings for each indicator are presented in Annex 5.

**Table 8: Overview over Evaluation Questions with Judgment Criteria and Indicators**

EQ 1	To what extent has the EC strategy over time been adaptive and consistent with the overall Nigerian and EC policy objectives in serving the needs of the population and responsive to occurred experience?			
Judgment Criterion 1.1	The strategic documents have been consistent with the overall policies and priorities of the EC and the GoN in relation to the needs of the population, with an emphasis on poverty reduction.			
	I111: The design of the initial CSP reflected the GoN priorities on poverty reduction.	I112 The design of the initial CSP reflected the EC priorities on poverty reduction.	I113 The modifications of the CSP over time have reflected the evolvement of the Nigerian policies, including in relation to its perceived needs for development of the infrastructure.	I114: The CSP has evolved in line with the Paris Declaration on Aid Effectiveness in relation to coherence with the national policies.
Judgment Criterion 1.2	The assumptions made are still valid and the inherent risks of the strategy have been taken into account in order to avoid their materialisation.			
	I121: Adequate initial risk assessment was undertaken.	I122: Adequate risk management led to the necessary strategy changes.	I123: Adequate monitoring of the validity of the assumptions of the strategy was undertaken and contributed to changes in the strategy	
Judgment Criterion 1.3	The replacement of four of the cooperation states with four other states after the MTR, and the inclusion of the federal level in addition to the state and local level after the ETR, have enhanced the appropriateness of the CSP.			
	I131: Choice of new cooperation states has contributed to the materialisation of the strategy through enhanced reform pace.		I132: The inclusion of the federal level has, by enhancing the reform pace, contributed to the conditions for the materialisation of the strategy.	
Judgment Criterion 1.4	Existence of ability and will at the federal and state level to proceed with institutional and financial management reform so that the conditions for budget support are created.			
	I141: The state of the reform process at the federal level is conducive to budget support.		I142: The state of the reform process in the cooperation states is conducive to budget support.	

EQ 2	To what extent has the mix of interventions, chosen delivery mechanisms and management of risk been adequate for implementation of the strategy?					
Judgment Criterion 2.1	The geographical and sector distribution of EC support has contributed to implementation of the CSP.					
	I211: The ‘focal states’ concept and selection of the 6 states led to synergy	I212: Changes in the selection of states led to no loss of efficiency	I213: Evidence of analysis found supporting EC selection of focal and non-focal areas of support.	I214: Evidence of success or failure initially inherent in the target levels of support— federal, state, local, community.	I215: EC has added value to the support offered by EU Member States’	
Judgment Criterion 2.2	Chosen EC delivery mechanisms were optimal for implementation of NIP.					
	I221: Evolution of rates of commitment and disbursement of EC funding as foreseen.		I222: Adequacy of selected implementation channels (project/ programme approach, budget support, micro projects, thematic Budget lines, direct support, technical assistance, support to institutional reform).		I223: Evidence of success or otherwise of EC strategic choice to concentrate funding in support of national programmes.	
Judgment Criterion 2.3	High adequacy of risk management and consequent reactions.					
	I231: Existence of adequate baseline data and M&E systems as basis for programming, design and informed decision-making.	I232: EC sector support programmes include risk management measures.	I233: Justified mitigation and/or remedial actions to reduce negative influences and impacts have been designed and are applied.	I234: Evidence of national ‘buy in’ and involvement in identification and management of risk.	I235: EC has added value to the support offered by EU Member States	I236: Adequacy of EC visibility

<b>EQ 3</b>	<b>To what extent has EC support to water and sanitation accountability, sector management and infrastructure contributed to increased access to potable water, sanitation services and improved hygiene in 6 focal states?</b>					
<b>Judgment Criterion 3.1</b>	<b>Due to EC support, WATSAN sector policies and strategies are being implemented with timely disbursement of adequate budgets by federal and state governments.</b>					
	I311: Extent of federal and state support including allocation and delivery of funding for operation and maintenance has increased.	I312: Sector policies, strategies and master plans (for rural and urban areas) are in place at federal and state levels.	I313: Laws and regulations facilitate adequate sector service delivery.	I314: Extent and effectiveness of partnerships and cooperation between implementing agencies has been an element of success.	I315 Conditions are in place for launching sector budget support.	

<b>Judgment Criterion 3.2</b>	<b>EC support has increased transparency in sector governance at federal and state levels.</b>				
	I321: Institutional capacity for sector management is strengthened.	I322: Information on service delivery (e.g. annual audits of service providers, water supply and demand projections, cost recovery and tariff structures and mechanisms, project costs compared with estimates and budgets) is made publicly available and increasingly utilized by water users.	I323: Stakeholders (users, customers including women and vulnerable groups) and civil society are increasingly involved in service delivery, planning and programming	I324 Baselines and M&E systems to monitor social, environmental and economic impacts are improved.	I325: Public sector transparency, accountability and anti-corruption actions are improved.
<b>Judgment Criterion 3.3</b>	<b>Increased access to adequate sustainable systems for distribution of potable water in 6 focal states supported by EC.</b>				
	I331: The percentage of (urban and rural) population with access to potable water has increased in order to achieve the 2011 targets of 100% full coverage of potable water supply (and MDG targets).	I332: Water quality is improved.	I333 Levels of service delivery (in terms of 24/7 availability) is improved.	I334: Water costs as a proportion of household expenditure have decreased.	I335: Prospects of sustainability of supply services have improved.
<b>Judgment Criterion 3.4</b>	<b>Increased access to adequate sustainable sanitation services in 6 focal states supported by EC.</b>				
	I341: Trends towards increased percentage of population with access to sanitation services (rural and urban) and prospects of achievement of 2011 targets of 100% full coverage of sanitation services (and MDG targets).	I342: Levels of service delivery (in terms of 24/7 availability) are improved	I343: Sanitation costs as proportion of household expenditure have decreased.	I344: Functional waste water and sewerage systems including water treatment plants and pump stations plus management of domestic solid waste are increasingly in place and utilized by urban and rural population.	I345: Prospects of sustainability of sanitation services have improved.



Judgment Criterion 3.5	Improved hygiene and decreased infections by water borne and water-washed diseases in 6 focal states supported by EC.					
	I351: Trends in health indicators regarding water borne and water washed diseases show a significant decrease.		I352: Health education and family hygiene campaigns as integral component of EC sector support interventions show increasingly positive effects with the target groups.		I553: Evidence of increasing involvement of NGOs, CBOs and NSAs is found.	
Judgment Criterion 3.6	Indications of lessons learnt from implementation in 6 focal states (including replication and spread to non-focal states).					
	I361: Evidence of workshops attended by focal and non-focal states to discuss lessons learned is found.		I362: Evidence of existence and credibility of exit strategies being included in the EC strategy (including ‘quit strategy’ in case of change of focal states).		I363: Evidence of identification and analysis of reasons for possible sector support implementation problems is found.	
Judgment Criterion 3.7	Adequate integration of crosscutting issues.					
	I371: Existence of environmental impact assessments and implementation of mitigation measures.	I372: Adequacy of gender aggregated data on populations served and M&E systems including vulnerable groups.	I373: Existence and effectiveness of HIV/AIDS awareness campaigns as integral component of EC sector support interventions.	I374: Gender issues are embedded in all stages of the EC sector support.	I375: EC has added value to the support offered by EU Member States	I376: Adequacy of EC visibility

EQ 4	To what extent has EC support to federal, state and local institutional and economic reforms contributed to strengthen the capacity to deliver services to the poor through better public financial management and civil service structures?				
Judgment Criterion 4.1	EC support to institutional and economic reforms has reduced macro-economic imbalances.				
	I411: Evidence of greater macro-economic stability including reduction of national debt.	I412: Improved statistics for macro-economic management.	I413: Federal and state budgets are increasingly poverty-orientated.	I414: Availability of Medium Term Expenditure Framework (MTEF).	
Judgment Criterion 4.2	EC support to institutional and economic reform has contributed to improved PFM at federal, state and local levels.				
	I421: Evidence of increasing accountability and reduced misuse of public funds.	I422: Evidence of national interest and commitment in improving PFM.	I423: Evidence of national interest in budget support.	I424: Publication of annual technical and financial audits and budgets.	I425: Progress towards control of public expenditure.

<b>Judgment Criterion 4.3</b>	<b>EC support to institutional and economic reform has contributed to improved governance and delivery of public services at federal, state and local levels.</b>				
	I431: Improved delivery of poverty-oriented services (education, health, WATSAN) in 6 focal states.	I432: Increased CSO involvement in decision making processes	I433 Evidence of improved transparency in sector governance.	I434: Evidence of greater levels of trust and/or faith in public service.	I435: Evidence of policy changes at federal level being adopted by states.
<b>Judgment Criterion 4.4</b>	<b>EC support to institutional and economic reform has contributed to the effectiveness of the policy dialogue.</b>				
	I441: Evidence of increasing quality and frequency of technical discussions between EC and all levels of national government	I442: Enhanced EC/Nigeria political dialogue	I443: Evidence of policy changes	I444: Positive perceptions of donors (especially EU MS) towards improved dialogue with national institutions	

EQ 5	To what extent has EC support to national immunisation programmes and polio eradication contributed to reduced incidence of vaccine-preventable diseases?				
Judgment Criterion 5.1	Synergies developed and absence of conflicts between routine immunisation and polio eradication programmes.				
	I511: Joint information campaigns for both programmes are clear and complementary.	I512: Effective cooperation between campaigns (publicity, logistics, technical cooperation).		I513: Evidence of identification of possible conflicts, interference, overlap or lack of focus, and corresponding adequate mitigation measures, is found	
Judgment Criterion 5.2	Improved facilities and modalities for vaccine storage and distribution.				
	I521: Management capacity and delivery of immunisation programmes has been strengthened.	I522: Sufficient numbers of staff trained, and percentage of trained staff applying new skills, to improve performance.	I523 Increasing numbers of fully functional storage and distribution centres.	I524 Absence of geographical disparities in facilities.	I525: Prospects of sustainability of immunisation services through increasing coverage of programme costs from federal and state budgets.
Judgment Criterion 5.3	EC support has contributed to greater immunisation coverage of the population.				
	I531: Increasing percentages of children being vaccinated.	I532: Adequacy of management, M&E systems and health information reports.		I533 Publicity materials available and used, including materials targeted ethnically and belief sensitive groups.	

Judgment Criterion 5.4	Improving trends in infection rates in supported States.				
	I541: Reported cases of vaccine-preventable diseases including polio are reducing.	I542: Adequacy of reliable statistics and M&E systems for health sector indicators.	I543: Evidence of associated sensitisation campaigns regarding family health and hygiene as an integral component of all sectors of EC support.		
Judgment Criterion 5.5	Crosscutting issues have been embedded in EC support to immunisation programmes.				
	I551: Adequacy of gender aggregated data and M&E systems, which identify vulnerable groups.	I552: Gender issues are embedded in EC support.	I553: Existence and effectiveness of HIV/AIDS awareness campaigns is an integrated component of EC support.	I554: EC has added value to the support offered by EU Member States	I555: Adequacy of EC visibility

EQ 6	To what extent has the non-focal support for consolidating democracy and the respect for human rights been conducive to progress in these areas?	
Judgment Criterion 6.1	EC support has contributed to increased democratic participation of the poorer parts of the population.	
	I611: Examples of improvement (results and possible impact) in the functioning of democracy, including the effective participation of the poorer population strata, related to the EC-support.	I612: The support for the Federal and State Assemblies provided under the Quick Start Package (EC support 1999-2002) has improved their functioning.
Judgment Criterion 6.2	EC support has contributed to the enhancement of the rule of law.	
	I621: Examples of improvement of the respect for human rights (results and possible impact), including personal security, religious tolerance, law enforcement and penitentiary conditions, related to the EC-support.	I622: Examples of strengthening the rule of law (results and possible impact), including the functioning of the justice sector and the access to justice for the poorer part of the population, related to the EC-support.

<b>EQ 7</b>	<b>To what extent has EC support contributed to enhance Nigeria's trade and participation in regional integration?</b>				
<b>Judgment Criterion 7.1</b>	<b>EC support has strengthened Nigeria's capacity to contribute to regional trade.</b>				
	I711: Negotiations towards EPA have progressed.	I712: Restrictions on trade, import and export bans and high tariffs have been reduced.	I713: Border controls have improved.	I714: Facilitation of ICT & transportation has improved.	I715: Increased share of ECOWAS countries in Nigerian exports and imports

Judgment Criterion 7.2	EC support has strengthened Nigeria’s capacity to support peacekeeping and conflict prevention regionally and nationally.					
	I721: Control of cross-border threats (e.g. drug trafficking, human trafficking, smuggling of weapons and oil products) has been improved.			I722: EC support has had a positive effect on Nigeria’s potential to contribute to regional conflict management.		
Judgment Criterion 7.3	Adequate integration of crosscutting issues in regional cooperation.					
	I731: Measures to combat human trafficking and organised crime across international borders have been strengthened.	I732: Cross-border environmental management issues have been implemented.	I733: HIV/AIDS awareness campaigns as integral component of EC regional support programme are in place and effective.	I734: Cross-border initiatives to reduce incidence of disease (e.g. malaria, TB) have been supported and there is better coordination with health initiatives in neighbouring countries	I735: EC has added value to the support offered by EU Member States	I736: Adequacy of EC visibility.

EQ 8	In which ways and to what extent has the overall EC support been conducive to the strengthening of civil society in Nigeria?			
Judgment Criterion 8.1	Enhanced internal capacity of civil society organisations as a consequence of the EC support.			
	I811: Increased viability in EC-supported CSOs, measured by the development of their budget, staff and gender equality	I812: The CSO community's ability to act in a concerted way through representative umbrella organisations is improved.	I813: The majority of the EC-supported CSOs have increased their publicly visible level of activity	
Judgment Criterion 8.2	CSOs have strengthened the “control from below”, through the use of advocacy, lobbying and “watch-dogging” within the focal sectors of water & sanitation and institutional and financial reform.			
	I821: CSOs have improved access to information, which makes it possible for them to exercise advocacy and lobbying in the above sectors.	I822: CSOs are more and more actively involved in a dialogue with the authorities in the sectors, including through the establishment of consultative arrangements	I823: Examples of control from below, which has impacted on the delivery of services in water and sanitation sector.	I824: Examples of control from below, which impacted on institutional and financial reform through pressure for reform and for the related delivery of services, measured in terms of advocacy and watchdogging regarding good governance.

<b>Judgment Criterion 8.3</b>	<b>EC support has enhanced civil society contribution to democracy and the respect for human rights.</b>		
	I831: CSOs are increasingly involved in a dialogue with the authorities and / or the National and State Assemblies through consultative arrangements.	I832: Examples of EC-supported CSO activity in relation to the strengthening and deepening of democratic consolidation in Nigeria, regarding participation of the poorer population strata in the functioning of democracy, including elections.	I833: Examples of EC-supported CSO activity in relation to the rule of law and respect for human rights.

EQ 9	To what extent have programmes and projects in non-focal areas including the QSP and micro projects contributed to improvement and sustainability of rural livelihoods?				
Judgment Criterion 9.1	The institutional, managerial and human resources and procedural capacities of EC and national institutions facilitated implementation of QSP.				
	I911: EC procedures and structures were appropriate for rapid response.		I912: Local and state authorities were adequate service providers.		
Judgment Criterion 9.2	EC non-focal interventions have contributed to improved rural access to economic and social infrastructure, to improved agricultural production and encouraged rural private sector development.				
	I921: Increased attendance and improved service delivery at social facilities.	I922: Increased agricultural output marketed.	I923: Increased family incomes.	I924: Increasing numbers of private enterprises	
Judgment Criterion 9.3	Microproject programmes have promoted transparency and accountability in use of resources and contributed to conflict resolution and prevention.				
	I931 Constructive inter and intra-community relationships developed.		I932: Increased level of participation in decision making processes (in community and at local levels) and visible involvement of CBOs, NSAs and NGOs.		I933: Improved safety and security.
Judgment Criterion 9.4	Adequate integration of crosscutting issues.				
	I941: Existence and effectiveness of HIV/AIDS awareness campaigns as an integral component of EC support interventions.	I942: Evidence of gender related considerations in the EC supported interventions.	I943: Environmental considerations are an integral component of EC support interventions (including awareness rising of impacts of malpractices).	I944: EC has added value to the support offered by EU Member States	I945: Adequacy of EC visibility

EQ 10	To what extent has the Commission’s support to Nigeria been coordinated, coherent with and complementary to other policies and actions of the European Commission and other donors?		
Judgment Criterion 10.1	The EC aid is complementary to aid from EU-member states and other donors.		
	I1011: The interventions by the donor community in Nigeria correspond with Nigerian priority sectors to the extent possible.	I1012: The geographical and sector distribution of interventions by the donor community in Nigeria is complementary to interventions of EU-member states and other donors.	
Judgment Criterion 10.2	Objectives of EC development interventions and those of the other Community policies ( <i>particular in the fields of migration, human trafficking, crime, peace and security</i> ) converge in their intent towards Nigeria.		
	I1021: The objectives of EC interventions and EU-policies, in particular in the fields of migration, human trafficking, crime, peace and security, are not contradictory	I1022: Common political agenda for the EC and the member states in relation to Nigeria has been established.	
Judgment Criterion 10.3	The EC and the member states have established mechanisms for the coordination of their aid to Nigeria.		
	I1031: EC and the member states meet regularly for discussing their interventions in defined sectors or related to crosscutting issues	I1032: Cases of concerted action between the EC and the member states.	I1033: The EC applies the principles of the Paris Declaration on Aid Effectiveness related to aid coordination.
Judgment Criterion 10.4	The value added of EC-activities in relation to European bilateral cooperation is visible.		
	I1041: EC member states representatives consider EC interventions a valuable complement to their own action	I1042: Evidence of action by EU member states facilitated by the EC	

### 4.3 Methodology of the Desk Study

#### Overall Methodology

In the desk phase, the available body of EC project and programme documentation as well as supplementary literature on the Nigerian and the cooperation context (see Annex 9, Bibliography) was studied. Supplementary interviews were carried out with the relevant services in the EC Headquarters and in a preparatory way with the ECD and the NPC in Abuja.

The information thus gathered was analysed and compiled in an information matrix (Annex 5). The structure of the matrix is the one elaborated in the inception phase. The substance was mainly added during the desk phase and used for the formulation of preliminary judgments and hypotheses to guide the field study and to be tested during the field phase. The preliminary judgments were based on the information gathered for each indicator, the coherence (or not) between what emerged from the different indicators and the comments from the Reference Group.

After the field phase, certain modification of the preliminary findings in the matrix has been undertaken and the hypotheses were taken out in order to arrive at the final matrix, which presents detailed evidence supplementary to the main Evaluation Report.

According to the evidence found for each indicator, the evaluation team prepared a preliminary answer and hypotheses for each related judgment criterion and Evaluation Question.

Checklists available on the website on evaluation methodology prepared by the Joint Evaluation Unit were used to verify whether relevant aspects had been addressed and adequately covered.

### **EQ specific methodologies, desk phase and field phase**

While the same overall methodological approach was applied for all EQs, the different nature of the questions implied certain differences between the specific methodologies applied for each of them, according to the different nature of the judgment criteria and indicators.

By comparing the objectives of the EC intervention strategy with the documentation of the implemented projects and programs, **EQ 1** studied in which ways and to what extent the strategy served as a guideline for the implementation of the EC support. This included the modifications of the strategy in relation to the originally foreseen support. The desk study was supplemented with stakeholder interviews in the ECD, NPC and relevant services in the EC HQ.

**EQ 2** studied the extent to which the mix of interventions, chosen delivery mechanisms and management of risk has been adequate for the implementation of the strategy. The desk study was supplemented with stakeholder interviews in the ECD (including provision of management data from the Finance and Contracts Division), NPC and relevant services in the EC HQ.

The Water and Sanitation Sector, **EQ 3**, had been selected in the CSP as focal sector on assertions that the sector policy was relatively well developed with appropriate sector institutions at various levels. The prospects of direct impact to poverty alleviation and improvement of the sector governance dominated the programming phase and did not allow the necessary consideration and verification of the underlying assertions. Already in 2003, the factual realities became evident but the WATSAN programme was launched on the assumption that legal and institutional backlogs could be rectified with the support provided. The evaluation studied not primarily why the reform did not follow the planned programmes but rather which important processes were initiated by the programme and in which ways and to what extent sector governance is improving, albeit at a much slower pace than expected. The desk study was supplemented with stakeholder interviews at the ECD and NPC, relevant services in the EC HQ, state authorities and project staff.

**EQ 4** studied the extent to which EC support to federal, state and local institutional and economic reforms has contributed to strengthen the capacity to deliver services to the poor through better Public Financial Management (PFM) and civil service structures. The desk study was supplemented with stakeholder interviews in the ECD, NPC, Calabar State, Abuja SRIP PMU and Calabar SRIP Implementation Unit.

The health related non-focal intervention for Immunisation **EQ 5** had acquired a considerable status and volume of funding under the 9<sup>th</sup> EDF because Nigeria had largely fallen back from a pre-military government Africa average-performance health system to a backbencher position. Nigeria constituted a threat to its neighbours and globally due to the prevalence of

wild poliovirus in some Northern regions. To eradicate the poliovirus it became pivotal to build up a routine immunisation system. The primary support dominated these programmes, while the financial and capacity building aspects became secondary. The evaluation attempted to strike the balance between what had been the system improvement originating from the massive support provided on the one hand and, on the other hand, when and how donor-led interventions could phase out and be replaced by relevant ownership by the government. The desk study was supplemented with stakeholder interviews at the ECD and NPC, relevant services in the EC HQ, state authorities, project staff and other donors.

Dealing with the support to democratic governance, which is not a specific sector but an overall criterion and a crosscutting aspect in the EC support to Nigeria, **EQ 6** first identified the different relevant aspects of the support from the EDF and from thematic budget lines and gathered information about the Nigerian context. Secondly, the desk study of the available documentation on the contents, outcomes and impact of these interventions was undertaken and subsequently supplemented with interviews with stakeholders and independent informants from Nigerian civil society and media. The importance of this aspect of the cooperation notwithstanding, the available documentation is not highlighting it specifically, which implied that the evaluation of the EC support for democratic governance is more based on the above sources than on hard evidence.

Regarding the support to, and the consequent contribution by Nigeria to Regional Integration, **EQ 7**, hard data as such did not exist and the perceptions of major players were therefore analysed in relation to factual evidence. The relatively small amounts of allocated budgets, the implementation delays and the focus on ECOWAS, of which Nigeria is a core member state, made it necessary to identify and subsequently assess the trends in regional integration, which were supported through concrete measures. The recent evaluation of the EC support for regional integration was used fully during the desk study. The desk study was supplemented with stakeholder interviews at the ECD and with a focus group meeting with the concerned GoN and ECOWAS officials.

Dealing with the support to civil society, which is both a specific program and a partially crosscutting aspect of the EC support to Nigeria, **EQ 8** first identified the different relevant parts of the support from the EDF and from thematic budget lines. Secondly, the desk study of the available documentation on the contents, outcomes and impact of these interventions was undertaken and subsequently supplemented with interviews with stakeholders and informants from the Nigerian civil society.

**EQ 9** studied the extent to which programmes and projects in non-focal areas including the QSP and micro projects contributed to improvement and sustainability of rural livelihoods. The desk study was supplemented by stakeholder interviews in the EC Head Quarters, at the ECD and NPC, and by a field trip to Calabar State including visits to key stakeholders (the MPP9 PMU, Calabar State authorities and participating NGOs) as well as a one-day field visit to MPP3 and MPP6 sites.

**EQ 10** relates to the “three Cs” and the added value of the EC-support. Regarding the coherence of the support with the other EC policies, the answer is based on comparative desk study of the EC policies and cooperation supplemented by interviews at the ECD and ED Head Quarters. Regarding coordination and complementarity, as well as added EC value, the (limited possible) desk study was supplemented by stakeholder interviews, most importantly with the ECD and local representatives in Nigeria from EC member states and from other international cooperation partners.



## Scope of Analysis

The scope of the analysis included documents relating to EC support as a whole, as well as to individual interventions:

**Table 9: Document inventory for the evaluation**

Documents relating to EC support	CSP/NIP for 7 <sup>th</sup> , 9 <sup>th</sup> , and 10 <sup>th</sup> EDFs <sup>28</sup> Addenda to the CSP/NIP Joint Annual Reports (2004 – 2008) External Assistance Management Reports (2005, 2006, 2008) Mid-term Review (2004) End-term Review (2006) Evaluation Reports
Documents relating to individual interventions	Financing Agreements, including log-frames Identification Fiches Project estimates & project synopses Implementation Reports Monitoring Reports & Response Sheets Evaluation reports (mid-term & final) Cost-calculations/break-downs and financial audit reports Procedural & administrative decisions and riders Documents produced under individual programmes

The analysis of available documents was complemented through semi-structured interviews with resource persons in the Commission Services in Brussels (AIDCO, DG DEV, Central management of Thematic Budget Lines, Operations Quality Support and the Evaluation Unit), conducted 10-11 June 2009 in addition to telephone and mail communication.

While the Evaluation Team gratefully acknowledged the resource persons' frankness and support – both under the desk and the field phases – the presentation of findings abstains from identifying individuals.

Observations and conclusions from the desk phase were provisional, since they were subject to subsequent critical reflection and validation during the course of the forthcoming field phase.

## 4.4 Methodology of the Field Study

### Preparation

The field study methodology was outlined in the Desk Report and by and large it materialised this way, as described below. However, not without difficulties:

A couple of weeks in advance of the mission, requests for the meetings and interviews with ECD staff and Nigerian persons and institutions were sent to the ECD and the NPC,

<sup>28</sup> The 8<sup>th</sup> EDF is not applicable to Nigeria due to the interruption of cooperation under military rule.

respectively, while interviews with cooperation partners and EU member states were agreed directly with those. But NPC only started their preparations after the arrival of the mission with the result that a few foreseen meetings did not materialise. Interviews with ECD staffs were arranged on beforehand, as well as briefing and debriefing meetings with the ECD and NPC, while requests for information about the EC cooperation with civil society and advice about arrangement of focus group meetings with CSOs were partly accommodated after the start of the mission.

Hence, the Team had to do a lot of practical planning itself and to improvise quickly in order for most of the activities to materialise (like the Team's serendipitous finding out about an important Water Sector Conference held in Abuja during the mission and the co-incidental meeting with the Special Advisor of the President on CSOs, thanks to the INSIDE project), which was a small miracle and demanding in a setting where the mundane necessities are time consuming. Thus, the team used all time available with no time left for possible follow-up. Considering these facts, and that the EC tender procedure for evaluations produce teams where the members have only limited knowledge of each other on beforehand, planning for three weeks field study, rather than two, might be advisable. Two weeks assume a maximum efficiency of planning, which did not exist.

## **Implementation**

The objective of the field study was to complete missing information and to verify, modify or correct findings and conclusions of the Desk Report. The main tools for these tasks were interviews, focus group meetings, field visits and direct observation (part of which undertaken through a preliminary studies by a Nigerian team-member). The categories of stakeholders addressed were:

- Government officials (at federal, state, and local level)
- Programme officers at the Delegation, NAO and at programme level
- Administrative staff at the Delegation (Finance and Contracts Department) and at the NPC
- Representatives of other donors and EU member states
- NGOs and civil society
- End-beneficiaries, and
- Independent observers from the press community

The collection of information was organised differently according to the different categories of stakeholders (for persons and institutions met, please see Annex 6):

- Meetings with programme officers and implementers (programme officers at the Delegation, project implementing experts, administrative staff) concentrated on information completing the information matrix
- Meetings with staff from the various levels of concerned ministries covered practical modalities of project and programme identification, donor coordination, consideration of national capacities, and the degree of ownership

- Meetings with NGOs and CSOs, as well as discussions with beneficiaries, included questions about outputs, outcomes and impacts, their experience with the modalities of EC-interventions and about sustainability issues.

**Table 10: Overview of Interview partners, Methods, and responsibilities for each EQ**

EQ	Partners							Method	Main responsible
	Delegation	Federal Auth.	State Auth.	NSA	Programmes	Beneficiaries	Donors		
1: Relevance	●	●	○	●	○	●		Interviews	TL
2: Efficiency	●	●	●	○	○			Interviews, Documents, Statistics	ERM
3: WATSAN	●	●	●	●	●	●	○	Interviews, Focus Group Meetings, Visits, Statistics	WHR
4: Inst and Econ.Reform	●	●	●	○	●	○		Interviews, Visits, Focus Group Meetings, Case Study Statistics	ERM
5: Health	●	●	●	○	●	●	○	Interviews, Visits, Statistics	WHR, HIR
6: Democracy & Human Rights	○	●	○	●	●	○	○	Interviews, Documents	TL
7: Regional Integration	●	●			●		○	Interviews, Documents, Statistics	WHR
8: Civil society	○	○	○	●	●	●	○	Interviews, Focus Group Meetings, Case Study, Documents	TL, CS
9: Micro Projects	●	●	●	○	○	○		Interviews, documents, visits	ERM
10: 3Cs, added value	●	●					●	Interviews, documents	TL

TL: Team leader; WHR: Specialist on WATSAN, Health and Regional Integration; ERM: Specialist on Efficiency, Institutional Reform and Micro Projects; CS: Specialist on Civil society; HIR: Specialist on Health and Institutional Reform

A detailed table presenting stakeholders to be interviewed per JC is included as chapter 4.6.

### Data Collection Methods and Tools

Below is listed the various ways in which the Team verified the findings from the desk phase and gathered supplementary information. In order to give a quick impression of the nature of the team's work, the focus group meetings and the field observations are briefly mentioned here, while the complete list of interviews and meeting is found in Annex 6, the field study calendar being presented in Annex 7.

In all cases, the meeting notes and interview transcripts were integrated into a consolidated consultation protocol, which provided a basis for subsequent compilation and analysis of results. The case study undertaken and the additional documents found were integrated into the evaluation database and used for the subsequent analysis.

The collection of information used **triangulation** as much as possible (cross-checking with different sources, for example by asking the same questions to different

stakeholders/informants, comparing the answers and when possible, confronted stakeholders with differing answers from other interviewees).

## **Interviews**

Interviews were semi-structured. An overview of the issues to be discussed during meetings was made available to the interview partners ahead of the mission to the extent possible. The interviewees included the abovementioned categories related to the programmes and projects in focus for the Evaluation as well as independent observers from the press. Among the foreseen interviews, the Team was unable to realise one with the Independent Election Committee and one with the Ministry of Agriculture and Water Resources.

## **Focus Groups Meetings**

Such meetings were arranged during the mission in the cooperation states of Kano and Cross River related to the two focus sectors: Water and sanitation and Institutional and Economic Reform. In Kano with the participation of the concerned authorities and the CSOs supported by the EC to monitor the progress of implementation, in Cross River with the CSOs only as well as Team participation in a SRIP-sponsored joint conference for the State budget authorities and the monitoring CSOs.

Prior to the field mission, a focus group meeting, supplemented with a questionnaire, was held with the “SRIP-CSOs” in Osun state by a Nigerian team member. In addition, a focus group meeting was held in Abuja based CSOs/NGOs having relations to the EC.

## **Field visits and observations**

Field visits and observations on the state and community levels were undertaken simultaneously by the Team (splitting up in two sub-teams) to cooperation states, which represented the two focus sectors and the major geopolitical zones of Nigeria:

- Kano in the North (Water and Sanitation & Health related issues)
- Cross River in the South-South (Institutional and Economic Reform & Micro Projects & civil society)

The field visits were a most useful supplement to the desk study, since they provided the Team with the perspective of the state authorities, local civil society organisations and end-beneficiaries of the EC projects in the focus sectors, in addition to the opportunity to supplement the written sources with observations of the state of affairs of the microproject sites in Cross River state.

## **Additional documents & Statistics**

Certain not yet identified documents were collected, guided by interviewees, and integrated into the evaluation database. The available and relevant Nigerian and EC statistics were used as much as possible.

## **Analysis of available information**

The analysis was based on the Evaluation Questions with their judgment criteria and indicators. The data collected and checked, the observations were used for the possible identification of overall patterns of interest to the answers to the evaluation questions:

findings of a more general nature. By logical juxtaposition of the findings with the objectives of the intervention under evaluation, the Team arrived at the descriptive conclusions, subsequently transformed into normative recommendations in the cases found sufficiently important and operational.

The chain of reasoning was as follows:

- For each Evaluation Question and judgment criterion, data collected was used to measure the degree of achievement of targets specified by the indicators;
- During the desk phase hypotheses to be tested during the field phase were developed, and subsequently cross-checked against the opinions of local stakeholders and experts;
- A synthesis was made and information was grouped according to the specific indicator to which it refers;
- The synthesised information was crosschecked and used to validate (or not) the indicators and the judgment criteria.

### **Changes between the Desk Report and the Final Report**

The hypotheses and outlook formulated in the Desk Report were, in most cases, confirmed and deepened during the field phase.

The analysis of the EC development support to Nigeria was deepened and the analysis was enriched by the interviews. Through the field analysis, some processes were clarified and the judgments were formulated on a more in-depth basis of evidence and enhanced through triangulation. Particularly in relation to evaluation question 4, about immunisation, this resulted in a more positive conclusion than the field study was able to reach on the basis of the available documents.

At the sector level, the field phase allowed exploration of some elements, which were not entirely clear at desk level:

- a) Documentation of the importance of institutional shortcomings, including the implications of a lack of action on institutional change, which had not been fully evident from the available documentation;
- b) Identification and analysis of the difficulties encountered by the EC intervention; and fine-tuning of the analysis of some issues such as gender and local governance.

Some judgment criteria and indicators have been slightly adapted (as documented in Annex 5) to make the analysis more comprehensive and effective.

### **Programmes/ Projects selected for in-depth analysis**

Within the relevant evaluations questions, the field studies focused on the following programmes and projects, selected for being representative in quantity and quality of the portfolio and/or due to their specific sector importance:

#### **EQ 3: 9ACP UNI06 WSSSRP – Water Supply & Sanitation Reform Programme (€ 87m)**

This programme is the major EC supported sector interventions. With € 37m paid, it represents 84% of the total amount spent in Focal Sector 1. Under the field mission, the Northern state of Kano was visited.

**EQ 4:** *9ACP UNI 07 - Support to Reforming Institutions Programme (SRIP)*

SRIP-I (€ 24.1m) and SRIP-II (€ 29.4m) were designed to extensively support institutional and economic reforms. It was therefore relevant to analyse those two phases of the programme to appreciate the extent to which the capacities to deliver services have effectively been enhanced due to SRIP. The € 53.5m of both phases account for 26% of the amount allocated for Focal Sector 2.

**EQ 5:** The major programmes / projects are:

*9ACP RPR30 – Polio Eradication Initiative in 14 ACP Countries (€ 25.4m)*

*7ACP UNI62 & 9ACP UNI14 – Partnership to Reinforce Immunisation Efficiency (PRIME) (€ 97.4m)*

*9ACP UNI10 – Support to Routine Immunisation in Kano State (SRIK) (€ 15.5m)*

PRIME represents 70% of the amounts allocated and 74% of the amounts paid for Immunisation (€ 138.3m) and is thus of outstanding importance. As the project is closed, only the Team Leader was met during the Field Study.

The main project selected for the Field Study was SRIK, where project visits were held together with PMU staff in Kano. The project accounts for 11% of the foreseen immunisation budget but only for 2% of the amounts paid.

**EQ 6:** *Support to the Electoral Cycle, 2007-11 (€ 40m)*

Given the difficulties in obtaining synthesis information beyond the output level about the support through the thematic budget line projects, support for the Electoral Cycle represents the most important contribution within the EDF funds towards democratic strengthening (with an allocation covering 83% of the total funding in this sector) and, through CSO participation in the project, democratic deepening, in Nigeria.

**EQ 7:** The major programmes / projects are the following:

*9ACP ROC10 - Mécanisme de Coordination et de Suivi du Programme Indicative*

*9ACP ROC07 – TCF I*

*9ACP ROC21 – TCF II*

*9ACP ROC05 – Support to Regional Integration*

*9ACP RIC09 APE – Appui à l'Intégration Régionale aux Negotiations*

*FED/ROC/13085 – Conflict Prevention & Peace Building I*

*FED/ROC/13729 - Conflict Prevention & Peace Building II*

*FED/ROC/13138 & FED/ROC/13008 – Projet de Facilitation des Transports*

However, given the recent West Africa Regional Evaluation and limited resources, no single project was identified for a project visit.

**EQ 8:** *Increasing Non-State Actors' Capacity for Implementation and Development ("INSIDE") (€ 20m)*

While the EC has supported Nigerian civil society in numerous ways, the INSIDE project (which is the only EDF project in the sector context) attempts to use the knowledge accumulated and the contacts established to develop the capacities of the CSOs to become stronger players in Nigerian development at large and in relation to the cooperation partners.

**EQ 9: Support to Microproject Programmes MPP3 (€ 17.5m) and MPP6 (€ 42m)**

Within the non-focal areas, only the successive programmes to support micro projects, MPP3 and MPP6, were specifically designed to contribute to improvement and sustainability of rural livelihoods. It was, therefore, necessary to analyse what has been the effective influence of those programmes on rural livelihoods as compared to initial expectations. The design of MPP9, which has recently started, was also examined since MPP9 has been designed to correct some of the shortcomings found in MPP3 and MPP6.

In terms of representativity, MPP3 and MPP6 stand together for 56% of allocated budget for Micro Projects (€ 105m), but represent the total of the amount spent.

**4.5 Limitations to the Evaluation**

The Evaluation Team believes in the validity of the answers provided to the evaluation questions in this Report. However, it also believes that some of the answers might have been more precise, had the Team not met certain constraining factors:

- The Evaluation Team encountered considerable difficulties in retrieving project-related information from the CRIS database. Being primarily a financial accounting tool, CRIS provides only limited additional information on individual projects. Moreover, the amount and types of referenced documents vary greatly, to the extent that *full coverage of documentation* could not be ensured for most of the identified projects. This difficulty entailed some loss of time, and some uncertainty about a few questions under the desk phase.
- Limited time for the field study, combined with belated Nigerian preparations, which prevented a few interviews as mentioned.
- The non-availability of knowledge about the results, including impact-evaluation, of the support through the thematic budget line projects.
- The limited institutional memory in the ECD and the NPC. Provided the equally limited state of development of their knowledge management systems (which makes it difficult to find some documents), this memory appears often confined to length of service of the incumbents of the positions.

## 4.6 Interview Partners

**Table 11: Detailed Overview of Interview Partners per JC**

<b>EQ 1</b>	<b>To what extent has the EC strategy over time been adaptive and consistent with the overall Nigerian and EC policy objectives in serving the needs of the population and responsive to occurred experience?</b>	<b>Ministries</b>	<b>Implementing Agencies</b>	<b>National/Local directorates</b>	<b>Beneficiaries &amp; Stakeholders</b>	<b>EC Delegation</b>	<b>EC Brussels</b>	<b>Donors &amp; Funding Agencies</b>	<b>Experts and TA</b>	<b>CSOs</b>	<b>Others</b>
Judgment Criterion 1.1	The strategic documents have been consistent with the overall policies and priorities of the EC and the GoN in relation to the needs of the population, with an emphasis on poverty reduction.	X				X	X				
Judgment Criterion 1.2	The assumptions made are still valid and the inherent risks of the strategy have been taken into account in order to avoid their materialisation.	X				X	X			X	
Judgment Criterion 1.3	The replacement of four of the cooperation states with four other states after the MTR, and the inclusion of the federal level in addition to the state and local level after the ETR, have enhanced the appropriateness of the CSP.	X		X		X	X				
Judgment Criterion 1.4	Existence of ability and will at the federal and state level to proceed with institutional and financial management reform so that the conditions for budget support are created.	X		X		X	X		X		

<b>EQ 2</b>	<b>To what extent has the mix of interventions, chosen delivery mechanisms and management of risk been adequate for implementation of the strategy?</b>	<b>Ministries</b>	<b>Implementing Agencies</b>	<b>National/Local directorates</b>	<b>Beneficiaries &amp; Stakeholders</b>	<b>EC Delegation</b>	<b>EC Brussels</b>	<b>Donors &amp; Funding Agencies</b>	<b>Experts and TA</b>	<b>NSA / NGOs</b>	<b>Others</b>
Judgment Criterion 2.1	The geographical and sector distribution of EC support has contributed to implementation of the CSP.	X			X	X	X		X		
Judgment Criterion 2.2	Chosen EC delivery mechanisms were optimal for implementation of NIP.	X			X	X	X	X	X		



Judgment Criterion 2.3	High adequacy of risk management and consequent reactions.	X			X	X	X		X		
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EQ 3	To what extent has EC support to water and sanitation accountability, sector management and infrastructure contributed to increased access to potable water, sanitation services and improved hygiene in 6 focal states?	Ministries	Implementing Agencies	National/Local directorates	Beneficiaries & Stakeholders	EC Delegation	EC Brussels	Donors & Funding Agencies	Experts and TA	CSOs	Others
Judgment Criterion 3.1	Due to EC support, WATSAN sector policies and strategies are being implemented with timely disbursement of adequate budgets by federal and state governments.	X	X	X	X	X		X	X		
Judgment Criterion 3.2	EC support has increased transparency in sector governance at federal and state levels.	X	X	X		X		X	X		
Judgment Criterion 3.3	Increased access to adequate sustainable systems for distribution of potable water in 6 focal states supported by EC.	X	X		X				X		
Judgment Criterion 3.4	Increased access to adequate sustainable sanitation services in 6 focal states supported by EC.	X	X		X				X		
Judgment Criterion 3.5	Improved hygiene and decreased infections by water borne and water-washed diseases in 6 focal states supported by EC.	X							X		
Judgment Criterion 3.6	Indications of lessons learnt from implementation in 6 focal states (including replication and spread to non-focal states).	X							X		
Judgment Criterion 3.7	Adequate integration of crosscutting issues.	X				X			X		

<b>EQ 4</b>	<b>To what extent has EC support to federal, state and local institutional and economic reforms contributed to strengthen the capacity to deliver services to the poor through better public financial management and civil service structures?</b>	<b>Ministries</b>	<b>Implementing Agencies</b>	<b>National/Local directorates</b>	<b>Beneficiaries &amp; Stakeholders</b>	<b>EC Delegation</b>	<b>EC Brussels</b>	<b>Donors &amp; Funding Agencies</b>	<b>Experts and TA</b>	<b>CSOs</b>	<b>Others</b>
Judgment Criterion 4.1	EC support to institutional and economic reforms has reduced macro-economic imbalances.	X	X	X	X	X			X		
Judgment Criterion 4.2	EC support to institutional and economic reform has contributed to improved PFM at federal, state and local levels.	X	X	X	X	X		X	X		
Judgment Criterion 4.3	EC support to institutional and economic reform has contributed to improved governance and delivery of public services at federal, state and local levels.	X	X	X	X	X			X		
Judgment Criterion 4.4	EC support to institutional and economic reform has contributed to the effectiveness of the policy dialogue.	X	X	X	X	X			X		

<b>EQ 5</b>	<b>To what extent has EC support to national immunisation programmes and polio eradication contributed to reduced incidence of vaccine-preventable diseases?</b>	<b>Ministries</b>	<b>Implementing Agencies</b>	<b>National/Local directorates</b>	<b>Beneficiaries &amp; Stakeholders</b>	<b>EC Delegation</b>	<b>EC Brussels</b>	<b>Donors &amp; Funding Agencies</b>	<b>Experts and TA</b>	<b>CSOs</b>	<b>Others</b>
Judgment Criterion 5.1	Synergies developed and absence of conflicts between routine immunisation and polio eradication programmes.	X				X		X	X		
Judgment Criterion 5.2	Improved facilities and modalities for vaccine storage and distribution.	X	X	X		X					
Judgment Criterion 5.3	EC support has contributed to greater immunisation coverage of the population.	X						X	X		
Judgment Criterion 5.4	Improving trends in infection rates in supported States.	X	X					X	X		

Judgment Criterion 5.5	Crosscutting issues have been embedded in EC support to immunisation programmes.	X				X			X		
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EQ 6	To what extent has the non-focal support for consolidating democracy and the respect for human rights been conducive to progress in these areas?	Ministries	Implementing Agencies	National/Local directorates	Beneficiaries & Stakeholders	EC Delegation	EC Brussels	Donors & Funding Agencies	Experts and TA	CSOs	Others
Judgment Criterion 6.1	EC support has contributed to increased democratic participation of the poorer parts of the population.	X				X	X	X	X	X	
Judgment Criterion 6.2	EC support has contributed to the enhancement of the rule of law.					X	X	X		X	

EQ 7	To what extent has EC support contributed to enhance Nigeria's trade and participation in regional integration?	Ministries	Implementing Agencies	National/Local directorates	Beneficiaries & Stakeholders	EC Delegation	EC Brussels	Donors & Funding Agencies	Experts and TA	CSOs	Others
Judgment Criterion 7.1	EC support has strengthened Nigeria's capacity to contribute to regional trade.	X	X		X	X	X	X			
Judgment Criterion 7.2	EC support has strengthened Nigeria's capacity to support peacekeeping and conflict prevention regionally and nationally.	X	X			X		X			
Judgment Criterion 7.3	Adequate integration of crosscutting issues in regional cooperation.	X				X					

<b>EQ 8</b>	<b>In which ways and to what extent has the overall EC support been conducive to the strengthening of civil society in Nigeria?</b>	<b>Ministries</b>	<b>Implementing Agencies</b>	<b>National/Local directorates</b>	<b>Beneficiaries &amp; Stakeholders</b>	<b>EC Delegation</b>	<b>EC Brussels</b>	<b>Donors &amp; Funding Agencies</b>	<b>Experts and TA</b>	<b>CSOs</b>	<b>Others</b>
Judgment Criterion 8.1	Enhanced internal capacity of civil society organisations as a consequence of the EC support.				X	X	X	X	X	X	
Judgment Criterion 8.2	CSOs have strengthened the “control from below”, through the use of advocacy, lobbying and “watch-dogging” within the focal sectors of water & sanitation and institutional and financial reform.	X		X	X	X			X	X	
Judgment Criterion 8.3	EC support has enhanced civil society contribution to democracy and the respect for human rights.										

<b>EQ 9</b>	<b>To what extent have programmes and projects in non-focal areas including the QSP and micro-projects contributed to improvement and sustainability of rural livelihoods?</b>	<b>Ministries</b>	<b>Implementing Agencies</b>	<b>National/Local directorates</b>	<b>Beneficiaries &amp; Stakeholders</b>	<b>EC Delegation</b>	<b>EC Brussels</b>	<b>Donors &amp; Funding Agencies</b>	<b>Experts and TA</b>	<b>CSOs</b>	<b>Others</b>
Judgment Criterion 9.1	The institutional, managerial and human resources and procedural capacities of EC and national institutions facilitated implementation of QSP.		X	X	X	X	X			X	
Judgment Criterion 9.2	EC non-focal interventions have contributed to improved rural access to economic and social infrastructure, to improved agricultural production and encouraged rural private sector development.		X	X	X	X	X			X	
Judgment Criterion 9.3	Micro-project programmes have promoted transparency and accountability in use of resources and contributed to conflict resolution and prevention.		X	X	X	X	X			X	
Judgment Criterion 9.4	Adequate integration of crosscutting issues.		X	X	X	X	X			X	

EQ 10	To what extent has the Commission's support to Nigeria been coordinated, coherent with and complementary to other policies and actions of the European Commission and other donors?	Ministries	Implementing Agencies	National/Local directorates	Beneficiaries & Stakeholders	EC Delegation	EC Brussels	Donors & Funding Agencies	Experts and TA	CSOs	Others
Judgment Criterion 10.1	The EC aid is complementary to aid from EU-member states and other donors.	X				X	X	X	X		
Judgment Criterion 10.2	Objectives of EC development interventions and those of the other Community policies ( <i>particular in the fields of migration, human trafficking, crime, peace and security</i> ) converge in their intent towards Nigeria.	X				X	X	X			
Judgment Criterion 10.3	The EC and the member states have established mechanisms for the coordination of their aid to Nigeria.	X				X	X	X			
Judgment Criterion 10.4	The value added of EC-activities in relation to European bilateral cooperation is visible.	X				X	X	X			

## ANNEX 5 INFORMATION MATRIX

### 5.1 EQ 1: EC strategy

<b>EQ 1</b>	<b>To what extent has the EC strategy over time been adaptive and consistent with the overall Nigerian and EC policy objectives in serving the needs of the population and responsive to occurred experience?</b>
Justification and Comment	It is of interest to explore the overall relevance and consistency of the strategy and in the light of new policy goals during the evaluation period. Specifically, the apparent lack of reform inclination – thus, the absence of success stories to spread – and the consequent important change in the policy mix back to the project approach instead of budget support, are important for the overall design and merit specific attention. The same is the case regarding the geographical reorientation and the inclusion of the federal level in addition to the state and local level.
Judgment Criterion (JC) 1.1	The strategic documents have been consistent with the overall policies and priorities of the EC and the GoN in relation to the needs of the population, with an emphasis on poverty reduction.
JC Answer	<p>The original CSP was consistent with the GoN policies and priorities, both in relation to the needs of the population and poverty reduction – and in relation to a balanced approach to the regional geopolitics of Nigeria. It also corresponded well with EC priorities and policies regarding the needs of the population and poverty reduction.</p> <p>Furthermore, most of the modifications of the strategic documents over the period of evaluation have reflected the evolvement of the Nigerian policies in this regard, including the abandonment of the originally foreseen budget support and the support for large new projects like the Census Initiative in 2006 and the 2007-11 electoral cycle. Certain changes in strategy implementation have been mainly caused by other factors, like the significant downscaling of support for the WATSAN sector and the considerable support for civil society. The EC has not wished to accommodate a certain Nigerian wish for support to infrastructure.</p> <p>Changes in the CSP have in most cases reflected the GoN policies on an overall level. However, as the main rule this has apparently not been based on a close dialogue with NPC, which has been sparse for example regarding the subsequent elaboration of JARs. The frequent turnover of Nigerian NAOs over the period has been perceived as a problem for the cooperation<sup>29</sup> and the cooperation with the SAOs is also generally not regarded as smooth.</p> <p>As a general remark in the light of the subsequent development, it appears a flaw in the overall programme design that the motivating factors for the implementing Nigerian authorities were not taken sufficiently into account. A more active approach to capacity building, and certain compensation measures for the extra effort required, might have allowed for a higher degree of motivation through the development of competent and satisfied counterparts.<sup>30</sup></p>
I111: The design of the initial CSP reflected the GoN priorities on	<p>As can be illustrated by several references to the CSP, this initial document at the time of its elaboration in 2001-02 attempted to fully reflect the then existing GoN policies on poverty reduction incl. the materialisation of the MDG goals in Nigeria<sup>31</sup>.</p> <p>More specifically this was reflected in the selection of focus sector 1: Water and Sanitation,</p>

29 Interviews, including D Dev 11 June 2009.

30 Interviews with the Head of Cooperation and staffs at the ECD, Abuja, 26-28 May 2009 and in AIDCO 10 June 2009

31 See for example CSP p.7 and 20-21, where it is underlines that the EC will concentrate its programme on “reducing poverty and achieving sustainable institutional reform, social and economic development”

poverty reduction.	<p>which was considered key to poverty alleviation – and as a relevant, well working government sector (CSP p 25). Furthermore focus sector 2, Institutional and Economic Reform, was closely linked to the provision of services to the poor in Focus Sector 1 and regarded key to the effective delivery of services to the poor also in other areas, through their effects on the efficiency, transparency and accountability of the public sector at large.</p> <p>Moreover, the then foreseen main non-focal sector interventions in micro projects and the health sector were directly related to the fight against poverty and to support the materialisation of the MDG goals in Nigeria. The same can be said regarding the support through the thematic budget line projects in support of democracy and human rights, a partial justification of which can be said was to strengthen the societal position of the poor population majority.</p> <p>While the strategy thus reflected the overall GoN priorities, it should be added that:</p> <ul style="list-style-type: none"> <li>- At that time, shortly after the return to democratic rule, the Nigerian policies on poverty reduction were still only identifiable at a general level<sup>32</sup>, thus coherence is found at the same general level.</li> <li>- In addition to the poverty criteria being met, the number and choice of cooperation states also reflected the size of the available EC funds and the perceived need to strike a geopolitical balance between the major regions of Nigeria.</li> </ul>
I112 The design of the initial CSP reflected the EC priorities on poverty reduction.	<p>The CSP takes its point of departure ACP-EC Partnership Agreement, the “Cotonou Agreement”, and it is in line with the Lisbon Declaration, as well as with the overall poverty reduction commitments, which both the EC and Nigeria have committed themselves to in the UN Millennium Development Goals.</p>
I113 The modifications of the CSP over time have reflected the evolution of the Nigerian policies, including in relation to its perceived needs for development of the infrastructure.	<p>The modifications of the CSP consisted in:</p> <ul style="list-style-type: none"> <li>- Change of cooperation states from Osun, Cross River, Abia, Plateau, Gombe and Kebbi to Anambra, Jigawa, Kano, Yobe, Cross River and Osun further to the MTR in 2004, thus only continuing the work begun in two states: Osun, and Cross River. This change reflected the GoN development of its poverty reduction strategy in the NEEDS and SEEDS processes 2002-2004, further to which it was found adequate to reward the states showing a higher degree of reform dedication.</li> <li>- A continuing downscaling of the intervention in focus sector 1, Water and sanitation, further to the MTR in 2004 from €230m to 1500 and the ETR in 2006 to € 87m. This change did not reflect changes in GoN priorities, but EC-experienced implementation difficulties in the sector perceived as making it impossible to spend funds allocated.<sup>33</sup></li> </ul> <p>Instead what has been referred to as “the hidden 3rd sector”, Health-related interventions, (Polio Eradication Initiative, PEI, and Immunisation Campaign, IC), got a prominent position in the entire intervention mix.</p>

32 The most authoritative policy document at the time was the Vision 2010 document of 1998; the Poverty Alleviation Programme of year 2000 and the National Poverty Elimination Programme of 2001. In 2003 the GoN launched a poverty reduction strategy, the National Economic Empowerment and Development Strategy (NEEDS), in 2004 extended to state level as ‘SEEDS’. A new version, NEEDS II, is under elaboration.

33 Interviews with the Head of Cooperation and staffs at the ECD, Abuja, 26-28 May 2009. See Section EQ 5.

	<p>The upgrading of this sector reflected GoN priorities for EC interventions (see EQ 5).</p> <p>Using the same logic, micro projects and civil society could be referred to as two different, “hidden” priority areas:</p> <p>The micro projects due to their accumulated size within the entire intervention, the total allocation for which increased to € 105.5 M with the implementation of MPP6 in 2005 onwards and MPP9 in 2008. The continued expansion of the micro projects reflected the GoN priority of adding new states in neighbouring regions of MPP3 in the light of the perceived positive results of the original projects (see Section on EQ 9)</p> <p>Civil society (non-state actors, which in the Nigerian CSP context has been mainly identical with civil society organisations, CSOs) has been allocated a prominent position as the bodies to be supported in the focal sectors to exert “control from below”; implementation agents of the micro projects; thematic budget line support for strengthening human rights and democracy and implementation agents within crosscutting issues related to gender equality and the fight against HIV/AIDS.</p> <p>These interventions have been “neutral” in relation to GoN priorities, in which there has been no explicit priority for such support, however implicitly in its adherence to the MDG and NEPAD goals.</p> <p>Certain large-scale interventions not foreseen in the CSP became main elements in Focus Sector 2: The census initiative (2007) and support for the electoral cycle 2007-11, of which the first part was implemented in relation to general elections in 2007.</p> <p>These interventions have reflected GoN perceived needs for support in relation to the evolvement of these big events in society and polity and they can be regarded as flexible EC responses to such needs.</p> <p>While general budget support was foreseen in the CSP to become a main intervention modality and the activities in focus sector 2 as an instrument to create the preconditions, this idea has subsequently been tacitly abandoned</p> <p>It can be argued that this abandonment is implicitly in accordance with the GoN policies, which generally have not embraced the idea of budget support, apparently based on the notions that it was not needed and that they did not want to the conditions on public finances combined with budget support<sup>34</sup>. However, according to interviews, there may be a renewed interest in this modality on the Nigerian side in the light of the effect of world economic crisis on Nigeria.<sup>35</sup></p> <p>In conclusion, the changes in the CSP have in most cases reflected the GoN policies – on an overall level. However, as the main rule this has apparently not been based on a close dialogue with NPC, which has been sparse for example regarding the subsequent elaboration of JARs.<sup>36</sup> The frequent turnover of Nigerian NAOs over the period has been perceived as a problem for the cooperation<sup>37</sup> and the cooperation with the SAOs is also generally not regarded as smooth.</p>
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<sup>34</sup> JAR 2008, p 15

<sup>35</sup> Interviews with the Head of Cooperation and staffs at the ECD, Abuja, 26-28 May 2009 and in AIDCO /D Dev 10-11 June 2009

<sup>36</sup> See EQ2

<sup>37</sup> Interviews, including D Dev 11 June 2009.



I114: The CSP has evolved in line with the Paris Declaration on Aid Effectiveness in relation to coherence with the national policies.	<p>The CSP has been in line with and responsive to the changes in the Nigerian policies, flexibly within the framework of the Strategy. But as mentioned, apparently not always as the result of a close dialogue.</p> <p>As a general remark in the light of the subsequent development, it appears a flaw in the overall programme design that the motivating factors for the implementing Nigerian authorities were not taken sufficiently into account. A more active approach to capacity building, and certain compensation measures for the extra effort required, might have allowed for a higher degree of motivation through the development of competent and satisfied counterparts.<sup>38</sup></p>
Judgment Criterion 1.2	The assumptions made are still valid and the inherent risks of the strategy have been taken into account in order to avoid their materialisation.
JC answer	<p>The inherent risks, adequately assessed in the CSP, have been managed in the narrow sense by the application of the EC procedures. In the wider sense, the risks related to lack of will or motivation to enhance the reforms in the cooperation programme have led to strategy changes, notably the downscaling of the WATSAN support as well as to the change of four out of six originally chosen cooperation states.</p> <p>Some of the main assumptions appear not to have been valid or only partly valid. In particular, the assumption about replication of success stories as part of the justification for the chosen cooperation state approach has not materialised due to lack of success stories to replicate so far on the state level. Also the validity of the important implicit CSP assumption about the important role of civil society as exercising “control from below” within the implementation of the programmes in the focus sectors is doubtful. It has not been monitored systematically, but existing indications do not appear positive. There have been no strategy changes as a result of questioning the assumptions, even if there could be good reason for this.</p>
I121: Adequate initial risk assessment was undertaken.	<p>In the CSP, the inherent risks of “... <i>wastage and misappropriation of EDF funds, and ... failing to contribute to a real improvement in Nigeria's management of its own funds</i>” are clearly addressed.</p> <p>However, the CSP did not contain specific proposals on how risk management should be implemented in practice, for example through the abovementioned prioritisation of capacity building and compensatory measures for extra efforts. In their absence, following the EC standard procedures for the management of funds have been the main tool.</p>
I122: Adequate risk management led to the necessary strategy changes.	The SEEDS related change of four out of six cooperation states can be seen as risk management in a wider sense. The downscaling of WATSAN can be seen as a reaction to the materialisation of the risk for lack of action. However, risk management in the narrow sense has not been the decisive element for these changes.

38 Interviews with the Head of Cooperation and staffs at the ECD, Abuja, 26-28 May 2009 and in AIDCO / D Dev10-11 June 2009.

<p>I123: Adequate monitoring of the validity of the assumptions of the strategy was undertaken and contributed to changes in the strategy.</p>	<p>The main assumptions of the CSP are the mentioned in the following together with their apparent validity, monitoring and possible consequent action:</p> <p><b>Replication of success stories from the cooperation states will take place in the focus sectors, thus producing a multiplier effect of the results obtained</b></p> <p>This does not appear to have taken place due to lack of results on the state level, according to the annual reporting and confirmed by the interviews undertaken by the Evaluation Team. Now, seven years after the signing of the CSP, this lack of success stories to be replicated might have caused more visible afterthought in terms of strategy changes. Such change might have been in the direction away from working at the state level with the same high priority since most success stories seem to have been harvested on the federal level. However, the absence of easy-at-hand alternatives within the present context has apparently pushed such thinking into the category of lessons to be taken into account for the strategy for the 10<sup>th</sup> EDF.</p> <p><b>Civil society being able to perform a “control from below”-role in the focus sectors</b></p> <p>This assumption has only materialised to a very limited extent in Focus Sector 1 and to a certain, still limited, extent in Focus Sector 2. Apparently there has not been much follow-up on the issue, at least not as operational knowledge at the understaffed ECD.</p> <p>In the absence of systematic monitoring of the assumption, its possible lack of validity has not led to contemplations about possible changes in this part of the CSP, for example towards a proportionately higher priority to cooperation with Local Government, or capacity building in the public sector in general. Civil society is still regarded as one of the cornerstones of the EC intervention in Nigeria and in the continued support for it in various ways (see the Section on EQ 8).</p> <p><b>Dedication to reform in the federal and state authorities</b></p> <p>Within the WATSAN sector, such dedication does not appear to have been in place within the sector authorities, neither on the federal nor the state level, according to interviews and reporting (see the Section on EQ 3). Here, the CSP assumption about the cooperation adequacy of WATSAN sector authorities (CSP p 22) appears erroneous.</p> <p>Within focus sector 2, this assumption has been found valid to a large extent on the federal level, whereas on the state level, the reform inclination has apparently depended much on the attitudes of individual state governors, according to interviews with EC staffs.</p> <p>While the SEEDS benchmarking was a valid criterion for the exchange for cooperation states, it may still cause some surprise that four out of six states were replaced with others considering the comprehensive study that had been carried out a few years earlier to select the original six states.</p> <p>The activities in the focal sectors have been monitored regularly in relation to the major support projects in these sectors. The consequent picture of the situation has supposedly played a role for the strategy changes, after the MTR and ETR, away from some states into others and from the state level to the federal level.</p> <p><b>Institutional and economic reform would lead to budget support</b></p> <p>This has so far not been the case. On the one hand, the preconditions have not been found in place, on the other hand there has been limited interest for such support on the Nigerian side so far. In conclusion, there have been few strategy changes as a result of questioning the above assumptions, although there might have been reason for more.</p>
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Judgment Criterion 1.3	The replacement of four of the cooperation states with four other states after the MTR, and the inclusion of the federal level in addition to the state and local level after the ETR, have enhanced the appropriateness of the CSP.
JC answer	The replacement of four of the cooperation states with four others does not yet appear to have had the full desired effect, in particular since cooperation on the state level is not developing very well in the WATSAN sector. The partial shift from state to federal level seems to have produced good results in terms of large and mainly successful project, which have materialised within a short span of time.
I131: Choice of new cooperation states has contributed to the materialisation of the strategy through enhanced reform pace.	Evidence is not ready at hand for enhanced reform pace in focus sector 1, WATSAN.  Regarding Focus Sector 2, Institutional and Economic Reform, however, the implementation of the SRIP-I and II-projects indicates an enhanced reform pace.
I132: The inclusion of the federal level has, by enhancing the reform pace, contributed to the conditions for the materialisation of the strategy.	<p>Within the Nigerian context at large, macroeconomic and governance reforms have taken place, serving objectives in line with those of the CSP (JAR 2008, pp 8-10). The major EC interventions on the federal level consist in the below mentioned, commented regarding their attributability to the reform process and regarding the consequences of the reforms for the CSP:</p> <p>The Economic and Financial Crime Commission, EFCC, was created by the GoN in 2006 and it has since then played an important role for a significant reduction of earlier rampant corruption in Nigeria. There appears no doubt that the work of the EFCC has had a positive role as a background factor for the implementation of the reform under Focus Sector 2. The EC has provided support of €24.7m for the EFCC as well as technical support, through contribution agreement with the United Nations Office on Drugs and Crime (UNODC).</p> <p>In the overall Nigeria context, the Census Support Initiative represents progress towards the production of a much needed reliable basic population statistical tool, although the conduct of the census has been subject to some uncertainty and inter-state political strife due to the importance of the respective state populations in the Nigerian political and budgetary systems. The support for the 2006 Census was a major EC intervention (€116.5m). When the produced data will become fully accessible and operational, they should provide a useful tool also for EC cooperation as well as for the reform process at large. However, so far no discernible impact is found on the framework conditions of the EC cooperation.</p> <p>The electoral cycle, 2007-11, is clearly important for the Nigerian democracy. While the outcomes of the elections in 2007 were widely disputed, they were accepted in the end. The EC provided considerable support for this first part of the cycle, partly through the financial support of €40m (20 m for the first part, the 2007 elections), partly through the facilitation of EU election observation teams. It appears a reasonable assumption that the EC support has had a positive effect on the conduct on the elections, however imperfect they may have been according to some observers.</p> <p>In conclusion, the integration of the federal level in Focus Sector 2 has resulted in some direct improvement of the reform pace, mainly through EFCC, and indirectly through the other mentioned interventions. In addition, outside the reform scope of Focus Sector 2 in the narrow sense, the support has been useful for the consolidation of the basic democratic and societal infrastructure in Nigeria – as well as a good outlet for some of the accumulated</p>

	unspent EDF funds.
Judgment Criterion 1.4	Existence of ability and will at the federal and state level to proceed with institutional and financial management reform so that the conditions for budget support are created.
JC answer	At the federal level, the ability to proceed with institutional and financial management reform, so that the conditions for budget support be created, was more or less in place as opposed to the state level where this was only partially the case. However, at both levels, there has been no will to proceed this way. At least not until recently, when some opening may be underway.
I141: The state of the reform process at the federal level is conducive to budget support.	At the federal level, the ability to proceed with institutional and financial management reform, so that the conditions for budget support are created, have been enhanced. However, in the overall Nigerian context, there has been no expressed interest in budget support, this option have not been perceived as needed (JAR 2008, p 15).
I142: The state of the reform process in the cooperation states is conducive to budget support.	<p>The conditions for state level budget support are present to higher degree than earlier, should the political will to pursue this option materialise, partially as a result of the support under the SRIP project in Focus Sector 1 (JAR 2008, p 20).</p> <p>JAR 2008 (p 15): “The Nigerian Federal Government does not benefit from budget support. The macro-economic fundamentals and the much improved external debt situation do not make macro-economic budget support an option and international Government to Government aid efforts, even combined, amount to less than 3% of federal revenues. The situation is different, however, in the less cash-rich states (that have annual budgets around €200-300 million). Interest in sector support does exist in such states; however, pre-conditions in the form of public finance management and the robustness of the budget process at state level would have to be looked into in more detail. It has to be pointed out that several states appear aware of this and are making efforts to enhance the robustness of their financial structures.”</p>

## 5.2 EQ 2 Chosen delivery mechanisms and interventions

**Table 12: EUROPEAN COMMISSION 7<sup>th</sup> and 9<sup>th</sup> EDF National Indicative Programmes (by 07.01.2009)**

Sector	Projects	Amount M€	Date FA signature	Project end-date without delays	Project start	End of Implem.	Committed	Contracts	Paid	Paid/Com. (%)
7 <sup>th</sup> EDF NIP		169.3					162	158	133	82%
	Rural electrification	na	na	Na	na	na	0	0	0	7%
	<b>Micro projects programme in the Niger Delta MMP3</b>	21.0	22 Mar 00	na	26 Nov 01	31 Dec 06	18	17	17	99%
	Economic Management Capacity Project EMCAP	10.2	22 Mar 00	na	06 Mar 01	31 Dec 05	9	9	9	97%
	Small Towns Water Supply and Sanitation Programme (STWSSP)	15.0	19 Oct 01	na	30 Nov 03	31 Dec 08	15	14	6	43%
	Democracy Programme supporting Nigerian Parliament	3.7	09 Oct 01	na	08 Jan 04	31 Dec 07	1	1	1	90%
	<b>Micro projects programme in the Niger Delta MMP6</b>	42.0	09 Oct 01	na	05 Jan 03	1 May 08	42	42	40	94%
	PRIME Partnership to Reinforce Immunisation Efficiency	77.4	na	na	09 Jan 02	30 Jun 09	77	74	60	78%
9 <sup>th</sup> EDF Focal sector 1: Water and Sanitation		87.0					87	80	36	41%
	<b>Water Supply &amp; San. Sector Reform Programme (WSSSRP)</b>	87.0	23 Dec 04	19 Dec 08	08 Jan 05	31 Jul 10	87	80	36	41%
9 <sup>th</sup> EDF Focal sector 2: Institutional and economic reforms		276.7					273.1	213	181.8	67%
	Technical Cooperation Facility	10.7	27 May 04	5 May 07	27 May 04	31 Dec 07	10.7	10.7	10.7	100%
	Study potential contribution to Census	0.1	na	na	na	na	0.1	0.1	0.1	100%
	Support to the Office of the NAO	7.7	19 Nov 04	25 Oct 07	19 Nov 04	30 Jun 10	7.7	6	3	54%
	<b>Census Support Initiative</b>	116.5	17 Dec 04	15 Dec 07	17 Dec 04	31 Dec 09	116.5	116.5	113	97%
	<b>Support to Reforming Institution Programme (SRIP)</b>	27.6	18 Oct 07	20 Dec 07	30 Nov 05	31 Dec 08	24	18	12	49%
	<b>Support to law enforcement against economic and Financial crime EFCC</b>	24.7	07 Oct 05	31 Aug 08	26 Oct 2005	31 Dec 10	24.7	24.7	24	97%
	<b>Support to Nigerian Electoral Cycle 2006-2011</b>	40.0	28 Jul 06	29 Jul 09	2006	31 Dec 10	40.0	20	19	48%
	<b>Support to NGOs INSIDE</b>	20.0	12 Jun 07	11 Jun 10	08 Sep 08	30 Jun 11	20.0	7	0	0%
	<b>Support to Reforming Institution Programme phase 2 (SRIP II)</b>	29.4	24 Jul 08	17 Oct 10	05 Jan 09	31 Dec 11	29.4	10	0	0%
9 <sup>th</sup> EDF Non-focal sectors		116.4					116	74	50	43%
	Polio eradication	25.4	na	22 Sep 07	na	na	25.4	25	25	100%
	Support to Routine Immunisation in Kano State (SRIK)	15.5	03 Aug 06	18 Dec 08	na	31 Jul 10	15.5	15	3	17%
	RIDER 3 on 7ACPUN162/ PRIME project / polio eradication	20.0	na		na	30 Jun 09	20.0	20	20	99%
	Support to Cameroon Nigeria Demarcation project	2.0	na	21 Oct 08	na	31 Oct 10	2.0	2	1	49%

Sector	Projects	Amount M€	Date FA signature	Project end-date without delays	Project start	End of Implem.	Committed	Contracts	Paid	Paid/Com. (%)
	Technical Cooperation Facility TCF II	4.0	29 05 07	30 Apr 10	na		4.0	1	1	13%
	<b>Micro projects programme in the Niger Delta MMP9</b>	45.5	03 Aug 2007	2 Aug 11	na	31 Dec 12	45.5	10	0	0%
	New technical assistance to the NAO	4.0	29 Oct 07	19 Sep 10	na	31 Dec 11	4.0	1	0	10%
<b>Total</b>	<b>7<sup>th</sup> EDF</b>	<b>169.3</b>					<b>162</b>	<b>157</b>	<b>133</b>	<b>82%</b>
	<b>9<sup>th</sup> EDF</b>	<b>480.1</b>					<b>465</b>	<b>357</b>	<b>257</b>	<b>55%</b>
	<b>9<sup>th</sup> EDF focal sectors</b>	<b>363.7</b>					<b>360</b>	<b>293</b>	<b>218</b>	<b>60%</b>
	<b>9<sup>th</sup> EDF non focal</b>	<b>116.4</b>					<b>116</b>	<b>74</b>	<b>50</b>	<b>43%</b>
	<b>TOTAL</b>	<b>649.4</b>					<b>627</b>	<b>514</b>	<b>390</b>	<b>62%</b>

Source: Elaborated by Evaluation Team based on individual project documents and ECD Finance & Contract follow up file (7 Jan. 2009)

EQ2	<b>To what extent has the mix of interventions, chosen delivery mechanisms and management of risk been adequate for implementation of the strategy?</b>
Justification and Comment	EC has made the strategic decision to concentrate on supporting and funding Nigeria's own programmes rather than the more conventional project-based approach. However, Nigeria's public programmes have largely failed to effectively apply the substantial national resources to service delivery because of waste and misappropriation whilst high levels of distrust of all levels of government and lack of faith in public services are reported across the country. <sup>39</sup>
Judgment Criterion 2.1	The geographical and sector distribution of EC support has contributed to implementation of the CSP.
JC answer	<p>Initially the EC was working only at national level. With CSP9 the EC started work at state level: given the size, diversity and complexity of the country, the EC carefully chose to work in a limited number of states, basing the choice of the states to be supported on objective and transparent criteria, with balanced geographical distribution. The implementation process remained 'manageable' particularly in terms of logistics and organisation in cooperation with Nigerian authorities.</p> <p>See CSP10 page 39: <i>'Concerning the first point (difficulty of working simultaneously in six states spread around the country), future EC cooperation will adopt a cautious approach in changing or extending focal states, and will also explore the possibility of greater cooperation with other donors in the division of labour in focal states.'</i></p> <p>Thus, taking into consideration the budget available for support, the configuration of the country and the scope of the needs, the geographical and sectoral distribution of EC support was rather balanced.</p> <p>However, looking back at the results attained by end 2008, and at a rate of disbursement of committed funds below expectations (9<sup>th</sup> EDF: 55%, cf. I221) the lesson learned is that the aid should have been even more focussed: less sectors of intervention (too many non-focal areas), less projects and greater concentration: the volume of administrative work for programme management has proved too heavy in comparison with the human resources available and the technical capacities of such resources.</p>
I211: The 'focal states' concept and selection of the 6 states led to synergy	<p>Since the EC worked in six states only - [9ACP UNI 07 Support to Reforming Institutions Programme (SRIP)], [9ACP UNI 06 Water Supply and Sanitation Sector Reform Programme (WSSSRP)] – theoretically it could work simultaneously with all stakeholders in each state (all along the decision chain, from the state governor to the local NSAs) thus favouring synergies.</p> <p>Working with six states only made it possible, within budget constraints, to hold joint meetings where representatives from all six states were present and could exchange experiences.</p> <p>In each focal state it was possible to have synergies with other Development Partners</p> <p>Working with six states made it possible to draw lessons from comparing what was happening in the different states. In fact the states reacted differently and in some of them progress in programme implementation was greater than in others. It seems that the differences observed in implementation from one state to another were mainly linked to the personality of the state governor and the impulse he was willing to give to the cooperation programmes. (<i>Sources: CSP10 and interviews of Nigerian experts for JAR 2008</i>). There were potential synergies between well-cooperating states, which could exchange positive experiences.</p> <p>Had there been success stories in any of the six states they could have been transferred to the</p>

39 CSP 5.2.2 p23 commenting upon the 'Voices of the Poor' survey 1999

	<p>rest of the countries. This was a CSP9 key assumption.</p> <p>Consequently working with six states led to synergy, but the reason for working with six states was not search for synergy but budget constraints. There is no evidence that all forms of possible synergies were systematically exploited (decision chain, exchanges, choice of Development Partners etc.).</p> <p>The EC has not sufficiently drawn the lessons from the experiences gained in each state (success stories/failure stories). This could have been done through mass communication at national level using different communication channels (national press, national movie industry – Nollywood – national education system, etc.). At the same time, one should not minimize the difficulty of disseminating experience from one part of the country to others, as Nigeria is highly diversified and not homogeneous, with wide cultural differences from one region to another. One success story in one state, if duplicated, would not necessarily be also a success story in another state.</p>
I212: Changes in the selection of states led to no loss of efficiency	<p>Cf. [9ACP UNI 06 Water Supply and Sanitation Sector Reform Programme (WSSSRP)] MR-01721.02, 11/09/2008: <i>“In April 2006 it was decided that the EC shall transfer its support away from four of the existing focal states to four States Economic Empowerment and Development Strategy (SEEDS), Anambra, Kano, Jigawa and Yobe States; only in Cross River State and in Osun State preparatory activities were allowed to continue. New Memoranda of Understanding with the states were negotiated, signed December 2006. The programme implementation framework consists of 3 different Lots of service contracts implemented by 3 different consortia. Lot -1 is managing the Programme Management Unit (PMU) and is responsible for the Federal component; Lot -2 operates the State Technical Units (STUs) in the 3 southern States and Lot-3 in the 3 northern states. UNICEF implements the rural WSS component through contribution agreement with EC. Whereas UNICEF had already started in July 2005, the 3 other teams began operations only in November 2005 with the handicap for Lot-2 and 3 as well as UNICEF to await the conclusions from the SEEDS benchmarking process. UNICEF had to recall all activities in 4 States and start in the 4 newly agreed SEEDS States.”</i></p> <p>Hence changes in the selection of states delayed programme implementation, resulting in loss of efficiency, whereas it has not been possible to identify the intended benefits by the change.</p>
I213: Evidence of analysis found supporting EC selection of focal and non-focal areas of support.	<p>CSP9 provides ample analysis supporting EC selection of focal and non-focal areas of support. Here are some extracts (p29)</p> <p><i>‘Focal areas: ‘(...) <u>Water and Sanitation</u> as one focal sector for the following reasons: (...) 1. It is critical to poverty alleviation (...); 2. Improving water supply is particularly important as a contribution to working towards gender equality (...) 3. Sectoral policy is relatively well developed compared to other sectors (...); 4. The organisation of the water sector is appropriate to the state-based approach (...).</i></p> <p><i>Basic governance problems (...) cut across all sectors. Therefore if a focus on just one sector is to be effective, a large proportion of attention and funding will not be specific to that sector but will have to be spent on overall governance and management. To take account of this, a second focal sector has been selected: <u>State and Local Institutional and Economic Reform</u>. In this way, the EC intervention should have a positive effect on all sectors. This will be particularly true for the health sector, since the non-focal programme to strengthen immunisation (...) will concentrate on the six focal states, and work together with the focal activities there.’</i></p> <p>There has also been an analysis to support intervention in each of the non-focal areas<sup>4041</sup>.</p>

40 Paragraph numbers existing in the original CSP are removed here in order to avoid confusions

41 1. Federal-level public finance management (...) may take the form of a successor programme to EMCAP, principally designed and managed by other donors.



	<p>The reality of the support has differed to some extent from the initial intentions, taking into account MTR, ETR, waivers etc. In particular, in the non-focal areas:</p> <ul style="list-style-type: none"> <li>• Federal-level public finance management: Economic Management Capacity Building Programme (EMCAP) had no successor, as the EC rather moved towards support at state level (SRIP). While EMCAP had benefited from joint support from several Development Partners, at state level such joint work could not be organised, as the Development Partners proved unable to harmonise their agendas.</li> <li>• Private sector development: support was postponed to 10<sup>th</sup> EDF mainly due to delays in EPA negotiations and slow progress in regional integration.</li> <li>• Federal Budget support was not on the agenda of the International Financial Institutions (IFIs) and not on the EC agenda (not being of interest to either party).</li> </ul>
I214: Evidence of success or failure initially inherent in the target levels of support—federal, state, local, community.	<p>The issue at stake here is whether, at the design stage, the targets were sufficiently well identified at each level in order to be able to measure corresponding achievements at each level.</p> <p>One striking feature of most programmes carried out over the period in a limited number of states ([9ACP UNI 07 Support to Reforming Institutions Programme (SRIP)]; [9ACP UNI 06 Water Supply and Sanitation Sector Reform Programme (WSSSRP)]; [7ACP UNI 56/ 9ACP UNI 24 Small Towns Water Supply &amp; Sanitation Programme STWSSP]; [7ACP UNI 51/9ACP UNI 22 MPP3]; [7ACP UNI 59/ 9ACP UNI 26: MPP6]...) is a difference of attitude from the EC support vis-à-vis the different levels: the support was mostly focused towards the two extreme levels of the chain of responsibilities: 'state' level and 'community' level, while the intermediate local level (LGAs) is squeezed in-between and given minimal consideration.</p> <p>This tended to create a vacuum between on the one hand the public state authority (represented by the governor) and, on the other hand, civil society exclusively represented by non-state actors. When it comes to providing public services, should the public sector not be given priority support? Looking at the importance of local governments in other societies, especially in the democratic provision of most local public services (water, sanitation, transport, education, etc), why burden CBOs - who have no democratic legitimacy – with such responsibilities when the local public sector, under the control of democratically elected local authorities, could be in charge of the job on a daily basis? (It is a permanent public job to deal with public services and ensure their continuity for all citizens, not specific communities).</p> <p>Targeting simultaneously four levels of support (federal, state, local, community), including the sub-levels inherent to each level, was demanding. If one level did not "buy in" to a given programme this could provoke a bottleneck to the whole programme.</p> <p>A typical illustration relates to the cost-sharing formula, which defines the respective financial</p>

2. Regional Integration and Integration into the World Economy: NIP funds may be allocated to complement the Regional Indicative Programme funding for those regional projects that involve Nigeria.
3. Elections and Human Rights: Funds may be made available to support (...) civic education, reinforcement of the electoral commission, international and domestic monitoring (...).
4. Immunisation: (...) the purpose of the PEI component is to support the implementation of the National Immunisation Day rounds for year 2001. The purpose of the PRIME component is to establish and implement systems for the sustainable delivery of quality routine immunisation in the six focal states. (...)
5. Private sector development: Here the main need is a regulatory framework conducive to private sector development.
6. Civil society support (...) is to provide institutional support for non-state actors, over and above their substantial involvement in the two focal sectors.
7. Support for international programmes: Where EC support has been agreed for international programmes of relevance to Nigeria, a part of such NIP funding as may be available depending on the evolution of the main programme, may be provided to part-fund these programmes.
8. Federal Budget support: If the macro-economic reform programme involving the Bretton Woods institutions should include budget support in the future, the EC will study the possibility of contributing to this budget support from the 9<sup>th</sup> EDF.'

	<p>contributions of key stakeholders in financing work contracts.</p> <p>[9ACP UNI 06 Water Supply and Sanitation Sector Reform Programme (WSSSRP)] MR-01721.02 Report date 11/09/2008: <i>'Final agreements on the Guidelines for Disbursement of Funds for Work Contracts, i.e. the administrative procedure for the cost-sharing, could only be reached as late as August 2008. This delay brought the few work operations (rural component) almost to a hold; payment to contractors who already had performed the work has been seriously delayed, thereby potentially damaging future work tenders. Service contracts to PMU and STUs needed to be extended, the contractor for the northern STUs decided not to extend, with the effect of further implementation delays in the northern focal states.'</i></p> <p>The example above illustrates chain reactions when delays occurred at one level. At the end of the day, programmes are trapped by the N+3 rule (according to which the duration of a programme is limited to three years starting from its starting date: beyond that deadline, the programme is not allowed to commit new funds) and end up producing limited results when all obstacles have been overcome and little time is left to implement.</p> <p>Following JAR 2008 workshop held 18 May 2009 some recommendations were made on a number of issues related to working at different levels.</p> <p>To <b>secure state commitment</b> on obligations it is proposed (i) to make direct contacts with state governors and obtain their commitments regarding their state obligations. (ii) to harmonize State and Local Governments Memoranda of Understanding (MoUs) with other donors in order to enhance the effectiveness of the MoUs.</p> <p>To <b>assess EC focal states</b> it is suggested to carry out performance assessment and evaluation of the implementation of EU projects in the states, to determine their suitability.</p> <p>To deal with <b>LGAs, which are most often very weak</b> and lack capacity to implement projects, Donors Coordination Units should be established in those states which do not have such units, by upgrading the Planning Departments existing in the States and Local Governments.</p> <p>It is suggested to help some existing departments (planning offices,) at state level to become more functional, through capacity building: to carry out needs assessment in States and Local Governments to determine the level of institutional support that is needed.</p> <p>It is suggested to progressively <b>move towards budget support</b> at state level. Capability of State and Local Governments to implement EU projects can be improved through capacity building and institutional support. Ascertain the level of implementation of PFM and Public Procurement Reforms by states as initial steps towards Budget Support. The states implementing these reforms well should be encouraged to obtain World Bank Accreditation preparatory to Budget Support in the future. Budget support is seen as a solution for the long term perspective (11<sup>th</sup> EDF).</p> <p><b>Knowledge of EDF procedures at federal and state levels:</b> The need for training and re-training was emphasized. Concern was expressed at the high rate of turnover of trained local staff and overseas experts. Training should be more regular and more resources should be devoted to training. Organisations/Institutions should introduce incentives to retain trained staff. Since it is sometimes difficult to find overseas experts to stay for long periods in Nigeria, high calibre international experts should be attracted with competitive remuneration, incentives and be made to train their staff as a way of knowledge transfer and improving efficiency. It should be a requirement that the identified overseas expert should be made to undergo interview in Nigeria before it could be employed.'</p> <p><b>In conclusion:</b> In the short and middle term, a number of important steps will have to be taken in order to increase the effectiveness of EC programmes at the various geographic levels of intervention, in order to raise the level of commitment and interest of the different actors and increase the capacities of recipient organisations to fully benefit from the support offered.</p>
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I215: EC has added value to the support offered by EU Member States'	<p>The EC collaborates with EU MS on a number of issues (EPA negotiations, safe access to energy resources, solving conflict in the Niger Delta, implementation of EU code of conduct, production of CSP, mapping out of collaboration etc). This allows for coherence, harmonisation and common positions.</p> <p>The EU intervened in some areas and geographical zones where other EU MS are not present.</p> <p>EU MS pursued some direct national interests in their dialogue with Nigeria (on migration, security, investment, oil, etc.), while the EU is more inclined to triggering reform, without pursuing such particular interests.</p> <p>Hence the EC has added value to the support offered by EU MS.</p>																																																
Judgment Criterion 2.2	Chosen EC delivery mechanisms were optimal for implementation of NIP.																																																
JC Answer	<p>Following CSP9 Mid-Term Evaluation the mechanism of budget support was discarded on the ground that Nigeria was found not ready to receive such support; the classical project approach was chosen for the implementation of NIP. In a limited number of cases, the EC delegated implementation to specialised agencies (UNODC for EFCC, joint basket fund for elections) to take into account that some specific programmes required to be run by specialised bodies. That made sense.</p> <p>However, the implementation phase was not always easy and implementation faced a number of bottlenecks that delayed programmes achievements. Most difficulties arose from insufficient knowledge of EDF procedures on the part of the bodies in charge of implementation and from delays coming from the EC itself due to shortage of staff and sometimes insufficient knowledge of EC procedures on the part of EC staff itself. (During the Field Mission, several PMU Project Directors consulted mentioned that they did not always receive adequate answers from ECD Desk officers regarding questions they were raising about the ECD procedures).</p>																																																
I221: Evolution of rates of commitment and disbursement of EC funding as foreseen.	<p>Altogether 98.5% of CSP9 funds were foreseen committed by the end of 2003. (see detailed table above)</p> <p>The EC has not been able to respect the provisions of CSP9 in terms of calendar of commitments and disbursements. By the end of 2008 the situation was the following:</p> <p><b>Table 13: Financial Data, On-Going Programmes of NIP (7 Jan. 2009)</b></p> <table><tr><th></th><th>Amount m€</th><th>Committed m€</th><th>Contracts m€</th><th>Paid m€</th><th>Paid/Com.</th></tr><tr><td>7<sup>th</sup> EDF</td><td>169</td><td>162</td><td>157</td><td>133</td><td>82%</td></tr><tr><td>9<sup>th</sup> EDF</td><td>480</td><td>465</td><td>357</td><td>257</td><td>55%</td></tr><tr><td>Focal Sectors</td><td>364</td><td>360</td><td>293</td><td>218</td><td>60%</td></tr><tr><td>I Water and Sanitation</td><td>87</td><td>87</td><td>80</td><td>36</td><td>41%</td></tr><tr><td>II Institutional &amp; Economic Reform</td><td>277</td><td>273</td><td>213</td><td>182</td><td>67%</td></tr><tr><td>Non Focal Sectors</td><td>116</td><td>116</td><td>74</td><td>50</td><td>43%</td></tr><tr><td>TOTAL</td><td>649</td><td>627</td><td>514</td><td>390</td><td>62%</td></tr></table> <p><i>Source: Evaluation Team calculations based on various ECD sources</i></p> <p>While it had been foreseen in CSP9 that 97% of the funds should have been effectively paid by end 2008, only 55% had been paid.</p> <p>[7ACP UNI 59/ 9ACP UNI 26: MPP6] Final evaluation, August 2008: ‘The efficiency of the programme in the first years has been very negatively affected by the late provision of EDF</p>		Amount m€	Committed m€	Contracts m€	Paid m€	Paid/Com.	7 <sup>th</sup> EDF	169	162	157	133	82%	9 <sup>th</sup> EDF	480	465	357	257	55%	Focal Sectors	364	360	293	218	60%	I Water and Sanitation	87	87	80	36	41%	II Institutional & Economic Reform	277	273	213	182	67%	Non Focal Sectors	116	116	74	50	43%	TOTAL	649	627	514	390	62%
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	<p><i>funds, the cumbersome project approval and tendering procedures, the shortage of vehicles and insufficient international and local staff.'</i></p> <p>In order to increase the rate of commitment and disbursement of EC funding a number of suggestions were made recently<sup>42</sup>, in various areas:</p> <p>In the <b>Tender evaluation process</b> there is a need to reduce processing time. This can be achieved by improving the professionalism of the members of the evaluation committee. The proposed actions are: Improve competence through capacity building and strengthen staff at all levels of the process. Pool of experts should be engaged to participate in the evaluation committee, including experts from Ministries, Departments and Agencies (MDAs); ECD Desk Officers should be considered as possible members. Introduce comprehensive Procurement Plan/Manual indicating activity, timeline and responsible officer for managing the tendering process.</p> <p><b>Programme estimates:</b> Delays are caused by bureaucracy and duplication of functions at NAO Service Centre and ECD. The proposed actions to fast track the control of advance payments and replenishment requests, in order to avoid the stop and go phenomenon when funds are exhausted, are as follows: Ensure that the PMU has capacity to prepare reports with all supporting documents. Review existing approval procedures at NPC/NAO and consider the introduction of graduated approval limits within NPC/NAO hierarchy. Avoid duplication of procedures in NPC and EC by streamlining procedures between NPC and ECD. Encourage joint decisions by NPC/EC in order to conclude the process within 45 days.</p> <p><b>Role of technical ministries and issue of Cost-Sharing Formula at federal level:</b> Technical ministries should be engaged to handle technical projects like Water Supply. They should take the leading role in the implementation of technical projects, by supervising project implementation as (delegated) contracting authority. Involvement of the technical ministries should bring about increased efficiency in programme implementation. NPC should not be too involved in the management of technical projects like in water. NPC should play the role of making payments for technical projects. There is a need to improve timely payment of counterpart funds coming from federal ministries, states and LGAs. MoUs in respect of cost-sharing should be signed with relevant state and local governments and such MoUs should be comprehensive and given legal backing.</p> <p><b>Measures to attract the highest level of experts into Nigeria</b> (to reduce the current high turnover in senior staff management of EC projects): Awarding contract with delay, a current practice, should be banished. The ECD should make ToRs to be more realistic. The ECD should mix high level short term expertise with junior expertise to achieve for stability. FGN should improve the image of Nigeria. FGN should avoid harassment to experts such as delays/obstacles in getting visas on time.</p> <p>In order to <b>fast-track the decision making process</b> it is recommended that NPC/states/ECD produce and implement Job Description/Procedural Manuals which clearly indicate all documentary requirements needed for actions and approvals. This will facilitate delegation of duties/responsibilities at lower levels without sacrificing quality and standards.<sup>43</sup></p> <p><b>In conclusion:</b> Over the past 10 years the rates of commitments and disbursements of funds have been much too low, and this has resulted in limited delivery of support to targeted beneficiaries, which is a pity since the funding was targeted at reducing poverty in Nigeria. If practice did not change over the next 10<sup>th</sup> EDF, the situation could become even worse. However, the EC is fully aware of this most challenging issue, and has already, jointly with stakeholders, on the occasion of several consulting workshops, been looking for concrete solutions to effectively remove all obstacles to fast commitments and disbursement. Should the measures proposed above be effectively endorsed by all parties and implemented, rates of</p>
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42 Source: conclusions of JAR 2008 workshop, 18 May 2008

43 Indirect quotes from ECD conclusions of JAR 2008 workshop held 18 May 2009 (internal document):

	commitments and disbursements would increase and the gap between planning targets and implementation achievements would be progressively reduced.
I222: Adequacy of selected implementation channels (project/programme approach, budget support, micro projects, Thematic Budget lines, direct support, technical assistance, support to institutional reform).	<p>The following quotes from CSP10 illustrate some lessons drawn from 9<sup>th</sup> EDF implementation regarding the different implementation channels:</p> <p>CSP10 page 38: <i>'Another lesson is that the design and start-up of projects and programmes financed under the 9<sup>th</sup> EDF, has proved to be far slower than intended and almost all programmes started their effective implementation only late into the programming period. Many of the constraints identified earlier will endure for a considerable time. The scale of the problems in Nigeria is large and requires large and long-term programmes for cooperation to make a noticeable impact. To make large, complex programmes possible will require the Nigerian authorities to provide the National Authorising Officer's (NAO) and State Authorising Officer's (SAO) offices with the necessary resources and continuity to oversee programme management. The EC will need to continue providing technical and procedural assistance in this area. (...). Concerning the second point (the need to overcome the deep mistrust and antagonism between the federal and state level authorities) mistrust hampers the programmes by blocking the <u>implementation of cost-sharing formulas</u> as the federal authorities tend to be reluctant to deliver their counterpart funding to the state. Great care must then be devoted not only to the determination of the counterpart budgets but also to the disbursement process.'</i></p> <p><b>Project/programme approach:</b> The project/programme approach was chosen because the budget support approach was excluded.</p> <p><b>Federal budget support:</b> Federal budget support was not on the agenda, as the amounts of funds at stake would not be significant enough to offer some leverage to the EU, on one hand, and GoN was not keen to have the EC "sneak in", on the other hand.</p> <p><b>State-level budget support:</b> The budget support initially envisaged had to be abandoned, following the MTR in view of the appreciation of the capacity of Nigeria to benefit from it.</p> <p><b>Micro projects:</b> The micro projects channel was chosen because of the possibility it offers to have direct effect at grass root level where the needs are enormous. However, it is costly to monitor achievements and difficult to guarantee sustainability.</p> <p><b>Thematic Budget lines:</b> BL were favoured as a way to act quickly, often on sensitive issues. Yet this implementation channel is also difficult to monitor and GoN has no control over it. In addition, while the support through the thematic budget lines are supposed to complement EDF support, there is no mechanism in place to ensure such complementarity in practice. The EC delegation does not seem to have a full knowledge of all the actions undertaken through this channel, although it is consulted on the allocation of such funds.</p> <p><b>Technical assistance (TA):</b> TA was provided mainly through PMUs and State Technical Units (STUs), and through the Technical Cooperation Facility (TCF).</p> <p><b>In conclusion,</b> the EC has made use of several implementation channels that in theory were all adequate but proved difficult to manage in practice, mainly because of insufficiently well-trained staff, complexity of Nigerian conditions and antagonisms between actors supposed to cooperate for successful implementation. In future, specific efforts should be made, at the design stage, to conceive less complex programmes in order to facilitate smoother implementation. The EC will have to make sure, when working at state level, that a better balance is found, in the implementation channels, between state and non-state actors, and that stronger links are built between the different types of actors. It has been stressed on numerous occasions that it was difficult to work with LGAs. Hence the LGA level should be given specific attention in all programmes working at local level.</p>

I223: Evidence of success or otherwise of EC strategic choice to concentrate funding in support of national programmes.	The EC made the right choice of concentrating funding in support of national programmes, as these were the expression of national strategies. The inherent risk was that if, over the duration of one EDF cycle, changes would occur in national programmes, the EC would have to adjust to such changes. This led for example to change of some focal states in the twin programmes: [9ACP UNI 07 Support to Reforming Institutions Programme (SRIP)] and [9ACP UNI 06 Water Supply and Sanitation Sector Reform Programme (WSSSRP)], following the SEEDS benchmarking exercise (which was led as a national programme) with associated costs and delays.
Judgment Criterion 2.3	High adequacy of risk management and consequent reactions
JC answer	<p>Risk management has been a difficult issue during 7<sup>th</sup> and 9<sup>th</sup> EDF. The EC is conscious that risk management should be given top priority under the 10<sup>th</sup> EDF. A precondition is to set up an adequate MER system, harmonised with other donors; through it achievements will be monitored in terms of delays incurred and results achieved. Such MER system (also called Results Matrix) will serve as an advance warning mechanism, allowing the EC, in agreement with its partners, to take corrective measures in due time.</p> <p>Other risk management tools, related to country conditions, are currently being developed in cooperation with other development partners, and they will be used in future. They consist in commonly agreed grids that allow a detailed scrutiny of country evolution in terms of national governance (See Annex 10 to CSP-10 on 'Nigeria Governance Profile').</p>
I231: Existence of adequate baseline data and M&E systems as basis for programming, design and informed decision-making.	<p>The baseline data are provided in the LogFrames present in the programmes' Financial Agreement (FA) Annex II (Technical and Administrative Provisions for Implementation), compiled at an early programming stage.</p> <p>There is no M&amp;E system in place to follow the evolution of such data. (cf. EQ3: <i>monitoring systems, including baseline data, are deficient... Again, deficient monitoring systems cloud quantification and appreciation of results...</i>)</p> <p>Five years later (2009) the FA (most of them were signed in 2004) is not always a reference document, as it is often outdated. Most initial LogFrames were not updated and task managers (at ECD and NPC) rarely make reference to them.</p> <p>The 'assumptions' included in the FA were often too hypothetical; some of them should have been considered as '<u>necessary conditions</u>' to be resolved before implementing the programmes. E.g. [9ACP UNI 06 Water Supply and Sanitation Sector Reform Programme (WSSSRP)] FA assumptions:</p> <ul style="list-style-type: none"> <li>• 'Federal, State and Local Governments allocate <b>sufficient resources</b> to service provision for the poor, including water, sanitation and hygiene promotion</li> <li>• Benefiting institutions allocate <b>sufficient resources</b> to capital costs</li> <li>• State Water Boards insure <b>cost recovery</b> for operation and maintenance</li> <li>• For rural water supply and in small towns, <b>final beneficiaries shall cover the operation and maintenance costs</b></li> <li>• Political <b>willingness for reform</b> within the sector will remain strong</li> <li>• Successful programme <b>experiences are replicated</b> nation-wide'</li> </ul> <p>The six above assumptions were in fact major critical issues and should not have been considered as simple assumptions.</p> <p>An M&amp;E System is needed for EU projects. In order to avoid duplication of efforts, EC and NPC should organise quarterly joint field missions and include in the field missions the NAO Service Centre and the ECD Finance &amp; Contract Section (the finance sections of NPC and ECD, not only the technical sections). There is a need to review the Result Matrix according</p>

	<p>to the Governance Action Plan and to harmonise it with other donors.</p> <p>NSAs, which are considered by EC as key stakeholders in most EC programmes, are often consulted on various issues related to EC-Nigeria cooperation. In a meeting held with them on 16 March 2009 (in the context of JAR 2008 preparation) they emphasised the need for improved EDF monitoring: <i>‘There was a general consensus that ODA in the country should be closely monitored, supervised and evaluated in order to ensure that it produces the required results. It was pointed out that the multiplicity of small projects scattered all over the country constitutes a major challenge in this regard. It was recommended that an annual evaluation of the effectiveness of EDF programmes should be undertaken.’</i></p>
I232: EC sector support programmes include risk management measures.	<p>In most sector programmes, the risks have been enumerated as assumptions in the FA and then there was no system in place to tackle them.</p>
I233: Justified mitigation and/or remedial actions to reduce negative influences and impacts have been designed and are applied.	<p>Remedial actions are proposed on key occasions (MTR, ETR, EAMR, and ROM) but there is not always assurance that they will be applied.</p> <p>Changes in NIP following CSP MTR (redistribution of funding, channels, targets) are mandatory but are factors of disturbances and delays in programmes implementation.</p> <p>The CSP9 MTR 2004 led to an addendum to CSP9, because, inter alia, there was a desire to adjust to changes brought in 2003 by the new economic team, with the introduction of NEEDS and SEEDS and the desire from the EC to integrate the benchmarking exercise launched by Government to reward the states committed to reform. As a result there was a change of some focal states, the EC abandoning its support to some states and moving it to other. This created confusion and considerable delays in the implementation of [9ACP UNI 07 Support to Reforming Institutions Programme (SRIP)] and [9ACP UNI 06 Water Supply and Sanitation Sector Reform Programme (WSSSRP)]. A few years later, with the change of President (2007), the ex NEEDS 2 was abandoned and new national planning documents are being elaborated. Thus the EC changes its strategy depending on Nigeria's political changes. As Nigeria's political and planning tools are moving with politics, the EC tries to change a programme to adjust, while this is rather damageable as it gives the impression that strategic development issues depend on politics. The EC should be more neutral, as the EDF procedures are not sufficiently flexible (rule of 3 years) to allow drastic changes during the process of implementation of a given programme.</p> <p>Implementation of changes recommended in ROM is not mandatory. E.g. the ROM on 9ACP UNI 06 Water Supply and Sanitation Sector Reform Programme (WSSSRP) recommended a revision of the project purpose, which did not take place, as this is not allowed by the EDF procedures (this would de facto mean keeping the name of the project but changing its content, which of course is not acceptable).</p> <p>No MER system is in place to follow up on those issues.</p> <p>The Joint Annual Review (JAR) is an adequate tool to identify negative influences/impacts and propose mitigation and/or remedial actions. This document covers all fields of cooperation and is intended to play such role. Unlike the External Assistance Management Report (EAMR), which remains a confidential internal EC tool, it is shared by both parties (Nigeria, EC) and therefore a strong instrument for dialogue. In Nigeria, none of the successive JARs written over the period was endorsed by Nigeria, who considered them as purely EC tools, not joint tools. The JAR 2008 is the first JAR effectively written jointly and having received recognition from both parties. It is currently in the process of final approbation, to be signed and published on the EC website. A final consultation workshop was held on 18 May 2009, targeting mostly NSAs, in which the EC Delegation, NPC and PMUs actively participated. The workshop led to a draft paper designed to be finalised</p>

	quickly into a roadmap for future cooperation that should directly tackle a number of major obstacles to smooth programmes implementation.
I234: Evidence of national 'buy in' and involvement in identification and management of risk.	<p>The issue of identification and management of risk is not explicit in any document on joint cooperation (CSP, JAR, FAs, etc.). Since the issue is not part of the common cooperation culture between the EC and Nigeria it is difficult to refer to any national 'buy in' or involvement in it.</p> <p>However, a number of joint planning documents refer to specific risks indicating that they are officially shared. Yet no specific mechanism has been put in place to deal with risk.</p>
I235: EC has added value to the support offered by EU Member States	<p>On political issues, the added value to the support offered by EU MS is clear: the EU is able to talk to Nigeria, in the name of all EU MS, on a number of topics of interest to all EU MS (see JAR 2008, CSP9 and CSP10): EPA negotiations, safe access to energy resources, solving conflict in the Niger Delta, implementation of EU code of conduct, production of CSP, division of labour etc. This allows coherence, harmonisation and common positions. In addition the EU intervenes in some areas and geographical zones where other EU MS are not present.</p> <p>However, regarding specific development issues (fight against poverty, MDGs, etc.) the added value of the EC to the support offered by EU MS has not been fully brought to evidence.</p>
I236: Adequacy of EC visibility	<p><b>Current situation</b></p> <p>EC visibility seems adequate, except for press coverage, which remains insufficient.</p> <p>All programmes have a percentage of their budget allocated to visibility actions. PRIME is by far the programme with the highest visibility.</p> <p>During the visit of two EC Commissioner in September 2008 (Louis Michel and Andis Piebalgs) many visibility activities were carried out (signature of three financing agreement in the following areas: support to non state actors, micro projects in the Niger delta and improving public finance management; participation to the Extractive Industries Transparency Initiative (EITI) international conference); press release and photos are available.<sup>44</sup></p> <p><b>Way ahead</b></p> <p>The 10<sup>th</sup> EDF CSP-NIP intends to increase EC visibility by envisaging a specific programme to support diffusion of EC success story by the press.</p> <p>In order to ensure a better visibility and replication of good practices supported by EU projects, the following actions are suggested.</p> <ul style="list-style-type: none"> <li>• NPC, ECD and PMUs should implement the existing EU guidelines for promotional material ;</li> <li>• They should produce a video about EU Nigeria cooperation activities;</li> <li>• They should consider visibility activities as part of the outputs of projects and as such give them more consideration than is presently the case;</li> <li>• They should identify case studies to highlight global best practices and give them large publicity through mass media.</li> </ul>

44 Source: EAMR Jan. 2009



### 5.3 EQ 3, Focal Sector 1, WATSAN, Effectiveness, Sustainability and Impact

<b>EQ 3</b>	<b>To what extent has EC support to water and sanitation accountability, sector management and infrastructure contributed to increased access to potable water, sanitation services and improved hygiene in 6 focal states?</b>
Justification and comment	<p>WATSAN was selected as a Focal Sector of EC support not only to provide greater access to potable water and sanitation services but also as a contribution to gender equality. Furthermore, the sector policy was judged to be relatively well developed compared with other sectors, such as that organisation of the sector was appropriate for the EC CSP &amp; NIP approach. However, major implementation problems emerged when the 2004 Mid-Term Review (MTR), whilst concluding that support to WATSAN as a focal sector was still appropriate, recommended that a revision towards project funding and 'greater flexibility in the support of reforming states' was necessary and support to the sector was cut from €230m to €150m<sup>45</sup>. This orientation of EC support was endorsed and extended by the 2006 ETR, which recommended amending the original list of focal states by including those that were initiating sector reforms more proactively whilst also noting a progressive reduction of engagement in the sector over the preceding 4 years. The 2006 ETR, although retaining WATSAN as a focal sector, reduced the sector commitment from €150m to €87m as it was concluded that the perceived importance of the sector had reduced substantially as no new sector initiatives were in the pipeline for 2006-2007. However complementary initiatives with EC funding during 8<sup>th</sup> and 9<sup>th</sup> EDF were the Small Town Water Sector Reform, Microproject programmes MPP3 and 6 and projects financed with Water Facility funding.</p> <p>There has been increased access to potable water however not yet reaching more than an estimated one million Nigerians yet (0.7 % of total population) which results from the delays in the implementation of the programmes. The EC funding has to be considered as technical assistance to induce or foster sector reforms, the direct investments are demonstration means not ends due to the Nigerian need dimension and availability of own or IFI funding. The improved quality and its sustainability remain seriously in doubt due to weak cost recovery and operational management. However, deficient monitoring systems cloud quantification and appreciation of results but the rate of increase of access to potable water appears to be far below the rate necessary to meet MDG and WSSD targets. This notwithstanding the WSSSRP contribution to the formation of a legal framework of the in sector as well as to drafting of federal &amp; state water policies.</p> <p>Also, there has been very limited increased access to sanitation services has been given less emphasis in programme design and interests of beneficiaries.</p>
Judgment Criterion 3.1	Due to EC support, WATSAN sector policies and strategies are being implemented with timely disbursement of adequate budgets by federal and state governments.
JC answer	National and state water laws, policies and strategies are still not available and in various stages of development forming the major obstacle to sector reform. The process although supported or induced by EC support required more consultations among the stakeholders as could reasonably be foreseen. Unfortunately universally mainstream approaches, norms and standards are not the foundation of all emerging policies and the conformity to Integrated Water Resource Management (IWRM) and international norms remain to be assessed. The coordination between the sector institutions at federal, state and local levels and implementation remains critical and the mandates are not well defined.

45 Curiously this 2004 conclusion coincided with completion of the design of WSSSRP (9ACP UNI006) (€119.6m– EC contribution €87m, with the balance from UNICEF and FGN). This programme was intended to support federal government to carry out WATSAN sector reform, providing resources to 6 focal states for such reforms, which would be allocated according to states' commitment to reform. MOUs were signed by the 6 states and the NAO, with implementation by UNICEF (under a contribution agreement with EC).

	<p>Major issues continue to bedevil sector implementation due to equivocal federal and state support and little budget provision for WATSAN service delivery, operation and maintenance (i.e. a multiplicity of overlapping and contradictory policies with confused and complicated institutional frameworks aggravated by resistance to devolution of commensurate responsibilities and resources to lower levels; little or no cooperation between service providers; poor collaboration between different levels of government; poor planning, programming and implementation; inadequate institutional capacities and training; poor maintenance culture; low levels of budget provision and investment; and, corruption).</p> <p>Further, political leadership widely promises free WATSAN services during electioneering. Implementation partnerships with UN agencies have been successful but partnership with the various higher levels of government has been frustrating and there continues to be inadequate private sector participation. Conditions are far from being in place to permit the launch of BS but there is no national interest in this modality in any case.</p> <p>Major assumptions for EC sector support (i.e. that sector policy was relatively well developed and that organisation of the sector was appropriate for the EC's CSP/NIP approach) have been proven to be totally unrealistic.</p>
I311: Extent of federal and state support including allocation and delivery of funding for operation and maintenance has increased.	<p>The 2003 WEDC (Water, Engineering &amp; Development Centre) International Committee<sup>46</sup> noted as regards coordination, planning and management issues: i) no coordination between service providers resulting in duplication of effort and resources; ii) poor collaboration between states and federal government and between states and local government; iii) poor planning; iv) poor policy implementation by government; v) inadequate training of water delivery operators; vi) poor maintenance culture. Regarding funding issues: a) low investment by government on WATSAN; b) inadequate funding of maintenance.</p> <p>Decentralisation has not yet been undertaken to any great extent. Federal and state agencies commonly carry out direct implementation at local levels. Thus, whilst roles and responsibilities may have been set out in the various policy documents (see 3.1.2 below) there is unwillingness to devolve authority, responsibility and resources to lower levels.</p> <p>Issues of availability of funding, efficiency of utilisation and accountability are evident at all levels of government. Whilst at community level there is a stated and demonstrated willingness to contribute to sector investment, government is not delivering on pledges made, the situation further aggravated by proven corruption manifested in over-pricing of contracts, over-invoicing, poor supervision and impunity<sup>47</sup>.</p> <p>Further, not all, political leadership subscribes to internationally recognised principles of water as an economic good with policy principles (such as exist) regarding cost sharing and community contributions conflicting with widespread electioneering promises to provide free water supplies.</p> <p>The Final Report of the 2007 Midterm Evaluation of WSSSRP (Water Supply &amp; Sanitation Sector Reform Programme) notes that firm commitment of FGN to implement the agreed cost sharing formula and elaborate corresponding administrative and disbursement procedures was a major unfulfilled assumption thus representing a real risk to the programme which has created serious delays in implementation. In 2009 the Federal Ministry of Agriculture and Water Resources announced (yet still unofficially) a policy change towards concentration on irrigation development and a limited role in water supply and sanitation to regulatory functions and monitoring and evaluation. Consequently it plans to reduce its share to</p>

46 'Reforming the Nigerian Water and Sanitation Sector' presented by representatives of UNICEF, WB and EC

47 The exact wording of this source is 'Efficient and accountable use of resources remains largely a mirage mainly at the government agency level, the problem further compounded by corruption resulting in significant over-pricing of contracts, over-invoicing of goods, poor supervision of implementation and little or no sanctions on erring officials': Reforming the Nigerian Water and Sanitation Sector. W.Fellows (UNICEF), ON Habila (UNICEF), HM Kida (WB), J Metibaiye (WB), MC Mbonu (EC), M Duret (EC)

	investment costs to 0 %. The policy move will not affect the FA of the WSSSRP but puts water supply and sanitation financing into jeopardy since general allocation of federal funds to State budgets will not increase.
I312: Sector policies, strategies and master plans (for rural and urban areas) are in place at federal and state levels.	<p>The design of WSSSRP (9ACP UNI006) was completed in 2004 (€119.6m – EC contribution €87M, with the balance from UNICEF and FGN). This programme was intended to support federal government to carry out WATSAN sector reform, providing resources to 6 focal states for such reforms, which would be allocated according to states' commitment to reform. MOUs were signed by the 6 states and the NAO, with implementation by UNICEF (under a contribution agreement with EC).</p> <p>ETR 2006 noted a progressive reduction of engagement in the sector over the preceding 4 years due to obstacles to implementation of projects designed along the lines of the government's sector policy upon which CSP engagement was based but that this reduction of engagement should be explained and properly substantiated<sup>48</sup>.</p> <p>For EC sector initiatives to be strategic these interventions must be anchored within a coherent sector policy framework. State level cooperation appears to be driven more by acquisitive resource mobilisation than by developmental targets<sup>49</sup>.</p> <p>It has been noted that without a strong institutional and policy framework and reforming champions from within to carry forward the development agenda, coordination and facilitation alone may not lead to positive results<sup>50</sup>.</p> <p>Although there is general consensus that support to WATSAN has a positive impact, no tangible causal links have been established between better WATSAN service delivery and poverty reduction or improved health<sup>51</sup>.</p> <p>EC development policy aims at sustainable, equitable and participatory human and social development to reduce poverty<sup>52</sup> which is defined as 'encompassing the notion of vulnerability and such factors as access to adequate food, education, health, national resources, drinking water, land, employment, credit, information, political involvement, services and infrastructure'. In COM (2000) 212, April 2000, water management is considered to be a cross-sectoral issue to be mainstreamed into development strategies for poverty reduction.</p> <p>The EC development priorities for WATSAN interventions have been:</p> <ul style="list-style-type: none"> <li>• ensuring adequate supply of potable water to all people (especially the poor), adequate waste disposal with aims of poverty reduction, improved health and quality of life;</li> <li>• sustainable, equitable trans-border water resource management;</li> <li>• cross sectoral coordination to achieve fair distribution of water between different categories of users and mainstreaming water management principles<sup>53</sup>;</li> </ul>

48 By way of a sector study to identify where, how and why failures have occurred and ..... suggest a way forward ..... or exit strategy

49 In other words acquisition of funding appears to be priority, followed by working out how these funds might be spent rather than establishing need as justification for attracting funding

50 Country Evaluation: Assessment of Development Results, UNDP

51 Thematic Evaluation of EC Support to Partner Countries in Water & Sanitation, Evinfo

52 Statement by the Council and Commission, Nov 2000

53 Major expressions of EC international sector policy include: Guidelines for Water Resource Development Cooperation (1998) – guiding principles include institutional, management, social, economic, financial, environment, information, education, communication and technology; Integrated Water Resource Management – promotes coordinated management of water, land and other resources to maximize resultant equitable economic and social welfare without compromising ecosystems; Water Framework Directive (WFD) 2000/60/EC, Oct 2000 – framework for protection of inland surface waters, transitional waters, coastal waters and groundwater; Communication on Conflict Prevention COM(2001)211, April 2001 – recommends EC support where a clear commitment to regional collaboration exists to regional actions aimed at fair

<p>I313: Laws and regulations facilitate adequate sector service delivery.</p>	<p>The national PRSP – National Economic Empowerment &amp; Development Strategy (NEEDS) was introduced in 2004 with one of the three major objectives (or pillars) being ‘empowering people and improving social service delivery’.</p> <p>CSP argues for the inclusion of WATSAN as a focal sector inter alia, on grounds that sectoral policy was relatively well developed and that there were appropriate sector institutions at the various levels. However, these assertions were flatly contradicted in the 2003 WEDC International Conference (Towards the MDGs)<sup>54</sup> which stated that as regards policy and systems issues: i) no clear long term sector programmes at all levels; ii) no agency with a role of sanitation; iii) no clear monitoring and data base system, inadequate and unreliable data; iv) involvement of the Federal Ministry of Water Resources (FMWR) in direct execution of water supply projects; v) politicisation of implementation practices. Thus, although some sector related agencies have issued policy and strategy statements, these are on the whole, stand-alone, not cross-referencing to other relevant documents. Thus, policies and strategies are not coordinated between ministries and sometimes even at cross-purposes<sup>55</sup>.</p>
<p>I314: Extent and effectiveness of partnerships and cooperation between implementing agencies has been an element of success.</p>	<p>There are reports that partnerships have suffered from dispersion and weak monitoring effort without a defined exit strategy and little local ownership. However, using partnership with UN agencies can have a comparative advantage accruing from the perceived neutrality, which allows UN agencies to operate in sectors and thematic issues where political sensitivities would make operation of bilateral donors more problematic. However, the continuing lack of an effective national donor coordinating body and an accompanying national policy for this activity has diminished effectiveness of partnerships.</p> <p>The recommendation of the 2006 Thematic Evaluation of the WATSAN Sector in EC Cooperation is noted – ‘The move towards more formal partnerships and joint development programmes is a positive step and this approach should be emphasised in EC policies and the application of operational procedures. The move towards more formal partnerships between EC and its partners should be accelerated and mainstreamed into general operations’.</p> <p>Some EU MS and UN agencies are involved in WATSAN development cooperation and although there are some differences in approach and specific strategies there is similarity in policy frameworks. For EU MS there should be coordination and complementarity between EC and EU MS development cooperation policies and activities but overall coordination and management of the various development partners is the responsibility of the recipient government (which does not appear to have embraced this responsibility to any great extent).</p> <p>In 2005, EC, FGN and UNICEF agreed a 4-year grant agreement for a Rural Water and Sanitation Project (€33m) to provide safe drinking water to &gt;2m people in 1400 communities in 6 states as the rural component of WSSSRP. Poor coordination is noted between relevant ministries and agencies at national, state and local levels.</p>

management of shared water resources; EC Water Initiative (and directive establishing framework for EC action in water policy 2000/60/EC OJ1237, Dec 2000) is wide ranging covering: EU commitment to meet MDGs (halving the proportion of people without access to basic water by 2015), to support IWRM and development of water efficiency plans, political commitment to action and innovation oriented partnerships, promotion of water governance, capacity building and awareness raising, improved efficiency and effectiveness of water management through dialogue and coordination, promotion of basin management nationally and internationally, identification of additional resources, bring EU and MS together with civil society and financial institutions, generate scientific approaches and raise public awareness; EU Water Facility (ACP), Dec 2004 – key principles include governance, ownership, innovation and flexibility.

54 ‘Reforming the Nigerian Water and Sanitation Sector’ presented by representatives of UNICEF, WB & EC

55 e.g. by 2003 the brew included (non-exhaustively): Integrated Water Resources Management policy (leading eventually to enactment of a National Water Law); FMWR Sanitation Policy; FMEnv Sanitation and Environmental Health Policy; FMWR/WB Urban Water Sector Reform; FMWR/UNICEF/WB/EC RWSS Programme Framework Strategy; FGN/EC SWAP preparation; FMARD Rural Development Policy & Implementation Strategy (rural water supply and sanitation). Not surprisingly this situation has led to an equally varied portfolio of projects and programme interventions which do not appear to be subject to much coordination by FGN.

I315 Conditions are in place for launching sector budget support.	A project complementary to WATSAN sector support was the SRIP (Support to Reforming Institutions Programme) – start date Jan 2005 (€57m) which targeted the National and State Planning Commissions with objectives of improved service delivery through more efficient and transparent PFM in 6 states (Osun, Cross River, Kano, Yobe, Jigawa, Anambra). The programme intended to assist state governments to implement reform programmes for transparent fiscal management and strengthening capacity of civil society to participate in the budget process thus assisting states in undertaking social investment to improve service delivery. However the programme has not yet achieved its expected results and the conditions for sector budget support are not in place.
Judgment Criterion 3.2	EC support has increased transparency in sector governance at federal and state levels.
JC answer	Until the change of Government in 2008 the EC sector support has been in accordance with national policies but since then the move towards economic priority for agriculture and irrigation has led to disaccord on the federal level and increased focus towards the states level. The water laws and state level strategies have been combined with governance and institutional reform issues. Such sector support has not manifestly increased transparency nor on the federal nor on the state levels. Institutional capacity continues to be weak, little information on service delivery is made publicly available, stakeholders (consumers/customers) are only involved in service delivery at community levels (and not always then) where sustainability is not assured in any case and monitoring systems, including baseline data, are deficient.
I321: Institutional capacity for sector management is strengthened.	No information has been examined to confirm successful strengthening of institutional capacity except as regards technical management issues at lower levels of government. However the design of WSSSRP did not focus on technical levels and little progress on increased planning capacities and management can be observed.
I322: Information on service delivery (e.g. annual audits of service providers, water supply and demand projections, cost recovery and tariff structures and mechanisms, project costs compared with estimates and budgets) is made publicly available and increasingly utilized by water users.	No such publicly available reports have been examined – while it is understood that such reporting does not normally take place. There is a great lack of transparency on information on service delivery and the WSSSRP programme has not changed the situation significantly since no communication strategy could be arranged with the Government structures and considerable on TA and equipment would be necessary to collect the relevant information. There is no system in place or even underway.

<p>I323: Stakeholders (users, customers including women and vulnerable groups) and civil society are increasingly involved in service delivery, planning and programming.</p>	<p>EC sector support decision-making processes on choice and management of water systems was mandated as participatory including women but there is little evidence of women's involvement in such decision making (notwithstanding that there are social constraints on such activities in some states). Not surprisingly the situation greatly differs between the federal and states component of WSSSRP where little stakeholder involvement can be noticed and the UNICEF implemented rural component focussing on the local level. UNICEF takes a great emphasis on involve different strata of the local population and some site suggestions were changed due to participatory processes leading to more appropriate site decisions.</p>
<p>I324 Baselines and M&amp;E systems to monitor social, environmental and economic impacts are improved.</p>	<p>The 2006 Thematic Evaluation of the WATSAN Sector in EC External Cooperation recommended that a set of key WATSAN sector-specific data collection and performance instruments should be defined to provide the means to monitor and evaluate project and programme performance. Additionally, key indicators should be mainstreamed into WATSAN project support<sup>56</sup>.</p> <p>Availability and quality of monitoring information and baseline data in particular is a problem. Many reasons for this hiatus have been encountered – insufficiently developed systems for data capture, lack and misuse of resources, quality issues, irrelevant indicators and so on. Thus, issues relating to impact and outcome may be quantified only by reference to secondary or proxy data.</p> <p>DFID evaluation of the FGN/UNICEF WES programme noted that there is still no national data-base or monitoring framework of any integrity and such evaluation and monitoring which is actually carried out is due to donor requirements. Government programmes undergo little by way of evaluation or lessons learning.</p> <p>The Final Midterm Evaluation Report of WSSSRP 2008 laments that data and statistics to accurately quantify initial impact are not available due notably to the limited availability of consolidated base line survey data and poor M&amp;E systems.</p>
<p>I325: Public sector transparency, accountability and anti-corruption actions are improved.</p>	<p>A project complementary to WATSAN sector support was the SRIP (Support to Reforming Institutions Programme) – start date Jan 2005 (€57m) which targeted the National and State Planning Commissions with objectives of improved service delivery through more efficient and transparent PFM in 6 states (Osun, Cross River, Kano, Yobe, Jigawa, Anambra).</p> <p>The programme intended to assist state governments to implement reform programmes for transparent fiscal management and strengthening capacity of civil society to participate in the budget process thus assisting states in undertaking social investment to improve service delivery.</p>
<p>Judgment Criterion 3.3</p>	<p>Increased access to adequate sustainable systems for distribution of potable water in 6 focal states supported by EC.</p>

<sup>56</sup> Examples include: cost by sectoral component, n's of persons provided with WATSAN services, unit cost per connection, basic socio-economic data

JC answer	As a result of EC WATSAN support there has been increased access to potable water and improved quality although sustainability remains seriously in doubt due to weak cost recovery and operational management (combined with political promises of free services). Again, deficient monitoring systems cloud quantification and appreciation of results but the rate of increase of access to potable water appears to be far below the rate necessary to meet MDG targets. Certainly service delivery has improved as a result of individual project interventions but prospects of wider sustainability are seriously in doubt because of inappropriate technology, doubtful affordability and willingness to pay, capacity of Water Consumer Associations (WCAs) to manage funds and supply systems and fundamental doubts about economic and financial viability.
I331: The percentage of (urban and rural) population with access to potable water has increased in order to achieve the 2011 targets of 100% full coverage of potable water supply (and MDG targets).	EC supports achievement of MDG Target 10 – halving the proportion of people without sustainable access to safer drinking water by 2015. MDGs, although formulated in 2000, used a baseline of 1990 such that the operational period of this CSP is approximately half way. The UNICEF/WHO Joint Monitoring Programme mid-term assessment 2004 (but using 2002 data) concluded that: i) whilst the world is on track to meet drinking water targets, sub-Saharan Africa is lagging behind; ii) greater effort is needed to reach the poor and rural areas 'hidden' in national averages. However, it must be borne in mind that MDGs are 'broad brush' targets, which cannot realistically serve as a basis for national sector planning, programming or strategies. According to the UNICEF/WHO joint monitoring programme 2004, 54% of the Nigerian population do not have access to improved water services (69% of rural populations, 33% urban) representing a total of around 70m people.
I332: Water quality is improved.	Benefits of improved water supply can be undermined by poor storage or transport of water such that attention to quality norms and procedures for supply, waste water management and bathing waters are crucial.
I333 Levels of service delivery (in terms of 24/7 availability) is improved.	Some improvements are recorded from individual project interventions but permanent water supply is not guaranteed even in major centres.
I334: Water costs as a proportion of household expenditure have decreased.	Most water supply projects do not consider cost recovery (an essential component for sustainability) in depth. If water fees have to be paid by consumers (as opposed to provision of 'free' water as a social service) the ability and willingness of poor people to pay water tariffs is assumed rather than investigated <sup>57</sup> (and there are examples of the imposition of water charges increasing rather than reducing poverty levels for the very poor <sup>58</sup> ).  Strangely, no interventions appear to have carried out specific investigation of affordability (in terms of family ability to pay water fees, or sewage service costs), cost benefit analysis or to have investigated economic or financial viability for any service provision projects <sup>59</sup> . Rather, the results of other studies, sometimes old (e.g. WTP Study by FMWR 2007) or from other, not necessarily equivalent areas (e.g. Baktie Group 2004) were used, together giving a spread of over 100% on the estimated maximum households are willing to pay. Thus, international norms were adopted (i.e. community contribution should be no more than 5% of

57 Thematic Evaluation of EC Support to Partner Countries in WATSAN, Evinfo

58 Thematic Evaluation of the Water & Sanitation Sector, Synthesis Report, EC, July 2006

59 It appears to have been generally assumed that in some mysterious way collected fees would be sufficient to cover all operational and maintenance costs

	<p>the total capital cost and the community should assume 100% of operation and maintenance costs).</p> <p>Evaluations appear to have investigated this point by means of typically interviews of engineers and project staff concerning peoples willingness and ability to pay, actual price of water depending upon the way it is acquired and the fixed and variable costs of components and entire installations' followed by the evaluation's own analysis and calculation of costs per capita or per household. That being said, (and noting that reported costs of water supply per household can vary by a factor of 20x depending on system and location) commercial water sellers are significantly more expensive than even the higher range quoted above<sup>60</sup>.</p>
I335: Prospects of sustainability of supply services have improved.	<p>There are multiple references in reports to doubts about the ability of WCAs 'to collect money and save it over many years so they could replace the whole system or even part by part'<sup>61</sup>. The crucial level will be the LGA levels of WATSAN support structures like Ruwassas and their skills and means to support rural and small towns water supply.</p>
Judgment Criterion 3.4	<p>Increased access to adequate sustainable sanitation services in 6 focal states supported by EC.</p>
JC answer	<p>As a result of EC WATSAN support there has been limited increased access to sanitation services but less so than is the case with access to potable water as sanitation has been given less emphasis in programme design. Most success was achieved on the rural level with UNICEF implementing the rural component of WSSSRP and constructing school latrines as well as educating basic hygiene. An increased number of communities are interested to be certified as open defecation free and technical support was provided for private latrine construction.</p> <p>The EC support focussing on rural and small town levels and with a priority to the provision of drinking water as demanded by population and authorities could only induce greater interest and attention but not change greatly the conditions. Currently, end of 2009 more WSSSRP infrastructure investments are implemented but sanitation is insufficiently recognized in its impact to improved health status of the population.</p>
I341: Trends towards increased percentage of population with access to sanitation services (rural and urban) and prospects of achievement of 2011 targets of 100% full coverage of sanitation services (and MDG targets).	<p>The only reference to sanitation in the MDGs is under Target 11 '<i>by 2020 achieve a significant improvement in the lives of at least 100m slum dwellers reducing the proportion of people without access to improved sanitation ....</i>'</p> <p>EC supports attainment of the WSSD targets (2020) which aim to half the proportion lacking access to improved sanitation by 2015 but at present rates of progress sanitation targets will be missed worldwide (by 500m people)<sup>62</sup>. A contributory factor is that project preparation does not include sanitation and hygiene as an integral component of water supply projects. However, it must be borne in mind that MDGs are 'broad brush' targets which cannot realistically be used as a basis for national sector planning, programming or strategies.</p> <p>Sanitation services interrupt transmission of faecal-oral disease by preventing human contamination of soil and water whilst epidemiological evidence suggests sanitation is as important as safe water supply in preventing disease<sup>63</sup>.</p> <p>According to UNICEF/WHO Joint Monitoring Programme 2004 only 44% of the Nigerian population have access to adequate sanitation facilities. Thus around 80m people do not have</p>

60 This is quoted from the Final Report of the MTR 7ACPUNI056/4 Small Town Water Supply and Sanitation Project

61 Final Report MTR 7ACPUNI056/4 Small Towns Water Supply and Sanitation Project. The reasons for such lack of faith are stated to be: i) people are not used to plan ahead; ii) communities are too poor; iii) no trust in those responsible or in the banks

62 UNICEF/WHO Joint Monitoring Programme, Mid-term assessment, 2004

63 [www.who.int/docstore/water\\_sanitation\\_health](http://www.who.int/docstore/water_sanitation_health)



	<p>such access.</p> <p>Water Aid undertook (2004/5) a comparative study of 12 sub-Saharan countries in their progress in terms of provision of adequate sanitation services. Whilst noting that overall, at current rates of progress the 2015 MDG target would not be achieved until 2076, Nigeria ranked bottom (equal with Malawi)<sup>64</sup>.</p>
I342: Levels of service delivery (in terms of 24/7 availability) are improved.	<p>Nigeria is experiencing one of the most rapid rates of urbanisation in the world (&gt;3.7%) whilst commensurate investment in infrastructure and services is not being carried out, such that 50% of the urban population do not have access to sanitation to other services.</p> <p>The 2006 provisional census figures indicate that the percentage of population with access to sanitation is low (i.e. 81% lack such access)<sup>65</sup>. In order to halve the population without access to sanitation services by 2015 investing in sanitation services will require annual increases of at least 12.5%. This is highly unlikely.</p>
I343: Sanitation costs as proportion of household expenditure have decreased.	No information has been examined which investigates comparative charges for service delivery and family incomes.
I344: Functional waste water and sewerage systems including water treatment plants and pump stations plus management of domestic solid waste are increasingly in place and utilized by urban and rural population.	<p>A widespread problem (and not only in Nigeria) is lack of capacity and resources to operate and maintain a pumped system, which involves treatment plants (for both water supply and sewage disposal) resulting in premature failure of expensive equipment and systems. Typically not enough revenues are collected for operation and maintenance costs, spares (usually requiring foreign currency) are not available and the system stops (often for lack of a simple inexpensive item).</p> <p>In case of temporary halting of a water supply network, care has to be taken regarding quality issues, in case of a sewerage network, untreated effluent is discharged. Also, technical capacity may not be available to operate and maintain such equipment. Either way, the result is the same. Moves towards provision of simpler systems are good common sense and a pragmatic contribution to better sustainability prospects. The WSSSRP programme does not include coverage of waste water and sewerage systems.</p>
I345: Prospects of sustainability of sanitation services have improved.	No evidence has been examined that there are improving prospects of sustainability of sanitation services.
Judgment Criterion 3.5	Improved hygiene and decreased infections by water borne and water-washed diseases in 6 focal states supported by EC.
JC answer	Establishing a causal relation between support to WATSAN and improved health indicators (as with linkage to poverty reduction) is difficult. There are undoubtedly such links but poor

64 The 12 countries were in descending order of progress: Senegal, RSA, Uganda, Burkina Faso, Ethiopia, Ghana, Madagascar, Zambia, Tanzania, Malawi and Nigeria

65 Water Aid Briefing Note, Amakom 2207: 'Financing Water Supply & Sanitation at Local Level, Nigeria Pilot'

	<p>monitoring systems and deficient baseline data makes measurement of change and attribution of effect unsatisfactory. Better sanitation is crucial for improved health indicators and it may even be suggested that improving water supply without a commensurate sanitation and hygiene component may have negative environmental and public health consequences.</p> <p>That being said access to good quality water supply and sanitation services does reduce water-borne and water-washed disease and improves quality of life, especially of the poor, vulnerable groups, women and children. Associated campaigns for sensitisation regarding hygiene and sanitation practices can be highly effective in enhancing the impact of improved WATSAN service delivery but this demands sensitive engagement and commitment at community level.</p>
I351: Trends in health indicators regarding water borne and water washed diseases show a significant decrease.	<p>Water, hygiene, drainage, personal hygiene and safe solid waste disposal (SWD) all impact on disease reduction (diarrhoea, dysentery, cholera, malaria)<sup>66</sup>. Water-borne and water-washed disease<sup>67</sup> are the greatest single public health problem for the poor (there are &gt;4B cases of diarrhoea each year worldwide with 2.2m deaths [mainly children under 5 years of age [U5]); washing hands could reduce infection by 30%). However, although health is generally accepted as a prime impact of WATSAN projects, discernable links are not obvious. Project reports examined in the course of this evaluation have little data, which shows a manifest link between WATSAN investment and better health. This is certainly not to state that there has been no improvement simply that there is insufficient data to identify, quantify or attribute health improvements.</p> <p>Project documentation often makes reference to expected health benefits but beyond reference to water-borne (and sometimes water-washed disease) there is no identification of diseases or quantified indicators.</p>
I352: Health education and family hygiene campaigns as integral component of EC sector support interventions show increasingly positive effects with the target groups.	<p>Most EC supported WATSAN interventions have health-related components but these are often given low priority although sanitary education at schools associated with WATSAN projects has effectively engaged school children as vectors for the spread of health and hygiene messages in the family and community.</p>
I553: Evidence of increasing involvement of NGOs, CBOs and NSAs is found.	<p>The WEDC International Conference<sup>68</sup> noted a lack of sense of ownership by communities and inadequate participation of women in rural water supply.</p> <p>Generally speaking EC support (project approach) does attempt to engage NGOs and CSOs (e.g. 9ACP RPR 50/23 Increase in Access to Water &amp; Sanitation in 12 Small Towns in Jigawa and Enugu states is implemented by an international NGO (Water Aid) and seeks to engage local NGOs and WCAs in operation and maintenance of supply systems).</p>

<sup>66</sup> London School of Hygiene & Tropical Medicine

<sup>67</sup> Water-borne disease is caused by drinking contaminated water; water-washed disease is due to insufficient water for washing and personal hygiene

<sup>68</sup> 'Reforming the Nigerian Water & Sanitation Sector' presented by representatives of UNICEF, WB and EC

Judgment Criterion 3.6	Indications of lessons learnt from implementation in 6 focal states (including replication and spread to non-focal states).
JC answer	<p>There are certainly lessons to be learned from implementation of EC support to WATSAN but it seems that there has been little or no dissemination of such hard-gained lessons. Workshops as have been held have been organised to introduce and start up interventions rather than to review or reflect on progress. Whilst at the time of preparation of CSP there may not have been information available on previous problems in sector support by other donors, during the course of the NIP implementation period, increasing documentation of problems and causes of these problems have emerged.</p> <p>However, even when problems have been identified during the course of implementation (such as lack of commitment to institutional reform and PFM, timescales for attitudinal change, legal reform, interest in BS) sector support programmes and interventions do not appear to have been able to address these issues. In this context exit strategies (beyond handover of all operational and maintenance responsibilities to the lowest available level of government) are weak or absent.</p>
I361: Evidence of workshops attended by focal and non-focal states to discuss lessons learned is found.	<p>Most sector institutions have held workshops but mainly in connection with start-up or arrangements for operation of the services rather as for sharing of lessons learned.</p> <p>A 2-day workshop was held in Jigawa state in collaboration with the Water, Engineering &amp; Development Centre (UK) under 9ACP RPR 50/23<sup>69</sup> to discuss WATSAN issues affecting the vulnerable. The workshop was attended by state ministries, polytechnics and state associations for the disabled</p>
I362: Evidence of existence and credibility of exit strategies being included in the EC strategy (including 'quit strategy' in case of change of focal states).	<p>Only some projects have phase out strategies identified as such but for most local level service provision interventions this strategy is basically involving the beneficiary community in planning, design and implementation and then handing over sole responsibility for operation and maintenance to that community.</p> <p>There appears to have been no consideration of an exit strategy in the case of 4 of the 6 focal states being rejected as a result of SEEDS assessment beyond abandoning all activities and establishments in those states and starting from scratch elsewhere. Whilst Annex II to the FA for 9ACP UNI 006 (WSSSRP) clearly notes that there was a possibility that the SEEDS benchmarking could lead to withdrawal of support <i>'insofar as this is practical at the stage of project implementation at which the issue arises and after a previous identification/instruction phase ....'</i> Perhaps the risk was not taken seriously?</p>
I363: Evidence of identification and analysis of reasons for possible sector support implementation problems is found.	<p>The history of donor involvement in the sector is not encouraging and a typical example is the 2006 Project Performance Assessment Report, WB, which examined 3 WB-supported projects<sup>70</sup> to evaluate reasons for the failure of WB assistance to the Nigerian water supply sector 1979 – 2004 in which seven out of seven projects had been rated as unsatisfactory with unlikely sustainability and with negligible or modest institutional development impact. Deep seated sectoral problems were identified which were expected to remain for many years arising from a vicious circle of policy defects, unrealistic tariffs which do not reflect service costs (and are not collected in any case), State Water Authorities (SWAs) ineffective and not autonomous, perpetual operating deficits and consequent lack of maintenance and abysmal service quality, no standby power generation equipment. Thus SWAs are perennially dependent upon external finance to rehabilitate prematurely failing networks and facilities</p>

69 Increase in Access to Water & Sanitation in 12 Small Towns in Jigawa and Enugu states

70 National Water Rehabilitation Project, 1st Multi-state Water Supply Project and Small Towns Water Supply and Sanitation Pilot Project

	<p>and balance mounting operational debt. Some clear lessons were identified:</p> <ul style="list-style-type: none"> <li>• an improving trend in project outcomes is concurrent with a shift of implementation responsibilities to successively lower levels of government (thus finally aligning incentives of beneficiaries with the objective of designing and building simple systems with more realistic sustainability prospects);</li> <li>• MDG targets for WATSAN focusing only on service coverage and access need to be expanded to include reliability and quality;</li> <li>• effective coordination between federal, state and local levels requires demand driven approaches where consumers have the initiative;</li> <li>• maintenance and operation of existing systems should take priority over new works;</li> </ul> <p>CSP did identify certain issues as being apposite to EC sector support (well developed sector policy – this seems in doubt as other references refer to a lack of adequate policies and strategies; WSAs at state level organisationally appropriate; strong links to federal level), whilst identifying the main shortcomings of state-level management as being due to systematic weaknesses in PFM and exclusion of civil society. EC sector response thus resulted in Water Supply and Sanitation Sector Reform Programme (WSSSRP)<sup>71</sup>, Small Towns Water Supply and Sanitation Project (STWSSP) and 'Increase in Access and Sanitation in 12 Small Towns in Jigawa and Enugu'.</p> <p>However, even if problems may have been correctly identified, support interventions have proven to be ineffective in addressing the issues, most probably due to misplaced assumptions as to commitment to (or even interest in) institutional reform, PFM, timescales for attitudinal change, legal reform, credibility and interest in BS. Programming based on perhaps rose-tinted assumptions led to the start up of WSSSRP in 6 focal states, 4 of which were rejected as a result of the 2006 SEEDS benchmarking exercise such that 1.5 years after the FA was signed, 10 months after UNICEF started operations under the Rural Water Supply and Sanitation Component, operations in 4 states were closed down and demobilised in order to start in 4 'new' states<sup>72</sup>.</p> <p>Meanwhile, although serious implementation problems of other sector support interventions were noted in various ROM reports, some of which arose from the institutional problems noted above, prospects of success appear more promising thus tentatively confirming the WB findings that success prospects appear to improve by focus on low administrative levels.</p>
Judgment Criterion 3.7	Adequate integration of crosscutting issues.
JC answer	<p>Gender issues have been mainstreamed in EC sector support insofar as the issues are identified and discussed in project documentation but in terms of actually addressing gender inequality, other than women being a major beneficiary group, results are not clear. There are many examples of women playing a role in water management committees (in non-Muslim communities) and participating in general decision making but, on the whole, such decision making is a predominantly male preserve.</p> <p>It is thus concluded that in most situations women's involvement is more 'window dressing' than substance, as they do not, in most cases, have a significant role in operational management. Support to WATSAN is fundamentally an environmental issue and whilst there</p>

71 Which was coincident/complementary to focal sector support to state and local level Institutions and economic reform

72 Final Report: Mid-term Review of WSSSRP and SRIP (Sept 2007), Executive Summary: 'It is not unusual for an external evaluation to discover the programme or project they are evaluating is lagging ..... behind its anticipated pace of implementation. It is unusual however for an evaluation team to learn that the programming being evaluated has made almost no progress towards its development objectives by the programme's mid term'

	are generic references to environmental impacts (typically with reference to pollution risks, HSW and water quality), no project-specific EIAs have been examined. No specific HIV/AIDS sensitisation activities are recorded in project documentation but it is understood that such activities were, in fact, carried out as a component of sensitisation regarding hygiene and sanitation practices.
I371: Existence of environmental impact assessments and implementation of mitigation measures.	<p>Neglecting environmental issues may not only impede poverty reduction efforts but also lead to increased poverty<sup>73</sup> whilst water resources were specifically identified as an impact involving the poor<sup>74</sup>. The 2004 Environmental Policy Review states that environmental issues are an essential element of the Lisboa Strategy<sup>75</sup> whilst the 2005 Environmental Management Priorities in line with the 6<sup>th</sup> Environmental Action Plan (2002/1600/EC) remains the main thrust of EC environmental policy until 2012.</p> <p>Most sector project documentation refers to environmental issues (and IWRM) typically with reference to risks of pollution, HSW and water quality but no project-specific EIAs appear to have been undertaken.</p>
I372: Adequacy of gender aggregated data on populations served and M&E systems including vulnerable groups.	ETR 2006 notes that crosscutting themes are in evidence in focal (and non-focal) sectors but that the information <i>'is not sufficient to draw any meaningful conclusions'</i> . This lack of adequate baseline and monitoring data means that it is not possible to quantify (or even identify with any confidence) whether EC support has reduced poverty <sup>76</sup> but practitioners insist this is the case, such indications being supported by worldwide experience. Certainly, less time spent on water collection allows for more time for potentially productive activities, which could raise living standards (whilst fewer outbreaks of water-borne and water-washed diseases would reduce health costs for government and individuals).
I373: Existence and effectiveness of HIV/AIDS awareness campaigns as integral component of EC sector support interventions.	No reference to HIV/AIDS awareness activities has been found in any documentation on national EC sector support activities. The Financing Proposal for the ACP-EU Water Facility has a short paragraph referring to the HIV/AIDS pandemic impacting upon sustainability of capacity building activities and notes that inclusion of this component in design will be among the criteria for assessment of proposals for Water Facility support <sup>77</sup> .
I374: Gender issues are embedded in all stages of the EC sector support.	<p>The main beneficiaries of EC sector support are women as they are mainly responsible for collection of water and caring for the household members suffering from water-borne and other diseases. Thus, the main role of women in WATSAN projects appears to be that of beneficiary as their role in implementation and decision-making is minimal.</p> <p>The 2006 Thematic Evaluation of WATSAN in EC External Cooperation noted that efforts to advance gender awareness in WATSAN projects and programmes, particularly at decision-making levels, should be redoubled as performance is found to be ineffectual and appears too low on the list of priorities.</p> <p>Most sector support project documentation has reference to women suffering</p>

73 Communication on Integration of the Environment into EC and Development Cooperation

74 Decision 1600/2002/EC European Parliament & Council, July 2002 (Community Environmental Programme)

75 Communication to the Council and Parliament SEC (2005)97; COM(2005)17Final, Jan 2005

76 Water – A Matter of Life and Health, UNICEF, 2005 admits that attempts to link WATSAN interventions to poverty reduction have failed

77 2004/017-430 020134 9ACPRPR039010 appears to be the only such Water Facility project in Nigeria

	disproportionately from lack of access to water and sanitation services and the need to mainstream gender issues (usually taken to include links between gender, participation, demand, management and sustainability). Women in Christian and Muslim communities have similar onerous duties of water collection but the latter are not involved in WCAs as they are not permitted to participate in mixed meetings. It has thus been suggested that establishment of all-women WCAs for water points might address this situation but no evidence has been examined as to whether this concept has been tried.
I375: EC has added value to the support offered by EU Member States	EU Member States are not engaged in the WATSAN sector.
I376: Adequacy of EC visibility	Visibility has been greatly improved over the implementation period, partly due to recommendation of independent monitors.

## 5.4 EQ 4 Focal Sector 2, Institutional and Economic Reforms

**Table 14: 9<sup>th</sup> EDF Focal Sector 2: Institutional and Economic Reforms (by 07.01.2009)**

Projects	Amount M€	FA signature	D+3 end contracting	Project start	End Implem.	Commit. M€	Con-trac-ted	Paid	Paid/Com. (%)
Technical Cooperation Facility (TCF)	10.7 <sup>78</sup>	27-May-04	5-May-07	27-May-04	31-Dec-07	5.1	5.1	5.1	100%
Study potential contribution to Census	0.1	NA	NA	NA	NA	0.1	0.1	0.1	100%
Support to the office of the NAO I	7.7 <sup>79</sup>	19-Nov-04	25-Oct-07	19-Nov-04	30-Jun-10	5.7	5.7	4.5	79%
Support to the office of the NAO II	4	19-Mar -08	19-Sept-10	19-Mar -08	31-Dec-13	2.6	2.6	0.9	34%
Census Support Initiative	116.5	17-Dec-04	15-Dec-07	16-Dec-04	31-Dec-09	116.5	116.2	115.4	99%
Support to Reforming Institution Programme (SRIP-I)	27.6	23-Dec-04	20-Dec-07	30-Dec-04	31-Dec-08	24.1	18.5	13.6	56%
SRIP-II	40.0	24-Jul-08	17-Oct-10	01-Jan-09	31-Dec-11	29.4	17.3	5.9	20%
Support to law enforcement against economic and Financial crimes EFCC	24.7	07-Oct-05	31-Aug-08	01-Nov-05	31-Dec-10	24.7	24.7	23.9	97%
Support to Nigerian Electoral Cycle 2006-2011	40	05-Sep-06	11-Jul-09	05-Sep-06	30-Jun-11	40	40	31.2	78%
Support to NGOs INSIDE	20	26-Sep-07	Jun-10	Sep-08	Jun-11	20	6.7	1.8	9%
<b>Total FS2</b>	<b>287.3</b>					<b>266.4</b>	<b>234.3</b>	<b>201.3</b>	<b>75%</b>
<b>Total 9<sup>th</sup> EDF</b>	<b>480.1</b>					<b>465</b>	<b>357</b>	<b>257</b>	<b>55%</b>

*Source: Elaborated by Evaluation Team based on individual project documents, monitoring reports and ECD Finance & Contract follow up file (7 Jan. 2009)*

<sup>78</sup> The budget in the FA was €10.7m. However, a total of €5,340,000 was decommitted leaving a balance of €5,360,000. Of this balance, €5,165,360.39 was committed leaving €194,639.61 uncommitted.

<sup>79</sup> The budget in the FA was €7.7m. However, a total of €1,200,000 was decommitted leaving a balance of €6,500,000. Of this balance, €5,718,113.59 was committed leaving €782,326.41 uncommitted.

EQ4	<b>To what extent has EC support to federal, state and local institutional and economic reforms contributed to strengthen the capacity to deliver services to the poor through better public financial management and civil service structures?</b>
Justification and Comment	CSP notes that a pre-requisite for oil revenues reinforcing poverty-oriented services such as WATSAN, health and education, is improved PFM, respect for rule of law and reduced corruption. Thus, EC proposed a programme of support to reform, in 6 focal states, with the aim of improving service delivery. Subject to progress in improving service delivery, a second phase would provide substantial direct budget support. Transparency of public accounts at all levels was identified as an important component of these reforms, with civil society playing an important participatory role in prioritisation and monitoring.
Judgment Criterion 4.1	EC support to institutional and economic reforms has reduced macro-economic imbalances.
JC answer	<p>Overall, over the period under review, some macroeconomic imbalances have been reduced (decrease of external debt, stabilisation of federal expenditures and revenues, decrease of inflation) while in 2008 the influence of the world finance crisis had a negative impact on macroeconomic stability. Other macroeconomic imbalances were not reduced, in particular the widening gap between the rich and the poor, between living standards in big cities and in rural areas, the deteriorating situation of the job market.</p> <p>EC support to institutional and economic reforms has contributed to reduce macroeconomic imbalances through the following actions:</p> <p>At federal level: while there is no direct action, the Support to the Census Initiative and the Support to Law Enforcement against Economic and Financial Crime are likely to have had indirect effects on the reduction of macro-economic imbalances through the provision of improved population data and better control over corruption.</p> <p>At state level Support to Reforming Institutions Programme (SRIP) has, to a limited extent, contributed to PFM improvement in the six focal states and therefore, maybe, very indirectly, to reduce macro-economic imbalances (see I425 below). To the best of our knowledge, no attempt has been made to verify such hypothesis.</p>
I411: Evidence of greater macro-economic stability including reduction of national debt.	<p><b>Nigeria's Evolution</b></p> <p>The table in Annex 1 provides a picture of the evolution of key macro-economic indicators over the period 2004-2008 during which CSP9 was being implemented. It illustrates how Nigeria has witnessed greater macro-economic stability over the period 2004-2007:</p> <ul style="list-style-type: none"> <li>• Progression of GDP growth and GDP per capita</li> <li>• Progression of net inflows of foreign direct investment</li> <li>• Spectacular decrease of external debt</li> <li>• Stabilisation of federal expenditures and revenues (in % of GDP)</li> <li>• Decrease of inflation</li> </ul> <p>However:</p> <ul style="list-style-type: none"> <li>• In 2008 the situation deteriorated, as Nigeria became affected by the world crisis</li> <li>• No progress was registered over the period on unemployment issues, high lending interest rates, excessive population growth</li> </ul> <p><b>EC Contribution</b></p> <p>It is difficult to assess the influence of Nigeria-EC cooperation on the progress achieved in terms of macro-economic stability during the period: for example, one may ask to which extent Nigeria has been influenced by the EC in its decision to repay its national debt when it had the funds to do so. The EC has probably had no direct influence on such decision. However, the combined efforts of the development partners, including the EC, in their daily relations with GoN to support macroeconomic stability, most certainly exert a global positive</p>



	influence on Nigeria's economic management. Highly supported by the IFIs, the CBN is also playing a key role in advising FGN in terms of macroeconomic policies. In future (CSP10) the EC will even reinforce its support to macroeconomic stability, in particular through its intervention in Focal Area 3 (trade and regional integration) as for the first time it will directly support private sector development and diversification, an important contributor to macro-economic stability (as the country will become less dependent on oil revenues than it is now).
I412: Improved statistics for macro-economic management.	<p><b>Nigeria's Evolution</b></p> <p>The National Bureau of Statistics (NBS) has received support from the Central Bank of Nigeria (CBN) (supported by the IMF) to improve financial statistics.</p> <p>All budgets (Federal, state levels) are now directly available on Internet.</p> <p>The government has made considerable progress in the elaboration of improved statistics for macro-economic management.</p> <p><b>EC Contribution</b></p> <p>Through EMCAP the EC has supported the improvement of statistics for macro-economic management.</p> <p>When the census data (supported by the EC) will effectively be published and available under various supports, this will represent a step forward in the improvement of statistics for multiple uses (organisation of elections, macro and micro economic and social management).</p>
I413 Federal and state budgets are increasingly poverty-orientated.	This remains to be demonstrated through a specific analysis. The information is not available in current databases. It requires tables providing the evolution over the period 2001-2008 of the federal and state budgets, with enough details to isolate the poverty-oriented sectors (Health, Education, WATSAN, etc.). It is suggested that the investigation be conducted by one of the local experts in one state.
I414: Availability of Medium Term Expenditure Framework (MTEF).	OECD Africa Economic Outlook, Nigeria 2008: 'Nigerian fiscal policies continued to adhere to the medium-term expenditure framework (MTEF) with the objectives of maintaining prudent expenditures and due process in public procurement. The strategic process of the 2007-09 medium-term expenditure framework led to greater coherence and consultation in the formulation of the 2007 budget.'
Judgment Criterion 4.2	EC support to institutional and economic reform has contributed to improve PFM at federal, state and local levels.
JC answer	<p>Over the period, PFM improvement has mainly taken place at federal level. There has been some limited PFM improvement at state level. The local level remains the weakest, no significant improvement seems to have been registered here.</p> <p>The main EC contributions to such improvement may be summarised as follows:</p> <p>At federal level:</p> <p>The EMCAP programme has laid some basis for an improved PFM (see I422 below).</p> <p>The EC-supported programme 'Anti-Corruption and Judicial Integrity Project in Nigeria' has contributed to creating the conditions for increasing accountability and reduced misuse of public funds (see I421 below).</p> <p>At state level:</p> <p>The Support to Reforming Institutions Programme (SRIP) has contributed to limited PFM improvement in the six focal states (see I425 below).</p> <p>At local level:</p>

	<p>None of the documents consulted mentions any significant PFM improvement at local level. The difficulty to work with LGAs is emphasised, e.g. in CSP10: <i>'The experience has been of major reforms in some areas at federal level, of limited reform in some of the 36 states, and of little progress at the local government level. (...) Governance support at the state and local government level is more difficult to deliver mainly because of weak capacity, which progressively diminishes in lower tiers of government. It is even non-existent in some local governments (...).'</i></p>
I421: Evidence of increasing accountability and reduced misuse of public funds.	<p><b>Nigeria's Evolution</b></p> <p>The Anti-corruption Act signed in 2000 has addressed many legal loopholes, reducing the delays in the prosecution of criminals. The Independent Corrupt Practices Commission (ICPC) was founded to address corruption in public institutions. The Economic and Financial Crimes Commission (EFCC) was established in 2001 to coordinate at the federal level, investigation and enforcement of all laws against economic and financial crimes. Nigeria has developed an internationally compliant legal and institutional framework to prevent and suppress economic and financial crimes, the laundering of the proceeds of crime and the financing of terrorism.</p> <p>The Code of Conduct Bureau (CCB) is responsible for verifying assets declared by public officers. President Yar'Adua declared his assets – publicly – which is not required by law and set a new and welcome precedent in so doing.</p> <p>In addition, the Nigerian Government has created the Budget Monitoring Price Intelligence Unit ('Due Process Unit') within the Presidency to strengthen its tender and contracting procedures, ensure value for money and accountability in the use of public funds. A Public Procurement Act was also passed in May 2007. Some states have started to copy the efforts that are taking place at federal level and, as the recent benchmarking exercise of states has shown, it is reform at state and local government level that is now the major challenge to sustain and advance the reform effort. 'In comparison to the period before their establishment, particularly under military rule, anti corruption agencies have made a significant difference in the fight against corruption. Today, people talk about corruption openly and send numerous petitions against corrupt persons. Scores of people have been prosecuted by EFCC, ICPC and CCB with success thus beginning to make corruption a high risk</p> <p><b>EC Contribution</b></p> <p>Through different programmes, e.g. the Evaluation of Anti-Corruption and Judicial Integrity Project in Nigeria<sup>80</sup>, the EC contributed to creating the conditions for increasing accountability and reduced misuse of public funds,</p> <p>The EC-funded on-going SRIP programme focuses its support on increasing accountability and reduced misuse of public funds, in six focal states.</p> <p>In conclusion: Nigeria now possesses numerous tools that contribute to increasing</p>

80 Quote from Final Report, Mid-Term Evaluation of Anti-Corruption and Judicial Integrity Project in Nigeria, November 2008: Project achievements:

- Development and deployment of the Data Centre Model for Government Agencies (goIDM), a secured data warehouse for easy storage and retrieval of sensitive documents in two sites of the EFCC (Abuja and Lagos)
- Development and deployment of the Anti Money Laundering System (goAML) for the NFIU.
- Transformation of EFCC from an organisation driven by manual processes to IT processes to improve efficiency, through provision of IT equipment and training.
- Introduction of forensic technology in the investigation process of the EFCC.
- Development of training capacity within the Training and Research Institute (TRI) of the EFCC
- Development of State Action-Plans on Strengthening Judicial Integrity and Capacity in 10 pilot States as well as the commitment pledged by 3 State Governments to support the implementation of the action plans in their respective States;
- Provision of court recording equipment to selected courts in 10 states in order to facilitate automation of court proceedings;
- Assessment of Judicial Integrity and Capacity as a follow-up to the 2002 survey.
- Development of NJI training capacity in the areas of judicial integrity and Alternative Dispute Resolution

	accountability and reduce misuse of public funds, and notable progress has been registered in that area. The EC has contributed to that progress through various programmes, at federal and state level. This support will be continued and intensified over the 10 <sup>th</sup> EDF period.
I422: Evidence of national interest and commitment in improving PFM.	<p><b>Nigeria's Evolution</b></p> <p>At the Federal level, all ministries are statutorily obligated to submit details of their budgets and expenditures within 21 days after the end of the expenditure period to the Auditor General of the Federation, or risk having their further allocations withheld.</p> <p>States are self-accounting, and create budgets that are approved by their Houses of Assembly, who typically defer to the State Governors. The State Accountant Generals and Auditor Generals are appointed by the Governors. Accountability is very weak at the State level. After many protests from politicians, allocations to States and LGAs are now regularly published by the Ministry of Finance and Civil Society Groups and Local Government staff members are increasingly using them to ensure proper receipt of funds.<sup>81</sup></p> <p>See also JAR 2008, page 8: 'A Medium Term Expenditure Framework, MTEF, has been introduced and a (pilot) budget monitoring system set up in order to create an Integrated Financial and Economic Management Information System, IFEMIS, within all federal ministries and agencies. (...) The reform measures undertaken by the Federal Government have enhanced the transparency of public expenditure at least at federal level. The Federal Government has adopted enabling legislation: Fiscal Responsibility Bill<sup>82</sup>, Public Procurement Bill, Tax Reform Bill, and Nigeria Extractive Industries Transparency Initiative Bill. Many of the completed and on-going reforms by the Federal Government have begun to influence public finance management at federal level as well as in some of the 36 states which have implemented these reforms. However, in the states, the level of enactment and the commitment to reform are by no means uniform and some states have distanced themselves from the 2006 State Economic Empowerment Development Strategy (SEEDS) benchmarking, a competitive assessment of how state administrations utilise public funds and maintain commitments to service delivery.'</p> <p>Hence there is obviously national interest and commitment in improving PFM, both at national and state level, with differences in pace of implementation at state level.</p> <p><b>EC Contribution</b></p> <p>The EC has been active in promoting improvement of PFM at national level, through the</p>

81 In 2007, the World Bank carried out an assessment of the current PFM practices at the federal level in Nigeria against 28 PEFA performance indicators. The report of that study (PEMFAR report, 2007) confirms a trend toward system-wide improvements, which reflects strong commitment by the federal government for PFM reform. However, the report concludes that because the initial pre-reform level was low, "Nigeria's PFM system remained fragile in such areas as the incidence of government spending that remains off budget, the oversight of fiscal risk related to the operations of state enterprises, the control and collection of tax arrears, predictability of government funding and timeliness and quality of annual accounts".

The World Bank's 2007 PEMFAR report also reveals a number of positive developments in fiscal management at the state level. These include: clearing the backlog of their annual accounts, opening up the budget process through improved civil society participation, improved payroll controls, improved public access to fiscal information and PFM assessments in some states – including three Northern states which have carried out PEFAs and have developed reform plans on the back of these.

However, according to the report, 'these improvements in PFM do not go far enough to influence significantly the overall quality of fiscal management in the states'. Generally, states are lagging behind the federal government in almost every area of PFM reforms especially in budget formulation, procurement, debt management and Computerisation.

The IMF concluded its two-year Policy Support Instrument (PSI) with Nigeria in October 2007. The PSI had been specially devised as a non-borrowing instrument to support Nigeria's efforts to entrench macroeconomic stability and pursue ongoing structural reforms. In conducting its final review, the IMF commended the strong economic performance under the PSI. They highlighted the importance of the oil price fiscal rule in delivering robust economic growth, underlining the need for continuing to contain domestic spending.

Article IV consultations with the IMF were concluded in February 2008. The IMF once again commended the authorities for strong macroeconomic performance, highlighting the essential role of prudent fiscal policies, in particular the oil-price based fiscal rule. They encouraged the authorities to secure agreement with the states on a fiscal framework that would continue to delink spending from oil revenue flows.

82 The Fiscal Responsibility Bill seeks to harmonise Public Financial Management across the three tiers of government.

	<p>Economic Management Capacity Building Programme (EMCAP), and at state level through 9ACP UNI 07 Support to Reforming Institutions Programme (SRIP) activities.</p> <p>The effectiveness of the EMCAP project was generally low. The division of tasks was ill-designed as everybody was involved and responsible. This caused a general lack of accountability. Moreover, some institutional problems led to difficulties in achieving consensual progress. A second factor bearing a negative impact on the project is linked to the long take-off. Thirdly, the funds were long to come: as a result, many activities were delayed. The main lesson that may be drawn from looking at the initial organisation and implementation procedures and at the reality of what the programme has effectively produced is that it was an error to incorporate in one single programme a multiplicity of interventions that do not pursue one single goal. During all its lifetime, the project was so heavy and multiple that nobody was able to manage it at the highest level, globally. The success of the EMCAP project relied to a large extent on the success of its two largest components, i.e. General support to NBS and IFEMIS. The impact remains the highest when local ownership has been assured in implementing the project activities. It is worth mentioning that National Bureau of Statistics and EFCC were particularly involved and eager partners. It is highly regrettable that IFEMIS lacked leadership from beneficiaries.<sup>83</sup></p> <p>In conclusion: There is some evidence of national interest and commitment in improving PFM. The EC, together with other development partners (World Bank IMF), has played an important role in promoting such commitment, in spite of the fact that some of its programmes (like EMCAP) could have been more effective.</p>
I423: Evidence of national interest in budget support.	<p><b>Nigeria's Evolution</b></p> <p>- 'The rather insignificant size of ODA in relation to the total budget of Nigeria tends to make macroeconomic budget support not a vital requirement in Nigeria. However, the view was expressed that the issue of budget support should not be foreclosed considering the effect of the global economic meltdown in the declining revenues in the country, the inevitable reduction of the budgets of the three tiers of government and the inability of the three levels of government to fund recurrent and capital projects in the near future. This is particularly so for local governments and states (such as Cross River state) with capabilities to manage ODA funds.'<sup>84</sup></p>
I424: Publication of annual technical and financial audits and budgets.	<p>After protests from politicians, allocations to States and LGAs are now regularly published by the Ministry of Finance. Civil Society Groups and Local Government staff members are increasingly using them to ensure proper receipt of funds.<sup>85</sup></p>
I425 Progress towards control of public expenditure.	<p>In order to illustrate progress made towards control of public expenditure one may refer to [9ACP UNI 07 Support to Reforming Institutions Programme (SRIP)], Final Evaluation, page 4: <i>'Thanks to SRIP some processes have been set in motion towards the reform of aspects of PFM. (...) some State Governments invited a set of CSOs to discuss budget plans with Government officials. (...). Overall the mission discovered a number of positive developments in the SRIP states. Although budget deviations are still high, they show a declining trend. States are clearing the backlog of their annual accounts. Public access to fiscal information has improved. Participation in the budget process is opening up - MDAs, civil society groups and members of the public have more opportunities to make inputs. Payroll controls have improved in a number of states, with governments using various forms of computerisation to improve payroll management and minimize the incidence of ghost workers. Increasingly, states are using banks to improve the efficiency of tax collections.'</i></p> <p>However, much remains to be done: <i>'The budget process is excessively focused on financing</i></p>

<sup>83</sup> Based on EMCAP final evaluation

<sup>84</sup> Source: minutes of meeting with NSAs, 16 March 2009 (JAR 2008 preparation)

<sup>85</sup> Source: Governance Profile Nigeria

	<p><i>of individual projects, not on improvements in service delivery. State capital budgets are often unrealistic: actual execution of capital budgets commonly does not exceed 40 percent. Budget execution functions are excessively centralized in the governor's office, while powers of line MDAs are limited. State fiscal relations with local governments remain non-transparent. State governments withhold and centralize a significant portion of federation account transfers to LGAs, but accountability is weak. Quality and availability of budget execution reports remains poor.</i><sup>86</sup></p> <p>CSO-networks supported by the EC under SRIP achieved significant results as illustrated by the following example of Cross River State:</p> <p><i>'BTAN comprises 38 CSOs working in different parts of Cross River State and engaged in various aspects of civil society work but cooperate more on budget issues. Their major focus is on public finance management issues, water supply, HIV/AIDS, sanitation and human rights. BTAN showed that they succeeded in delivering many results in partnering with Cross River State budget preparation and monitoring in 2008 and 2009. They are actively involved in training and sensitizing the people about their rights in order to increase their level of awareness on governance issue and also have input into the state budget. For example, in 2008, BTAN influenced higher budget allocation to HIV/AIDS.'</i><sup>87</sup></p> <p><b>In conclusion:</b> Thanks to SRIP the EC has contributed to progress towards control of public expenditures, at least in six focal states where SRIP I was implemented. However, further continuous support is necessary to consolidate such progress, and this will be made possible through SRIP II, that has recently started being implemented in those same six focal states.</p>
Judgment Criterion 4.3	EC support to institutional and economic reform has contributed to improved governance and delivery of public services at federal, state and local levels.
JC answer	<p>The two programmes [9ACP UNI 07 Support to Reforming Institutions Programme (SRIP)] and [9ACP UNI 06 Water Supply and Sanitation Sector Reform Programme (WSSSRP)] were joint programmes intended to support each other. SRIP was intended, among others, to have beneficial effects on the WATSAN sector; WSSSRP was intended, among others, to have positive effects on governance at state and local level.</p> <p>Regarding delivery of public services, see also the answers to EQ3 for details about WATSAN services.</p> <p>The main contributions may be summarised as follows:</p> <p>At federal level: adoption of a legal framework in the WATSAN sector; drafting of federal water policies.</p> <p>At state level (six focal states): there are on-going fiscal reforms, there has been PFM improvement, budget drafting, budget oversight, CSOs networking. States are progressively adopting policy changes made at federal level, at different paces. Some states have adopted the same financial management structure as the Federal Government of Nigeria, or similar ones, in order to implement federal policies and programmes in a seamless manner. As a result, they have established the Debt Management Office (DMO), Due Process, SERVICOM and started the implementation of Medium Term Expenditure Framework (MTEF). Some states have their own 7-Point Agenda, some states have started the review of their SEEDS 2 document; some state Fiscal Responsibility Bill (FRL) are about to be passed into law.<sup>88</sup></p> <p>At local level: drilling of 300 boreholes, 50 per focal state; water supply to 70,000 inhabitants of Amawbia (Anambra State); sensitisation, education on sanitation in rural communities.</p> <p>However, as compared to initial targets, as expressed in the Financial Agreements of [9ACP</p>

<sup>86</sup> Source: SRIP Final Evaluation (continued)

<sup>87</sup> Source: 9ACP UNI 04 NAO support programme, consultancy on the redaction of JAR 2008, report on a visit to Cross River State, 17 Feb. 2009): Budget Transparency Network (BTAN) - Mr David NDAMA.

<sup>88</sup> Interview of Deputy SAO-Mr Charles ACHU. Cross River State Planning Commission. 16 Feb. 2009

	<p>UNI 07 support to reforming institutions programme (SRIP)] and [9ACP UNI 06 Water Supply and Sanitation Sector Reform Programme (WSSSRP)], contributions have so far been well below targets.</p> <p>In CSP10 the EC has drawn the lessons from the limited results achieved under 9<sup>th</sup> EDF and provided some orientations in view of achieving more in the future:</p> <p>CSP10: ‘The experience has been of major reforms in some areas at federal level, of limited reform in some of the 36 states, and of little progress at the local government level. However, it is the lower levels of government that are to deliver most millennium development goal-oriented services (primary healthcare, primary education, rural water supply, feeder roads). Governance support at the state and local government level is more difficult to deliver mainly because of weak capacity which progressively diminishes in lower tiers of government. It is even non-existent in some local governments, but without significant improvements here, the reforms at the federal level will not be sustained. This inter-dependence between the three tiers of government will need to be taken into account in the EC’s future cooperation efforts.’</p>
I431: Improved delivery of poverty-oriented services (education, health, WATSAN) in 6 focal states.	<p>Six Focal States Evolution: To inform this criterion, some specific research would be needed. To be investigated by the local experts. Maybe state level data could be available from the MDGs office (the EC Delegation has obtained a new “confidential” report that includes results of a survey made in 2008).</p> <p>EC Contribution Support to Reforming Institutions Programme (SRIP I)<sup>89</sup>: ‘The targets are (i) to assist reform-oriented states and local governments to enhance government transparency and accountability, ensuring that pro-poor policies are successfully implemented: (ii) to strengthen CSOs ability to participate in the budget process: elaboration, monitoring and implementation. Achievements: in the six focal states by the end 2008 were ongoing fiscal reforms, PFM improvement, budget drafting, budget oversight, CSOs networking. SRIP 2 has commenced and the PMU for SRIP 2 has been inaugurated in the six focal states.’</p> <p>There is no direct link between the achievements of SRIP so far and improved delivery of poverty-oriented services in the six focal states. Indirectly, if in future SRIP effectively reaches its objectives, delivery of poverty-oriented services should improve inasmuch as state and local governments having benefited from SRIP would be keen to ensure that state and local budgets are effectively directed towards such delivery.</p> <p>Support to Reforming Institutions Programme (SRIP 1) Monitoring Report-01722.02 – 06/06/07: ‘The project shows important qualitative contributions to the achievement of improved and effective public services in the six states. The project has enormous prospects for impact in all areas. It already portrays partial successes, such as (...) in Osun, where the consultative forum also generated a platform where CSOs were able to articulate their needs and expectations of the project. SRIP also works in close collaboration with Water Supply and Sanitation Sector Reform Programme (WSSSRP), in the same target states and LGAs, the desire for improved service delivery in Water and Sanitation being seen as an entry point for improved public finance management in that sector and a model for other sectors.’</p> <p>Quote from Final Evaluation of [9ACP UNI 07 Support to Reforming Institutions Programme (SRIP)], p4: ‘Its potential relevance is high but its actual results have been modest. The activities it has realized in its first phase have not addressed, in a significant way, the problems it was supposed to solve: poverty and poor services.’<sup>90</sup></p>

89 Source: JAR 2008 workshop 18 May 2009: PowerPoint Presentation

90 Explanation and suggestions for improvement: ‘It (SRIP I) has been unusually slow and inefficient, with a highly centralized dedicated implementation mechanism. Decentralisation of financial responsibility is the only way to “unblock” SRIP. This would inevitably imply accepting some risk of ineligible expenses. It is commonly accepted that investing for profit involves a risk of loss but it is no understood that donating aid to achieve some social goals also carries a risk of loss, often higher where aid is most needed. No risk no profit. No risk no aid!

SRIP is needed to support further the reform process but first needs to reform itself. Self absorbed and bureaucratic it has used its expensive experts as administrators who hire other short term experts. Under a different approach SRIP would focus its experts on hands-on implementation of reforms, would avoid or minimize dedicated implementation structures, would

	<p>Support to State Governments will be needed for some years and should continue by simply providing advisers and focused budget support linked to the achievement of agreed milestones. EAMR Jan. 2009 page 1: 'Main results achieved in our six focal states are ongoing fiscal reforms and public finance management improvement in budget drafting and monitoring, as well as drafting of state water policies, drilling of 300 boreholes and providing water supply to the 70 000 inhabitants of Amawbia in Anambra State...</p> <p>In conclusion: So far the results achieved in terms of improved delivery of poverty-oriented services in the six focal states seem to have been rather limited and well below the initially set targets. What is missing is the dissemination by the EC of the experience acquired over the years from running these programmes (success stories/ failure stories). Such dissemination would enhance the value-added</p>
I432: Increased CSO involvement in decision making processes.	<p><b>Nigeria's Evolution</b></p> <p>It does not seem that any indicator was foreseen to measure the progress of such involvement. One should also be aware that the increase of such involvement is not automatically beneficial if CSOs do not bring in constructive proposals.</p> <p><b>EC Contribution</b></p> <p>To illustrate CSO involvement in the decision making process, see Final Evaluation of Support to Reforming Institutions Programme (SRIP 1), p4: '... During that one year of full activity (2008) it (SRIP) succeeded in setting up CSO consultative structures in most of the States and in organizing studies of PFM issues, training workshops, and study tours for officials and for CSOs. Thanks to SRIP most States developed their first coalitions of CSOs concerned with budget issues. (...) Thanks to SRIP some State Governments invited a set of CSOs to discuss budget plans with Government officials.'</p>
I433 Evidence of improved transparency in sector governance.	<p><b>Nigeria's Evolution</b></p> <p>JAR 2008, page 9: '<i>To complement fiscal reforms, governance reforms which are anchored on the tenets of transparency, accountability and anti-corruption were introduced. These include: the due process mechanism<sup>91</sup>; the Nigeria Extractive Industry Transparency Initiative (NEITI); Oversight of Public Expenditure in NEEDS (OPEN); public sector restructuring; as well as anticorruption agencies namely: the Economic and Financial Crimes Commission (EFCC), Code of Conduct Bureau (CCB) and the Independent Corrupt Practices and Related Offences Commission (ICPC). The fight against corruption in Nigeria can be classified under two main headings: (i) Enforcement: This refers to the activities of the CCB, the EFCC and the ICPC in investigating and prosecuting offenders. (ii) Preventative Measures: This refers to the laws and policies put in place such as the publication of federal budgets, public procurement reforms, due process, Fiscal Responsibility Law (FRL), EITI and the elimination of payroll fraud. These measures have contributed immensely in preventing corruption through improvements in accountability and transparency</i>'.</p> <p>President Yar'Adua has called on the National Assembly to remove the immunity clause that shields the president, the vice-president, state governors and their deputies from prosecution while in office from the Constitution.</p> <p>According to the latest Transparency International (TI) Global Corrupt Report 2008 Nigeria's</p>

work within and through the State administrations and would decentralise financial responsibility to the State Governments and the SAOs (Public instead of Private decentralised operation in EDF terminology). This would imply a PSU in Abuja instead of a PMU – a programme support unit instead of a programme management unit. The experts would report directly to the SAOs and the ECD not to the PMU and to the contractor who could also supply junior experts and/or international and local volunteers for the LGAs. (...). (Source: Final Evaluation of [9ACP UNI 07 Support to Reforming Institutions Programme (SRIP)], p4)

91 The Budget Monitoring Price Intelligence Unit (BMPIU) within the Presidency is also called the Due Process Unit.

	<p>Corruption Perception Index (CPI) rank moved upward from 147 in 2007 to 121 in 2008 (out of 180 countries) as Nigeria's CPI score improved from 2.2 to 2.7.<sup>92</sup></p> <p>The chairman of EFCC has been replaced early 2008. While the perception of corruption is improving in the international index of transparency international, the perception of the situation is mixed within the country where less significant cases of corruption were tackled by the judiciary in 2008.</p> <p><b>EC Contribution</b></p> <p>Following CSP9 MTR funds that could not be spent usefully at state level were reallocated to maintain the speed of institutional and economic reform at federal level. Here, a conscious decision was taken to support the Federal Government with politically delicate projects, which were critical to the modernisation of the country as a whole. The national population census<sup>93</sup> was one such project. It took place in 2006 and international observers judged that coverage was significantly improved as compared with the 1991 census. There was widespread doubt at the time regarding the possibility of an unbiased count, as the political influence of the various regions depended to some extent on the result, as did the organisation of the 2007 elections. Apart from the obvious need for data and statistics, the fact that a credible census could otherwise not be organised on time threatened to undermine confidence in process of Nigeria's democratic reforms process.</p> <p>Funding to support <b>the EFCC</b> was approved in 2005 and despite the political controversy surrounding its activities, there is little doubt that this institution has made corruption a more risky undertaking by exposing a large number of cases and bringing some even still limited prosecutions.</p> <p>With the End of Term Review in 2006, this sector allocation was slightly increased to €238.5 million, all of which was committed by mid-2007. In particular the funding of activities for state-level reforms will continue for several years to come and will need to be deepened under the 10<sup>th</sup> EDF.</p>
<p>I434: Evidence of greater levels of trust and/or faith in public service.</p>	<p><b>Nigeria's Evolution</b></p> <p>Greater levels of trust/faith in public service are expected to be reached when: (i) levels of corruption in the public service are perceived to be declining: (ii) delivery of public services becomes visible and provides sustainable satisfaction.</p> <p>As mentioned above (see I433), in 2008 corruption (measured by the CPI) was perceived to be declining (as compared to previous years). This indicator relates to the perception of corruption in general, not specifically in the public sector, but it is likely that it has been influenced by a greater level of trust in the public service.</p> <p>As far as the delivery of public services is concerned, greater levels of trust are reached when public services have been successfully implemented and have proved manageable and adapted to the needs of the population, throughout the years. In the six focal states it is probable that such confidence will only be established after the various programmes have been effectively implemented and have proved their sustainability. It is too early to discuss this issue at the current stage of programmes implementation.</p> <p><b>EC Contribution</b></p> <p>Support to Reforming Institutions Programme (SRIP 1) and Water Supply and Sanitation Sector Reform Programme (WSSSRP) have not yet delivered enough results to show evidence of greater faith in public service. If over time oversight of public budget at state and local level effectively leads to more transparency in the budget process (state, local) it is likely that trust in the public service will be enhanced. If all public works envisaged in the programmes are effectively carried out, the corresponding services are implemented, the state</p>

92 CPI score' relates to perceptions of the degree of corruption as seen by business people and country analysts, and ranges between 10 (highly clean) and 0 (highly corrupt).

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	and local governments are closely associated to these processes and their key role is recognised, then confidence in the public service will automatically be restored or enhanced.
I441: Evidence of increasing quality and frequency of technical discussions between EC and all levels of national government	<p>States are progressively adopting policy changes made at federal level, at different paces. Cross River State is one of the most dynamic of them: The state has adopted the same financial management structure as the Federal Government of Nigeria in order to implement federal policies and programmes in a seamless manner. As a result, it has established the Debt Management Office (DMO), Due Process, SERVICOM and started the implementation of Medium Term Expenditure Framework (MTEF). The state has also its own 7-Point Agenda, it started the review of its SEEDS 2 document and its Fiscal Responsibility Bill (FRL) has gone through the 3rd reading in the House of Assembly and the law shall be passed shortly.<sup>94</sup></p> <p>Similar examples can be found in other states. In conclusion there is strong evidence that policy changes at federal level are progressively being adopted by states.</p>
I442: Enhanced EC/Nigeria political dialogue	EC support to institutional and economic reform has contributed to the effectiveness of the policy dialogue.
I443: Evidence of policy changes	<p>Under the 9<sup>th</sup> EDF the EC has devoted substantial efforts and funding to support institutional and economic reform, which was one of two focal sectors and represented 57% of total 9<sup>th</sup> EDF A envelope. This has contributed to the effectiveness of the policy dialogue, as demonstrated by concrete achievements at different national levels:</p> <p>There have been Government reforms and policies (at federal level): Electoral reform report submitted, PFM, Public procurement, Tax reforms, Fiscal Responsibility Law.</p> <p>In six focal states SRIP has contributed to ongoing fiscal reforms and PFM improvement.</p> <p>In the WATSAN sector, WSSSRP has contributed to the adoption of legal framework in sector as well as to drafting of federal &amp; state water policies.</p> <p><b>EC Contribution</b></p> <p>See WSSSRP-SRIP MTE 19/11/2007 page 13: <i>'States willingness to reform: Assessing the willingness of the participating states to continue to be involved in reforming processes is difficult. Involvement in and support of externally funded reform programmes does not necessarily provide an indication of willingness to reform. Moreover, the selection of the states for the two programmes has been more on the basis of their capacity (administrative and financial) to participate in such a programme. However, the six selected states have undertaken some reform measures that would indicate their general willingness to reform, such as the participation in the preparation of the programme estimates, the transition in some states to chartered accounts, and the publication of state budgets.'</i></p> <p><b>In conclusion:</b> The EC has contributed to supporting policy changes at federal and state level. Yet reform is a long process and in future the EC will pursue its support to policy changes, as evidenced in some CSP 10 headings: '4.D. Advancing the governance reforms of the Federal Government; 4.E. Promoting state and local governance reforms in six focal States'.</p>
I444: Positive perceptions of donors (especially EU MS) towards improved dialogue with national institutions	The dialogue between Nigeria and the EU was interrupted. It was resumed in 2008 and concretised by the Troika ministerial meeting. Following the political dialogue, five of the twelve EC policies set out in the Policy Coherence for Development strategy have been identified as having a particular relevance for Nigeria. These are the policies on trade, environment, climate change, migration and energy. All of these are included in the eight areas of the AU-EU Lisbon agenda, and none of them were addressed under the 9 <sup>th</sup> EDF programming. They will be taken into consideration in future programming. The dialogue on trade has improved and it is likely that the EPA will be signed before the end of 2009.

94 Interview of Deputy SAO-Mr Charles ACHU. Cross River State Planning Commission. 16 Feb. 2009

## 5.5 EQ 5: Health related non-focal interventions, Effectiveness, sustainability, impact

EQ 5	To what extent has EC support to national immunisation programmes and polio eradication contributed to reduced incidence of vaccine-preventable diseases?
Justification and Comment	<p>Nigeria, the most populous country in Africa with a population of 140 million has a very poor health system and as a result, very poor health indices. Infant mortality rate is 112/1000 live births; under 5 mortality rate is 187/1000 live births; and the maternal mortality ratio is 10 per 1000 live births. Life expectancy at birth was as low as 52 years in 2003. About 20% of childhood mortality is due to Vaccine Preventable Diseases. Nigeria has one of the highest levels of incidence of Vaccine Preventable Diseases (VPDs) in Africa. The EC support to national routine immunisation and polio eradication has contributed to the reduction of the incidence of Vaccine Preventable Diseases, VPDs, and to the sustainability and impact of such programmes.</p> <p>Polio eradication which accounted for € 78.74 million of the € 138.34 million of EC support to the sector from 2002-2009 and which has been implemented through WHO continues to be an issue not solved yet. Among the reasons are fears of anti-fertility components in the vaccine by large part of population in the northern states, lack of awareness among illiterate mothers on the benefits and the lack of a primary health system which incorporates routine immunisation, rather than one-off national immunisation days. EC projects like PRIME (Partnership to Reinforce Immunisation Efficiency) which from initial 6 focal states was extended to 23 (out of 36) states and SRIK (Support to Routine Immunisation in Kano State) which added another € 15.4 million EC support to the sector help to overcome the backlog to a situation which back in the 80s had better health indices in Nigeria. Nigeria has to catch up and EC is an important help. There are fewer outbreaks on measles and other VPDs than before, however, the status of the health statistics does not allow measuring the impact more in detail.</p> <p>Management capacity and delivery of immunisation programmes still continues to be weak. Little (and inadequate) provision is made in federal and state budgets for ongoing routine immunisation.</p> <p>Monitoring systems, data collection and general health care information is seriously deficient; multiple reporting systems with sensitive monitoring data being subject to political control give little basis for accurate measurement of outcomes or impact.</p>
Judgment Criterion 5.1	Synergies developed and absence of conflicts between routine immunisation and polio eradication programmes.
JC answer	National polio eradication days still absorb the full attention of the health workers since they provide the opportunity for additional incomes such as per diems. PRIME has and SRIK will provide infrastructure relevant for vaccine distribution including for polio eradication. The training and re-training provided to large numbers of health workers (79,911 alone through PRIME) and the systemic improvement induced by PRIME to training have developed synergies also with programmes funded by other donors. The cooperation and coordination among donors is exemplary good, however given the magnitude of the deficiency of the health system the technical assistance support as a whole remains insufficient.
I511: Joint information campaigns for both programmes are clear and complementary.	<p><i>‘Continued National Immunisation Days (NIDs) for polio in the face of lack of measures to tackle deadly diseases such as measles or meningitis created an avenue for suspicion which led to rejection of polio immunisation. Polio NIDs were suspended in Kano state in 2004 which led to increasing numbers of polio cases .....’ (FA 9ACP UNI 010).</i></p> <p><i>‘Aggressive door-to-door sweep campaigns with OPV create high levels of suspicion.’ (FA 9ACP UNI 010).</i></p> <p>However, there are conflicting reports of the effects of the sweeps. More than 170,000 people were involved in 27,644 sweep groups (each group reduced from 12 to 6 persons). Despite undoubted capacity building (handling oral vaccines, records, planning) and community/NGO</p>

	<p>participation (with implied high levels of civil society ownership) there is some reported campaign fatigue plus reports of heavy-handedness, too frequent visits and suggestions that Supplementary Immunisation Activities (SIAs) take too much time away from routine immunisation and PHC.</p>
I512: Effective cooperation between campaigns (publicity, logistics, technical cooperation).	<p>PRIME has cooperated with the DFID Change Agent Programme (CAP) and one of the successes to break the resistance to immunisation by addressing the religious leaders and acquire achieve commitment of them to immunisation. WB had a similar state-level approach with emphasis on mother and child health including immunisation and with similar strategies for training, provision of operational funding and sustainability mechanisms. JICA and Rotary International have supported cold chain, supervision, data management and service delivery. UNICEF and USAID (BASICS – child survival project) target LGAs, capacity building, advocacy, training and community participation. The Inter-agency Coordinating Committee (ICC) facilitates FMOH coordination. National Programme on Immunisation (NPI), WHO and UNICEF are committed to polio eradication strategies (NIDs, routine immunisation, partnership and surveillance).</p> <p>PRIME was expected to have synergy with the EC focal sector support for PFM (SRIP) for all sectors including health. However SRIP was only engaged in Cross River and Osun as well as PRIME, due to the changes made on the focal states. One lesson learned from PRIME is that social mobilisation cannot be effectively organised from Abuja but must be the responsibility of state and local government (FA 9ACP UNI 010).</p> <p>Support to Routine Immunisation in Kano (SRIK) coordinates with PRIME and with HERFON (Health Reform Foundation of Nigeria – DFID) and shares information with USAID, Partnership to Transforming the Health System (PATHS – DFID), UNICEF and WHO.</p> <p>Polio Eradication in 14 ACP Countries has 3 categories of ACP countries (with surveillance of AFP (Acute Flaccid Paralysis) throughout: 1<sup>st</sup> priority - Polio-endemic – Nigeria, Niger (NIDs and Sub-national Immunisation Days [SNIDs]); 2<sup>nd</sup> priority – countries bordering areas with high intensity polio transmission<sup>95</sup> - Benin, Burkina Faso, Cameroon, Chad, Côte d'Ivoire, Sierra Leone and Togo; 3<sup>rd</sup> priority – recently endemic countries – Angola, DRC, Ethiopia, Somalia and Sudan.</p>
I513: Evidence of identification of possible conflicts, interference, overlap or lack of focus, and corresponding adequate mitigation measures, is found	<p>Concentration on the pivotal position of Nigeria in global efforts to eradicate polio is not well appreciated in Nigeria, which perceives polio as not being a high priority for the country. Thus, high investment in terms of funding or human resources is perceived somewhat sceptically. NIDs take primary health care personnel for many days each NID (and there are multiple NIDs each year) away from their primary care function. There are also suggestions that heavier funding for NID activities has attracted political interest in the form of patronage, political favours and appointments. Relations between the National Primary Health Care Development Agency (NPHCDA), NPI and FMOH are reported to be poor and there is little reported communication. A few quotations noted by the DFID team. <i>'Polio has polluted the minds of those giving routine immunisation – Commissioner for Health'</i>; <i>'People do not want to eradicate polio because it doubles your salary – Governor of Sokoto'</i>; <i>'Everybody thinks you don't have to do anything between NIDs – WHO/UNICEF'</i>.</p> <p>The review of PRIME, June 2005 identified the PEI NIDs as the principal unforeseen risk impacting upon routine immunisation. The NIDS dominate much NPI activity and PRIME ICC input cannot avoid involvement in this. State Project Team (SPT) health planners spend considerable amounts of time on NIDs and little routine immunisation and PHC actually takes place in the weeks around NIDs. An illustration is the 12 month period Nov 2004 – Nov 2005 during which period there were 7 immunisation days although the 'day' is within a longer period for coverage of different areas (Nov 04 – NID; Feb/March 05 – NID; April 05 – NID; May 05 – NID; August 05 SNID; Sept 05 – NID; Nov 05 – SNID). In 2006 4 NIDs and 2 SNIDs were carried out with similar numbers in 2007 and 2008.</p>

95 i.e. countries which had detected polio cases caused by virus imported from Nigeria

Judgment Criterion 5.2	Improved facilities and modalities for vaccine storage and distribution.
JC answer	<p>Nigeria has 774 Local Government Areas (LGA) which as district units requires cold storage facilities with permanent power supply to avoid spoilage of vaccines. To reach such a LGA headquarter might take the health worker of one of the remote health facilities a drive (e.g. at the back of a hired motor cycle) of more than an hour one way. This how most of the vaccines reach the villages where the mothers are requested to bring their children 5 or more times to follow a precise vaccination calendar. If anything goes wrong : transportation or vaccine not available, rainy season preventing access or lack of mobilisation of mothers or lack of motivation of health worker then routine vaccination does not occur as intended and fails.</p> <p>Supervision of records of all these many outposts is not regular. Management capacity and delivery of immunisation programmes continues to be weak with PFM issues leading to post-audit recovery of huge sums and continuing problems with injection and immunisation quality and safety despite massive efforts in training of health care staff<sup>96</sup>. This training has included multiple (very popular) international study tours. Whatever the effectiveness of these tours may be in terms of better implementation and quality of immunisation, the widely publicised statement by Muslim clerics on the religious acceptability of immunisation (following a study tour to Egypt thus permitting a re-start of immunisation in northern states) arguably justifies the entire study tour programme.</p> <p>There has been an improvement in cold chain facilities following a major investment programme but there continue to be problems with refrigeration and freezer equipment (whilst power outages are a continuing national problem) and distribution systems are weak. There continue to be large geographical disparities in quality and operability of facilities although some improvements are reported.</p>
I521: Management capacity and delivery of immunisation programmes has been strengthened.	<p>A 2004 audit on expenditure of the initial €20m for polio eradication (National Programme for Immunisation 2001 &amp; 2002) concluded that substantial sums had been disbursed without justifying documents<sup>97</sup>. However, in 2004 offices were established in 6 focal states (routine immunisation) and training programmes for health personnel were carried out.</p> <p>Reviews and technical audits (DFID, EC, Global Alliance for Vaccines and Immunisation (GAVI), USAID) revealed that international norms regarding injection and immunisation safety were widely ignored in Nigeria. There are various reasons reported: NPI policy of continuing procurement of vaccines without syringes or safety boxes and non-use of auto-disable syringes; lack of training and supervision but the results include the re-use of syringes, incorrect handling of vaccines and syringes and unqualified personnel carrying out injections. Potential health risks to patients and health workers are obvious even without consideration of reduced efficacy of vaccines.</p> <p>Audits, especially of PEI are strengthening PFM and have led to multiple recovery orders being issues (WHO &gt;€700000; FGN €6.6m and three recoveries of Naira sums totalling &gt;Naira9.5m) following an audit of IMP. An OLAF investigation of PEI (2001-2) has also been carried out. The FA notes that <i>'An essential of coordination in immunisation in Nigeria is to avoid the development of guidelines that support a vertical approach for activities at LGA and state level ..... and PRIME will support NPI efforts .....'</i></p> <p>Given that NPI is a vertically oriented organisation it is difficult to reconcile these aspirations.</p>

96 Reviews and technical audits (DFID, EC, Global Alliance for Vaccines and Immunisation (GAVI), USAID) revealed that international norms regarding injection and immunisation safety were widely ignored in Nigeria. GAVI has been operational in Nigeria since 2002 – current support is to 15 states regarding advocacy, social mobilisation and information; capacity building for health providers and monitoring, supervision and evaluation

97 JAR, 2004

I522: Sufficient numbers of staff trained, and percentage of trained staff applying new skills, to improve performance.	There are reports of repeated training of immunisation personnel <sup>98</sup> due to high turnovers of such personnel. However, training (and training of trainers) on immunisation service delivery is claimed to be a major achievement of PRIME <sup>99</sup> with training in BGSP (Basic Guide for Routine Immunisation Service Providers), management, cold chain operation, AEFI, injection safety, data handling, social mobilisation, resource mobilisation and health mapping including seven international study tours (Tanzania x2, Zambia x2, Egypt, Malaysia x2) for 95 persons. Whatever the effectiveness of the study tours may be overall, the widely circulated communiqué by Islamic leaders on the religious acceptability of immunisation following the study tour to Egypt must be seen as a significant result.
I523 Increasing numbers of fully functional storage and distribution centres.	By 2004 assessments of cold chain storage facilities in 6 focal states had been carried out (routine immunisation).  NPI responsibility is <i>'to support all states and LGs in their immunisation programmes by supplying them with vaccines, needles, syringes, cold chain equipment and other things and logistics as may be required from these programmes'</i> <sup>100</sup> . Before UNICEF took over international procurement of vaccines in 2003 there were chronic shortages of vaccines in Nigeria. Usually there are now vaccines available but there continue to be some shortages of vaccines, syringes and safety boxes in states and LGs. Distribution is not fully functional and attempts in some states to privatise distribution have failed. In addition to a central cold storage, NPI operates 6 regional/zonal cold stores but not all are functional such that some states continue to collect vaccines from Abuja. Cold storage is in poor condition generally and priority investment has been given to freezers for polio vaccines (with the depressingly inevitable consequence that poorly trained staff has placed some other vaccines which are destroyed by freezing, in these units).
I524 Absence of geographical disparities in facilities.	EC has supported the 'Regional Project for Polio Eradication in 14 ACP Countries (€24m in Nigeria).  NICS 2003 investigated reasons for children not receiving immunisation. Except for the South and North East the most common response was 'vaccine not available', followed by 'place of immunisation too far away' (especially in the NE). Deterioration (collapse is the word used in some sources) of the primary health care system has led to serious lack of access although the spatial distribution was often irrational and/or subject to political contrivance in any case. Catchment area mapping has now been applied to the polio vaccination programmes but this tool does not appear to have been applied to routine immunisation or PHC in general.  EC support to PRIME originally covered 6 focal states (for routine immunisation – Abia, Cross River, Gombe, Kebbi, Osun and Plateau. Under Add N°3 to FA 5878/UNI (which covered a further extension of time, increase in financial ceiling and reallocation of funds), support for routine immunisation was extended to a further 17 states <sup>101</sup> whilst support to PEI through NIDs and IPDs is implemented at national level. The selection of these 17 states for EC support to routine immunisation was based upon the following criteria: states receiving support from existing projects excluded; high risk states for polio (which corresponds with low DPT-3 coverage); states with relatively good performance in routine immunisation (using DPT-3 as benchmark) <sup>102</sup> ; states all geographical zones; SEEDS benchmarking not used as

98 The numbers trained vary with source: PRIME website >68000; ROM MR.00831.04 June 2007 – 23951; EU PRIME Programme update 30113

99 Although doubts have been cast on the adequacy of typical 5day training sessions; in some cases this is the first such training in many years after graduation. Further refresher and on-job training is suggested by MR.00831.03 June 2006. The provision of attractive per diems and allowances have been identified as a significant contribution to multiple course attendance; this is unlikely to be sustainable after EC support ends.

100 Decree 12 1997

101 Akwa, Ibom, Anambra, Bauchi, Ebonyi, Edo, FCT, Jigawa, Kaduna, Katsina, Kogi, Kwara, Lagos, Osun, Rivers, Sokoto, Yobe and Zamfara.

102 This appears to contradict the previous condition

	criteria for support <sup>103</sup> .
I525: Prospects of sustainability of immunisation services through increasing coverage of programme costs from federal and state budgets.	<p>Review of immunisation services has reported high rates of vaccine wastage and loss (e.g. vaccines for yellow fever and Hepatitis B make up around 50% of the national budget for vaccines but reports from northern states suggest that ~80% of Hepatitis B vaccine is wasted, unused or not accounted for<sup>104</sup>).</p> <p>NPI reporting documentation, budgets and financial management are not consistent but the quoted figure for 2005 (USD56 per fully immunised child) is twice the norm for developing countries. Institutional arrangements play a major role in difficulties in effective immunisation. NPI was created specifically to address problems of poor coverage of immunisation due to manifest failure by states to provide immunisation and PHC services because they continue to perceive immunisation as a responsibility of the Federal Government. Investigations in 2004 into the institutional arrangements of FMOH, parastatals and the relationship with states, LGs and other health sector stakeholders revealed little change.</p> <p>ROM MR-00831.04 June 2007 notes that '<i>the functional burden of maintaining a logistically demanding system of routine immunisation in a country as vast and populous as Nigeria is still an open issue</i>'. PRIME invests heavily in capital equipment but, although MOUs have been discussed for state and federal levels, no proposals have been examined by which states and LGAs are budgeting to pick up responsibility of operating and maintenance costs plus eventual replacement. In addition LGAs would need to budget for staff salaries, allowances, logistical support and continuing social mobilisation. Attitudinal change at government levels may be necessary to ensure such budgetary provision as, despite immunisation having been identified as one of the most cost-effective public health interventions, priority in Nigeria has been given to capital intensive hospital building projects (which have a long documented history of political patronage, doubtful management and financial probity) to the detriment of PHC, especially at state level.</p> <p>9ACP RPR 030 polio Eradication in 14 ACP Countries<sup>105</sup> has a budget of €51.7m (plus WHO support costs of €2.6m). Nigeria accounts for €25.3m of this budget (49%) drawn from NIP. Of course, the primary objective of the PEI is to eradicate polio (originally by 2008). In this context the activities are not intended to be sustainable except that apart from any benefits of PEI activities which contribute to continuing routine immunisation and PHC there are substantial financial and human resources currently for PEI which could be brought to bear on other health issues when no longer needed for polio. Savings on polio vaccine alone could be of the order of USD1B per year worldwide.</p>
Judgment Criterion 5.3	EC support has contributed to greater immunisation coverage of the population.
JC answer	EC, as a major donor supporting immunisation in Nigeria, has contributed to greater national immunisation coverage. In PRIME covered focal states the immunisation rate of DPD 3 (Diphtheria - Pertussis-Tetanus) is 50 % higher than on national average After overcoming (to some degree at least) perceptions of fear, lack of confidence and trust, and confusion in some areas, there are increasing percentages of child immunisation. But, despite these advances, Nigeria continues to have one of the worst immunisation coverage records in the world (and significantly worse than neighbouring countries in West Africa). The links between PHC and good health are not clearly understood and failures of good practice noted elsewhere can

<sup>103</sup> This condition appears to go against the selection criteria for 6 focal states for focal sector support as described in the CSP

<sup>104</sup> Based on coverage of HPT-3 in 2002 the estimated wastage or loss of Hepatitis B vaccine in Nigeria would be sufficient to cover the needs of much of the rest of West Africa (i.e. sufficient for Benin, Niger, Chad, Cameroon, Togo, Guinea Bissau, Burkina Faso and CAR).

<sup>105</sup> Angola, Benin, Burkina Faso, Cameroon, Chad, Côte d'Ivoire, DRC, Ethiopia, Ghana, Niger, Nigeria, Somalia, Sudan (North and South) and Togo

	<p>easily fuel such confusion. There has been and still is also fear of a covert agenda to immunisation programmes whether expressed as a religious statement or otherwise<sup>106</sup>. Rightly or wrongly, many persons (including decision makers) identify PEI as highly detrimental to the effectiveness of routine immunisation. The polio NIDs and SNIDs are perceived to be intrusive, culturally insensitive and as stressing PEI to the neglect of routine immunisation. The fears and misapprehensions noted above, mostly arising from PEI, led to rejection of routine immunisation in some northern states (and in other areas) and to the belief that other immunisation is less important<sup>107</sup>.</p>																								
I531: Increasing percentages of children being vaccinated.	<p>Routine immunisation against DPT, measles, polio and TB together with various other vaccines such as CSM, yellow fever and TT has proven to be highly cost effective in reducing childhood illness and mortality.</p> <p>Nationwide there are greatly increasing percentages of child immunisation against polio<sup>108</sup>. In 2007, in 27 countries, 400m children (&lt;5) had multiple vaccinations against polio (2.2B doses of oral vaccine [OPV]). Most vaccines were MOPV1 (monovalent oral polio vaccine type 1) as part of strategic efforts to prioritise eradication of WPV1 (which is regarded as the most dangerous of the two remaining serotypes due to higher paralytic attack rate and propensity for geographical spread).</p> <p>Between 2006 and 2007 the proportion of children in the endemic states in Nigeria who have not been vaccinated against polio fell by 50% (which was accompanied by a year on year drop in infection 2006/2007 of 77% overall, 89% WPV1).</p> <p>However, overall, national immunisation coverage in Nigeria is still &lt;13%<sup>109</sup> one of the worst in the world and significantly worse than all the neighbouring countries<sup>110</sup> and national performance has declined for 15 years or so from a high point in 1990.</p> <p>NICS 2003 enquired into the reasons why children were not fully immunised. The most frequent responses were: vaccines not available, place of immunisation too far away, unaware of the need (altogether or of 2<sup>nd</sup> and 3<sup>rd</sup> doses), fear of side reaction, mother too busy, place and time of immunisation unknown, no faith in immunisation and rumours. In addition there are other barriers to access, which include gender issues (women not wishing to see male health workers, women not being permitted to take children to the health facility), financial (cannot afford to pay transport, vaccine, syringes), physical (facility too far away or inaccessible in rains) and time (cannot afford loss of paid labour).</p> <p><b>Table 15: Immunisation coverage by antigen</b></p> <table><tr><th>Antigen</th><th>Range/%</th><th>Coverage/%</th></tr><tr><td>BCG</td><td>29.3</td><td>1.8 – 60.2</td></tr><tr><td>OPV1</td><td>63.0</td><td>23.2 – 75.6</td></tr><tr><td>OPV3</td><td>38.6</td><td>15.9 – 59.3</td></tr><tr><td>DPT1</td><td>43.2</td><td>9.1 – 73.3</td></tr><tr><td>DPT3</td><td>24.8</td><td>1.7 – 49.7</td></tr><tr><td>Measles</td><td>25.3</td><td>5.5 – 54.0</td></tr><tr><td>Fully immunised</td><td>12.7</td><td>1.3 – 0.2</td></tr></table>	Antigen	Range/%	Coverage/%	BCG	29.3	1.8 – 60.2	OPV1	63.0	23.2 – 75.6	OPV3	38.6	15.9 – 59.3	DPT1	43.2	9.1 – 73.3	DPT3	24.8	1.7 – 49.7	Measles	25.3	5.5 – 54.0	Fully immunised	12.7	1.3 – 0.2
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106 Expressed fears range from covert population control of Muslim communities (Jigawa, Kano, Yobe, Lagos) to fear of western-style medical practices (although the latter is linked in some references to reports of drug trials by a pharmaceutical company which reportedly led to child deaths)

107 Characterised as 'polio fatigue' mutating into wider 'immunisation fatigue'

108 Global Polio Eradication Initiative News, 4/28/2009

109 2.7% children 12-24 months; 7.1% pregnant women; 8.3% women of child bearing age (15-45 years)

110 Nigeria Demographic & Health Survey (NDHS 2003), NPC; Nigeria Immunisation Coverage Survey (NICS 2003), NPI; State of Routine Immunisation Services in Nigeria & Reasons for Current Problems, FBA, DFID, June 2005

	<p><i>Source: Nigeria ICS Survey 2003</i></p> <p>The revised National Programme on Immunisation 5 year Strategy Plan (2004-2008) revised (down) targets e.g. DPT3 coverage 65% by 2005 (by the end of 2005 only 5/36 states had achieved 60%), 80% by 2007.</p> <p>Following the TFI (Task Force on Immunisation) recommendations arising from the TFI meeting in Bomako in December 2004 Nigeria adopted the RED (Reaching Every District) strategy translating RED into REW in Nigeria (Reach Every Ward). In 2005 FMOH directed the preparation of a Blueprint on Routine Immunisation, which was adopted at state level for implementation of activities.</p>
I532: Adequacy of management, M&E systems and health information reports.	<p>Data systems are poor. There are serious difficulties with the child health card system and most children do not have cards for various reasons<sup>111</sup>. Health services have deficient records of vaccinations supplied, surveillance and disease reporting is poor (see also I542 below) and basic data is poor (e.g. large differences between census data and data collected by PEI).</p> <p>No preparatory activities such as health mapping, establishment of baseline data of target populations, health facilities and resources were carried out in focal support states and in most cases only limited data is currently available.</p> <p>Most projects have indicators relating to coverage rates among children under 5 years of age (U5s) and declining percentages of zero-dose children as such outcome indicators are considered as more realistically obtainable than outcome indicators such as infection rates.</p> <p>The Final Evaluation Mission: polio Eradication in 14 ACP Countries (9ACP RPR 030) notes that <i>'in Nigeria the quality of data seemed questionable as observed in various documents published or data provided' and 'completion of information at primary levels was sometimes found to be improperly practiced making the quality of the data questionable'</i>.</p>
I533 Publicity materials available and used, including materials targeted ethnically and belief sensitive groups.	<p>Although there many well documented examples of proof that correct knowledge, distributed in an appropriate and focussed and sensitive way, can be highly effective there is widespread misapprehension about the preventive role of routine immunisation<sup>112</sup> compounded by statements that only polio immunisation is necessary in order to cover all childhood illnesses. There are various interlinked reasons reported for lower than expected take up or rejection of routine immunisation - issues of confusion, fear, confidence, trust and PEI are all quoted as impacting upon these given reasons. PRIME has published detailed brochures relevant to belief sensitive groups is also fear of a covert agenda to immunisation programmes whether expressed as a religious statement or otherwise<sup>113</sup>.</p> <p><i>Confidence/trust</i> This is an issue, which is strongly linked (or is a subset of) the previous issue. There is some lack of confidence (although sources examined place this as a relatively low percentage &lt;10% of mothers) or fear of side reaction. More insidiously there is indifference to immunisation.</p> <p><i>Polio Eradication Initiative (PEI)</i> Rightly or wrongly, many persons (including decision makers) identify PEI as highly detrimental to the effectiveness of routine immunisation. The polio NIDs and SNIDs are perceived to be intrusive, culturally insensitive and as stressing PEI to the neglect of routine immunisation. The fears and misapprehensions noted above, mostly arising from PEI led to rejection of routine immunisation in some northern states (and in other areas) and to the belief that other immunisation is less important<sup>114</sup>. Given that there are reportedly around 800 polio infections per year in Nigeria compared with hundreds of</p>

111 including cards kept by the child's father or health facility, cards not provided, not to mention errors in content

112 e.g. belief that diarrhoea, fever, convulsions, vomiting, malaria, pneumonia and acute respiratory infections are VPDs

113 Expressed fears range from covert population control of Muslim communities (Jigawa, Kano, Yobe, Lagos) to fear of western-style medical practices (although the latter is linked in some references to reports of drug trials by a pharmaceutical company which reportedly led to child deaths)

114 Characterised as 'polio fatigue' mutating into wider 'immunisation fatigue'



	<p>thousands of any of many other diseases, it is not surprising that polio is not perceived to be of such high priority as other more common diseases. Even more prejudicial, emphasis has reportedly remained on polio in the teeth of wide outbreaks of other diseases (e.g. measles in Bauchi state in 2005).</p> <p>PRIME has supported social mobilisation utilising different communication and media means such as radio and TV interviews, jingles and presentations.</p> <p>Proposals to include routine immunisation training in standard curricula for Health Training Centres has reportedly run into problems as the National Board for Technical Education will not agree to such engagement in only the 6 focal states.</p> <p>As an interesting aside or footnote, PEI distribution and logistics have never collapsed as has happened in various situations for routine immunisation and PHC. Although PEI is reportedly more highly resourced, the activities are undertaken by predominantly the same health workers using, in theory at least, the same cold chain facilities.</p>
Judgment Criterion 5.4	Improving trends in infection rates in supported States.
JC answer	Poor monitoring systems do not allow for robust or confident conclusions to be drawn on trends of infection rates (whether in focal states or elsewhere). Multiple reporting systems with sensitive monitoring data being subject to political control (and allegations of outright falsification) give little basis for measurement of impacts or outcomes. Whilst there are some (mixed) signs of impact of PEI the continuing huge numbers of infections of VPDs in Nigeria are of such an order of magnitude as to transcend the statistical doubts noted above. There is increasing evidence of associated sensitisation campaigns contributing to reduced infections of hygiene related diseases (water-washed and water-borne diseases).
I541: Reported cases of vaccine-preventable diseases including polio are reducing.	<p>MDG targets aim at halving child mortality by 2015.</p> <p>The Overall Objective (OO) of PRIME is 'to reduce the burden of vaccine-preventable diseases' and thus did not include polio eradication. The Project Purpose (PP) was amended in 2007 (Add N°3) to include '....support to polio eradication in Nigeria aims at stopping Wild Polio Virus transmission in Nigeria, thereby contributing to Global polio Eradication' and '.....support to routine immunisation aims at the establishment and implementation of necessary systems for sustainable delivery of quality routine immunisation in targeted areas ....'. The Review Mission of PRIME, June 2005 notes that 'polio as a vaccine-preventable disease can only be eradicated by sustaining quality routine immunisation'.</p> <p>U5 mortality in Nigeria is ~20%, mainly from largely preventable causes such as VPDs.</p> <p>In 2008<sup>115</sup> a total of 1652 infections of polio were reported worldwide and in 2009 (up to 22/04/09) 328 cases. Of these, in 2008, 799 (48% of the 2008 global figure) and in 2009, 194 (59% of the global figures up to April 2009) were in Nigeria. Comparing the same period in 2008 to the period up 22/04/09 infections globally are almost exactly the same (328 – 2009; 333 – 2008) but making the same comparison for Nigeria the figures are getting worse (193 – 2009; 115 – 2008) – an increase of 68% over the same period last year. Infections in Nigeria are roughly equal numbers of WPV1 and WPV3. Thus, the tactic of targeting WPV1, which led to a reduction of 84% in WPV1 (2006 – 2007), has had significant impact on Nigeria despite unpromising figures for total recorded infections. Wild Polio Virus cases reduced from 678 in the period Jan-Oct 2004 to 550 in the same period in 2005, most cases (98%) being in 11 high risk states (85% in just 6 of these states). In 2007 Nigeria had 284 reported</p>

115 World Polio Eradication Initiative, World Polio Virus Weekly Update [www.polioeradication.org/casecount.asp](http://www.polioeradication.org/casecount.asp) - this source also notes 'problems of quality in several areas during recent campaigns'.

	<p>cases of Wild Polio Virus in 23 states compared with 1122 in 18 states in 2006.</p> <p>VPDs account for some 22% of childhood deaths (U5 mortality in Nigeria is 20% i.e. ~900000 annually). VPD death is thus of the order of &gt;200000 children per year (some sources put the figure much higher)<sup>116</sup>.</p> <p>Today the leading causes of U5 mortality are malaria (24%), pneumonia (20%), diarrhoeal diseases (16% and measles (6%).</p>
I542: Adequacy of reliable statistics and M&E systems for health sector indicators.	<p>ETR 2006 notes that ‘...cross-cutting themes are in evidence in all sectors but that information ...is not sufficient to draw any meaningful conclusions’.</p> <p>Since 1999 Nigeria is expected to provide annual reports to WHO on immunisation coverage but few such reports have been produced. NICS 2003 was reportedly prepared but not distributed until June 2005 although NDHS 2004 was produced (albeit having a limited sample size). These reports gave the first indicators of sector situation this decade but international review teams have raised suspicions of ‘systematic falsification of data’<sup>117</sup>.</p> <p>There appears to be parallel reporting systems for different types of infection (e.g. PEI reporting of AFP (Acute Flaccid Paralysis) is through WHO/UNICEF channels which exclude the state epidemiologist) whilst outbreaks of particularly sensitive infections (political diseases) goes straight to higher authorities, bypassing the formal system altogether.</p>
I543: Evidence of associated sensitisation campaigns regarding family health and hygiene as an integral component of all sectors of EC support.	<p>The introduction of IPDs (Immunisation Plus Days) in addition to NIDs (National Immunisation Days) has also introduced other interventions (e.g. bed nets, de-worming) as well as vaccination whilst reportedly integrating community participation potentially leading to increased awareness among families and coverage of children<sup>118</sup>.</p>
Judgment Criterion 5.5	Crosscutting issues have been embedded in EC support to immunisation programmes
JC answer	Although crosscutting issues were not explicitly specified since the programme considered to be gender sensitive to needs of mother and children, during project implementation emphasis was given to gender issues ( how to receive support from males) and to HIV/Aids topics.
I551: Adequacy of gender aggregated data and M&E systems, which identify vulnerable groups.	Data and monitoring information difficulties are noted at all levels.
I552: Gender issues are embedded in EC	There is no discussion of gender issues in EC support to immunisation whether in FAs or elsewhere. However, there is implicit recognition of gender issues in the increasingly community-based activities and reference to reduction of childhood morbidity and mortality

116 Country Strategic Plan for USAID Programme in Nigeria 2004-2009 ‘The failure of the system translates into close to half a million preventable child deaths in Nigeria each year from VPDs alone’: Time to Right the Wrong: Improving Health Care in Nigeria, S.Hargreaves, The Lancet 2002 ‘Chaotic coordination results in millions of vaccine-preventable deaths every year’.

117 The State of Routine Immunisation Services in Nigeria and Reasons for Current Problems, FBA, DFID, June 2005

118 [www.polioeradication.org/content/general/LatestNews200801.asp](http://www.polioeradication.org/content/general/LatestNews200801.asp) 4/28/2009

support.	contributing to poverty alleviation and improving availability of family resources and social situations.
I553: Existence and effectiveness of HIV/AIDS awareness campaigns is an integrated component of EC support.	There is little or no reference to HIV/AIDS awareness activities in EC programme documentation examined by the evaluator. However, it is noted that –actions not directly related to achieving sustainable RI service delivery in the selected (17) states like .....HIV&AIDS- are excluded from the €10m reallocation of funds *Add N’3 7ACP UNI62 PRIME) <sup>119</sup> .
I554: EC has added value to the support offered by EU Member States	The EC is the major donor in the sector and among the EU Member States only DFID is supporting the sector, however facing out.
I555: Adequacy of EC visibility	PRIME has achieved a very wide coverage in local and national media and can be considered to by also the “prime” programme regarding EC visibility in Nigeria.

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119 Note to Thierry Barbé (AIDCO) Explaining and justifying €1m reallocation in Add N’3

## 5.6 EQ 6: Democracy and Human Rights

EQ 6	To what extent has the non-focal support for consolidating democracy and the respect for human rights been conducive to progress in these areas?
Justification and Comment	<p>The consolidation of democracy and the rule of law as well as strengthened respect for human rights have been an overall consideration in relation to the design of the EC-cooperation with Nigeria, which was only restarted in 1999 further to the re-installment of democratic rule.</p> <p>The state of affairs regarding stable democracy and the respect for human rights has been a matter of permanent concern throughout the evaluation period. For example, the 2006-ETR draws the attention to the ongoing aggravation of the human rights situation in certain sectors and certain parts of Nigeria.</p> <p>These objectives have been mainly served by a large number of small and medium-size projects. It is of particular interest to explore the consistency of interventions and the desirable, possible synergy between these, as well as their effectiveness and impact in relation to the magnitude of the problems and their coordination and complementarity with interventions by other donors.</p>
Judgment Criterion 6.1	EC support has contributed to increased democratic participation of the poorer parts of the population.
JC answer	<p>EC has supported the conduct of the first part of the 2007-11 electoral cycle, thus contributed to the consolidation of democratic procedures in Nigeria. CSO participation in the election process is likely to have increased popular participation, although there is no precise evidence. No evidence is found for an impact, in terms of increased participation, of the EC support for the federal and state parliaments.</p> <p>The formal political processes do not seem to represent the poorer part of the population very explicitly, whereas civil society organisations (CSOs) and NGOs to a certain extent can be said to represent the political opposition and political mobilisation in practice of the poorer social strata. Through its support to CSOs and NGOs, within and outside the EDF funds, the EC has contributed to their political representation, while little is known about the effectiveness of this support. This includes the EC support for CSO participation in the “control-from-below” mechanisms in focal sectors, in particular under the SRIP project in Focus Sector 2, has provided some contribution to increased democratic participation for the poorer parts of the population.</p>
I611: Examples of improvement (results and possible impact) in the functioning of democracy, including the effective participation of the poorer population strata, related to the EC-support.	<p><b>Nigerian context</b></p> <p>After successive periods of military dictatorship, Nigeria returned to democratic rule in 1999. Since then, it has experienced several general democratic elections, which have mobilized large part of the population around political parties often with a certain regional, ethnic and religious propensity. Sociological and economic features seem to play a less prominent role in the creation of parties with realistic access to power. The conduct of elections is challenging in the light of the size and complexity of Nigeria and their outcomes are often disputed.</p> <p>Political participation in terms of voting can be considered as moderate or relatively high<sup>120</sup> pending the weighting of difficult background conditions. Still popular confidence in their possible benefit from the political processes appears limited. In addition to political parties, popular political articulation and manifestation seems to take place to a large extent in a multitude of new - and traditional - civil society organisations, which informally serves as a “political opposition”. More so in the light of the apparently limited representation of the poor by the federal and state assemblies, into which the articulation of political concerns of the non-elite population appears limited between the elections.</p>

<sup>120</sup> Approximately 58% of the registered voters at the 2007 presidential elections.

	<p>While secessionist forces along regional, ethnic and religious dividing lines have been banned from official political life, this does not prevent that group strife along these lines is a salient feature in societal life. In particular related to the religious dimension, where the instalment of Shari'a law in the Northern part created tension between the religious groupings, not least in the "rift zones" in mid-Nigeria, in particular Plateau state. In the later years, conflicts between armed rebellious groups in the Niger delta area and the armed forces have accelerated.</p> <p><b>EC contribution</b></p> <p>The EC contribution related to democratic deepening (increased participation in the democratic processes and increased influence on their outcomes by the poor majority of the population, and specifically by women) has taken place on two very distinct levels with Focus Sector 2 and non-focal support, respectively:</p> <ul style="list-style-type: none"> <li>• Nationally in the form of financial and technical support for the 2007-11 electoral cycle</li> <li>• Locally through numerous small support projects for NGOs working for democratic deepening for the benefit of the poor and women. These also receive considerable thematic budget line support.</li> </ul> <p>In addition, specific support for the CSOs within the focus sectors also represents a democratic deepening in practice.</p> <p>The successive Microproject programmes in the Niger Delta Region, MPP3, MPP6 and forthcoming MPP9 constitute the longest experience of EC collaboration with CSOs and NGOs in Nigeria.</p> <p>The set up of an EU road map for non state actors has been postponed until 2009 to give the possibility to the recently settled INSIDE project to provide its input.</p> <p>EC provided considerable support for this first part of the <b>electoral cycle, 2007-11</b>, partly through the financial support of € 20m for the basket funding coordinated by UNDP, partly through the facilitation of EU election observation teams.</p> <p>However, the majority of the poor, and especially the poor women, may not have participated in the elections. Estimated turnout for the 2007 presidential elections is that 57.5% of 61.5m registered voters participated, or in other words approximately 35 million, out of Nigeria's population of ca 140 million<sup>121</sup>. While considering the age composition of the population, this still indicates that there is a large potential for increased participation among the poor and the women.</p> <p>The Final Draft Evaluation Report on the election support concludes:</p> <p><i>"There is a weak legal and institutional framework for election administration in Nigeria that necessarily justifies continued support to key election administration bodies to actively engage the electoral reform process. INEC can still enhance its management and operational capacity, as perceived especially by the donor community, political parties and civil society organisations. Capacity building and recruitment, training and deployment of ad-hoc electoral staff, training of electoral officers, coupled with an effective, fraud-proof system of results transmission and a timely resolution of election-related disputes could be considered for future activities, adding to the credibility to the electoral process.</i></p> <p><i>The impact of JDBF assistance to CSOs was much more positive than that to INEC, as most stakeholders have confirmed. This stands in sharp contrast to the proportions of donor support to each of the two components: INEC received a majority of the funding but with the least effect, while CSOs made good use of the relatively small grants they received. This calls for a rethinking on the extent of future engagement with the various democratic institutions in Nigeria. It is recommended that more support be provided to CSOs and political parties, while support to INEC should be carefully assessed in terms of its necessity and usefulness. An appropriate assessment of the election and political environment, as well as of its</i></p>
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	<p><i>stakeholders, is essential for future programming. Paying adequate attention to the opportunities and challenges in the operational environment helps better programme and risk management, increasing technical efficiency and in turn determining the performance rating of the project. This needs to be incorporated into the management strategy both in the short and long-term. Similarly, an appreciation of the rich diversity of the Nigerian society need be integrated in a more comprehensive manner."</i></p> <p>JAR 2008 mentions (p 19) that: "Phase II (of the support to the 2007-2011 electoral cycle) is planned to begin in first semester of 2009 with the component "support to civil society organisations". In line with the above recommendation in the Evaluation Report, there may be reason to recall that political parties are strictly speaking also part of civil society.</p> <p>The quite considerable thematic budget line support for civil society, working with political manifestation of the population, have supposedly had a positive effect on their participation in democratic life, but no synthesis knowledge beyond the output level of the individual projects has been found.</p> <p><b>Support for CSOs in the focus sectors:</b></p> <p>Within <b>Focus Sector 1</b> regarding the <i>Water Supply and Sanitation Sector Reform Programme</i>, JAR 2008 mentions (p 17) that the level of progress is confined to: "In 2008, the programme... established community models to be used in rural communities..."</p> <p>Regarding the Small Towns Water Supply and Sanitation Programme is mentioned: "<i>Another challenge is to ensure the provision of support to the communities and states to consolidate the organisational set-up of the Water Consumer Associations... The EC Delegation is still trying to raise this issue with the FMAWR.</i>"</p> <p>Apparently, the sector-related popular/user articulation and influence has not yet materialised in Focus Sector 1.</p> <p>According to JAR 2008, (p.19) the sector-related popular/user articulation and influence has materialised to a higher degree in Focus Sector 2, Support to Reforming Institutions Programme, SRIP-I and II:</p> <p>"During that one year of full activity, it succeeded in setting up CSO consultative structures in most of the states and in organizing studies of PFM issues, training workshops, and study tours for officials and for CSOs. Thanks to SRIP most states developed their first coalitions of CSOs concerned with budget issues; many officials acquired some basic notions about modern budgeting; some processes have been set in motion towards the reform of aspects of PFM; some state governments invited a set of CSOs to discuss budget plans with government officials."<sup>122</sup></p>
<p>I612: The support for the Federal and State Assemblies provided under the Quick Start Package (EC support 1999-2002) has improved their functioning.</p>	<p>Part of the package was the project 7ACP UNI 58/ 9ACP UNI 25: Democracy Programme supporting Nigerian Parliament, €4m.</p> <p>The latest available monitoring report comments as follows:</p> <p>There has been a needs' assessment made for all the six focal states of the programme, working committees have been established. The core of other state assemblies does not know anything of the project and could not express their interest in participation.</p> <p>The impact so far is negligible. Donors should discuss how the democratic system in Nigeria can better be supported and how the measures including to the civil society can make an impact. More coordination can bring a much greater effect than isolated, badly operated singular projects with great plans but little or no results.</p> <p>Regarding future activity in this area, JAR 2008 comments (p 25): "Additional areas for parliamentary training may include constituency representation services and interactions with the judiciary, media and civil society pressure groups. The 10<sup>th</sup> EDF could include exchanges with the European Parliament and with national and regional parliaments in Europe and</p>

	elsewhere”.
Judgment Criterion 6.2	EC support has contributed to the enhancement of the rule of law.
Preliminary answer	<p>While the rule of law is a core value in EC cooperation, it is not in the focus of the cooperation with Nigeria, although general support for democracy is indirectly support for the rule of law. Direct support for the respect for human rights and the rule of law has mainly taken place through thematic budget line projects, the outcomes, sustainability and impact of which is not very well known beyond the output level.</p> <p>There is reason to expect that such support could be more effective, had there been a coordination, which allowed for coherence between the interventions under the EDF and the thematic budget lines projects. At present, the effective knowledge of the ECD and in the EC HQ of the thematic budget line projects appears limited<sup>123</sup>, incl. knowledge about the interplay between the thematic budget line projects and the rest of the EC interventions in Nigeria<sup>124</sup>.</p> <p>In addition, ECF funding to the EFCC has rendered a contribution to the enhancement of the rule of law.</p>
I621: Examples of improvement of the respect for human rights (results and possible impact), including personal security, religious tolerance, law enforcement and penitentiary conditions, related to the EC-support.	<p><b>The Nigerian context</b> represents a mixed picture of general progress in the respect for human rights – and setbacks related to religious intolerance and consequently reduced personal security in parts of Nigeria. Growing unrest, bordering armed rebellion in the Niger delta area, likewise tend to reduce the respect for human rights.</p> <p>The EC contribution mainly consists in thematic budget line projects, about which little is known beyond the output level about the results and their possible sustainability and impact. One out of several possible illustrations of projects working for the improvement of the human rights situation in Nigeria is, “The Nigeria Law Project, phases I and II”, with the following objectives:</p> <p>The overall objectives of the action are to:</p> <ul style="list-style-type: none"> <li>• Promote international human rights and the rule of law in Nigeria</li> <li>• Promote access to justice by establishing a nation-wide system for the provision of free legal assistance for the most vulnerable, in particular women and the poor</li> <li>• The specific objectives of the action are:</li> <li>• To provide free legal representation to prisoners and victims of human rights abuses, in particular women and the poor in 15 states.</li> <li>• To implement an advocacy programme that will ensure the establishment of a sustainable state-funded legal aid schemes.</li> </ul> <p>The limited coordination and coherence of the thematic budget line projects with the mainstream EDF funding appears a weakness. So does the high degree of absence of baseline knowledge – which admittedly is a big job to create in the Nigerian setting.</p> <p>In addition to the thematic budget line projects, the Strategy foresaw EDF support for a “European Union Human Rights Foundation”, which, however, did not materialise (CSP p. 22).</p>
I622: Examples of strengthening the rule of law (results and possible impact),	<p>Further to the re-installment of democracy, the human rights situation has improved in Nigeria, while still being far from perfect, according to Human Rights’ Watch. The functioning of the judiciary is generally assessed as imperfect and access to the formal justice system is limited, while the in the Northern Islamic part, the leaders of the religious communities are in charge of the implementation of Shari’a law. Law enforcement and the penitentiary are subjects to frequent criticism regarding the respect of basic human rights.</p>

123 To be regarded in the light of an understaffed ECD. A “Civil society expert position” had been vacant for 2 years at the time of the preparatory visit of the team-leader of this evaluation, May 2009.

124 The AIDCO Operations Quality Support Unit is working with initiatives to enhance the coherence between the budget line support and other EC intervention.

including the functioning of the justice sector and the access to justice for the poorer part of the population, related to the EC-support.	<p>Apart from thematic budget line projects, an EC contribution has materialised as part of the Support to Law Enforcement against Economic and Financial Crimes.</p> <p>JAR 2008 reports (p 19): “There was noticeable improvement in the rating and perception of the judiciary during the year as respondents to surveys confirmed that the level of corruption had dropped. So far about 250 judicial officers and the National Judicial Institute staff were trained in Alternative Dispute Resolution (ADR), while 400 judicial officers were trained in Judicial Ethics.”</p>
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## 5.7 EQ 7: Regional Integration Effectiveness, sustainability and impact

EQ 7	To what extent has EC support contributed to enhance Nigeria's trade and participation in regional integration?
Justification and Comment	<p>The EC support has contributed significantly to some aspects of Nigeria's trade and participation in regional integration, while the impact of such support does not appear warranted. This is the case regarding the efforts being made to increase cross border initiatives to reduce incidence of disease, where coordination between health initiatives in neighbouring countries foundered in recent years.</p> <p>EPA negotiations are progressing, but they do not attract high political priority in Nigeria with some members of government, press and civil society continuing to inveigh against EPA. Facilitation of ICT and regional transportation has improved only slightly.</p> <p>Support to control of cross border threats (such as drug and weapons smuggling) has contributed to border controls and procedures gradually improving but Nigeria's borders remain highly porous.</p> <p>ECOWAS, in which Nigeria is a key member, has benefited from the regional support, which has contributed to strengthen its capacity to respond to crises, conflict prevention, conflict resolution and peacekeeping.</p> <p>There is increasing consistency between donors' support at regional level where the EC brings experience and large resources to regional support, which could potentially leverage added value, while there is actually little evidence of added value. The EC having considerable expertise in regional integration, an even stronger bearing of the considerable EC support for Nigeria's participation on this participation might have been expected.</p>
Judgment Criterion 7.1	EC support has strengthened Nigeria's capacity to contribute to regional trade.
JC answer	<p>Although availability and completeness of information on regional issues continues to be an issue, the EC support is adding to Nigeria's capacity to contribute to regional trade. This in spite of the observation that the political will to enhance regional trade does not appear to be strong in Nigeria.</p> <p>Due to its size, population and economy Nigeria has a key role regionally and continentally. Thus, Nigeria's commitment to progressing EPA negotiations is pivotal to greater integration of Nigeria into regional trade. Over the past decade Nigeria has renewed and strengthened commitment to ECOWAS and thus to EPA negotiations with EU (which are stated ECOWAS policy). However, ECOWAS, as a vector of regional integration, has certain flaws, which inhibit negotiation, at least some of which arise from Nigeria's perceived key membership of ECOWAS – lack of resources, serious institutional and organisational problems, regional political instability, lack of diversified economies and distrust between Anglophone and Francophone countries.</p> <p>Also, EPA negotiation does not appear to enjoy high political priority in Nigeria and some members of government, press and civil society continue to inveigh against EPA whilst progress has also been delayed by unilateral trade restrictions imposed by Nigeria (in disregard of WTA obligations) as a response to under-investment in national production leads to increased imports. The result has been negative impact on regional trade and increased smuggling. There has been some reduction in such trade restrictions, import and export bans and high tariffs but many remain in place. There is thus little evidence to show increasing shares of ECOWAS (or WAEMU) countries in Nigerian exports or imports.</p> <p>Technical Cooperation Facility II (TCF II) aims at supporting implementation of 9<sup>th</sup> EDF RIP and at facilitating EPA negotiations (and for sensitisation regarding regional integration) whilst 9ACP ROC 009 (Appui à l'intégration régionale et aux négociations de l'Accord de</p>

	<p>Partenariat Economique entre la CE et la région de l'Afrique de l'Ouest) is providing assistance to ECOWAS in negotiations with EC on EPA (€7m 2005-2009). Objectives include: improved negotiation capacities, reinforcement in priority regional integration issues (free trade, customs union, facilitation of trade, barriers to trade, SPS, Investment and services), operational negotiation structures, better understanding of constraints and encouragement of competition.</p> <p>A major pillar of 9<sup>th</sup> EDF RIP is support to creation of an ECOWAS Customs Union and eventual common market by means of strengthening of ECOWAS institutions and member states (RIP allocation €118m for 'economic integration and trade'; €82m for 'transport facilitation'). Support envisaged actions encouraging active participation and involvement of national authorities in multi-lateral, regional and EPA negotiations (with participation from grass roots to political levels).</p> <p>Border controls and procedures are gradually improving (e.g. EC support to facilitation of ICT and regional transportation includes provision of 'one stop' border posts) but ECOWAS and WAEMU have different speeds for regional convergence and there are continuing doubts about the motivation of the ROs to prioritise their mutual policies for regional integration, economic and monetary union, free movement of people and goods and improved border controls. Thus, facilitation of ICT and regional transportation has improved only slightly.</p>
I711: Negotiations towards EPA have progressed.	<p>Due to its size, population and economy, Nigeria has a key role regionally and continentally. Nigeria has become strongly involved in advocating New Partnership for African Development (NEPAD) (including the peer review mechanism) and AU.</p> <p>A major pillar of 9<sup>th</sup> EDF RIP is support to creation of an ECOWAS Customs Union and eventual common market by means of strengthening of ECOWAS institutions and member states (RIP allocation €118m for 'economic integration and trade'; €82m for 'transport facilitation').</p> <p>Support envisaged actions encouraging active participation and involvement of national authorities in multi-lateral, regional and EPA negotiations (with participation from grass roots to political levels).</p> <p>Since the return of democracy in 1999 Nigeria has turned more energetically towards regional integration through ECOWAS efforts to establish a FTA<sup>125</sup>, a second monetary union<sup>126</sup>, customs union, convergence towards francophone WAEMU. Common External Tariffs and by promotion of the private sector as a basis for regional integration. Also as a Member of ECOWAS, Nigeria is involved in negotiation of EPA with EU and is a member of WTO (although implementation of major obligations to WTO were delayed) and is a member of the Africa Group, G20 and G90. Nigeria is also heavily involved in NEPAD, strongly supporting the transformation of OAU into AU and promoting the peer review mechanism<sup>127</sup>.</p> <p>However, ECOWAS as a vector of regional integration has certain structural flaws – lack of resources, regional political instability, lack of diversification of ECOWAS economies and arguably some distrust between Anglophone and Francophone countries, expressed in antagonism towards Nigeria in its position of 'core member' of ECOWAS<sup>128</sup>.</p> <p>Progress on trade issues and EPA has been derailed by multiple unilateral restrictions imposed by Nigeria on trade. There are continuing ambiguities over timetables (for removal of duty waivers, reducing duties and removing import bans) coupled with serious differences of agendas within UEMOA. EPA has not had high priority in Nigeria's political agenda and press, civil society and some members of government continue to express opposition to EPA although they often have limited knowledge of the matter<sup>129</sup>.</p>

125 Nigeria, Benin, Togo, Ghana, Niger, Burkina-Faso, Mali, Côte d'Ivoire

126 Nigeria, Ghana, Liberia, Sierra Leone, Gambia, Guinea i.e. the non CFA, Anglophone countries

127 Although curiously, this review has not been applied to Nigeria.

128 Source: County Profile 2006 (& 2005), Economist Intelligence Unit

129 Source: 2006 End of Term Review, EC DG Dev

	<p>Technical Cooperation Facility II (TCF II) aims at supporting implementation of 9<sup>th</sup> EDF RIP and at facilitating EPA negotiations (and for sensitisation regarding regional integration) by means of providing short term studies and technical assistance, training and facilitating conferences and seminars throughout West Africa in order to foster a coherent and informed approach to regional development and trade issues among decision makers.</p> <p>It is clear from reports of the ECOWAS RIP Monitoring Mechanism that there are serious institutional and organisational problems which impact negatively on EPA negotiations. The following issues have been identified as requiring solution: financial systems, organisation, staff and conditions, general administration procedures, equipment, procurement, pool fund and peace fund procedures, audits, project-level documentation and systems, financial control, reporting and communication. Also, links with UEMOA, mainly through Joint Technical Secretariats (JTSs), are weak<sup>130</sup> and agreed biannual meetings of JTs have not taken place for years. The Capacity Building Thematic Donor Group is crowded (France, USAID, AfDB, WB, DFID, EC, CIDA, and KfW) with different consultancy TA teams in place (DFID, GTZ, EC, and CIDA). There is much scope for overlap.</p> <p>9ACP ROC 009 (Appui à l'intégration régionale et aux négociations de l'Accord de Partenariat Economique entre la CE et la région de l'Afrique de l'Ouest) is providing assistance to ECOWAS in negotiations with EC on EPA (€7m 2005-2009). Objectives include: improved negotiation capacities, reinforcement in priority regional integration issues (free trade, customs union, facilitation of trade, barriers to trade, SPS, Investment and services), operational negotiation structures, NSA informed and involved, better understanding of constraints and encouragement of competition.</p> <p>The agenda of EPA negotiations is an integral part of the whole regional integration process such that EC is supporting a wide raft of measures supporting these objectives.</p>
I712: Restrictions on trade, import and export bans and high tariffs have been reduced.	<p>Huge oil production, corruption and poor economic management have led to under-investment in local production (especially agriculture – in the 70s Nigeria was a major exporter of agricultural produce; today it is a major importer) and increasing general imports. As a result, trade restrictions, bans and high tariffs have been introduced by Nigeria since 2002 (in disregard of WTO obligations) which have negatively affected regional trade and encouraged smuggling and corruption.</p> <p>ECOWAS, in somewhat belatedly moving towards Common External Tariff (CET), is seeking to dismantle internal tariffs but this is not yet fully operational throughout the region (including Nigeria).</p> <p>Further EC support targets enhancement of competitiveness and productive sectors including Technical Barriers to Trade (TBT) and SPS measures, harmonisation of business law and promotion of harmonised regional sector policies regarding agriculture, livestock and fisheries.</p>
I713: Border controls have improved.	<p>Although ECOWAS and UEMOA have the same objectives regarding regional integration, economic and monetary union and creation of free market with improved customs and border control with free movement of people and goods, the ROs have adopted different speeds of integration measures. UEMOA initiated in 2000 a Customs Union, Common External Tariff and Free Trade Area whilst ECOWAS had plans for CU only in 2007. EC support played a significant role in UEMOA creation of the CU and FTA<sup>131</sup>.</p>

130 In part due to lack of dedicated resources e.g. ECOWAS allocates 2 persons, part time to JTs

131 Lessons learned included: programme estimates are an inadequate instrument for effective implementation of activities due to its complexity; that insufficient coherence between regional actions and interventions on the national level and the complexity of co-financing between national (NIP) projects and regional (RIP) projects is an impediment to regional integration

I714: Facilitation of ICT & transportation has improved.	<p>EC support to ECOWAS/UEMOA countries for improved coordination of national policies and provision of capacity building to develop access to energy services in rural and peri-urban populations (to provide economic cooperation, reduce poverty, attain MDGs and national development priorities) 2007/018-805 appears to have been cancelled<sup>132</sup>.</p> <p>Non-convergence issues (ECOWAS and WAEMU) are noted in reports of the ECOWAS RIP Monitoring Mechanism (e.g. 1<sup>st</sup> Qtr 2008) with the comment <i>'The answer of the ROs is always the existence of the JTs. However, the two ROs face huge difficulties and/or do not have the motivation to comply with the agreed requirements to meet twice a year'</i>. However, in the ITC sector, non-convergence issues have been discussed (if not addressed) by a restricted SC meeting (November 2007) and bilateral meetings.</p> <p>International road transport in West Africa is characterised in many countries (not all) by multiple check points (which are mainly free-lance tolls or extortion of money), inefficiency, incompatibility of customs regulations and procedures for transit goods, lack of coordination between stakeholders and various axle load regulations (largely ignored by many trucks leading to premature deterioration and collapse of poorly maintained roads pavements). Free movement of people and goods is impeded leading to delays and increased costs, which in turn reduce competitiveness of economies and compromise regional integration.</p> <p>The Transport Facilitation Project (FED/ROC/13008; FED/ROC/13138; 2004/017-423; 2006/017-947) was conceived in 2003 (but only operational from 2005) by ECOWAS, WAEMU and EC to ensure free movement of goods in the region (by facilitating implementation of regional regulations on carriage of goods which has languished since 1982)<sup>133</sup>. Activities include: surveys of traffic regulations, collection and dissemination of information on facilitation of transport, informing decision makers on practices impeding freedom of movement, definition and preparation of 9<sup>th</sup> EDF interventions for transport facilitation, harmonisation of transport regulations, creation of joint border posts, public relations, training and coordination. However, implementation has been problematical leading to the departure of TA in 2006.</p>
I715: Increased share of ECOWAS countries in Ni- gerian exports and imports	No data could be collected on this issue, partly due to the large dominance of informal trade not reported in statistics and the relevant dominance of oil exports in Nigeria.
Judgment Criterion 7.2	EC support has strengthened Nigeria's capacity to support peacekeeping and conflict prevention regionally and nationally.
JC answer	EC support <sup>134</sup> has strengthened ECOWAS capacity to respond to crises and support peacekeeping and conflict resolution regionally including the ECOWAS Conflict Prevention Framework <sup>135</sup> . Also Nigeria is a key member of ECOWAS participating in regional security, conflict prevention, mediation and sending peace-keeping missions to various African countries. Nigeria has thus benefited from any improved regional capacity. Also, Nigeria

132 Source: DECISION\_NG\_ROC

133 ECOWAS Conventions: TIE (Convention on inter-state road transport) and SORTING (Convention on inter-state transport of goods)

134 EC support to Conflict Prevention and Peace Building II (ROC/001/07, 9ACPROC022 which continues Phase I support ROC/005/01 9ACPROC011) aims to assist and support ECOWAS in building capacity to: assist and react to regional crises; assist continuing democratisation of the region; strengthen decision making in the political Affairs, Peace and Security Commission; support additional conflict prevention activities (e.g. assistance to CSOs, increase capacity of Peace Fund and Migration Unit).

135 Components of ECPF include early warning, preventive diplomacy, democracy and political governance, human rights and rule of law, media, natural resource governance, cross-border initiatives, security governance, practical disarmament, women, peace and security, youth empowerment, ECOWAS standby force, humanitarian assistance and peace education.

	<p>acting unilaterally or under the umbrella of AU, ECOWAS or UN, is heavily involved in sending peacekeeping forces to various African countries. No direct support has been provided to such 'national' peace keeping efforts<sup>136</sup>.</p> <p>Support to control of cross border threats (as opposed to normal border control and customs procedures) has been slight. In a bid to improve cross border security Nigeria is now participating in some joint border patrols with neighbouring countries but Nigeria's borders remain highly porous to passage of arms, drugs, contraband, organised crime and people trafficking.</p>
I721: Control of cross-border threats (e.g. drug trafficking, human trafficking, smuggling of weapons and oil products) has been improved.	<p>As noted by the MTR 2004 (p8) Nigerian borders are notorious for smuggling of contraband (e.g. guns, drugs and oil products) and also for people trafficking towards the Mediterranean and of children. In a bid to improve cross border security Nigeria has adopted some joint border patrols with neighbouring countries.</p> <p>The Convention on Small Arms and Light Weapons, their ammunition and other related materials (adopted in 2006) still has not been ratified by the minimum required numbers of ECOWAS MS (including Nigeria) and so has not come in to force. However, the Small Arms Unit of ECOWAS has been attempting to raise awareness among ECOWAS MS of the need to ratify the Convention whilst also being involved in assessment and awarding of small arms exemption certificates in MS.</p>
I722: EC support has had a positive effect on Nigeria's potential to contribute to regional conflict management.	<p>Nigeria is a key member of ECOWAS participating in regional security, conflict prevention, mediation and sending peace-keeping missions to various African countries<sup>137</sup>.</p> <p>EC support to Conflict Prevention and Peace Building II (ROC/001/07, 9ACPROC022 which continues Phase I support ROC/005/01 9ACPROC011) aims to assist and support ECOWAS in building capacity to:</p> <ul style="list-style-type: none"> <li>• assist and react to regional crises;</li> <li>• assist continuing democratisation of the region;</li> <li>• strengthen decision making in the political Affairs, Peace and Security Commission;</li> <li>• support additional conflict prevention activities (e.g. assistance to CSOs, increase capacity of Peace Fund and Migration Unit).</li> </ul> <p>Phase I concentrated upon:</p> <ul style="list-style-type: none"> <li>• assistance to the offices of the Special Representative (OSRES) in Liberia, Guinea Bissau and Togo (including shuttle diplomacy and conflict mediation)<sup>138</sup>;</li> <li>• equipment for ECOWAS Electoral Assistance Unit<sup>139</sup>;</li> <li>• contribution to ECOWAS Small Arms Programme (ECOSAP);</li> <li>• TA to ECOWAS Commission.</li> </ul> <p>Despite the slow pace of support activities (weak HR capacity in ECOWAS and EC implementation procedures) some successes are reported (Roundtable on Conflict and Security in West Africa; ECOSAP Contribution Agreement signed; continuation of OSRES activities).</p> <p>ECOWAS continues to work on a draft Conflict Prevention Strategic Framework to serve as a road map for conflict prevention and peacekeeping activities.</p>

136 This issue will be informed by the findings and conclusions of the ongoing evaluation into EC regional support to conflict prevention.

137 Zimbabwe, Guinea Bissau, São Tomé e Príncipe, Liberia, Sierra Leone and Darfur

138 OSRES has been in place since 2005 and has been involved in coordination of mediation efforts aimed at political dialogue, rule of law, human rights, national reconstruction, reformation of the security situation including provision of stable relations between civilian and military authorities and periodic evaluation of the security, social, humanitarian and political structures

Judgment Criterion 7.3	Adequate integration of crosscutting issues in regional cooperation.
JC answer	<p>The Checklist for Formation Phase of TCF II (€4m) 9ACP ROC 021 notes that with respect to gender and environmental analysis that 'these are not applicable to TCF'<sup>140</sup>.</p> <p>However, ECOWAS and WAEMU both have committed to gender equality, environmental sustainability, human rights and good governance including the NEPAD framework for governance, democratisation and human rights. EC regional support points out that particular emphasis should be paid to gender equality, children's rights and the rights of indigenous persons, minorities and vulnerable groups and it has also been proposed that conflict prevention should be considered as a cross cutting issue.</p> <p>Cross cutting issues as identified by the ROs include gender equality, environmental sustainability, human rights and good governance whilst EC regional support adds children's and indigenous people's rights and suggests that conflict prevention should also be considered as cross-cutting issue. However, with the exception of environmental issues and peacekeeping, there is little or no integration of such cross cutting issues in regional cooperation (or even mention in many project documents including an almost total absence of reference to HIV/AIDS). Cross border environmental management issues have been implemented in agriculturally productive sectors as well as a regional approach to natural resource management.</p> <p>Efforts are being made to increase cross border initiatives to reduce incidence of disease but the highest-profile example of coordination between health initiatives in neighbouring countries (Polio) has foundered in recent years due to problems in Nigeria's national immunisation programmes (see EQ5).</p> <p>There is increasing consistency between the donor's support at regional and the national levels. The EC potentially brings specific experience and large resources to regional support, which could potentially leverage added value to that EC support. Still there is little or no evidence that such added value has yet been delivered.</p> <p>Regional integration and trade liberalisation with a regulatory framework can promote growth and livelihoods which may have encouraging impacts on openness of society, cultural exchange, gender equality, environmental sustainability, rule of law, citizen's rights, transparency and accountability.</p>
I731: Measures to combat human trafficking and organised crime across international borders have been strengthened.	These measures are only reasonably considered in the 10 <sup>th</sup> EDF.
I732: Cross-border environmental management	Environmental issues are addressed by support to environmentally sustainable productive sectors such as fisheries, agriculture and water management as well as promoting a regional approach on natural resources management including bio-diversity, protected areas and desertification. Other interventions in support of regional environmental issues include:

139 Thus unit has been in place since 2006 and has deployed ECOWAS EOMs to Gambia, Nigeria, Mali, Senegal, Benin and Burkina Faso. Prior to this, EOMs were not coordinated by a specific bureau. The unit is very weak – when an EOM team is dispatched the unit suspends other activities because all staff members are used in the EOM team.

140 The Checklist goes on to add 'because there are many indirect externalities as this project aims at supporting, enhancing, facilitation regional integration projects'. The context of this comment is not understood by the evaluator.

issues have been implemented.	sanitary and phyto-sanitary measures under Pesticides Programme Initiative €29m; Strengthening Fisheries Products Health Conditions in ACP/OCT Countries €43m <sup>141</sup> .
I733: HIV/AIDS awareness campaigns as integral component of EC regional support programme are in place and effective.	There is little or no reference to HIV/AIDS awareness activities in EC programme documentation examined by the evaluator.
I734: Cross-border initiatives to reduce incidence of disease (e.g. malaria, TB) have been supported and there is better coordination with health initiatives in neighbouring countries	EQ5 covers the PEI, in particular, 9ACP RPR 030 Polio Eradication in 14 ACP Countries.  PACE (Pan-African Programme for Control of Epizoots) 1999-2006 €72m (€2.6m in Nigeria) was an extension of several EC-funded programmes (Pan-African Rinderpest Campaign, Wildlife Veterinary Project, Pan-African Vaccine Centre and, more recently, Avian Flu) covering 32 SSA countries including national and regional components. In Nigeria the project established an epidemio-surveillance network (170 points) plus 3 laboratories to monitor the status of trans-boundary animal diseases. Nigeria was declared free from Rinderpest by the Office of International Zootics in January 2005.
I735: EC has added value to the support offered by EU Member States	TCF II is consistent with relevant programming documents as well as compliant with the Paris Declaration and the EU commitment facilitating its efficient implementation (including cooperation between EC and EU MS).  Given that CIDA, DFID and France spearheaded the concept of 'one strategic framework for capacity building' which has resulted in the establishment of a Strategic planning Cell to coordinate all donor-funded projects concerned with capacity building for regional integration and that EC has embraced this support mechanism, it is perhaps more accurate to state that EU MS have added value to support provided by EC rather than EC adding value to support of EU MS. However, EC is the major regional donor and the main donor to ECOWAS, with the longest regional experience of any donor. EU has significant political leverage in the region which could encourage EC and ECOWAS MS (and, presumably, EU MS) to adopt a common approach to conflict prevention by sharing experiences as a regional organisation in multilateral crisis management and conflict prevention. However, economic and financial sustainability is in doubt. As noted in Annex II Technical and Administrative Provisions for Implementation 9ACPROC022 <i>'Ironically ECOWAS dependency is growing as an increasing amount of donors are funding the Commission and its activities. Strategic vision is guided by financial resources rather than vice versa'</i> .
I736: Adequacy of EC visibility.	No data could be collected on this issue. The forthcoming construction of a joint border post between Nigeria and Benin might bring a change also on this aspect.

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141 Pan-African Control of Epizoots is noted in I734

## 5.8 EQ 8: Civil society strengthening

EQ 8	In which ways and to what extent has the overall EC support been conducive to the strengthening of civil society in Nigeria?
Justification and Comment	<p>The strengthening of civil society is a crosscutting element in the CSP in its role as the “control from below”, which is to serve as a necessary complement to the “control from above” in the focal sectors.</p> <p>Furthermore, civil society at large is an important actor in relation to the overall CSP objectives of strengthening democracy and the respect for human rights. Directly as an advocate for these values, indirectly as a tool for the empowerment of the poorer parts of the population.</p> <p>Also in relation to the crosscutting issues of gender, environment and HIV/AIDS, civil society organisations are often the vehicle through which these issues are promoted.</p> <p>Considerable support has therefore been rendered from the EC to civil society organisations and NGOs through different channels. While Nigeria has a lively civil society, it is often in need of strengthening to operate more effectively. In addition, a need is found to ensure that support for civil society is spread over the country, not only in Lagos. A special challenge lies in finding the adequate administrative structure to properly manage the large number of small interventions required for effective support to civil society.</p> <p>It is, consequently, of interest to explore the questions:</p> <ul style="list-style-type: none"> <li>• To what extent have civil society organisations been strengthened as the result of such support, thus enhancing their viability and potential performance as an advocate for the poorer parts of the population?</li> <li>• To which extent the above “watchdog”-role of civil society in the focal areas has materialised? and</li> <li>• In which ways support to CSOs have contributed to strengthen democracy and the respect for human rights in Nigeria?</li> </ul> <p>In the subsequent analysis, distinction will be made between “NGOs” and “CSOs”. NGOs will often have a higher score on professionalism and institutional capacity, while being more donor-dependent. CSOs will often have a stronger standing in relation to the representativity of large constituent population segments.</p>
Judgment Criterion 8.1	Enhanced internal capacity of civil society organisations as a consequence of the EC support.
JC answer	<p>No doubt a large number of Nigerian CSOs have had their internal capacity strengthened as a result of the considerable support from holding contracts with the EC, since part of the funding is normally for the NGO-core capacity needed to be able to implement the projects (salaries, offices, equipment etc.). The question, which needs to be further enlightened, is whether evidence can be found about to what extent such strengthening is of a viable nature in a volatile NGO community, which to large extent depends on the availability of external funding.</p> <p>The sustainability of the CSO community can be expected to increase as a result of the recently started INSIDE project, which aims directly at their capacity building. Apparently, internal coordination and cohesion of the Nigerian NGO community is limited.<sup>142</sup></p>

<sup>142</sup> Regarding the overall assessment of the EC support for civil society, the Evaluation will consider the recent global sector “Evaluation of the EC aid channelled through civil society organisations” (ref. 1259), which however, does not contain specific information related to Nigeria.



I811: Increased viability in EC-supported CSOs, measured by the development of their budget, staff and gender equality	<p>Nigeria is in possession of a proliferating civil society, about which little specific is known. While political participation in terms of voting is relatively high, popular confidence in their possible benefit from the political processes appears limited. In addition to parties, popular manifestation seems to take place in a multitude of new civil society organisations as an informal “political opposition”. While the CSOs are numerous, their capacity for concerted action appears limited<sup>143</sup>. Most of them may be more like NGOs, in the sense of small groups working for a common cause provided external funding, rather than CSOs representing certain parts of the population. In addition to this new civil society, there is the traditional civil society including religious communities, which are socially and politically important not least in the Northern Islamic part of the country, and trade unions.</p> <p>The ECD has confirmed the importance it attaches to civil society<sup>144</sup>, the reason why the above considerable support has been provided. There is reason to believe that a number of Nigerian CSOs have had their internal capacity strengthened as a result of the considerable support from holding contracts with the EC, or sub-contracts with the EC contracted NGOs, since part of the funding is normally for the NGO-core capacity needed to be able to implement the projects (salaries, offices, equipment etc.). Furthermore, a number of thematic budget lines projects have aimed directly at capacity building within Nigerian CSOs. The sustainability of the CSO community, as well as their capacity to act together in a concerted way, can be expected to increase as a result of the recently started INSIDE project, which aims directly at their capacity building and coordination within parts of the CSO community.</p>
I812: The CSO community's ability to act in a concerted way through representative umbrella organisations is improved.	<p><b>Nigerian context:</b></p> <p>Further to the re-instatement of democracy, civil society has proliferated in Nigeria. Their numbers apparently reach several thousands but there has so far been elaborated a systematic identification and mapping, an “NGO-Directory”, as known from other countries<sup>145</sup>. Most of the CSOs are based in Lagos or Abuja and some of these claim national coverage and a certain degree of representation for the larger NGO community, something which it is difficult to obtain effectively given the limited funds and possibilities for own income generation, which the CSOs have in a country of the size, complexity and widespread poverty of Nigeria.</p> <p><b>EC contribution:</b></p> <p>There is reason to believe that a number of Nigerian CSOs have had their cooperation capacity, thus potential impact on societal development, strengthened as a result of the considerable support under earlier thematic budget line projects have attempted to strengthen CSO coordination. Several projects have been directed towards increased capacity to make use of the Internet as a simple and effective communication tool, not only in relation to the public but also regarding communication within the CSO community.</p>
I813: The majority of the EC-supported CSOs have increased their publicly visible level of activity	<p>A number of the thematic budget line projects have aimed directly at enhancing public visibility of the CSOs and their activities, including through the Internet and mass media.</p> <p>The EC Non-State Actors Report<sup>146</sup> proposes some directions to strengthen NSAs involvement in decision making processes, through increased NSAs thematic networking as well as through improving the quality of the relationship between NSAs and government, at all levels:</p> <p><i>‘Emphasis on networking among the NSAs working in the same areas of interest becomes imperative. This would allow for greater coordination of thoughts, activities and actions and put the NSAs in a position to better articulate their views in engaging governments at all</i></p>

143 Sherifdeen A. Tella and Biodun Onunoyemi: “Non-State Actors in Nigeria: A Sectoral Overview”, p 9

144 Interview with the ECD head of cooperation and staffs 23-25 May, 2009 and JAR 2008.

145 An attempt is made to provide an overview is found in: Sherifdeen A. Tella and Biodun Onunoyemi: “Non-State Actors in Nigeria: A Sectoral Overview”, 2005, and Identification Fiche for the INSIDE project of January 2006.

146 Non-State Actors In Nigeria: A Sectoral Review, by Sherifdeen A. Tella, Ph.D., Consultant, Biodun Onunoyemi, Ph.D., Assistant Consultant (also called “EC Non-State Actors Report”, date?)

	<i>levels. (...) There is also the need for reorientation away from initial perceptions on both sides. A large proportion within the NSA groups sees themselves as alternative government while governments at local, state and national levels see them as interlopers to be tamed or subdued. This antipathy of relationship has to change such that each sees the other side as partner in progress.</i> <sup>147</sup>
Judgment Criterion 8.2	CSOs have strengthened the “control from below”, through the use of advocacy, lobbying and “watch-dogging” within the focal sectors of water & sanitation and institutional and financial reform.
JC answer	At this stage, there is scarce evidence of the CSOs being able to perform their assumed role in the focal sectors. However, their potential for insight in budgeting processes and in public finance management has improved in line with increased transparency on the part of the Government and with the several thematic budget line projects aiming at the strengthening of their capacity to do so as well as their increased access to the Internet.
I821: CSOs have improved access to information, which makes it possible for them to exercise advocacy and lobbying in the above sectors.	Enhanced quality of the Nigerian Statistics as well as increased GoN budgetary transparency tend to increase the access of the CSOs to information, which is vital for their participation in the societal processes. Furthermore their increased Internet access will represent a general strengthening of their potential to make use of the information acquired.
I822: CSOs are more and more actively involved in a dialogue with the authorities in the sectors, including through the establishment of consultative arrangements.	<p>Apparently, this does not yet appear to be the case on an overall Nigerian level. While the GoN public information policy may have become more open, it seems that here is still some amount of general distrust between the authorities and civil society in line with the below description of the situation in the 2005 INSIDE preparation Report on Non-State Actors mentions (page 1):</p> <p>“The place of non-state actors (NSAs) in the socio-economic and political transformation of post-military Nigeria as from 1999 has become an issue of public discourse. On the one hand, government is wont to suspect the genuine intentions of civil society organisations (CSOs) whose claim to legitimacy looks tenuous in view of reported lack of transparency, accountability and internal democracy. On the other, the civil society groups accuse government of “hidden agenda” by surreptitiously excluding them from active involvement in development policy initiation, implementation, monitoring and evaluation. The need for partnership between the civil society and government is however underscored in various international instruments to which Nigeria subscribes. These include the Millennium Development Goals (MDG), the New Partnership for Africa’s Development (NEPAD), and the Cotonou Agreement of 2000. “</p> <p>However, in the EC focus sectors, progress in this respect seems to be visible in Focus Sector 2, as mentioned under the answer to the below indicators.</p>
I823: Examples of control from below, which has impacted on the delivery of services in water and sani-	<p>Regarding the Water Supply and Sanitation Sector Reform Programme, JAR 2008 mentions (p 17) that the level of progress is confined to: “In 2008, the programme... established community models to be used in rural communities...”</p> <p>Regarding the Small Towns Water Supply and Sanitation Programme is mentioned: “Another challenge is to ensure the provision of support to the communities and states to consolidate the organisational set-up of the Water Consumer Associations... The EC Delegation is still trying to raise this issue with the FMAWR.”</p>

147 Source: Non-State Actors In Nigeria

tation sector.	The control from below, which has impacted on the delivery of services in water and sanitation sector, has not yet materialised while preparations are underway.
I824: Examples of control from below, which impacted on institutional and financial reform through pressure for reform and for the related delivery of services, measured in terms of advocacy and watchdogging regarding good governance.	<p>According to JAR 2008, (p.19) the control from below has materialised to a higher degree regarding the impact on institutional and financial reform through pressure for reform and for the related delivery of services, measured in terms of advocacy and watch-dogging regarding good governance.</p> <p>Thus the SRIP (Support to Reforming Institutions Programme, I and II) Evaluation Report mentions:</p> <p><i>“In the result area of Civil Society the STUs:</i></p> <p><i>Have effectively mapped and profiled 50-100 CSOs in each state. A directory has been published in Anambra.</i></p> <p><i>Provided short training workshops to over 300 CSOs in Logical Framework analysis, finance and accounting procedures, budget advocacy, legal rights, gender budgeting, and budget monitoring and evaluation, training of trainers and calls for proposals.</i></p> <p><i>Have supported the formation of CSO networks: In Anambra COTAGG has been formed and Vanguard established in LGAs. In Osun NETNOS, was funded and equipped by SRIP. In Yobe the STU supported the establishment of a Network office in Damaturu and four focal LGAs. In Cross River, the Budget Transparency &amp; Accountability Network (BTAN) has been set-up and furnished together with 5 LGAs. In Kano the Coalition for Budget Transparency in Kano (COBTAK). In Jigawa, the work of the Jigawa Peoples Congress (JSPC)– a government sponsored network – has been influenced by its interaction with SRIP</i></p> <p><i>Supported several public Sensitisation and Awareness programmes, including over 30 campaigns and rallies and 18 radio and television talk-shows.</i></p> <p><i>Anambra has produced a Simplified Citizen’s Guide to the Budget and its Awareness Campaign on Legal Rights has created Vanguard of CSOs (social watchdogs) in the focal LGAs to monitor abuse of office and “follow the money” (Public Expenditure Tracking).”</i></p>
Judgment Criterion 8.3	EC support has enhanced civil society contribution to democracy and the respect for human rights.
JC answer	A considerable number <sup>148</sup> of EC thematic budget line projects have supported NGOs for this purpose, but so far little is known about the sustainability and impact of such projects. However, the specific election CSO-support appears to have rendered a valuable contribution to the strengthening of the democratic consolidation in Nigeria. To what extent this also encompasses enhanced participation of the poor and of women is not yet evidenced (see section on EQ 6).
I831: CSOs are increasingly involved in a dialogue with the authorities and / or the National and State Assemblies through consultative arrangements.	<p>So far there is little evidence of this happening. The Monitoring Report mentions:</p> <p><i>“The impact so far is negligible. Donors should discuss how the democratic system in Nigeria can better be supported and how the measures including to the civil society can make an impact”.</i></p> <p>Regarding future activities, JAR 2008 mentions (p 25):</p> <p><i>“Additional areas for parliamentary training may include constituency representation services and interactions with the judiciary, media and civil society pressure groups. The 10<sup>th</sup> EDF could include exchanges with the European Parliament and with national and regional parliaments in Europe and elsewhere”.</i></p>

148 22 ongoing at the end of 2008. See JAR 2008, p. 48-52, in addition to the earlier projects.

<p>I832: Examples of EC-supported CSO activity in relation to the strengthening and deepening of democratic consolidation in Nigeria, regarding participation of the poorer population strata in the functioning of democracy, including elections.</p>	<p>Among the outputs of the Joint Donor Basket Fund, established in 2006 to support the 2007-11 electoral cycle, supported by the EC, was “<i>to promote citizen participation in the electoral process; to promote gender equity in the electoral process; and to facilitate Nigerian Civil Society observation of the electoral process.</i>”<sup>149</sup></p> <p>The Evaluation Report mentions that:</p> <p>“The civil society components of the JDBF aimed at increased citizen awareness and participation, with a special focus on women, and an improved public perception of the elections. Through activities that promoted citizens’ participation, supported training in domestic monitoring and deployments of domestic monitors, and women’s mobilisation activities, JDBF project contributed positively to certain aspects of Nigeria’s 2007 elections. The project funded 15 CSOs to work on 24 projects in all six geo-political zones promoting citizens participation, voter education, gender monitoring, media monitoring and domestic observation. Generally the activities of the project with the civil society had considerable potential for sustainability, but activities need to be continued to achieve a lasting effect and create national ownership.”<sup>150</sup></p> <p>Furthermore it concludes:</p> <p>“The impact of JDBF assistance to CSOs was much more positive than that to INEC, as most stakeholders have confirmed. This stands in sharp contrast to the proportions of donor support to each of the two components: INEC received a majority of the funding but with the least effect, while CSOs made good use of the relatively small grants they received. This calls for a rethinking on the extent of future engagement with the various democratic institutions in Nigeria. It is recommended that more support be provided to CSOs and political parties, while support to INEC should be carefully assessed in terms of its necessity and usefulness.”<sup>151</sup></p> <p>Finally, it recommends (for phase II, preparation and implementation of the 2011 elections):</p> <p>“Citizens increasingly demand involvement and call for a reform towards a system that is inclusive and participatory. Public engagement by stakeholders, specialists, experts, academics, politicians, CSOs, media and other non-state stakeholders should be supported to ensure a more inclusive approach to effective civil society engagement with the on-going electoral reform process. The widest consensus possible will be a guarantee for a major electoral reform with the potential for long-term political sustainability and stability. In this case, a growing demand for external support and an expansion of democracy assistance programmes in this domain should be expected.”</p>
<p>I833: Examples of EC-supported CSO activity in relation to the rule of law and respect for human rights.</p>	<p>Such activity has been supported by the EC under several thematic budget line projects, including: The EIDHR macro-project “The Nigerian Law Project”, Phase I and II (EC contribution: € 1.001.456) and the microproject: “Monitoring and Documenting Shari’a Cases and associated Human Rights Abuses under the Shari’a in Nigeria, and Building Capacity of Local Civil Society to Respond to Needs of Victims and to Demand for Best Practices in the Administration of Shari’a.”</p>

149 MID TERM REVIEW FOR SUPPORT TO NIGERIAN ELECTORAL CYCLE 2006-2011. FINAL DRAFT OF EVALUATION REPORT, October 2007, p 5.

150 Ibid p.6

151 Ibid p.7

## 5.9 EQ 9 Rural poverty reduction, Micro Projects

EQ 9	To what extent have programmes and projects in non-focal areas including the QSP and micro projects contributed to improvement and sustainability of rural livelihoods?
Judgment Criterion 9.1	The institutional, managerial and human resources and procedural capacities of EC and national institutions facilitated implementation of QSP.
JC answer	<p>In Nigeria, EC procedures and structures that can be considered as appropriate for rapid response do not exist. If QSP had to be implemented quickly, specific arrangements should have been made to facilitate quick implementation. That was not the case.</p> <p>However, continuing to support some NGOs projects under thematic budget lines was a faster approach. Thematic budget lines key strength lies in the scope for providing assistance independently of the consent of third-country governments and other public authorities.</p>
I911: EC procedures and structures were appropriate for rapid response.	<p>...CSP9 p18: <i>‘To put in place quick and visible support to Nigeria, this Communiqué specified that preparations for certain crucial actions would be launched immediately (“quick start package” - QSP). During 1999 and 2000, the EDF Committee approved financing proposals valued at a total of €100 million. The Quick Start Package (QSP) 1999-2000 included:</i></p> <ul style="list-style-type: none"> <li>• Microproject Programmes MPP3 and MPP6 in 9 states in the Niger Delta (€63m);</li> <li>• Small Towns Water Supply in three states in the Niger Delta (€15m);</li> <li>• Economic Management Capacity Building Programme (EMCAP) (€10m);</li> <li>• Support to the National Authorizing Officer (NAO) (€6m);</li> <li>• Support to National and State Assemblies (€6.6m).’</li> </ul> <p>The mobilisation of the EDF committee to approve the QSP over two years (1999-2000) was appropriate for rapid response. However, after the FA had been approved, no mechanism was put in place to facilitate QSP programmes implementation.</p> <p>The Inception report is a more precise reference: <i>‘It became quickly apparent that national management and institutional constraints, coupled with EC human resource and procedural issues, were not facilitating start up such that the projects were only initiated from 2001 onwards.’</i></p> <p>In Nigeria, EC procedures and structures that can be considered as appropriate for rapid response do not exist. This is due to the size and complexity of the country, with a multiplicity of deciders and no strong incentive to abide by EC rules (as in this rich country EC support is not considered as indispensable). Government structures are often weak (weak capacities, low salaries) while EC project/programme structures (like PMUs, PSUs, MMUs, etc.) are not always recognized as legitimate. Whenever specific project/programme structures are created, the procedure of their creation and implementation is always long, as it requires a long tendering process and the time necessary to put in place all implementation tools (work programmes, PEs, teams, etc.). This was observed for all components of the QSP:</p> <p>MPP3 and MPP6: the process of identification of the MP, their funding and implementation of the managing structures (MMUs) was long.</p> <p>Small Towns Water Supply in three states in the Niger Delta: the programme was particularly low in its implementation and did not deliver much output.</p> <p>Economic Management Capacity Building Programme (EMCAP): the programme was able to deliver results practically only during the last year of its implementation.</p> <p>Support to NAO: this type of programme always takes time to be implemented and, unfortunately, the value added by one consortium is not systematically transferred to the consortium that takes its succession.</p>

	<p>The PMUs (or equivalent bodies) that manage the programmes are not permanent and their duration is that of the consortium's contract. The fact that the same programmes are often run successively by different consortia (being run in several phases) does not facilitate quick response/</p> <p><b>Support to National and State Assemblies:</b></p> <p>This part of the package gave rise to [7ACP UNI 58/ 9ACP UNI 25: Democracy Programme supporting Nigerian Parliament], a €4m programme for which only €1m was committed. The EC has not been able to support National and State Assemblies as initially envisaged in the QSP. The National and States Assemblies have not been involved in the process of JAR 2008 elaboration, although JAR guidelines normally foresee such involvement.</p> <p><b>In conclusion,</b> EC procedures and structures were not appropriate for rapid response. No specific mechanisms were designed to facilitate rapid response. Managers of such programmes complained about late delivery of funds.</p> <p><b>Thematic Budget Lines:</b></p> <p>Additionally some NGO projects continued to be supported under thematic budget lines (BL)<sup>152</sup>. Thematic budget lines are tools designed for quick response. However some beneficiaries of thematic budget lines also complained about late mobilisation of funds.</p>
I912: Local and state authorities were adequate service providers.	<p>Local and state authorities were not direct stakeholders in MPP3 and MPP6, which targeted CSOs and CBOs. As a result their roles in those programmes were limited, and they were not requested to act as service providers, since the communities were managing the micro projects directly by themselves.</p> <p>This was observed in MPP6 Final Evaluation, page 14: <i>'The linkages between MPP6 and Local Governments have not been intensive. For some states like Ondo, the approach enjoined the patronage of the State Governments and few local government councils (LGCs) during the first one year. However, in the course of the programme relations did not obtain any buy-in by the LGCs. Much gap still exists in bringing the LGCs on board, yet they cannot be left out in any grass root programme if sustainability is to be guaranteed.'</i></p> <p>The assumption that direct service delivery by non-states actors may be an avenue for improved governance at state and local levels seems to have been verified only in a limited number of cases. It is, however, underlined in CSP 10:</p> <p>CSP10 page 38: <i>'The micro projects in the Niger Delta are also an example of how direct service delivery can be an avenue for better governance: the success of the micro projects did <u>on some occasions</u> create local pressure for governments to improve on their own performance. Involvement at federal and state levels remains critical for sustainability and the replication of good practice.'</i></p> <p>The EC has drawn the lessons from the weakness of MPP design in most countries and has reduced the number of MPP under 9<sup>th</sup> EDF. MPP9 was designed to succeed to MPP6, and provides more room for states and LGs. Yet, in spite of such progress, MPP9 start up seems to have been confronted with a number of obstacles and is now behind schedule.</p>
Judgment Criterion 9.2	EC non-focal interventions have contributed to improved rural access to economic and social infrastructure, to improved agricultural production and encouraged rural private sector development.
JC answer	MPP3 Final Evaluation Mission (FEM) noted that 236 primary schools were either constructed or renovated, 103 community health centres and, 102 village markets were built, 73 resource centres/civic halls were provided, 39 footbridges were constructed and 340 water boreholes (including a few mono-pumps) were sunk. About 3.5 million people have, according to MPP3 reports, benefited from the programme, out of a total population in the

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	<p>project area of 9.4 million. This suggests that over 37% of the people of 3 states have directly or indirectly benefited.</p> <p>Monitoring reports provided high ratings in general and on impact in particular: The Overall Objective was intended to 'improve the living standards in poor communities in 3 States, reducing poverty, social tension and crisis.' Little doubt remains on a certain level of direct impact on poverty alleviation, through the increase of access to basic services (Water, Health, Education, Mobility) and through the augmentation of sources of income (especially via rural markets). ). It is at the same time realistic to admit that MPP3 impact in terms of poverty alleviation in the region remained rather limited, because MPP3 is only supporting one project in every recipient community, thus only tackling one of the numerous daily problems and challenges that poor communities are facing every day. Overall it seems that there was a limited impact of MPP3 in terms of poverty alleviation.</p> <p>The non-existence of a properly defined exit strategy to ensure the viability of the implementation process was a clear deficiency of the MPP3. Each microproject should have been preceded by a feasibility study, in which the economic and social dimensions should have been taken into consideration, while the support programme would be in place and after the end of the support. The detailed modalities of project management should have been defined. The provisional financial equilibrium should have been determined. The lack of prevision of the conditions for viability has made most MP particularly fragile and highly dependent on the good will and financial capacities of a few individuals. Had state and local government been involved, better conditions for sustainability could have been found, as the MP could have been part of state programmes and receive some technical or financial support from the state or local government. In consequence, the level and use of services varies according to several aspects related to the sector.</p> <p>Health and Education services do require the support of the line Ministries, both in terms of staff and of running costs. Nigerian institutions in this sector have provided the expected support to the programme. The quality of this provision was generally poor, as usual in the sector. While the engagement of the LGAs was limited because they were not involved in the process, at federal level the NAO proved interested in the MPP initiatives. The programme encouraged a change in the traditional scheme of power, especially through its bottom-up approach where the decision-making process was shared with various categories within the local communities. However, the sustainability of such positive impact over time cannot be guaranteed, as such a change remains fragile, and also because of the lack of an exit strategy.</p> <p><b>Overall comments</b></p> <p>No mechanism has been put in place to measure the impact of EC non-focal interventions on communities supported, whether absolute or relative (in comparison with communities not supported). Global results are statistical (number of communities supported, payments made, etc.). There is no M&amp;E of impact. Communities not supported by the EU may have been supported by other ways (other donors, local government, active state governor, private sponsors, etc.). Precise results are observed on a case-by-case basis, they cannot be generalised to draw conclusions at higher than community level. Sustainability is not guaranteed (it depends on institutional, financial, technical capacity of supported communities beyond programmes end). It is known that Nigerian communities are generally weak (in terms of finance, capacities, etc.).</p>
The below I921, I922, I923 and I924 refers to communities supported, related to comparable communities not supported:	
I921: Increased attendance and improved service delivery at social facilities (e.g. schools, clinics).	<p>MPP3 and MPP6 reports refer to micro projects conducted in the health and education sectors. However they do not provide synthetic results on the evolution of attendance and quality of service delivery at social facilities.</p> <p>MPP6 Final evaluation: <i>'The relevance of the MPP6 intervention is the fact that the programme has reached a substantial number of poor communities in the six Niger Delta States and has provided them with a large base of rural infrastructures. The rural</i></p>

	<p><i>communities had been denied access to basic amenities by successive governments, and this gap to some extent has been improved by MPP6.</i></p> <p><i>'The provision of water boreholes has reduced rampant water borne diseases, improved the level of domestic hygiene, neatness and punctuality of school children.'</i></p>
1922: Increased agricultural output marketed.	<p>This indicator is not measured in MPP3, MPP6 or support through the thematic budget lines: only qualitative estimations are provided.</p> <p>MPP6 Final evaluation: <i>'Although it started late in the programme, the promotion of agriculture-based income generating projects was highly relevant.'</i></p> <p><i>'For many income generating projects like cassava mills, oil mills and markets, etc. the implementation has started too late in the programme. To date it cannot be established with certainty that these projects will be sustainable.'</i></p> <p><i>'The implementation of agro-processing projects and micro-irrigation projects has contributed to improved productivity, food security and increased cash flow of the beneficiaries.'</i></p>
1923: Increased family incomes.	<p>At national level it is known that poverty has not been decreasing over the last decade, and that there is a widening gap between rural and urban population, with rural poverty increasing more than urban poverty.</p> <p>At EC programmes level, no specific MER mechanism has been put in place to measure increased family incomes in communities having benefited from EC support. However, there are some qualitative records about the results and/or impact of some of the income generating activities.</p> <p>MPP6 Final evaluation, p 24: <i>'The FEM<sup>153</sup> has often noted a lack of capabilities of the people involved in income generating projects regarding the economical side or the production processes. Many projects did not hold records and business plans were almost always absent. Often people had no idea what income they should receive from a particular project, for instance a palm oil mill, in order to cover the costs and make allowances for replacement. There has been too little entrepreneurial training for the beneficiaries before the start of the projects. (...)</i></p> <p>MPP6 Final evaluation, annex 10-1: <i>'The income generating activities have had a direct and positive bearing on MDG 1'.</i></p> <p><b>In conclusion:</b> There are illustrations of increased family income resulting from EC-supported microproject programmes; yet (i) capabilities of people involved in income-generating projects seem to have been most often limited; (ii) the undeniable direct positive bearing on poverty reduction mentioned above has not been measured but surely exists.</p>
1924: Increasing numbers of private enterprises	<p><b>At national level:</b> Although the reforms of the last few years have been encouraging, it is undeniable that the necessary conditions for private sector led development are not met (infrastructure, business ad regulatory environment). Over the next few years a fine balancing act will be required to accelerate private investment in human and physical capacity while simultaneously improving the quality of public investment, especially in infrastructure. The latter consideration will be particularly important at the state and local government levels where past investments have often failed to deliver sufficiently tangible results.<sup>154</sup></p> <p><b>In Niger Delta rural areas</b> targeted by the micro projects programmes (MPP3 and MPP6): Increasing the numbers of private enterprises is not an issue in those programmes that target communities (CSOs and CBOs), not private enterprises. Hence this indicator is not measured in MPP3 and MPP6. The impossibility for MPP6 to implement its micro-finance</p>

153 Final Evaluation Mission

154 CSP10, p24



	component has limited its capacity to support the creation of private enterprises.
Judgment Criterion 9.3	Microproject programmes have promoted transparency and accountability in use of resources and contributed to conflict resolution and prevention.
JC answer	MPP3 and MPP6 implementation instruments were based on transparent calls for tender. They gave rise to projects in which respective roles of state, local government, community, NSAs were defined. All projects were run in full transparency towards all stakeholders. Working together on a common project developed cooperation links at local/community level that did not necessarily exist before. Common work contributed to conflict prevention and resolution. The sustainability of such results already achieved will depend on the capacity of stakeholders to maintain the links, around the projects, beyond EC presence. MPP documents provide numerous case studies with illustrations of reasons to foresee the sustainability of the results. The MPP process will not end with MPP6 as MPP9 is already on the way. Step by step the success stories will be disseminated.
The below I931, I932 and I933 refers to the communities supported, related to comparable communities not supported:	
I931 Constructive inter and intra-community relationships developed.	MPP6 MR-01165.03 – 06/06/07, page 2: <i>‘The project has enormous prospects for impact in all areas. MPP6 already portrays numerous successes one of which is the Akuku Bridge project. (...) This project has (...), without doubt, visibly cut the poverty prevalence in this rural community. Social tensions and conflicts within the community have also reduced considerably.’</i>
I932: Increased level of participation in decision making processes (in community and at local levels) and visible involvement of CBOs, NSAs and NGOs.	<p>The perception here varies according to the sources consulted.</p> <p>Evaluation of European Commission support to Microproject Programmes under the European Development Fund in ACP countries Final Report – Volume I - Main Report – August 2006 page 32: <i>‘While participation of local communities was present in all MPP, its quality (in terms of delegated responsibility to local authorities and civil society) varied strongly between programmes. Participation was considered satisfactory or strong (in terms of actual implementation or at least in terms of programme design) in eight countries; for example, MPPs in Swaziland and Zambia included mechanisms of direct disbursement to local communities. In contrast, participation was reported weak in four countries, such as in Nigeria where activities were largely initiated by the MPP.’</i></p> <p><i>Idem, p33: ‘Local community experience with participation: in Nigeria and Togo, where participation was weak, participation was a relatively new concept for local communities.’</i></p> <p>MPP6. MR-01165.02 – 15/06/06, page 2: <i>‘The beneficiaries of the projects are the communities in which they are sited and these communities have access to project services. (...) The participatory involvement of the community at every step in the process including providing in-kind contributions such as labour and other services is promoting a great sense of ownership. By the end of April 2006, a total of 510 projects had been completed benefiting about 3,283,010 people (...). The beneficiaries were so involved in the choice and planning of projects needed by the community that they will continue to make use of relevant services after external support has ended. Through its seminars and training programmes, the Project has contributed a lot to the promotion of participation, accountability and human rights, as well as enhanced the roles of local NGOs in public policy making and implementation. All the project partners are being trained properly - technically, financially and managerially so that projects can be handed over to them as soon as completed. All of the above factors strongly increase the overall potential sustainability of the project.’</i></p> <p>There has been a visible involvement of CBOs, NSAs, and NGOs in EC programmes: SRIP, Water Supply and Sanitation Sector Reform Programme (WSSSRP), INSIDE, MPP3, MPP6 and Support through the Thematic Budget Lines.</p> <p>Networks of NSAs supported for state budget oversight (Cross River State) with influence on budgetary decisions.</p>

I933: Improved safety and security.	...MPP6. MR-01165.02 – 15/06/06 <i>‘Visits to some projects in Imo State showed a remarkable feature of self-confidence, the can-do spirit, high in all of the communities without exception. A lot of them are even planning to execute projects on their own. There is a strong likelihood of the relative social stability continuing in the Niger Delta, Local Governments are increasing in competence and means, and together with other institutions, providing the inputs required of them. This will in turn enable the wider project impact of improved living standards for the rural population of the Niger Delta, and democracy-building and conflict-prevention, to be realized.’</i>
Judgment Criterion 9.4	Adequate integration of crosscutting issues
JC answer	<p>HIV/AIDS: MPP6 efforts at mainstreaming HIV/AIDS included the organisation of two HIV/AIDS mainstreaming workshops for MPP6 staff and CSOs partners in 2006.</p> <p>Gender: Following recommendations from the Mid-Term Review of MPP6, a gender mainstreaming training was conducted for staff and CSOs of MPP6 in 2006.</p> <p>Environment: MPP6. MR-01165.02 – 15/06/06: <i>‘The project (MPP6) respects environmental needs and as such is managing its environmental responsibilities.’</i></p>
I941: Existence and effectiveness of HIV/AIDS awareness campaigns as an integral component of EC support interventions.	<p>...MPP6 Final evaluation: <i>‘MPP6 efforts at mainstreaming HIV/AIDS included the organisation of two separate HIV/AIDS mainstreaming workshops for MPP6 staff and CSOs partners in 2006. The workshops were aimed at enabling participants to appreciate HIV/AIDS as development issue with legal, ethical, economic, social and cultural dimensions, enhancing their understanding of HIV/AIDS mainstreaming and assessing their capacity to begin to mainstream it into their organisations and activities.’</i></p> <p><i>HIV Mainstreaming manual and action plans were developed from the workshop and some of the actions identified in the plans included: creation of HIV/AIDS awareness and sensitisation during community engagement, step up HIV/AIDS working communities, free HIV/AIDS testing for community member, distribution of condoms to staff during field work and counselling unit for staff.’</i></p>
I942: Evidence of gender related considerations in the EC supported interventions.	<p>Gender considerations are taken into account in Draft 9<sup>th</sup> EDF CSP:</p> <p>CSP9, p8: <i>‘Furthermore, as laid down in Article 20 of the Agreement, systematic account shall be taken in mainstreaming into all areas of cooperation the following thematic or cross-cutting issues: gender issues, environmental issues and institutional development and capacity building.’</i></p> <p>CSP9, p25: <i>‘Improving water supply is particularly important as a contribution to working towards gender equality, since the burden of fetching water is born by women and children.’</i></p> <p>Gender-based budgeting activities (evaluation of CMD<sup>155</sup>’s staff capacities to undertake training activities in this field, training activities themselves) took place under SRIP 1.</p> <p>MPP6 MR-01165.03 – 06/06/07: <i>‘The project contents and methodology also does reflect a gender-sensitive approach, to the extent that a number of Gender Mainstreaming Workshops for staff and Partners have been organized over the period. One of these was organized at Oguta, Owerri and Uromi with a total of 117 males and 86 females. There is a great likelihood of increased gender equality beyond project end.’</i></p> <p>MPP6 Final evaluation: <i>‘MPP6’s framework did not include a gender strategy at inception. However, following recommendations from the Mid-Term Review of MPP6 a gender mainstreaming training was conducted for staff and CSOs of MPP6 in 2006. Since the training was conducted in 2006, new staff of MPP6 recruited afterwards has not had the opportunity of having gender training.’</i></p>

	<b>In conclusion</b> , EC supported interventions evidently take due consideration of gender-related issues both at the strategic phase and during programmes design and implementation. This issue has been integrated into EC culture.
I943: Environmental considerations are an integral component of EC support interventions (including awareness rising of impacts of malpractices).	Environment is given due consideration in the MPP programmes, as evidenced in MPP6. MR-01165.02 – 15/06/06, page 2: <i>'The technology used by the project is appropriate, building on existing practices and knowledge. The project encourages the development of local knowledge and capacity and to a large extent maximises the use of local resources. The project respects environmental needs and as such is managing its environmental responsibilities.'</i>
I944: EC has added value to the support offered by EU Member States	<p>The mechanisms of coordination of support to micro projects, between EC and EU MS, have not been explicated. MPP6 was active in six Niger Delta states: Abia, Akwa Ibom, Cross River, Edo, Imo and Ondo. DfID is active in all these states.</p> <p>Some EU Member States cooperate with Nigeria (Austria, Belgium, Bulgaria, Czech Republic, France, Germany, Greece, Italy, Netherlands, Norway, Romania, Slovakia and Spain). Bilateral cooperation focuses on areas of mutual interest covering a wide range of issues (trade, investment, energy, oil, migration, security, etc.). EC main added value is that it acts as a trigger for change rather than only defending national interests.</p> <p>Through its MPP programmes the EC makes effort to contribute to improving rural livelihoods, a topic which is not on the agenda of most bilateral aid. Here the EC has some added value to the support offered by EU Member States, even if such added value remains limited due to the difficulties encountered by MPP programmes to disseminate positive experiences in that field.</p>
I945: Adequacy of EC visibility	<p>All EC programmes have a budget for visibility actions. Highest visibility is achieved by PRIME. In 2009 the ECD has made a great effort to promote EC visibility through: The production of JAR 2008 in due time; The finalisation of CSP 10; The organisation of a JAR 2008 consultation workshop with NSAs; The organisation of a JAR 2008 consultation workshop with stakeholders; The organisation of a CSP10 consultation workshop with NSAs, with press and TV coverage; The celebration of Europe's day with a cocktail party at the Nikon Hotel</p> <p><b>In conclusion:</b> EC visibility has been adequate and has made significant progress recently. Yet it could be enhanced through the diversification of visibility actions and the move towards actions with higher impact at national level. This is envisaged in CSP10, which, among others, foresees to collaborate with the media to increase public awareness on governance issues and to maximise the outcome and impact of development projects</p>

## 5.10 EQ 10: 3Cs

EQ 10	To what extent has the Commission's support to Nigeria been coordinated, coherent with and complementary to other policies and actions of the European Commission and other donors?
Justification and Comment	<p>The CSP is part of the larger picture of the relations of EC and the member states with Nigeria, which also includes issues such as trade, migration, regional integration, peace and security. Given the population size, economic weight and regional importance of Nigeria, the coherence between the aid intervention and the other policies are matters of substantial importance.</p> <p>On this background, it is of specific interest to explore to which extent value has been added through the EC-acting on behalf of the member states and in which ways the EC has facilitated the coordination of the interventions of the member states in particular and with the rest of the donor community.</p>
Judgment Criterion 10.1	The EC aid is complementary to aid from EU-member states and other donors.
JC answer	<p>In the light of the relatively limited international development cooperation in Nigeria, including on the part of most of the EU MS – and its limited role in the Nigerian economy and society – it is noted in several JARs that complementary (as well as the other “2Cs” do not apply in the same way in Nigeria as in “normal” developing countries.</p> <p>However, it appears that the EC cooperation with Nigeria is not explicitly complementary to the MS cooperation, especially DfID, which is the only MS cooperation with a large presence in Nigeria, covering partly the EC focal states and partly the same sectors. A limiting factor appears to be a somewhat low priority on the Nigerian Side to the issues related to aid effectiveness, according to JAR 2008 while earlier JARs have argued otherwise.</p>
I1011: The interventions by the donor community in Nigeria correspond with Nigerian priority sectors to the extent possible.	<p>Available information at this stage indicates a high degree of correspondence between the cooperation at large and the Nigerian priority sectors. A limiting factor appears to be a somewhat low priority on the Nigerian Side to the issues related to aid effectiveness.<sup>156</sup></p> <p>For example JAR 2008 mentions (p 27) that: “WB, DFID, USAID and AfDB plan to have a common Country Partnership Strategy for 2010-2013. The three main pillars are improving governance, sustaining non-oil growth, and improving human development. Analysis and response strategy are close to those from EC cooperation. EC was not able to be part of it due to its own constraints: the link made with the political dialogue and the specific format to respect the CSP. The idea is to develop an overarching document with the government, which could be used as reference document by all donors (National Development Partnership Framework, NDPF). National Planning Commission and Ministry of Finance are supporting that process. The last reshuffle has delayed the discussion about the final document.”</p> <p>The EC has a well working coordination with the UN-organisations represented in Nigeria, while their performance as cooperation channels for the EC has not always been perfect.</p>

156 JAR 2008, p 26-27

<p>I1012: The geographical and sector distribution of interventions by the donor community in Nigeria is complementary to interventions of EU-member states and other donors.</p>	<p>Geographically, the presence of the World Bank, and among the bilateral donors, DfID, is observed in most Nigerian states, and the presence of some other cooperation partners in a limited number of states.</p> <p>Sector-wise, there appears to be no explicitly applied complementarity between the cooperation partners, who seem to some extent to be working in the same main areas related to service provision and governance.</p> <p>CSP10 provides some information on the programmes of Member States and other donors in Nigeria (page 42, extracts): <i>'Following the 2003 elections a concerted shift to support the reform efforts initiated at the Federal level was undertaken both by the bilateral (DFID, USAID, CIDA) and the multi-lateral donors (World Bank, EC, UNDP, and the African Development Bank). All donors are using a project implementation approach in their development programmes. The total amount of disbursement for the main donors was about US\$ 770 million in 2007, equivalent to less than 2% of public expenditure and less than 1% of the GDP. Donors plan to increase their effort in the coming years and to reach a disbursement level of US\$1.6 billion by 2010. Within EU, only UK and EC (EDF) have a comprehensive strategy and a high annual disbursement rate. However, the Netherlands, Germany, France and Italy have some significant activities. The Agence Française de Développement has recently opened an office in Abuja and plans to deliver soon substantial loans. A mapping out of EU cooperation was undertaken in April 2008 within the framework of the EU Code of Conduct and is regularly updated. The World Bank and UK (DFID) elaborated a common country partnership strategy in 2005 and will renew it in 2009. USAID and The African Development Bank (AfDB) are also planning to share this strategy. The strategy focuses on governance issues, service delivery, private sector development and investment. It also envisages concentration on governance and service delivery activities in a limited number of "lead States". It is likely that the donors' perception is that dialogue with all levels of government has improved during recent years'</i>.</p>
<p>Judgment Criterion 10.2</p>	<p>Objectives of EC development interventions and those of the other Community policies (particular in the fields of migration, human trafficking, crime, peace and security) converge in their intent towards Nigeria.</p>
<p>JC answer</p>	<p>There is a high degree of convergence between the EC cooperation in Nigeria and the other EU policies in relation to Nigeria.</p> <p>In the field of peace and security, there appears to be a case for a common political agenda, given high convergence of interests and the politically sensitive nature of the issues. No cases of concerted action or agreed division of labour between the EC and the EU MS have been identified thus far.</p>
<p>I1021: The objectives of EC interventions and EU-policies, in particular in the fields of migration, human trafficking, crime, peace and security, are not contradictory</p>	<p>The EC interventions are in line with the EU policies in so far as the cooperation objectives to improve service public delivery and ameliorate poverty tend to reduce the pressure, which increases such problems as human trafficking and other crime as well as reducing migration to the extent livelihoods are improved in Nigeria.</p> <p>Furthermore, the (limited) EC cooperation directed towards the strengthening of the Nigerian justice system works towards the reduction of human trafficking and other crime.</p>

I1022: Common political agenda for the EC and the member states in relation to Nigeria has been established.	A common political agenda is only partly achieved, since the MS tend to pursue their own national interest, which may not necessarily be convergent with the EC objectives for cooperation. However, in the field of peace and security, there appears to be a case for a common political agenda, given high convergence of interests and the politically sensitive nature of the issues.
Judgment Criterion 10.3	The EC and the member states have established mechanisms for the coordination of their aid to Nigeria.
JC answer	Aid coordination mechanisms of the EC and the MS are in place but not so far fully exploited.
I1031: EC and the member states meet regularly for discussing their interventions in defined sectors or related to crosscutting issues	<p>The EC and the MS meet regularly for deliberations on the cooperation with Nigeria in general. However, this does not automatically imply coordination of the efforts. The greatest coordination potential among the MS appears to be with DFID. So far this potential has apparently not been exploited very much. According to interviews<sup>157</sup>, part of the reason is bad timing in the sense that DFID had recently elaborated a new strategy for its own operations at the time of conception of the CSP, while the moment should be more auspicious for coordination in relation to the 10<sup>th</sup> EDF.</p> <p>More concretely the JAR 2008 (p 27) mentions that: "Member States implementation of the EU code of conduct is ongoing with the finalisation of a mapping out of EU cooperation and some perspective to coordinate activities in the justice sector (DFID)."</p> <p>Again it is said (JAR 2008, p 27) that a higher GoN priority would be beneficial for enhanced coordination in general: "NDPF should allow improving sectoral coordination. So far such coordination started in the area of public financial management (WB, DFID, USAID, UNDP, and EC). Such coordination is still missing in the Water sector."</p>
I1032: Cases of concerted action between the EC and the member states.	No such cases have been identified thus far. Nor has there been identified any agreed division of labour between the EC and the EU MS.
I1033: The EC applies the principles of the Paris Declaration on Aid Effectiveness related to aid coordination.	<p>The ECD in Nigeria attempts to apply such principle within the relatively limited donor community in Nigeria, of which the most important members are, in addition to the IFIs, the UK within the EU, and the US. The member states participate in the elaboration of the EC strategy. However, as indicated above, coordination of aid does not appear to live fully up to the Paris Declaration.</p> <p>JAR 2008, pp 26-27: "EC programmes in Nigeria are aligned with the country strategy. The lack of a real National Development Plan is an obstacle for the improvement of aid effectiveness, to support alignment and complementarity of donors' activities. The only existing comprehensive strategy is NEEDS 2<sup>158</sup> (2008-2010), which was prepared by the former administration and non-formally approved; The Federal Government intends to address that issue by establishing a development strategy in line with the 7 Point Agenda of the President."</p>
Judgment Criterion 10.4	The value added of EC-activities in relation to European bilateral cooperation is visible.

<sup>157</sup> Dev D, 11 June 2009

<sup>158</sup> National Economic Empowerment Strategy

JC answer	<p>According to EC sources (ECD and Dg Dev), added EC value materialises in the EC not being tied to particular national interests in for example energy supply or migration. This enables the EC, to a higher extent than the MS, to support Nigeria in politically sensitive areas like the census, the election cycle or the promotion of peace and stability in the Niger Delta area.</p> <p>The role of the EC, in relation to the member states and other donors, is marked by the particular characteristics of Nigeria in being a large country, a politically important regional power and one of the major oil producers of the world. While the majority of the EU member states are represented in Nigeria (19 out of 27), the main motive of most of them for being represented is rather other interests than development cooperation. On this background, the materialised added EC value may not consist so much in coordinating and facilitating cooperation as in “reminding” EU member states about the development needs of Nigeria and in keeping the focus on the poverty orientation of cooperation with Nigeria.</p> <p>However, regarding specific development issues related to the fight against poverty and in relation to the MDGs, the added value of the EC to the support by EU MS appears not to have fully materialised. Thus it is found regarding regional cooperation that although the EC brings specific experience and large resources to regional support, there is little or no evidence that such added value has yet materialised. In a similar way, it is found regarding the MPP programmes the EC efforts to contribute to improving rural livelihoods represents an area, where the EC has value to add to the support offered by EU Member States, even if such added value remains limited.</p>
I1041: EC member states representatives consider EC interventions a valuable complement to their own action	<p>Added EC value is identifiable in several dimensions: The EC collaborates with EU MS on a number of issues like EPA negotiations, safe access to energy resources and solving conflict in the Niger Delta. EC intervenes in sectors and states where other EU MS are not present, with a tendency for the EC cooperation to more explicitly poverty oriented than the bilateral MS cooperation, which focuses more on areas of mutual interest such as trade, investment, energy and migration. Regarding political issues, the EU is able to talk to Nigeria, in the name of all EU MS, on a number of topics of interest to all EU MS, which allows for coherent common positions.</p> <p>However, as above indicated, regarding specific development issues related to the fight against poverty and the MDGs, the added value of the EC to the support by EU MS appears not to have fully materialised.</p> <p>The EC performs a unique role within the 19 MS donor community in Nigeria in representing only the EU common interest, expressed in the Cotonou Agreement and Lisbon Declaration, as opposed to the particular national interests.</p>
I1042: Evidence of action by EU member states facilitated by the EC	No such cases have been identified thus far.

## ANNEX 6 LIST OF PERSONS/ INSTITUTIONS MET

### 6.1 List of persons met during Inception and Desk Phase

Name	Institution/Unit	Sector
<b>Brussels</b>		
ALLOA Pierfranco	AIDCO F1	NSA
APPADU Kaviraj	AIDCO C 2	all
BARBE Thierry	AIDCO C2	all
CEMPELOVA Daniela	AIDCO 03	all
DAGARI R.	Embassy of Nigeria to Belgium	all
EL-KUM MOLINA Susana	Former EC staff member	Governance, Human Rights, Gender
LAGERLOF Helena	AIDCO F2	EIDHR
LOECKX Sandrine	AIDCO F2	EIDHR and Ifs
PACIFICI Attilio	DG DEV D2	all
OBELLE Dan	Embassy of Nigeria to Belgium	all
ORRÚ Silvia	AIDCO 03 (Evaluation Manager)	all
ROBAYS Jo	AIDCO E3	Health
TSINAS Chrysostomos	AIDCO 03	all
WRIGHT Moya-Michaela	DGDEV D2	all
<b>Abuja</b>		
AKUBOR Mary-Anne	EC Delegation Abuja	all
AYEKE Anthony	EC Delegation Abuja	Health
GRANDA Ramon Reigada	EC Delegation Abuja	Human Development
IGLESIAS Roa Manuel	EC Delegation Abuja	Regional cooperation
JOARIS Alain	EC Delegation Abuja	all
OMOPINTEMI Modupe Joan	EC Delegation Abuja	NGOs, thematic Budget lines
PURDUE Julie	EC Delegation Abuja	Water & Sanitation
RODRIGUEZ Ignacio Granell	EC Delegation Abuja	Governance
Dr TAIWO A.	National Planning Commission	all
THIEULIN Denis	EC Delegation Abuja	all



## 6.2 List of Persons and Institutions Met during Field Phase

	Name	Function	Partici- pants	Date	Subject
<b>EC Delegation</b>					
ECD	Alain JOARIS	Head of Section Finance and Contracts. At that time: Acting Head of Del.	all	Mo 28 <sup>th</sup> September Tue 29 <sup>th</sup> September	Efficiency
ECD	Augustin OYOWE	(Ho Operations 2) Institutional & Economic Reform, Civil Society, Democracy & Human Rights Section	all	Mo 28 <sup>th</sup> September	General
ECD	Omotunde ONI	Project Officer OP2	all	Mo 28 <sup>th</sup> September	General
ECD	Ignacio GRANELL	Focal Point Delegation	all	Friday 9 <sup>th</sup> October	General
ECD	Priscilla ANKUT	Desk Officer (INSIDE)	CB ; GO, JK	Mo 28 <sup>th</sup> September	Institutional reform; HR, CSO
ECD	Julie PURDUE	WATSAN expert	RR (MN)	Wed 30 <sup>th</sup> September	WATSAN
ECD	Martin MBONU	Desk Officer	RR (JK)	Mo 28 <sup>th</sup> September	WATSAN
ECD	Kate KANEBI	Wat San expert	RR (JK)	Mo 28 <sup>th</sup> September	WATSAN
ECD	Dr Maryam Onyinoyi ABDU	Project Officer, Rural and Social Development	all	Friday 9 <sup>th</sup> October	MPP
ECD	Danladi Okuk PLANG	Desk officer EFCC Justice TCF	CB ; GO	Tue 29 <sup>th</sup> September / 9-10h	Institutional reform; HR, MPP
ECD	Modupe OMOPINTEMI	CSO	GO, CB	Tue 29 <sup>th</sup> September	CSO
ECD	Anthony AYEKE	Desk Officer Health related issues	RR, JK	Tue 29 <sup>th</sup> September /	Health
ECD	Manuel IGLESIAS ROA	Ho- Operations 1 "Regional Cooperation"	RR	Mo 28 <sup>th</sup> September	Reg. Int
ECD	Belen CALVO UYARRA	Head of Section - POETIC "Politics, Economics & Trade, Information & Communication"	GO, RR	Thursday 8 October	Efficiency, Reg.Int
<b>NPC</b>					
NPC	L. D. BAGAIYA	Director International Cooperation Department ICD	all	Wed 30 <sup>th</sup> September	Relevance
NPC	Abiod TAIWO	Deputy Director – ICD	all	Mo 28 <sup>th</sup> September Wed 30 <sup>th</sup> September	Relevance
NPC	Ibrahim ABUBAKAR	Desk Officer MPP9	CB, JK	Wed 30 <sup>th</sup> September	MPP
NPC	Anthony AGOYI	Desk Officer Justice	GO	Wed 30 <sup>th</sup> September	HR
NPC	Emmanuel ATIATA	Desk Officer Census/EFCC	CB, JK	Wed 30 <sup>th</sup> September	Census/EFCC
NPC	Dr. Yisa AWOYINKA	ICD, Desk officer NAO support	all	Mo 28 <sup>th</sup> September Wed 30 <sup>th</sup> September	Relevance

	Name	Function	Participants	Date	Subject
NPC	Ikem AZUBUIKE	Desk Officer MPP6	CB, JK	Wed 30 <sup>th</sup> September	MPP
NPC	Omobola FASHEWE	Desk Officer INSIDE	GO	Wed 30 <sup>th</sup> September	INSIDE
NPC	Chamberlain OKORO	SRIP	CB, JK	Wed 30 <sup>th</sup> September	Inst.reform
NPC	Olanrewaju OPANUBI	Desk Officer WSSSRP	RR	Mo 28 <sup>th</sup> September Wed 30 <sup>th</sup> September	WATSAN
<b>Ministries / National Agencies</b>					
Ministry of Foreign Affairs	Felix PWOL	Director ECOWAS coordination	RR	Thursday, 8 <sup>th</sup> October	Reg Int
Ministry of Foreign Affairs	B. NURUDEEN	Deputy Director	RR	Thursday, 8 <sup>th</sup> October	Reg Int
Ministry of Foreign Affairs	Femi ROTIMI	Director Trade Department	RR	Thursday, 8 <sup>th</sup> October	Reg.Int
FMAWR	Eng. Sanusi MAIAFU	Head of Water Sector Coordination	RR	Monday, 5 <sup>th</sup> October Tuesday 6 <sup>th</sup> October	WATSAN
FMAWR	Chief Obioha AGADA (Dr.)	Deputy Director	RR	Monday, 5 <sup>th</sup> October Tuesday 6 <sup>th</sup> October	WATSAN
NPopC	Rev. W. D. C. WOKOMA and staff	Director National Population Commission	GO , CB	Friday 2 <sup>nd</sup> October	Inst Reform/Census
National Primary Health Care Development Agency	Dr. MAMAN	Deputy Director Immunisation	RR	Wed 7 <sup>th</sup> October	Health
<b>State Governments, Ministries, LGA, communities, micro projects</b>					
Government of Cross River State, Department of Monitoring and Evaluation	Mr Roy NDOMA-EGBA and other representative of Government, ministries, CS	CRS 2010 Budget Consultative Forum 2-5th October 2009	GO , CB, JD	Monday, 5 <sup>th</sup> October	Budget Consultation
Min. of Planning CRS	Mr Roy NDOMA-EGBA and staff	Head of Department of International Donor Support SAO Cross River State	GO , CB, JD	Monday, 5 <sup>th</sup> October	Cooperation with CRS
SMoH Kano	Aisha ISYAKU KIRU	Honorable Commissioner	RR, JK Perm. Secretary, Dir. PHC	Friday 2 <sup>nd</sup> October	Health
SmoH Kano	Abdulrhaman YAKUBU	State Immunisation Officer	RR, JK	Friday 2 <sup>nd</sup> October	Health

	Name	Function	Parti- pants	Date	Subject
SMWR Kano	Ibrahim Idris DAHO	Programme Manager	RR, JK	Friday 2 <sup>nd</sup> October Monday, 5 <sup>th</sup> October Tuesday 6 <sup>th</sup> October	WATSAN
SMWR Kano	Sanusi Usman DAMBATT	Director Planning, Research & Statistics	RR, JK	Friday 2 <sup>nd</sup> October Monday, 5 <sup>th</sup> October Tuesday 6 <sup>th</sup> October	WATSAN
SMWR Kano	A.O. BABAYEMI	WSS Engineer	RR, JK	Friday 2 <sup>nd</sup> October	WATSAN
Min. of Planning and Budget Kano	Ashiru DAN'AZUMI ZAGE	Deputy SAO Kano, Permanent Secretary	RR, JK, MN	Friday 2 <sup>nd</sup> October	WATSAN
LGA Karaye Health Department	Adama SHEHU	Primary Health Care Coordinator	MN, JK	Monday, 5 <sup>th</sup> October	Health
LGA Karaye Health Department	Mrs Madisa	PHC Officer	MN, JK	Monday, 5 <sup>th</sup> October	Health
<b>PMUs/ STU coordinators</b>					
EFCC	Alain NKOYOCK	ITS project coordinator.	CB	Wed 30 September	Inst Reform
INSIDE	Walter BRESSELEERS	TL INSIDE PMU Director	GO	Friday 2 October	Civil Society
IWRM	Muhammad CHIROMA	Team Leader KYB IWRM Project	RR	Monday 5 October Tuesday 6 October	WATSAN
MPP9	Margaret HAMMER and staff	Team Leader MPP9	CB, GO	Monday 5 October Tuesday 6 October	MPP
NAO support	Pieter ROBBERN and staff	Programme Director	CB, GO	Friday 2 October	Efficiency
PRIME	Dr Umar ABBA	Former TL	RR, JK, MN	Friday 2 October	Health
RUWASSA (Rural Water Supply and Sanitation Agency) Kano	Babangida SANI	Community Mobilisation and Health Education Manager	MN, JK	Monday 5 October Tuesday 6 October	WATSAN
RUWASSA Kano	Adamu SALIHU	MD	RR	Monday 5 October Tuesday 6 October	WATSAN
RUWASSA CRS	Patrick E. EMORI	Programme Manager STU CRS	RR	Monday 5 October Tuesday 6 October	WATSAN
SRIK	Dr. Houssou Bienvenu	TL, Support to Routine Immunisation in Kano State (SRIK)	RR, JK	Friday 2 October Monday 5 October	Health

	Name	Function	Participants	Date	Subject
SRIK	Dr. Goli Lamin	Immunisation Officer	RR, JK	Friday 2 October Monday 5 October	Health
SRIP	Jean Yves GOURDOL	Director Support to Reforming Institutions Programme (SRIP)	GO, RR, CB, JK	Tuesday 29 Sep	SRIP
SRIP	Chichi ANIAGOLU-OKOYE (PhD)	Deputy Programme Director	GO, RR, CB, JK	Tuesday 29 Sep	SRIP
SRIP CRS	Etienne YEMEK	Cross River State SRIP Coordinator	CB, GO; JD	Monday, 5 <sup>th</sup> October	Inst. Reform
SRIP Osun	Augustine FOSU		MN	Prel. Study	NSA
WSSSRP (Water Supply and Sanitation Sector Reform Programme)	Nick FOSTER	WSSSRP STU Team Coordinator	RR, JK, MN	Tuesday 29 <sup>th</sup> September Monday 5 October Tuesday 6 October	WATSAN
WSSSPR	Said ALLAOUI	Programme Coordinator	RR	Monday 5 October Tuesday 6 October	WATSAN
WSSSPR	R.T. LAWAL	PMU: F&CM	RR	Monday 5 October Tuesday 6 October	WATSAN
WSSSPR	Bill WANDERA	PMU: Water Management Expert	RR	Monday 5 October Tuesday 6 October	WATSAN
WSSSPR	Mfon INYANG	Office Manager	RR	Monday 5 October Tuesday 6 October	WATSAN
WSSSRP Kano	Adebayo ALAO	Head of STU WSSSRP Kano	RR, JK	Friday 2 October	WATSAN
WSSSRP Kano	Halliru SHARADA	Counterpart Accountant WSSSRP Kano	RR, JK	Friday 2 October	WATSAN
WSSSRP Kano	C.J. UDOKANG	Finance & Contract Manager WSSSRP Kano	RR, JK	Friday 2 October	WATSAN
WSSSPR Kano	Ruky NZEKWUE	Com. Mobil, Health & Hygiene Expert	MN, JK	Monday 5 <sup>th</sup> October Tuesday 6 <sup>th</sup> October	WATSAN
WSSSRP	Martin EDE	Former state coordinator of WSSSRP	JK, MN	Monday 5 <sup>th</sup> October	WATSAN
WSSSRP Osun	Alhaji Yusuf OLUWATOYIN	PM WSSSRP, MWRE&RD	RR	Monday 5 <sup>th</sup> October Tuesday 6 <sup>th</sup> October	WATSAN

Office of the Special Advisor to the Presidency on Relations with Civil Society	Mr Chineme E. UME-EZEOKE	Special Advisor to the President	GO, CB	Friday 2 October	CS
	Chudi A. AKUDE	Technical Coordinator	GO, CB	Friday 2 October	CS
<b>International Organisations/ EU MS</b>					
Swedish Embassy	Efraim GÓMEZ	First Secretary	GO, JK	Wednesday 30 September	3C
UNDP	Turhan SALEH	Country Director	RR	Wednesday 7 <sup>th</sup> October	HR
UNDP	Samuel EGWU	Governance Team Leader	RR	Wednesday 7 <sup>th</sup> October	Gov.
Unicef	Boubacar DIENG	EPI Team Leader	RR	Tuesday 6 <sup>th</sup> October	Health
Unicef	Vinod ALKARI	Chief Water Sanitation and Hygiene	RR	Tuesday 6 <sup>th</sup> October	WATSAN
Unicef	Bishnu TIMILSINA	Water Environment and Sanitation Specialist	RR	Tuesday 6 <sup>th</sup> October	WATSAN
Unicef	Yetunde Adegoke	Wash M&E Officer	RR	Tuesday 6 <sup>th</sup> October	WATSAN
Unicef (Lagos)	Patrick OSUOCHA	Wash specialist	RR	Tuesday 6 <sup>th</sup> October	WATSAN
UNoDC	Dagmar THOMAS	Country Representative	GO, CB, JK	Tue 29 <sup>th</sup> September	EU Support to law enforcement against economic and financial crimes
UNoDC	Ulrich HÄUSSERMANN	EFCC Office	GO, CB, JK	Tue 29 <sup>th</sup> September	EEFC
WHO	Pamela Akinyi MITULA	Medical Officer EPI	RR	Tuesday 6 <sup>th</sup> October	Health
WHO	Catrien de WIJKERSLOOTH	Technical Officer	RR	Tuesday 6 <sup>th</sup> October	Health
World Bank	Onno Ruhl	Country Director	GO, CB	Friday 2 <sup>nd</sup> October	3C
<b>others</b>					
ITAD	Don BROWN	Project Director	RR	Tuesday 6 <sup>th</sup> October	WATSAN
IWRM Cross River	Ian HOGG	IWRM Cross River	RR	Tuesday 6 <sup>th</sup> October	WATSAN
WSSSRP	Frédéric MERTENS	M&E Consultant	RR	Tuesday 6 <sup>th</sup> October	WATSAN
WSSSRP, ITAD	Peter SMITH	Consultant	RR	Tuesday 6 <sup>th</sup> October	WATSAN
<b>NGOs/CSO</b>					
Transition Monitoring Group Centre for Dev. Support Initiative Women Environmental Programme		Abuja NGOs	GO	Friday 2 October	CS
		Kano NGOs	MN	Sat 3 October	CS
Budget Transparency and Accountability Network (BTAN)			GO, CB, JD	Wed 7 <sup>th</sup> October	CS

Concern Universal, Cross River State	Mike MISHIKI	Country Director	GO, CB	Wed 7th October	CS, Water
	Joelle PLUMEREL	Projects Coordinator			
Agents for Nigeria. Good Environment and Living Standards (ANGELS)	Miss LAYIDE	secretary of the civil society network	MN	Prel. Study	CS
Life Vanguard	Mr AYENI	Representative	MN	Prel. Study	CS
NETNOS Osun state civil society network	Tony ILORIN	Representator of the philanthropy department of the Catholic Church in Nigeria (J.D.P.M.C.)	MN	Prel. Study	CS

## ANNEX 7 MISSION CALENDAR

The following table provides an overview over the Field Study to Nigeria. For detailed information regarding the interviews, please refer to Annex 6: List of persons/ institutions met.

Day	Gunnar Olesen	Catherine Bouveyron	Rolf Reichert	Manson Nwafor	Jafar Danesi	Jutta Keilbach
22-23. Sep				FG meeting, CSOs, Osun State		
26 Sep	Saturday TRAVEL Copenhagen-Abuja	TRAVEL Paris-Abuja	TRAVEL Stuttgart-Abuja			TRAVEL Stuttgart-Abuja
27 Sep	Sunday, TEAM MEETING	TEAM MEETING	TEAM MEETING	TRAVEL Ibadan-Abuja		TEAM MEETING
28 Sep	BRIEFING ECD: - Augustin Oyowe - Alain Joaris - Priscilla ANKUT - Martin MBONU - Kate KANEBI  BRIEFING NPC: - L. D. BAGAIYA - Abiod TAIWO - Olanrewaju Opanubi  <b>Interviews:</b> Manuel Iglesias Roa, ECD	BRIEFING ECD: - Augustin Oyowe - Alain Joaris - Omotunde ONI  BRIEFING NPC: - L. D. BAGAIYA - Abiod TAIWO - Olanrewaju Opanubi  <b>Interviews:</b> Yisa AWOYINKA NPC:	BRIEFING ECD: - Alain JOARIS - Augustin OYOWE - Omotunde ONI - Priscilla ANKUT - Martin MBONU - Kate KANEBI  BRIEFING NPC: - L. D. BAGAIYA - Abiod Taiwo, Dep. Director - Olanrewaju Opanubi  <b>Interviews:</b> Martin Mbonu, ECD Kate Kanebi, ECD Manuel Iglesias Roa, ECD	BRIEFING ECD: - Augustin Oyowe - Alain Joaris - Omotunde ONI - Priscilla ANKUT - Martin MBONU - Kate KANEBI  BRIEFING NPC: - L. D. BAGAIYA - Abiod TAIWO - Olanrewaju Opanubi		BRIEFING ECD: - Alain JOARIS - Augustin OYOWE - Omotunde ONI - Priscilla ANKUT - Martin MBONU - Kate KANEBI  BRIEFING NPC: - L. D. BAGAIYA - Abiod TAIWO - Olanrewaju Opanubi

29 Sep	<b>Interviews:</b> ECD: - Alain JOARIS - Danladi Plang - Omotunde ONI - Claudi Ferrer  SRIP II: - Chichi ANIAGOLU-OKOYE - Jean Yves GOURDOL	<b>Interviews:</b> ECD: - Alain JOARIS - Danladi Plang - Omotunde ONI - Claudi Ferrer  SRIP II: - Chichi ANIAGOLU-OKOYE - Jean Yves GOURDOL	<b>Interviews:</b> ECD: - Anthony AYEKE  SRIP II: - Chichi ANIAGOLU-OKOYE - Jean Yves GOURDOL  WSSSRP: - Nick FOSTER	<b>Interviews:</b> ECD: - Anthony AYEKE  SRIP II: - Chichi ANIAGOLU-OKOYE - Jean Yves GOURDOL  WSSSRP: - Nick FOSTER		<b>Interviews</b> ECD: - Anthony AYEKE  SRIP II: - Chichi ANIAGOLU-OKOYE - Jean Yves GOURDOL  WSSSRP: - Nick FOSTER
30 Sep	<b>Interviews:</b> Swedish Embassy: - Per Lindgärde, Ambassador - Efraim Gomez, 1st secretary  Annabel Gerry, Deputy Head, Dfid  UNoDC - Dagmar THOMAS (Representative) - Uli Häussermann, EFCC Support	<b>Interviews:</b> NPC: - Yisa AWOYINKA - Ibrahim ABUBAKAR - Emmanuel ATIATA - Ikem AZUBUIKE - Chamberlain OKORO  UNoDC - Dagmar THOMAS (Representative) - Uli Häussermann, EFCC Support	<b>Interviews:</b> - Julie Purdue, ECD - Olanrewaju Opanubi, NPC	<b>Interviews:</b> - Julie Purdue, ECD - Olanrewaju Opanubi, NPC		<b>Interviews</b> NPC: - Yisa AWOYINKA - Ibrahim ABUBAKAR - Emmanuel ATIATA - Ikem AZUBUIKE - Chamberlain OKORO  Swedish Embassy: - Per LINDGÄRDE - Efraim GOMEZ  UNoDC - Dagmar THOMAS (Representative) - Uli Häussermann, EFCC Support
1 Oct	National Independence Day  TEAM MEETING	TEAM MEETING	TEAM MEETING Travel to Kano	TEAM MEETING Travel to Kano		TEAM MEETING Travel to Kano
2 Oct	<b>Interviews:</b> Walter Bresseleer, Team Leader, INSIDE  Chineme Ume-Ezeoke, special advisor to the President of	<b>Interviews:</b> Walter Bresseleer, Team Leader, INSIDE  - Onno Ruhl, WB Country	<b>Interviews:</b> SMoH Kano: - Aisha ISYAKU KIRU  SMWR Kano: - Ibrahim Idris DAHO	SMoH Kano: - Aisha ISYAKU KIRU  Min. of Planning and Budget Kano: - Ashiru DAN'AZUMI ZAGE		SMoH Kano: - Aisha ISYAKU KIRU  SMWR Kano: - Ibrahim Idris DAHO - Sanusi Usman DAMBATTA



	<p>Nigeria &amp; Chudi Akude, Technical Co-ordinator (NGOs) - Onno Ruhl, WB Country Director - Pieter Robben, TL, NAO support - W.D.C.Wokoma, Director National Population Commission FG meeting, Abuja based CSOs</p>	<p>Director - Pieter Robben, TL, NAO support - W.D.C.Wokoma, Director, National Population Commission</p>	<p>- Sanusi Usman DAMBATTA - Mr A.O. BABAYEMI Min. of Planning and Budget Kano: - Ashiru DAN'AZUMI ZAGE SRIK: - Dr. HOUSOU Bienvenu - Dr. GOLI PRIME: - Dr Umar ABBA WSSSRP: - Adebayo ALAO - Halliru SHARADA - C.J. UDOKANG</p>	<p>SRIK: - Dr. HOUSOU Bienvenu - Dr. GOLI PRIME: - Dr Umar ABBA</p>		<p>- Mr A.O. BABAYEMI Min. of Planning and Budget Kano: - Ashiru DAN'AZUMI ZAGE SRIK: - Dr. HOUSOU Bienvenu - Dr. GOLI PRIME: - Dr Umar ABBA WSSSRP: - Adebayo ALAO - Halliru SHARADA - C.J. UDOKANG</p>
3 Oct	Saturday, Teamwork, editing	Teamwork, editing	Travel to Abuja, Teamwork	Sub-teamwork Preparation of interviews, minutes		Sub-teamwork Preparation of interviews, minutes
4 Oct	Sunday TRAVEL Abuja-Calabar Teamwork	TRAVEL Abuja-Calabar Teamwork	Preparation of Meetings	Sub-teamwork Preparation of interviews	TRAVEL Lagos-Calabar Teamwork	Sub-teamwork, Preparation of interviews
5 Oct	<p>Cross River state Consultation Meeting with NGOs re the budget <b>Interviews:</b> - Mr Roy NDOMA-EGBA, SAO, and other representative of Government, ministries - Margareth Hammer, TL, MPP9</p>	<p>Cross River state Consultation Meeting with NGOs re the budget Interviews: - Mr Roy NDOMA-EGBA and other representative of Government, ministries, - Margareth Hammer, TL, MPP9</p>	<p><b>WSSSRP Conference</b> <b>Interviews:</b> - Muhammad Chiroma IWRM - Adamu Salihu Ruwassa, Kano - Patrick Emori, Ruwassa CRS - Idris Daho SMWR Kano - Nick Foster, WSSSRP</p>	<p>Field trip 1 (Kabo and Karaye, Kano State) LGA Karaye Health Department - Adama SHEHU - Mrs Madisa SRIK: - Dr. HOUSOU Bienvenu - Dr. GOLI</p>	<p>Cross River state Consultation Meeting with NGOs re the budget Interviews: SAO MPP 9</p>	<p>Field trip 1 (Kabo and Karaye, Kano State) LGA Karaye Health Department - Adama SHEHU - Mrs Madisa SRIK: - Dr. HOUSOU Bienvenu - Dr. GOLI</p>

	- Etienne Yemek, State Coordinator, SRIP II  FG meeting, CSOs BTAN	- Etienne Yemek, SRIP II FG meeting, CSOs BTAN		RUWASSA: - Babangida SANI  WSSSRP: - Ruky NZEKWUE - Martin EDE	Etienne Yemek, SRIP II  FG meeting, CSOs BTAN	RUWASSA: - Babangida SANI  WSSSRP: - Ruky NZEKWUE - Martin EDE
6 Oct	Teamwork	Field trip to MPP6 sites in Calabar State  • Big qua school block :MPP6 computers out of use  • Efa Ilum Palm Oil Mill : women work to replace deficient equipment  • Abini Health Centre : the floor  • Akugon 4 VIP toilet : sure they fit VIP standards?  •Ehom Water Project: fits the whole community: very happy with it, viable (water for sale)	WSSSRP Conference  <b>Interviews:</b> WSSSRP - Said Allaoui - M. Inyang - R.T.Lawal  Unicef - Yetunde Adegoke - Patrick Osuoche Unicef (Lagos) - Boubacar Dieng EPI TL - Vinod Alkari Chief, Watsan - Bishnu Timilsam Watsan  WHO - Pamela Mihula - Catrien de Wijkerslooth  Frederic Mertens RWSSSRP STE  IWRM Cross River - Ian Hogg, TL - Peter Smith	Field trip 2 (Gaya, Kano State)   RUWASSA: - Babangida SANI  WSSSRP: - Ruky NZEKWUE	Teamwork	Field trip 2 (Gaya, Kano State)   RUWASSA: - Babangida SANI  WSSSRP: - Ruky NZEKWUE

7 Oct	<b>Interviews:</b> Mike Mishiki, Country Director, Concern Universal  Ndem A. Ndiyo, Head of Section, FMAWR	<b>Interviews:</b> Mike Mishiki, Country Director, Concern Universal Ndem A. Ndiyo, Head of Section, FMAWR	<b>Interviews:</b> - Turhan Saleh Country Dir. UNDP - Samuel Egwa Govern TL UNDP - Dr. Mamam NPHCDA	Travel back Kano - Abuja	TRAVEL Calabar / Lagos	Travel back Kano - Abuja
8 Oct	TRAVEL Calabar / Abuja  Interview: Belen Calvo Uyarra Head, Political Section, ECD	TRAVEL Calabar / Abuja	<b>Interview:</b> - Felix Pwol MoFA Dir. Ecwas - B. Nurudeen MoFA Dep. Director - Femi Rotimi MoFA Trade Director - Belen Calvo Uyarra	Teamwork, Minutes		Teamwork, Minutes
9 Oct	DEBRIEFING ECD and NPC: Dr Maryam ABDU, ECD Ignacio GRANELL, ECD Abiod TAIWO , NPC Yisa AWOYINKA, NPC	DEBRIEFING ECD and NPC:	DEBRIEFING ECD and NPC	DEBRIEFING ECD and NPC Travel Abuja / Ibadan		DEBRIEFING ECD and NPC
10 Oct	Saturday - Teamwork TRAVEL Abuja-Copenhagen	Teamwork TRAVEL Abuja-Paris	Teamwork TRAVEL Abuja-Stuttgart			Teamwork TRAVEL Abuja -Stuttgart
11 Oct	Sunday - TRAVEL Abuja-Copenhagen	TRAVEL Abuja-Paris	TRAVEL Abuja-Stuttgart			TRAVEL Abuja -Stuttgart

## ANNEX 8 FOCUS GROUP MINUTES

### 8.1 Focus group meeting related to EQ 3, Water Supply and Sanitation

<b>FOCUS GROUP 1</b>	<b>Issue to be discussed</b>	<b>Date</b>
		02/10/2010
	Financial Issues of the Water and Sanitation Sector	<b>Place</b>
		Kano City, Kano State
<b>QUESTION LINE</b>		<b>PARTICIPANTS</b>
-WSSSRP has faced considerable delays -Cost Sharing Formula put in question by Federal Ministry of Water Resources and Agriculture - Innovative Approaches applied in Kano State		Mr. Ibrahim Idris Daho, Programme Manager SMWR Mr. Sanusi Usman Dambatta, Director Planning SMWR Mr. A.O. Babayemi, WSS Engineer Mr. Ashiru Dan'Azumi, Deputy SAO Team: Rolf Reichert, Jutta Keilbach
<b>ELEMENTS EMERGED</b>		
<ul style="list-style-type: none"> <li>The Final Coordinating Conference of the WSSSRP (scheduled for 5 - 6 October 2009) in Abuja finds great interest and adequate participation by Kano officials</li> <li>Kano State had already a WSS Strategic Plan prepared at the end of British Rule</li> <li>The Rehabilitation of the Canal and Dams highly necessary since neglected over decades</li> <li>Cost Recovery Models are of particular interest</li> <li>The changing role of the FMAWR</li> <li>The cost sharing formula issue</li> </ul>		
<b>FINDINGS/OBSERVATIONS</b>		
<ul style="list-style-type: none"> <li>The state authorities had pre-financed the Federal share</li> <li>The delays in the elaboration of a comprehensive State Water legislation is not so serious since it has to provide guidance over a long period and therefore comprehensiveness and consistency is vital</li> <li>The State does not depend with its WSS policy on the federal level</li> <li>The cost sharing formula issue is not officially announced to the state officials and will find a political solution not to be decided by Federal Ministry</li> <li>The professional level of the senior staff of planning department is high, however high staff turnover to private sector a treat</li> <li>The WSSSRP project is seen positive and the cooperation with the staff is frequent</li> <li>Government led policy making might lead to long delays and difficulties with project implementation but timely availability of advisory capacity can result in positive impacts</li> </ul>		

FOCUS GROUP 2	Issue to be discussed	Date
		05/10/2009
	Water and Sanitation in Small Towns in Kano State	Place
		Unguwar Garu, Kabo LGA, Kano State
QUESTION LINE		PARTICIPANTS
Questions about the Small Towns Water & Sanitation Project’s activities in the community, focussing on participation and transparency in decision-taking		Community members of a Small Town (Unguwar Garu): Elders, WCA Chairman, Women’s representative Team: Jutta Keilbach, Manson Nwafor
ELEMENTS EMERGED		
<ul style="list-style-type: none"><li>• Women’s participation is strongly encouraged by the project, but decisions are definitively taken by men</li><li>• Ownership: The community members are informed by community mobilisers of the project about different options when installing a water pump (solar or mechanic pump). But the participation (i.e. gender specific participation) in decision-taking could be reinforced.</li><li>• Sustainability: It appears that cost management schemes are not entirely clear to the community.</li><li>• Health/ immunisation issues are well integrated in the community development</li></ul>		
FINDINGS/OBSERVATIONS		
<ul style="list-style-type: none"><li>• Community relatively well served with water provision and sanitation system. Selection criteria of the communities benefiting from the project could not be followed up.</li><li>• In this case, the community opted for a mechanic pump even though the running costs of a mechanic pump are higher than of the solar (they were told the difference, but no concrete amount was mentioned, however)</li><li>• They said that they would be able to control the constructions</li><li>• Further, they are confident in being able to pay for the tap water regularly (as many community members are working for the (local) government, their regular salary allowing them to give a regular contribution at the end of the month. Others pay “according to their capacity”). However the exact cost sharing could not be explained to the visitors.</li><li>• Women’s participation in theory is strong, the men/women ratio in the committee satisfying (30:25, after being enhanced by the project) but imbalances remain: only the spokesperson of the women discusses with men. She can only come up with suggestions, while the final decisions are taken by men. The reasoning behind is that in spite of women principally using the water, men are more experienced in mechanical matters.</li><li>• Health: the local Health Centre cooperates with WSSSRP, which is perceived as positive (education on hygiene and immunisation). Immunisation days are frequented. Detailed knowledge about different vaccinations among the citizens and serious handling of disease preventive activities (hand washing, waste treatment, use of mosquito nets, etc). Malaria remains the only real challenge to children’s health.</li></ul>		

## 8.2 Focus group meetings related to EQ 4, Institutional and Economic Reform (SRIP)

<b>FOCUS GROUP 3</b>	<b>Issue to be discussed</b>	<b>Date</b>
		22-23, 25 September 2009
	CSO relations with the EC in general in Osun State and with the SRIP program in particular	<b>Place</b> Osogbo, Osun State
<b>QUESTION LINE</b>		<b>PARTICIPANTS</b>
The contributions of the civil society to achievement in the EC focal sectors and budget lines; sustainability of CSOs; extent of support received from the EC		5 members of the civil society network including its president and vice president. Team: Manson Nwafor
<b>ELEMENTS EMERGED</b>		
<ul style="list-style-type: none"> <li>Most of the CSOs are more the modern NGOs</li> <li>SRIP facilitated the resuscitation of the civil society network and gave them support in terms of accommodation facilities and capacity building.</li> <li>They are active in most of the EC focal sectors and budget lines</li> </ul>		
<b>FINDINGS/OBSERVATIONS</b>		
<ul style="list-style-type: none"> <li>They do not see their continued existence as a group when the SRIP project ends as easily possible and would prefer the support continues for now</li> <li>With SRIP's support they have been able to participate more actively in the budgeting process – increased participation in the procurement process in particular. Their role in the budget formulation state is still limited. Improvements have occurred in the areas of procurement and monitoring.</li> <li>SRIP's main contribution stems from the increased visibility from the resuscitated network.</li> </ul>		

<b>FOCUS GROUP 4</b>	<b>Issue to be discussed</b>	<b>Date</b>
		October 3, 2009
	CSO relations with the EC in general in Kano State and with the SRIP program in particular	<b>Place</b> Prince Hotel, Kano , Kano State
<b>QUESTION LINE</b>		<b>PARTICIPANTS</b>
The contributions of the civil society to achievement in the EC focal sectors and budget lines; sustainability of CSOs; extent of support received from the EC		10 representatives of CSOs in Kano State. Team: Manson Nwafor
<b>ELEMENTS EMERGED</b>		
<ul style="list-style-type: none"> <li>Most of the CSOs work in different the area of health. In addition to this they gave examples of their work in the areas of monitoring water and sanitation projects, monitoring elections, improving democracy, improving human rights and the rule of law and improving gender equality and reproductive health.</li> <li>Most of the NGOs were the modern type rather than the traditional CSOs that are representatives of groups of people.</li> <li>SRIP played a pivotal role in the establishment of the Kano state civil society coalition for budget tracking (COBTAK).</li> <li>They stated that discussions that preceded activities were usually too long (i.e. planning and procedures take too long)</li> </ul>		

**FINDINGS/OBSERVATIONS**

- The civil society has begun playing more roles in the budgeting process in the last 3 years.
- The formation of COBTAK improved the visibility of the CSOs such that they work more as a group and are being approached as a group by other parties.
- The Kano CSOs have become organised enough to set up a committee to address their long term sustainability. At the same time, they have made progress in securing funding separate from the SRIP support.
- Aside from financial support in securing accommodation and facilities for COBTAK's office, the SRIP project was mainly beneficial through series of capacity building activities they organised for the CSOs.
- The main value added of the SRIP project was the increased visibility they made possible through the formation of COBTAK and the skills they enabled CSOs acquire.

**8.3 Focus group meetings related to EQ 5, Immunisation**

Focus group meetings Related to EQ 3, Immunisation		
FOCUS GROUP 5	Issue to be discussed	Date
		02/10/2009
	Implementation of the Kano State specific “Support to Routine Immunisation in Kano” (SRIK) Project	Place
		Kano
QUESTION LINE		PARTICIPANTS
<ul style="list-style-type: none"><li>- Procurement delays</li><li>- Ownership Problems</li><li>- Overall critical Project Situation</li></ul>		Hon. Commissioner Mrs. Aisha Isyaku Kiru, SMOH Kano Abdulrahmin Yakubu, State Immunisation Officer Houssou Bienvenu, SRIL TL Mr. Taiwo, NPC Deputy Director Team: Rolf Reichert, Jutta Keilbach
ELEMENTS EMERGED		
<ul style="list-style-type: none"><li>• Lack of Coordination between Kano State Officials, SMOH, SAO and NPC key domain of concern</li><li>• Knowledge of EDF procedures inadequate among Kano state officials</li><li>• Competition on who makes decisions Beneficiary or NPC</li><li>• Project reached critical stage but no urgent action was taken by Project Contractor, NPC nor ECD</li></ul>		
FINDINGS/OBSERVATIONS		
<ul style="list-style-type: none"><li>• It was very useful to identify bottlenecks of coordination</li><li>• NPC should reckon that SAO structure should be supported and awareness on how project function under what contracting constraints should be provided to beneficiary.</li><li>• NAO support project should better identify what kind of capacity building can lead to a change</li><li>• NPC should communicate with State partners and not focus only on procedures</li><li>• Regular Steering Committee Meetings should be mandatory, and minutes annexed to each progress report</li></ul>		

FOCUS GROUP 6	Issue to be discussed	Date
		05/10/2009
	Immunisation (support through SRIK)	Place
	Karaye LGA Health Department (Kano State)	
QUESTION LINE	PARTICIPANTS	
Cooperation with SRIK Status of Routine Immunisation, and perception of health situation in the LGA	Mrs Adama Shehu, PHC Coordinator  Health workers  Team: Manson Nwafor, Jutta Keilbach	
ELEMENTS EMERGED		
<ul style="list-style-type: none"><li>Although highly welcome, serious problems are seen in the cooperation with SRIK projects due to liquidity problems</li><li>EU visibility low: Health workers were not aware about SRIK being EU financed! When talking about the projects, they only mention Unicef (“2 motorcycles, computer, stand-by generator provided by Unicef”).</li></ul>		
FINDINGS/OBSERVATIONS		
<ul style="list-style-type: none"><li>Karaye is said to be the best practice LGA out of 44. Nevertheless they are currently not contributing to SRIK any more: some months ago, a MoU was signed about cofinancing SRIK activities, an account was opened and during April and May, the LG contributed its 200.000 NGN with 100.000NGN coming from SRIK. When SRIK contribution stopped, LGA continued to put money on the account until July, and then they stopped as well (although they repeatedly state their commitment).</li><li>Support to RI is considered very important because “it started from the grassroots”, it has an “open policy” (unlike WHO, perceived as less open) - But health problems are going far beyond, i.e. too little antenatal care (including problems with malnutrition etc) – only LGA is paying for Maternal &amp; Child Health Care</li><li>Health education: for 3 years no training from SRIK but from WASH. LGA has 10 district health offices that are given training and working materials.</li></ul>		



<b>FOCUS GROUP</b> 7	<b>Issue to be discussed</b>	<b>Date</b>
		06/10/2009
	Support to Water & Sanitation and to Immunisation from a female point of view	<b>Place</b> GAYA LGA, small town called GOBE (Kano State)
<b>QUESTION LINE</b>		<b>PARTICIPANTS</b>
Situation of RI and Watsan in Gobe Participation		Female citizens of Gobe Team: Jutta Keilbach
<b>ELEMENTS EMERGED</b>		
<ul style="list-style-type: none"> <li>Female participation has progressed but there is still a need for enhancing equal status</li> <li>Health: routine immunisation is frequented (campaigns successful)</li> </ul>		
<b>FINDINGS/OBSERVATIONS</b>		
<ul style="list-style-type: none"> <li>Gobe citizens fetch water on a dwell (one single for the whole area, up to 1h walk, average around 20 minutes). Therefore, they applied for a water system in the WSSSRP programme and opted for a solar pump. Decision taking took place without being shown concrete examples of water systems put in place and without opportunity to talk to other communities already possessing a water system, but citizens confirm that they were asked choices.</li> <li>Cost management: The price of the pump is well known, the community gave its contribution with the help of many former citizens now living elsewhere. It was considered very important for the community to get regular access to water.</li> <li>Female participation: women meet 2 times a month to discuss about these issues; the joint WCA takes place once a month. Women take decisions in their group and communicate them to the men as suggestions; men are entrusted with final decision taking.</li> <li>Health situation: perceived by women as very good. The women are very aware of all kinds of vaccinations and go to the hospital for immunisation day (every Thursday) whenever necessary, in spite of difficult access (the next hospital being in Gaia which is quite far, motorcycle ride or even hitch-hiking is needed.) Health education is implemented by hospital staff or by WSSSRP staff.</li> </ul>		

#### 8.4 Focus group meeting related to EQ 7, Regional Integration

<b>FOCUS GROUP 8</b>	<b>Issue to be discussed</b>	<b>Date</b>
		08/10/2009
	Increased Contribution of Nigeria to Region Integration	<b>Place</b>
		Ministry of Foreign Affairs
<b>QUESTION LINE</b>		<b>PARTICIPANTS</b>
Was EU Regional Programme noticed? Has Nigeria increased its role?		Mr. Felix Pwoli, Director, ECOWAS Coordination Dept Mr. B. Nurudeen, Deputy Director Mr. Femi Rotimi, Director Trade Department Team: Rolf Reichert
<b>ELEMENTS EMERGED</b>		
<ul style="list-style-type: none"> <li>Ministry of Foreign Affairs started to raise awareness of line ministries to ECOWAS related programmes and suggested greater role in steering committees</li> <li>Nigeria considers itself to be the dominating regional power and welcomes neighbouring countries involvement</li> <li>ECOWAS has not been seen as an engine in the past, but position is changing</li> </ul>		
<b>FINDINGS/OBSERVATIONS</b>		
<ul style="list-style-type: none"> <li>The EU regional programmes remain largely unnoticed, but investment support to border crossings is welcome</li> <li>Question came up why transport sector was not a focal sector in NIP like for other countries</li> <li>Regional integration needs more of an academic subject rather than an issue for Nigeria</li> <li>Smaller neighbouring countries should align with Nigeria</li> <li>No adequate coordination among Nigerian line ministries on ECOWAS or regional issues</li> <li>Greater public awareness needed on regional integration issues</li> </ul>		

### 8.5 Focus group meetings related to EQ 8, Civil Society

FOCUS GROUP 9	Issue to be discussed	Date
		02/10/2009
	CSO relations with the EC in general	Place
		Abuja (INSIDE premises)
QUESTION LINE		PARTICIPANTS
Identification questions re the nature of the CSOs. CSO experience with and perception of the EC in general. Specific CSO experience regarding implementation of EC support for: <ul style="list-style-type: none"><li>- Elections</li><li>- Micro Projects</li><li>- Support through the SRIP and WSSSRP programs</li><li>- Support through Thematic budget lines</li></ul> CSO experience with the GoN and their perception of democratic governance in Nigeria.		4 Abuja based CSOs with a national coverage Team: Gunnar Olesen
ELEMENTS EMERGED		
<ul style="list-style-type: none"><li>• All the CSO representatives were well educated and relatively young and relatively well paid people, representing the modern, donor dependent type of NGOs</li><li>• They had all had frequent relations with the ECD throughout several years (they were not able to say more exactly for how long) and recently with the INSIDE project</li><li>• They had all received EC support for participation in the implementation of EC projects and programs</li><li>• They regarded themselves as quite self-reliant with no particular need of further capacity strengthening</li></ul>		
FINDINGS/OBSERVATIONS		
<ul style="list-style-type: none"><li>• The CSOs regarded the EC as an important development cooperation partner for Nigeria.</li><li>• For the Nigerian civil society in particular, the EC was considered the most important international cooperation partner.</li><li>• They (mainly represented in this question by the <i>Transition Monitoring Group</i>, a coalition of human rights civil society groups and the <i>Women Environmental Program, WEP</i>) were of the opinion and provided some evidence for that the EC support, which they had received for pre-election education of the population, had enhanced the electoral participation of women. This included the voting frequency and the frequency of female candidatures for democratically elected political positions and trusteeships.</li><li>• This was in their opinion also the case in the Northern, Muslim parts of Nigeria, as underpinned by examples.</li><li>• In reverse, they were unable to provide evidence in favour of an increased political articulation and participation of the poorer parts of the population as such as a result of this education.</li><li>• They shared the opinion that the elections had been rigged to the extent that they thought that the EC should not continue its support for the electoral cycle in Nigeria, unless serious reform of the functioning of the Independent National Election Commission (INEC) had materialised.</li><li>• The CSOs were quite conscious about their own importance in relation to the functioning of democracy in Nigeria and quite critical towards the role the political parties. They tended to regard</li></ul>		

<p>the parties as, more or person-owned, power machines.</p> <ul style="list-style-type: none"> <li>• They had a mainly positive opinion about the role of the Nigerian media, in particular the newspapers, which they saw as sort of “friends of the CSOs”, reporting fairly on their activities.</li> <li>• Implementation of EC supported micro projects were an important part of the activities and the budget of some CSOs, here represented mainly by the <i>Center for Development Support Initiatives</i></li> </ul>
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FOCUS GROUP 10	Issue to be discussed	Date
		05/10/2009
	CSO relations with the EC in general in Cross River and with the SRIP-II program in particular	Place
		Calabar (Cross River state)
QUESTION LINE		PARTICIPANTS
<p>Identification questions re the nature of the CSOs.</p> <p>Specific CSO experience regarding the implementation of EC support through the SRIP, WSSSRP and Inside programs and support through thematic budget lines</p>		<p>12 CSOs participating in the SRIP-supported Budget Transparency and Accountability Network (BTAN) in Cross River State (one of the six cooperation states)</p> <p>Team: Catherine Bouveyron, Gunnar Olesen</p>
ELEMENTS EMERGED		
<ul style="list-style-type: none"> <li>• The CSOs had participated in the Cross River state consultation meeting with the CSOs on the annual budget preparation process the same day</li> <li>• They were all based in Cross River and they all claimed a state-wide coverage</li> <li>• Some of them were affiliated with CSO networks which claimed National coverage</li> <li>• Some of the CSOs had an offspring in Christian congregation based organisations</li> <li>• Most of the CSO representatives in the meeting were educated and relatively young people</li> <li>• They were not community-based organisations but came from outside to the local communities in order to assist them in the articulation of their interests in relation to the budgetary processes.</li> </ul>		
FINDINGS/OBSERVATIONS		
<ul style="list-style-type: none"> <li>• The CSOs regarded their role in exercising “control from below” in relation to the EC supported institutional and economic reform as a positive and significant contribution to the production of pro-poor results of this program</li> <li>• In reverse, they had no experience with or knowledge about similar activities taking place in relation to the WSSSRP program</li> <li>• Large part of the CSOs had also participated in the implementation of EC supported micro projects in Cross River. In some cases “as themselves”, in other cases as sub-contractors to larger CSOs with a National coverage or international NGOs.</li> <li>• Large part of them had been supported for specific projects from the EC small grants facility administered at the ECD in Abuja, whereas none of them had applied for the larger grants from the Brussels based thematic budget lines. They preferred to relate to the ECD in Abuja, where “a human face put be put on the process” – although even Abuja was considered cumbersome – while gave up on beforehand in relation to the bigger because the procedures were perceived as impossible for them.</li> <li>• They had not been invited to the INSIDE introductory meeting, which had taken place in Cross River and were quite dissatisfied with that</li> </ul>		

## ANNEX 9 BIBLIOGRAPHY

### 9.1 EC Documents

TITLE	YEAR	TYPE OF DOCUMENT
Making Technical Cooperation More Effective	2009	<i>Report</i>
NIGERIA-EU Ministerial Troika Meeting Prague	2009	<i>Joint communiqué</i>
NIGERIA-EU Ministerial Troika Meeting Ljubljana	2008	<i>Joint communiqué</i>
European Instrument for Democracy and Human Rights (EIDHR) Strategy paper 2007-2010	2007	<i>Strategy Document</i>
NIGERIA Gender information Brief ; 2006 ; Strategy doc.	2006	<i>Joint communiqué</i>
Compte Rendu Séminaire régional de Ouagadougou	2006	<i>Joint communiqué</i>
EU Strategy for Africa: Towards a Euro-African pact to accelerate Africa's development	2005	<i>Strategy Document</i>
Paris declaration on Aid Effectiveness	2005	<i>Strategy Document</i>
Partnership Agreement ACP-EC (Cotonou Agreement, revised)	2005	<i>Strategy Document</i>
Gender Equality and Women Empowerment in Development Cooperation (Annex to the Communication)	2005	<i>Strategy Document</i>
Communication to the Council and Parliament SEC(2005)97; COM(2005)17Final, Jan 2005	2005	<i>Strategy Document</i>
Communication on Integration of the Environment into EC and Development Cooperation		<i>Strategy Document</i>
The EU Consensus on Development	2005	<i>Strategy Document</i>
Decision 1600/2002/EC European Parliament & Council, July 2002 (Community Environmental Programme)	2002	<i>Strategy Document</i>
Communication on Conflict Prevention COM(2001)211	2001	<i>Strategy Document</i>
Water Framework Directive (WFD) 2000/60/EC	2000	<i>Strategy Document</i>
<b>Country / Regional Strategy Papers and Reviews</b>		
Draft Country Strategy Paper and National Indicative Programme for the period 2008-2013 (10 <sup>th</sup> EDF) (rev.9, working version, 16 April 2009)	2009	<i>Strategy Document</i>
Governance Profile Nigeria (draft EC internal document, to be annexed to CSP10)	2009	<i>Strategy Document</i>
Document de stratégie régionale et programme indicatif régional (10 <sup>th</sup> EDF)	2003	<i>Strategy Document</i>
Draft Country Strategy Paper and National Indicative Programme for the period 2001-2007 (9 <sup>th</sup> EDF)	2001	<i>Strategy Document</i>
End of Term Review to CSP/NIP9	2006	<i>Review</i>
Addendum to the RSP-RIP 2002-2007 (9 <sup>th</sup> EDF)	2006	<i>Strategy Document</i>
Country Review Nigeria commitment and payment	2005	<i>Review</i>

TITLE	YEAR	TYPE OF DOCUMENT
Country Strategy Paper and National Indicative Programme for the period 2001-2007 (9 <sup>th</sup> EDF)	2002	Strategy Document
Document de stratégie de coopération régionale et Programme Indicatif Régional 2002-2007 (9 <sup>th</sup> EDF)	2002	Strategy Document
Mid Term Review to CSP/NIP9	2004	Review
Addendum to the CSP9 and NIP	2005	Strategy Document
Programme Indicatif Régional (8 <sup>th</sup> EDF)	1998	Strategy Document
<b>Annual Reports</b>		
2008 Joint Annual Report	2009	Report
2007 Joint Annual Report	2009	Report
2006 Joint Annual Report	2009	Report
2005 Joint Annual Report	2006	Report
2004 Joint Annual Report	2005	Report
2003 Joint Annual Report	2004	Report
2002 Joint Annual Report	2003	Report

## 9.2 Nigeria Governmental Documents

TITLE	YEAR	TYPE OF DOCUMENT
National Bureau of Statistics, Nigeria: Annual Abstracts of Statistics 2008	2009	Statistics
Osun State Government Budget (Various Years)	1996 – 2009	Statistics
National Bureau of Statistics, Nigeria: National Household Survey 1995-2005	2007	Statistics
Joint Staff Advisory Note on the Progress Report for the National Economic Empowerment and Development Strategy (NEEDS)	2007	Strategy Document
Second National Economic Empowerment and Development Strategy (NEEDS 2)	2007	Strategy Document
Nigeria: Poverty Reduction Strategy Paper—Progress Report	2007	Report
Annual Abstract of Statistics, 2006 <a href="http://www.nigerianstat.gov.ng/nbsapps/annual_report.htm">http://www.nigerianstat.gov.ng/nbsapps/annual_report.htm</a>	2006	Statistics
Nigeria: Joint Staff Advisory Note of the Poverty Reduction Strategy Paper—National Economic Empowerment and Development Strategy (NEEDS)	2005	Strategy Document
Vision 2010 Report Economic Direction <a href="http://www.nigerianembassy-chile.org/business/xvision2010.shtml">http://www.nigerianembassy-chile.org/business/xvision2010.shtml</a>	2000	Report
Vision 2010 Report <a href="http://nigeriaworld.com/focus/documents/vision2010.html">http://nigeriaworld.com/focus/documents/vision2010.html</a>	1999	Report

### 9.3 Evaluation reports

TITLE	YEAR
EC: Thematic Evaluation of the European Commission support to Conflict Prevention and Peace Building. Preliminary study: scoping and mapping	2009
EC: Evaluation of the EC regional cooperation with Civil Society Organisations	2008
EC: Evaluation of the EC regional cooperation in West Africa	2008
DFID: Security and justice sector reform programming in Africa	2007
EC: Evaluation thématique Développement rural et agricole	2007
World Bank: NIGERIA country assistant evaluation	2007
DFID: Evaluation of DFID's policy and practice in support of gender equality and women's empowerment	2006
EC: Joint evaluation of co-ordination of trade capacity building in partner countries	2006
EC: Evaluation of European Commission support to Microproject Programmes under the European Development Fund in ACP countries	2006
EC: Thematic evaluation of the EC support to good governance	2006
EC: Thematic evaluation of the water and sanitation sector	2006
EC: Evaluation of European Commission Support to Microproject Programmes under the European Development Fund in ACP Countries	2006
GTZ: Summary of the Evaluation "Diocesan Development Programmes and Administration" (Human Rights Programme, Diocesan Agricultural Development Programme, Women Empowerment Programme) – Ijebu-Ode, Nigeria -	2005
EC: Non-state Actors In Nigeria: A Sectoral Review	2005
DFID: Evaluation of DFID Development Assistance: Gender Equality and Women's Empowerment	2005
EC: Thematic evaluation of population and development oriented programmes in EC external cooperation	2004
UNPD: Country Evaluation: assessment of development results Nigeria	2003
EC : Evaluation des actions de réhabilitation et de reconstruction financées par la Communauté européenne dans les pays ACP/ALA/MED/TACIS	2003
USAID: The Role Of Transition Assistance: The Case Of Nigeria	2002
EC: External evaluation of community aid concerning positive actions in the field of human rights and democracy in the ACP countries, 1995-2000	2000
WB: Nigeria impact evaluation report	1995

### 9.4 Other Documents

TITLE	YEAR	TYPE OF DOCUMENT
Report on workshop conclusions and recommendations Draft Implementation Plan Following JAR 2008 Workshop	2009	<i>Report</i>
Guidelines for the Annual Operational Review 2009 under the ACP-EC Partnership Agreement, covering the Joint	2008	<i>Report</i>

Annual Report		
Report of the technical committee of the Niger Delta	2008	<i>Report</i>
The Quaker Council for European Affairs: Mainstreaming Conflict Prevention. A Study of EU Action in ACP Countries. Case Study – Nigeria	2008	<i>Case Study</i>
The Economist Intelligence Unit: Nigeria, Country profile 2008	2008	<i>Report</i>
FRIDE: EU Democracy Promotion in Nigeria: between Realpolitik and Idealism	2007	<i>Report</i>
The Economist Intelligence Unit: Nigeria, Country profile 2007	2007	<i>Report</i>
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The Economist Intelligence Unit: Nigeria, Country profile 2005	2005	<i>Report</i>
WB: The Capacity of the Nigerian Government to Deliver Basic Education Services	2004	<i>Report</i>
The Economist Intelligence Unit: Nigeria, Country profile 2004	2004	<i>Report</i>
Country Strategic Plan for USAID Programme in Nigeria 2004-2009	2004	<i>Strategy Paper</i>
The Economist Intelligence Unit: Nigeria, Country profile 2003	2003	<i>Report</i>
The Economist Intelligence Unit: Nigeria, Country profile 2002	2002	<i>Report</i>
DFID Participatory Assessment synthesis report "Nigeria: Voice of the poor"	2001	<i>Report</i>
World Bank. World Development Report 2000/2001	2001	<i>Report</i>
The Economist Intelligence Unit: Nigeria, Country profile 2000	2000	<i>Report</i>
The Economist Intelligence Unit: Nigeria, Country profile 1999	1999	<i>Report</i>
The Economist Intelligence Unit: Nigeria, Country profile 1998	1998	<i>Report</i>



## 9.5 Sectoral Documents<sup>159</sup>

TITLE	YEAR	TYPE OF DOCUMENT
<b>Water and Sanitation</b>		
Unicef WSSSRP Progress Report January-June 2009	2009	<i>Report</i>
Final Evaluation of Small Towns Water Supply & Sanitation Programme (STWSSP) 9ACP UNI 06	2009	<i>Eval. Final Report</i>
Water Supply and Sanitation Sector Reform Programme (WSSSRP) Monitoring Report	2009	<i>ROM</i>
Evaluation of Status and Progress achieved in the rural component of the WATER SUPPLY AND SANITATION SECTOR REFORM PROGRAMME (WSSSRP)	2008	<i>MTR Final Report</i>
Water Supply and Sanitation Sector Reform Programme (WSSSRP)	2008	<i>ROM</i>
Mid Term Review of Water Supply and Sanitation Sector Reform Programme (WSSSRP) & SRIP	2007	<i>MTR Final Report</i>
Water Supply and Sanitation Sector Reform Programme (WSSSRP)	2007	<i>Inception report</i>
ACP-EU Water Facility	2007	<i>ROM</i>
Small Towns Water Supply & Sanitation Programme (STWSSP) 7ACP UNI 056	2007	<i>ROM</i>
Water Resources Strategy December 2006	2006	<i>Strategy Paper</i>
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Water – A Matter of Life and Health, UNICEF, 2005	2005	<i>Report</i>
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Reforming the Nigerian Water and Sanitation Sector W. Fellows, O.N. Habil, H.M. Kida, J. Metibaiye, M.C. Mbonu and M. Duret	2003	<i>Report</i>
Thematic Evaluation of EC Support to Partner Countries in Water and Sanitation, Evinfo Statement by the Council and Commission	2000	<i>Evaluation Report</i>
EC Water Initiative (and directive establishing Framework Directive (WFP) 2000/60/EC	2000	<i>Report</i>
Guidelines for Water Resource Development Cooperation	1998	<i>Report</i>
<b>Economic and Institutional Reforms</b>		
Final Report Study on potential support for anti-corruption activities in Nigeria under the 10 <sup>th</sup> EDF	2009	<i>Final Report</i>
Support to Reforming Institutions Programme (Phase 2)	2009	<i>ROM</i>

<sup>159</sup> This table encloses only project related reports. For other project specific documents (like Financing Agreements), see Annex Project Inventory

TITLE	YEAR	TYPE OF DOCUMENT
Support to law enforcement against economic & financial crime (EFCC)	2009	ROM
2005 Census Support Initiative	2008	ROM
Mid-term Evaluation of Anti-Corruption and Judicial Integrity Project in Nigeria	2008	Final Report
Final Evaluation of SRIP I (Support to Reforming Institutions Programme, Phase I, Nigeria)	2008	Draft Final Evaluation Report
Support to law enforcement against economic & financial crime (EFCC) Project Revision Document	2008	Report
Economic Management Capacity Project (EMCAP)	2002- 2008 various	ROM
2005 Census Support Initiative	2007	ROM
Mid Term Review of Support to Reforming Institutions Programme (SRIP) and WSSSRP	2007	Final Report
World Bank: PEMFAR report	2007	Report
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Support to law enforcement against economic & financial crime (EFCC)	2006	ROM
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2005 Census Support Initiative	2006	ROM
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Economic Management Capacity Project (EMCAP): Final evaluation		Eval. Report
<b>Elections, Human Rights</b>		
Mid Term Review: Support to Nigerian Electoral Cycle 2006-2011	2007	Eval. Report
The Nigerian Law Project	2007	ROM
Increasing Citizenship Participation ...	2006	ROM
Monitoring & Consolidating Democracy ...	2006	ROM
Civil Society and Human Rights Information Network	2004	ROM
Strengthening CS Through Participatory Approach to Capacity Building	2002	ROM
<b>Health</b>		
Kano Routine Immunisation (Infectious Disease Control)	2009	ROM
Review of Prime-Partnership to reinforce immunisation efficiency	2009	Final Report
Global Polio Eradication Initiative News, 4/28/2009	2009	Article
The Social Determinants of Routine Immunisation in Ekiti State of Nigeria, Christopher Oluwadare	2009	Article

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Enhancing Essential Sexual Reproductive Health and HIV/Aids Care in Post Conflict and IDP communities in Nigeria	2009	ROM
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Polio Eradication in 14 ACP Countries (9ACP RPR 030)	2005	ROM
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Country Strategic Plan for USAID Programme in Nigeria 2004-2009	2004	Strategy Paper
Prime-Partnership to reinforce immunisation efficiency	2004	ROM
National Demographic & Health Survey (NDHS 2003) Nigeria	2003	Survey
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<b>Micro Projects</b>		
Micro Projects Programme in the Niger Delta – MPP3	2009	<i>ROM</i>
Final Evaluation of Micro Projects Programme in Six Niger Delta States: Abia, Akwa Ibom, Imo, Edo, Ondo and Cross River (7 ACP UNI 59/9ACP UNI 26: MPP6)	2008	<i>Eval.Final Report</i>
Micro Projects Programme in the Niger Delta – MPP6	2007	<i>Annual Report</i>
Micro Projects Programme in the Niger Delta – MPP6	2007	<i>ROM</i>
Final Evaluation of Micro Projects programme in the Niger delta: Rivers, Bayelsa and Delta states (7 ACP UNI 5: MPP3)	2007	<i>Eval.Final Report</i>
Micro Projects Programme in the Niger Delta – MPP6	2006	<i>Annual Report</i>
Micro Projects Programme in the Niger Delta – MPP6	2006	<i>ROM</i>
Micro Projects Programme in the Niger Delta – MPP6	2005	<i>Annual Report</i>
Micro Projects Programme in the Niger Delta – MPP3	2005	<i>ROM</i>
Micro Projects Programme in the Niger Delta – MPP3	2004	<i>ROM</i>
Mid Term Review of Micro Projects Programme in the Niger delta: Rivers, Bayelsa and Delta states (7 ACP UNI 5: MPP3)	2004	<i>MTR Final Report</i>
Micro Projects Programme in the Niger Delta – MPP6	2004	<i>Annual Report</i>
Micro Projects Programme in the Niger Delta – MPP6	2004	<i>ROM</i>
Micro Projects Programme in the Niger Delta – MPP3	2004	<i>First Phase Report</i>
Micro Projects Programme in the Niger Delta – MPP3	2002	<i>Inception Report</i>
Micro Projects Programme in the Niger Delta – MPP3	2002	<i>ROM</i>
<b>NSA</b>		
Increasing Non State Actors' implementation and development expertise (INSIDE)	2005	<i>Preparatory Sector Study</i>
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<b>Others</b>		
Empowering less privileged Nigerian Women through Human Promotion and Professional Skill Acquisition	2009	<i>ROM</i>
Technical Assistance to the office of the NAO for the management of EDF Programme	2008-2009	<i>Quarterly Reports</i>
Nigeria programming study	2001	<i>Report</i>

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## ANNEX 10 INVENTORY OF EC-PROJECTS/PROGRAMMES IN NIGERIA

EDF Funding

\*as of April 2009

EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.							
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agr.	ROW	MTF	contract/note	Report	
WATSAN																
7 ACP UNI56; 9 ACP UNI24	FED/2000/015-195	SMALL TOWNS WATER SUPPLY & SANITATION PROGRAMME (STWSSP)	20.12.2000	31.12.2001 (01.11.2003)	31.12.2008	15000000	14427346	6462620	x	x	x	x	3	x		x
9 ACP UNI 6	FED/2004/017-424	WATER SUPPLY AND SANITATION SECTOR REFORM PROGRAMME (WSSSRP)	15.12.2004	21.12.2004 (01.07.2005)	ongoing	87000000	76307822	37198845	x	x	x	x	3			x
9 ACP RPR 39/10	FED/2004/017-430	ACP-EU WATER FACILITY FIRST GLOBAL COMMITMENT ON DECISION OF 247 MEUR- N+1 APPLIES (Nigeria)	15.12.2004	17.12.2004	ongoing (2009)	491583	491583	442425	x	x	x	x				
9 ACP RPR 50/23	FED/2007/018-819	INTRA ACP EU "WATER FACILITY- Phase II" Nigeria component. Closing the gap: Increase in Access to Water & Sanitation in 12 small Towns in Jigawa and Enugu States	21.03.2006	04.05.2006	ongoing (2011)	2925063	2925063	355971	x	x	x	x		x		
Total WATSAN EDF7-9							105416646	94151814	44459861							
ONG-PVD	ONG-PVD/2004/064-321 (EC)	INITIATIVE TO PROMOTE A CO-ORDINATED, SUSTAINABLE AND COST-EFFECTIVE APPROACH LEADING TO UNIVERSAL ACCESS TO WATER AND SANITATION SERVICES IN NIGERIA	31.12.2004	01.04.2004	31.03.2007	557609	557609	557609	x				x			
ONG-PVD	ONG-PVD/2005/ 094-798	CROSS RIVER STATE RURAL WATER SUPPLY AND SANITATION PROJECT - NIGERIA	21.12.2005	31.12.2005	ongoing (2010)	712276	712276	390362	x				x			

EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.							
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agr.	ROW	MTK	contract/note	Report	
Economic & Institutional Reform																
7 ACP UNI52; 9 ACP UNI23	FED/1999/014-662	ECONOMIC MANAGEMENT CAPACITY PROJECT (EMCAP)	31.12.1999	01.06.2000	31.12.2005	8900000	8869975	8647885	x	x	x	4				
7 ACP UNI58, 9 ACP UNI25	FED/2000/015-240	DEMOCRACY PROGRAMME SUPPORTING NIGERIAN PARLIAMENT	20.12.2000	31.12.2001	ongoing	1203000	1203000	1085799	x	x	x	x				
9 ACP UNI2	FED/2003/016-520	TA - STUDY ON POTENTIAL CONTRIBUTION TO NATIONAL CENSUS	17.12.2003	20.12.2003	28/12/2006	72037	72037	72037	x	x	/					
9 ACP UNI 5	FED/2004/016-911	2005 census support initiative	15.12.2004	16.12.2004	ongoing (2009)	116500000	116228555	113994917	x	x	x	4				
9 ACP UNI7	FED/2004/016-958	Support to reforming Institutions Programme (SRIP)	15.12.2004	21.12.2004	ongoing	24100000	18207313	11759603	x	x	x	2			x	
9 ACP UNI 8	FED/2005/017-773	SUPPORT TO LAW ENFORCEMENT AGAINST ECONOMIC&FINANCIAL CRIME (EFCC)	08.08.2005	01.09.2005	ongoing	24700000	24699652	23858971	x	x	x	2		x	x	
9 ACP UNI 19	FED/2007/020-813	SUPPORT TO REFORMING INSTITUTIONS PROGRAMME (SRIP) PHASE II	01.01.2007	18.10.2007	ongoing	29400000	10211968	0	x	x	x					
TOTAL ECON.& INST. REFORM EDF7-9						204875037	179492500	159419212								

EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.							
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agr.	ROM	MTR	contract/note	Report	
HEALTH																
7 ACP UNI61	FED/2001/015-563	PREPARATION TENDER FOR EXPERT FOR THE PRIME PROGRAMME	2001	28.10.2005	28.10.2005	48400	0	0	x	x	/					
7 ACP UNI62, 9 ACP UNI14, 9 ACP UNI27	FED/2001/015-568	PRIME-PARTNERSHIP TO REINFORCE IMMUNISATION EFFICIENCY	01.01.2001	01.09.2002	ongoing	97400000	93717401	80045183	x	x	x	4				x
9 ACP UNI3	FED/ 2004/017-019	Polio Eradication in 14 ACP countries, Nigeria component	23.09.2004	04.10.2004	ongoing	25380000	25380000	25350092	x	x	x	x				
9 ACP UNI10	FED/2005/017-788	SRIK - Kano Routine Immunisation (Infectious Disease Control)	09.12.2005	19.12.2005	ongoing	15460000	14811511	2639587	x	x	x	2				x
TOTAL HEALTH EDF 7-9						138288400	133908912	108034862								
8 ACP ROC48	FED/2001/015-522	PROGRAMME DE LUTTE CONTRE L'ONCHOCERCOSE - PHASE V (FINALE)	13.12.2001		31.01.2006	4500000	4500000	4500000	x	x					x	
8 ACP ROC59	FED/2003/016-182	PROGRAMME REGIONAL APPUI AU SECTEUR SANTE EN AFRIQUE OUEST	04.09.2003	01.07.2003	ongoing	100000	100000	25174	x	x	/			/		
9 ACP ROC3	FED/2003/016-405	PROGRAMME RÉGIONAL SANTÉ EN AFRIQUE DE L'OUEST (Regional Programme for Health in West Africa)	15.12.2003	22.12.2003	ongoing	9734921	8852221	7349602	x	x	x	audit				
SANTE	SANTE/2002/004-722	B7-6312/2002/0436 - Participatory Population -based approach to Reproductive Health Provision and utilisation in Petroleum-producing Region of Nigeria	27.08.2002	09.09.2002	ongoing	524570	486618	486618	x	x					x	
SANTE	SANTE/2005/100-664	Integrated Sexual and reproductive Health and Service Delivery in Northern Nigeria	21.12.2005	01.01.2006	ongoing	1800000	1800000	1620000	x			2		x		



EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.					
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agr.	ROM	MTR	contract/note
HEALTH														
SANTE	SANTE/2007/127-608	Enhancing Essential Sexual Reproductive Health and HIV/AIDS Care in Post Conflict and Internally Displaced Persons communities in Nigeria	18.12.2007	21.05.2008	ongoing	2002239	2002239	379781	x	x		x		
DDH	DDH/2006/126-200	Mobilizing PLWHA Groups for Improving Access to HIV/AIDS related Treatments in six States accross Nigeria and the Federal Capital Territory	20.10.2006	05.11.2006	ongoing	72867	72867	53236	x					
ONG-PVD	ONG-PVD/1999/011-121 (CL)	SETTING UP OF THE NIGER FOUNDATION HOSPITAL AND DIAGNOSTIC CENTRE-NIGERIA	1999	01.04.1998	07.02.2006	843674	843674	843674						
ONG-PVD	ONG-PVD/2003/020-744 (EC)	REPRODUCTIVE HEALTH CARE IMPROVEMENT AT COMMUNITY LEVEL	07.03.2003	01.06.2002	ongoing	142500	142500	128250						
ONG-PVD	ONG-PVD/2006 119-131	Improving Primary Health Care for Rural Poor Communities in Northern Nigeria	2006	23.12.2006	ongoing	733556	733556	470379	x			x		

EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.							
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agr.	ROW	MTR	contract/note	Report	
Microprojects																
7 ACP UNI51 9 ACP UNI22	FED/1999/014-656	MICRO-PROJECTS IN THE NIGER DELTA - MPP3	21.12.1999	01.06.2000	ongoing	17500000	17374403	17322681	x	x	x	4	x		x	
7 ACP UNI59 9 ACP UNI26	FED/2000/015-287	MICRO PROJECTS PROGRAMME IN NIGER DELTA - MPP6	20.12.2000	31.08.2001	ongoing	42000000	41638893	40160679	x	x	x	3	x		x	
9 ACP UNI17	FED/2007/020-794	MPP9-MICROPROJECT PROGRAMME IN THE 9 NIGER DELTA STATES OF NIGERIA AND INTEGRATED COMMUNITY DEVELOPMENT INITIATIVE PILOT	01.01.2007	03.08.2007	ongoing	45500000	10269000	0	x	x	x				x	
TOTAL MICRO-PROJECTS EDF7-9						105000000	69282296	57483360								

EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.						
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agr.	ROW	MITR	contract/note	Report
Elections, Human Rights															
7 ACP UNI45	FED/1998/014-209	SUPPORT TO ELECTORAL PROCESS IN NIGERIA	n/a	n/a	n/a	67191.98	0	0	x	x	/				
7 ACP UNI46	FED/1998/014-210	ELECTION SUPPORT IN NIGERIA	n/a	n/a	28.10.2005	1900000	0	0	x	x	/				
7 ACP UNI64	FED/2002/015-957	NIGERIA ELECTION 2003 - SUPPORT PROJECT	n/a	n/a	22.03.2007	6500000	0	0	x	x	x				
9 ACP UNI 11	FED/2007/019-339	Support to Nigeria Electoral Cycle 2006-2011	25.07.2006	05.09.2006	ongoing	40000000	20000000	19000000	x	x	x		x		
TOTAL ELECTIONS&HR EDF7-9						48467192	20000000	19000000							
DDH	DDH/1999/050-277	Strengthening Civil society through participatory Approach to Capacity building	13.04.2000	13.04.2000	16.01.2008	856877	848727	848727	x			x		x	x
DDH	DDH/2000/050-364	Civil society and Human Rights Information Network	2000	01.09.2001	06.07.2007	687797	687797	687797	x			x		x	
DDH	DDH/2003/002-976	Election Observation Mission to the Presidential, State House Assembly and National Assembly Elections in Nigeria, 29 March - 29 April 2003	05.03.2003	05.03.2003	10/08/2006	2875648	2875648	2875648	x	x		x audit		x	
DDH	DDH/2003/060-026	Monitoring & consolidating Democracy through enhancing Civil Society's role in Public Budgets...	15.12.2003	09.01.2004	2006	976048	976048	976048	x			x		x	
DDH	DDH/2004/016-743	19 04 03 EIDHR Microprojects 2004, Nigeria	14.05.2004	31.12.2005	ongoing	517357	517357	391255	x	x				x	
DDH	DDH/2004/ 063-893	Increasing Citizen Participation in Democracy through...	15.04.2004	22.04.2004	2008	1492966	1492966	124640	x			x		x	
DDH	DDH/2005/017-479	MP2005 Nigeria Campaigns 3 and 4	28.04.2005	n/a	ongoing	829740	829740	684623	x	x				x	
DDH	DDH/2005/088-403	Budget monitoring through the Nigerian media	21.12.2005	01.03.2006	ongoing	1243746	1243746	119371	x						

EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.						
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agr.	ROM	MITR	contract note	Report
DDH	DDH/2005/088-828	The Nigerian Law Project (The Law Society of England and Wales)	21.12.2005	01.01.2006	ongoing	1001456	1001456	901310	x			x		x	x
DDH	DDH/2005/089-955	PROJECT ON GENDER BUDGET TRANSPARENCY AND ACCOUNTABILITY	21.12.2005	01.01.2006	ongoing	150000	150000	135000	x						
DDH	DDH/2005/089-443	Strengthening Budget Transparency Through Public Participation: Monitoring Needs And Seeds In Nigeria	21.12.2005	01.01.2006	ongoing	1200000	1200000	1095903	x			x			
DDH	DDH/2006/126-143	Voters mobilization and Electoral Mandate Protection Advocacy for Students in Tertiary Institutions in Nigeria	20.10.2006	31.10.2006	ongoing	91876	91876	69559	x					x	
DDH	DDH/2006/126-196	Enhancing Effective Popular Participation in Local Government Democratic Elections	07.09.2006	20.09.2006	ongoing	86525	86525	58733	x						
DDH	DDH/2006/126-197	Promoting the Integrity of the Electoral Process through Increased Capacity Building for Local Organizations	07.09.2006	14.09.2006	ongoing	77292	77292	61833	x						
DDH	DDH/2006/126-198	Youth for Sustenance of Democracy	19.09.2006	05.10.2006	ongoing	68198	68198	67662	x						
DDH	DDH/2006/126-199	Safeguarding and Defending Democratic Choice and Mandate of People of the North West Zone of Nigeria through Innovative Non-Violent Resistance Strategies	07.09.2006	14.09.2006	ongoing	67939	67939	56546	x						
DDH	DDH/2006/126-201	Enhancing Woman Participation in Democratic Governance in Nigeria	19.09.2006	28.09.2006	ongoing	98628	98628	76789	x						
DDH	DDH/2007/117-706	Making the Votes Count	2007	21.09.2007	ongoing	589080	589080	451672	x						
DDH	DDH/2007/137-539	Promoting Gender Mainstreaming in Governance through Civic Education and Electoral Process in the Build Up to 2011 Elections	2006	21.05.2008	ongoing	70121	70121	56097	x						

EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.					
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agt.	ROM	MTR	contract/note
DDH	DDH/2007/137-742	Advocacy for the Reform of Election Petition Rules in Nigeria	2007	08.04.2008	ongoing	91869	91869	73495	x					
DDH	DDH/2007/137-876	Building the Capacity of Women and Minority Communities in 3 States of Northern Nigeria	2006	08.04.2008	ongoing	78217	78217	49805	x					
ONG-PVD	ONG-PVD/1998/010-978 (CL)	INFLUENCING POLICIES FROM A GENDER PERSPECTIVE,NIGERIA	1998	01.12.1998	15.05.2006	425682	425682	425682	x					
ONG-PVD	ONG-PVD/1999/012-785 (CL)	LEGAL AID PROGRAMME FOR DETAINEES AWAITING TRIAL AND STRATE-GIC IMPACT LITIGATION UNDER THE CONSTITUTION OF NIGERIA	1999	17.05.1999	29.03.2002	146890	146890	146890	x					

EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.						
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agr.	ROM	MTR	contract/note	Report
NSA															
9 ACP UNI13	FED/2006/020-738	INCREASING NON STATE ACTORS' IMPLEMENTATION AND DEVELOPMENTAL EXPERTISE - INSIDE	01.01.2006	12.06.2007	ongoing	20000000	6752800	0	x	x	x			x	
ONG-PVD	ONG-PVD/ 1998 / 010-949	BUILD THE CAPACITY OF NGOS WORKING TO ALLEVIATE POVERTY IN NIGERIA	1999	n/a	2004	500000	500000	500000	x			x		x	
TOTAL NSA EDF9						20000000	6752800	0							

EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.							
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agr.	ROW	MTR	contract/note	Report	
OTHERS																
7 ACP UNI50	FED/1999/014-604	NIGERIA PROGRAMMING STUDY	1999	n/a	28.10.2005	1810000	0	0	x	x	/					x
7 ACP UNI53	FED/2000/014-858	Short Term Consultancy Dev. Program of Support for NAO'S Office	2000	n/a	07.03.2007	80000	0	0	x	x	/					
7 ACP UNI60	FED/2001/015-540	APPUI PROVISOIRE A L'ORDONNATEUR NATIONAL	2001	n/a	14.04.2008	135000	0	0	x	x	/					
7 ACP UNI65	FED/2002/015-857	FINANCEMENT DE LA 3E PHASE DE L'ETUDE DE PROGRAMMATION	2002	n/a	05.03.2007	645000	0	0	x	x	/					
7 ACP UNI66	FED/2003/016-185	DEUXIEME APPUI PROVISOIRE A L'ORDONNATEUR NATIONAL	20032	n/a	14.04.2008	400000	0	0	x	x	/	x			x	
9 ACP UNI 1	FED/2003/016-453	TCF - TECHNICAL COOPERATION FACILITY	22.03.2004	30.03.2004	ongoing	5360000	5207711	5141386	x	x	x	x				
9 ACP UNI 4	FED/2004/017-403	SUPPORT TO THE OFFICE OF THE NAO	04.10.2004	26.10.2004	ongoing	6500440	6210230	3532666	x	x	x	2	x			x
9 ACP UNI 9	FED/2005/017-786	SUPPORT TO THE CAMEROON/NIGERIA DEMARCATION PROJECT(Nig.component)	17.10.2005	24.10.2005	ongoing	2000000	1975000	977211	x	x	x					
9 ACP UNI 15	FED/2006/018-714	Technical Cooperation Facility (TCF) II	16.04.2007	29.05.2007	ongoing	4000000	589945	529046	x	x	x					
9 ACP UNI 18	FED/2007/019-317	Support to the Office of the NAO II	01.01.2007	20.09.2007	ongoing	4000000	1023000	389733	x	x	x					
RPR 13344/24	FED/2007/018-827	INTRA ACP EC ENERGY FACILITY Nigeria component	01.01.2006	30.06.2006	ongoing	237562	237562	190050	x	x						
9 ACP ROC7	FED/2004/016-594	TECHNICAL COOPERATION FACILITY- Nigeria component	02.06.2004	23.06.2004	ongoing	1590911	1590911	1582123	x	x	x					
8 ACP ROC8 7 ACP RPR 744	FED/1999/014-312	PACE: Programme Panafricain de Contrôle d'Epizooties (Nigeria Component)	01.01.1999	01.11.1999	2006	2658128	2079739	1234768	x	x	x	x				
9 ACP ROC21	FED/2007/020-758	TCF - TECHNICAL COOPERATION FACILITY II - Nigeria component	11.05.2007	31.05.2007	ongoing	482528	482528	278447	x	x					x	
TOTAL OTHERS EDF7-9						29899569	19396626	13855430								

EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.					
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agr.	ROM	MTR	contract note
9 ACP ROC2	FED/2003/016-334	PLATEFORME POUR LE DEVELOPPEMENT RURAL ET LA SECURITE ALIMEN TAIRE EN AFRIQUE DE L'OUEST	03.12.2003	n/a	ongoing	1950000	1950000	1818463	x	x	/			
ENV	ENV/1997/003-735	Community Based Sustainable Management of Tropical Forests, Cross River State, Nigeria	20.06.1997	31.12.2004	07.09.2004	675871	675871	675871	x	x				x
ENV	ENV/1999/003-512	Environmental services and enhanced rural livelihoods in the forest margins of West and Central Africa	02.09.1999	31.12.2005	ongoing	1525473	1525473	1372926	x	info				
ONG-PVD	ONG-PVD/1998/010-892 (CL)	FOERDERUNG DER GEMEINWESENENTWICKLUNG IN LAENDLICHEN GEBIETEN ZENTRAL-UND NORDNIGERIAS	1998	n/a	n/a	291990	291990	291990	x					
ONG-PVD	ONG-PVD/2000/011-591 (CL)	SVILUPPO SANITARIO E AGRICOLO A OPERE VILLAGE - PODO AREA -IBADAN - OYO STATE - NIGERIA	2000	01.12.2000	30.11.2001	150000	150000	150000	x					
ONG-PVD	ONG-PVD/ 2001 / 011-672	GRASSROOTS LEVEL SELF-RELIANT MICRO-FINANCE SYSTEM PROMOTIONIN NIGERIA	06.12.2001	01.01.2002	23.09.2008	854565	854565	854565	x		x			x
ONG-PVD	ONG-PVD/ 2001 / 011-727	EDUCATIONAL CENTRE IN THE SUBURBAN AREA OF LAGOS METROPOLIS-NIGERIA	07.12.2001	01.01.2002	2006	894782	894782	894782	x		x			x



EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.					
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agr.	ROM	MRK	contract/note Report
ONG-PVD	ONG-PVD/2002/020-759 (CL)	EXTENSION AND EQUIPMENT OF A TECHNICAL CENTRE IN ENUGU (NIGERIA) TO PROVIDE VOCATIONAL TRAINING FOR YOUNG POOR MEN, CONSTRUCTION OF A BOARDING HOUSE IN ORDER TO ADMIT APPRENTICES FROM DISTANT RURAL COMMUNITIES	31.12.2002	01.05.2003	23.09.2008	190306	190306	190306	x					
ONG-PVD	ONG-PVD/2006/118-727	LIVELIHOOD ENHANCEMENT ALTERNATIVES PROJECT (LEAP)	20.12.2006	01.01.2007	ongoing	511209	511209	185737	x			x		
ONG-PVD	ONG-PVD/2006/119-055 (EC)	Empowering Less-Privileged South-Eastern Nigerian Women through Human Promotion and Professional Skill Acquisition	28.12.2006	29.12.2006	ongoing	693587	693587	161215	x	x		x		
ONG-PVD	ONG-PVD/2007/135-213 (EC)	STRENGTHENING THE LIVELIHOODS OF SMALL SCALE FARMERS IN NIGERIA	31.12.2007	01.01.2008	ongoing	713460	713460	234381	x					

EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.							
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agt.	ROW	IMR	contract/note	Report	
Regional Integration (EDF West Africa Region)																
8 ACP ROC8	FED/1999/014-275	CEDEAO PREVENTION/GESTION CONFLITS, MAINTIEN PAIX/SECURITE	01.01.1999	24.02.2004	24.02.2004	387614	387614	387614	x	x	x					
8 ACP ROC22	FED/1999/014-694	STRATEGIE DU SECTEUR DES TRANSPORTS REGIONAUX	01.01.1999	01.12.1999	01.07.2008	47204	47204	47204	x	x	/					
8 ACP ROC24	FED/1999/014-735	PLAN FOR INSTITUTIONAL STRENGTHENING OF ECOWAS SECRETARIAT	19.11.1999	10.01.2000	22.03.2002	17921	17921	17921	x	x	/					
8 ACP ROC33	FED/2000/015-059	ECOWAS CAPACITY BUILDING FOR REGIONAL INTEGRATION	01.01.2000	01.03.2001	ongoing	1950000	1849963	1654232	x	x	x				/	
8 ACP ROC44	FED/2000/015-274	PROGRAMME DE DEVELOPPEMENT STATISTIQUE DE LA CEDEAO	22.12.2000	31.12.2001	ongoing	1950000	1921288	1524645	x	x	x					
8 ACP ROC45	FED/2000/015-290	SUPPORT TO THE ECOWAS CONFLICT PREVENTION MECHANISM	06.12.2000	15.12.2000	24.02.2004	63681	63681	63681	x	x	/					
8 ACP ROC50	FED/2001/015-620	AFRIQUE DE L'OUEST PROGRAMMATION PIR 9E FED	25.05.2001	15.09.2001	15.12.2005	168380	168380	168380	x	x						
8 ACP ROC53	FED/2002/015-910	AFRIQUE DE L'OUEST PROGRAMMATION PIR 9E FED	21.05.2002	n/a	n/a	135987	135987	135987	x							
9 ACP ROC1	FED/2003/016-280	APPUI AU PROGRAMME DE FORMATION DE L'ASECNA (L'Agence pour la Sécurité de la Navigation aérienne en Afrique et à Madagascar)	15.12.2003	n/a	n/a	14200000	13999999	13305027	x							
9 ACP ROC8	FED/2004/017-423	APPUI TECHNIQUE A LA CEDAEAO POUR LA FACILITATION DES TRANSP ORTS EN AFRIQUE DE L'OUEST (Technical support to ECOWAS for transportation facilitation in West Africa)	15.12.2004	22.12.2004	ongoing	2000000	1813500	1022309	x	x	/				/	

EDF Code or Budget Line	Decision No (Projects) or Contract No (BL)	TITLE	Implementation			Financial Data (€)			Available Doc.					
			EC Decision/ Sign. Date	Starting Date	Closing Date	Allocated	Contracted	Paid	Decision Form	Project Sum.	Financ. Agr.	ROM	MIR	contract/note Report
9 ACP ROC9	FED/2005/017-443	APPUI A L'INTEGR.REG. ET NEGOTIATIONS DE APE (ACCORD DE PART ENARIAT ECONOMIQUE) ENTRE LA CE ET REG. AFRIQUE DE L'OUEST (Support for regional integration and to EPA negotiations between the EC and West African region)	03.06.2005	21.06.2005	ongoing	7000000	6399857	4830627	x	x	x			
9 ACP ROC10	FED/2005/017-444	COORDINATION ET SUIVI DU PIR 9EME FED (Mechanism of coordination and monitoring of RIP9)	22.07.2005	27.07.2005	ongoing	6000000	5847908	3082557	x	x	x			4
9 ACP ROC11	FED/2005/017-805	CONFLICT PREVENTION AND PEACE-BUILDING	22.07.2005	03.08.2005	ongoing	5500000	4445566	2878674	x	x	x			
9 ACP ROC14	FED/2006/017-947	PROJET DE FACILITATION DES TRANSPORTS (Transport facilitation)	29.11.2005	20.12.2005	ongoing	63800000	9004428	5864304	x	x	x			/
9 ACP ROC15; 9 ACP ROC16	FED/2006/018-071	SUPPORT FOR REGIONAL INTEGRATION IN WEST AFRICA	19.12.2005	23.01.2006	ongoing	105000000	97674282	31575416	x	x	x			
9 ACP ROC22	FED/2007/019-081; FED/2007/020-851	CONFLICT PREVENTION AND PEACE BUILDING II	01.01.2007	19.12.2007	ongoing	4497000	0	0	x	/	x	/		

## ANNEX 11 POWERPOINT PRESENTATION



The powerpoint presentation is available as original powerpoint document on the CD Rom.

## **ANNEX 12 MINUTES OF THE SEMINAR IN ABUJA**

Evaluation of the European Commission support to Nigeria

Presentation of the draft final report (1999-2008)

Restitution Seminar

**Chelsea Hotel, Abuja, Nigeria, 28 January 2010.**

### **Opening Remarks**

The workshop started at 10.00 a.m. Mr. Taiwo introduced the Special Guests to the high table. The special guests that attended the event were:

- The Charge d’Affaires at the European Union Delegation (EUD): Mr. Pierre Philippe;
- The Hon. Minister of National Planning Commission (NPC), Dr. Usman, represented by the Director of International Cooperation: Mrs. Bagaiya;
- The evaluation manager of Joint Evaluation Unit of the European Commission in Brussels: Ms. Silvia Orrù;
- The Evaluation Team Leader: Mr. Gunnar Olesen.

Mr. Taiwo explained to the participants that the evaluation was conducted to review Federal Government of Nigeria (FGN) and European Commission (EC) Cooperation from 1999 to 2008 to draw lessons that could be used for building on in the next programming period.

In his remarks, Mr. Philippe explained that the evaluation was independent as such and conducted from external consultants; the opinion expressed in the Report is the opinion of the experts, which is not binding for the EC. He further explained that in 2009, the EC has contracted project worth about 14 billion Euros (out of the 24 foreseen) and needed to contract about 80 million Euros more. He, however, highlighted that most projects are approaching their end. Mr. Philippe further explained that the priority for 2010 is to start the identification of programmes, contracts and implementation. Adding that the participants should use the opportunity presented by this workshop to set priorities for 2010. He also explained that the EU had requested approval from the Federal Government of Nigeria (FGN) for the newly appointed Head of Delegation (Mr David Mc Rae) since June 2009 and the approval has not arrived yet.

Mrs. Bagaiya, while speaking on behalf of the Minister of Planning explained that the overall objective of the EC Seminar was to present an independent evaluation of the EC/FGN Cooperation and the purpose of the workshop was to present the results of the report to enable all the stakeholders to contribute and comments on the evaluation. The experience of the report will be useful in the implementation of the 10<sup>th</sup> EDF. According to her, the results will be used to improve the implementation for better results and this is very important to us. “So, I urge you to contribute and make necessary suggestions that could be used to improve on the final Report”, she said.

Ms. Silva Orru, presented the actual mandate of the Joint Evaluation Unit (which could undertake important changes following the entry into force of the Lisbon Treaty on 01/12/2009) and also provided a brief explanation on the needs, the aims, the users and the beneficiaries of the evaluation report. She encouraged the participants to take part actively in

the discussion and assured them that they would also be given time until 5 February 2010 to send their comments, suggestions and recommendations to the Evaluation Team.

Subsequently, Mr Olesen had a slides' presentation in headlines, supplemented by his verbal comments, on the main findings, conclusions and recommendations of the Evaluation. The Seminar participants were supplied with paper copies of the Main Volume of the Final Draft Report, which had not been distributed electronically on beforehand to most of them.

The subsequent discussion was chaired by Mr Taiwo, the Deputy Head of the Dept. for International Cooperation, NPC.

## COMMENTS AND SUGGESTIONS ON THE DRAFT FINAL REPORT

Mrs. Bagaiya thanked Mr Olesen and his Evaluation Team for putting together this comprehensive report which shows that a lot of work has gone into the evaluation. According to her, everything was integrated including the gaps in projects implementation. She advised that the evaluation report should be taken as a "Text Book" that should guide us during the next programming phase.

Dr. Chukwuma Eze expressed his concern in relation to the expression on the report that stated that 'the cooperation between Nigeria and the EU was good but not perfect'.

He also explained that projects baselines should set the indicators, which they had not done sufficiently and that the vision and mission statements have not been in place. He added that these deficiencies should have been addressed more clearly in the Report.

Mr. Saliu from NPC explained that his concern about the Nigeria/EC Cooperation is what he terms "*the Exit Tragedy*". He referred to the fact that all the projects do not have exit plans right from the conceptualisation and inception phase. He underlined that when projects ended, they suffer an "*exit tragedy*" because there is no exit strategy.

Mr. Geert Anckaert, EUD pointed out that the explanation on cost effectiveness is insufficient and that there is a need for more explanation on time efficiency.

Dr. Chidima (NPHCDA) expressed her disagreement with the statement in the report according to which the reduction in the budget for water was a sign of failure of the water project. She explained that the budget was not reduced because of failure but because the first phase of the project was to work at the policy phase. It should be explained that WATSAN deals with policy issues, so at this level the mission was to put in place the right policy and institutional framework.

Mr. Chme Ezedimma (SRIP) suggested that the evaluation team should do a more detailed assessment on the lesson learnt in the final evaluation report.

Dr. Abdu Myriam (EUD) said that the report was very quick in accepting that some micro-programmes had impact while others had not. She sustains that the micro projects are supposed to assist communities but not to reduce poverty. She added that the micro projects implemented in some states now show that they are influencing changes.

Another participant pointed out that the Report shows differences between resource allocation and actual implementation but did not identify the reasons behind the gaps. He went further to give the reasons behind the gap in the implementation, which he enumerated as:

1. Financial management capacity of the of the PMU;
2. Lack of understanding of procurement unit rules and regulations;
3. Internal crisis (in Nigeria?);

4. Lack of understanding of the EU rules regarding budget allocations, incl. the use of riders;
5. No record of needs assessment before commencement of projects.

Another participant said that the Report Section on the National Population Commission should not be final because the Census has not been completed. So, there is no need for the evaluation to refer to Census as having mixed impact considered that a Tribunal has been set up to hear complaints. He therefore concluded that this comment on Census was too early. The process is still ongoing. He further explained that Tribunal has been constituted to consider cases and complaints against the Census.

In reaction, Mr. Taiwo explained that the evaluation is looking at the funds expended and the projects executed within the period 1999 to 2008. Therefore, the report is on the review of the EC/FGN cooperation within that period.

Mr. Mogaji from the Ministry of Niger Delta explained that his ministry is very much interested in knowing more about the micro projects that the EC has implemented in the Niger Delta in order not to duplicate the efforts of the EC.

Another participant explained that there was a mix up in the report on Focal and non-focal sectors. Noting that some of the items in the non-focal sector (such as census, election etc) were treated as if they were in focal sector.

Dr. Biemerem expressed his concern about the expression in the report that says “replication of success stories seems not to be realistic”. According to him it shows that the evaluation team came to Nigeria with a preconceived mind. He stated further that if we will wait for perfection before saying that we are successful will not do anything at all. He pointed out that some other states are beginning to replicate efforts of the EC/FGN cooperation in their own states.

### **Mr. Olesen's Reaction on Comments and Questions**

In his reaction, Mr. Olesen explained that there are certainly success stories as contained in the report, which could be replicated elsewhere, but this has not taken place systematically as envisaged in the CSP.

Regarding what is included in the focal sector 2: such elements as election and anti corruption have been included by the Evaluation because they have been funded from the budgetary allocations for this sector

The Report Section on the micro projects was based on the already existing body of documentation regarding the monitoring and evaluation of the MPP3 and the MPP6, supplemented with field visits. In addition remarks were added on the MPP9 that has just started, because the Team wanted to draw the attention to some start-up difficulties experienced by this project.

Regarding the question of cost-effectiveness, he said that the Team had not been able to assess this question mainly due to the lack of baseline information and insufficient indicator-based monitoring. What was in evidence was that time-efficiency had been low and that the effectiveness in terms of concrete pro-poor results was not what could have been hoped for.

Regarding the reduction of the WATSAN budget, it is true that this project first had to pass policy-planning and institution building stages. However, the progress in these stages has been much slower than expected at the outset – which in the end seemed to have a

relationship with the lack of effective ownership linked to consequences of the Nigerian rentier-state nature, addressed by the Team. This again may be part of the reason why, while the EC-FGN cooperation “had been good, it had not been perfect”.

Mrs. Bagaiye observed that Evaluation Question 5 (Immunisation) suggested flexibility in programme design in particular with regards to the exit strategy is an area where we have serious problem. She, however, suggested that projects' inception phase should be able to determine the intervention strategy.

She further explained that the implementation of the EC/FGN projects is felt at the community levels. She also pointed out that a lot had been achieved in the Niger Delta with the EU support. It has to be noted that the FGN Amnesty Programme has achieved remarkable success.

According to Mrs. Bagaiya, the payment of counterpart funding has been very challenging as at local government level there are always delays in payments.

She pointed out the need to clarify that the change of cooperation states was based on the SEED Benchmarking and not on the actual performance of the states in question.

Mr Taiwo expressed his appreciation of the quality of work done by the Evaluation Team despite the problem of data availability. He noted that the EC evaluations are usually on financial evaluation. He suggested that there is need for us to be more focus on programme indicators and impact. He further asked how we can evaluate performance.

One of the participants explained that although the report captured the essences of what is happening in the water sector, one area of concern is the word disappointing. She suggested that the team might rephrase that word.

Mr Fagbayo explained that there is a need to inculcate the value for money spent. In the current situation there is a lot of money expended but the impact is not felt at the community levels. He therefore advocated for the movement to Community Based Approach (CBA).

Mr A. Joaris explained that it is not true that most of the contracts are to European companies and that in fact, the contracts are mainly to Nigerian companies. He further explained that the report draws issues, conclusions and recommendations, which will be useful to the EUD, National Planning Commission and other Nigeria stakeholders. He further explained that there will be a mid-term review of EC Programmes which will be an opportunity to take the recommendation contained in the Evaluation Report on board.

All the participants to the Seminar have been asked to send their comments in writing by the 5 February 2010.