



National Social Safety Nets Project (P151488)

WESTERN AND CENTRAL AFRICA | Nigeria | Social Protection & Jobs Global Practice |
IBRD/IDA | Investment Project Financing | FY 2016 | Seq No: 12 | ARCHIVED on 22-Dec-2022 | ISR54401 |

Implementing Agencies: Federal Republic of Nigeria, Ministry of Humanitarian Affairs, Disaster Management and Social Development

Key Dates

Key Project Dates

Bank Approval Date: 07-Jun-2016

Effectiveness Date: 03-Oct-2017

Planned Mid Term Review Date: 30-Apr-2021

Actual Mid-Term Review Date: 17-May-2021

Original Closing Date: 30-Jun-2022

Revised Closing Date: 31-Dec-2022

Project Development Objectives

Project Development Objective (from Project Appraisal Document)

The project development objective (PDO) is to provide access to targeted transfers to poor and vulnerable households under an expanded national social safety nets system.

Has the Project Development Objective been changed since Board Approval of the Project Objective?

No

Components Table

Name

Establishing a National Social Safety Nets System:(Cost \$160.00 M)
Implementing a Targeted Cash Transfer:(Cost \$661.00 M)

Overall Ratings

Name	Previous Rating	Current Rating
Progress towards achievement of PDO	<input type="checkbox"/> Satisfactory	<input type="checkbox"/> Satisfactory
Overall Implementation Progress (IP)	<input type="checkbox"/> Moderately Satisfactory	<input type="checkbox"/> Moderately Satisfactory
Overall Risk Rating	<input type="checkbox"/> Moderate	<input type="checkbox"/> Moderate

Implementation Status and Key Decisions

Introduction.

In accordance with the established OPCS guidelines, this final ISR assesses the Project's performance from its approval in 2016 to its closing on December 31, 2022, using the three harmonized criteria of: (i) relevance of objectives; (ii) efficacy; and (iii) efficiency. The Project's performance is assessed in relation to each of these three criteria with an overall outcome rating calculated based on implementation progress during the life of the project. Based on the granular analysis to be undertaken for the ICR, the ratings for efficiency and efficacy will be re-examined

Project context.

The Federal Government of Nigeria (FGN), concerned about the high poverty rate, has prioritized social protection interventions as a key strategy towards reducing poverty and socio-economic vulnerabilities in the population. Accordingly, the Government of Nigeria (GoN) has partnered with the World Bank (WB) to design the National Social Safety Net Project (NASSP). The National Social Safety Nets Project (NASSP), with the IDA allocation credit US\$500 million was approved on June 7, 2016, and it became effective on October 3, 2017, with the current closing date of December 31, 2022. NASSP is also financed through an additional government allocation of US\$322.5 million from the Abacha Restituted Fund



which is disbursed based on tripartite the Memorandum of Understanding (MOU) between the Government of Nigeria, the Swiss Government, and the World Bank. The Project Development Objective is “to provide access to targeted transfers to poor and vulnerable households under an expanded national social safety nets system”. The project comprises two components: component 1 focuses on establishing the foundation for a national social safety net system and component 2 is implementing a targeted cash transfer.

Relevance of the Development Objectives

The Project Development Objective (PDO) is “to provide access to targeted transfers to poor and vulnerable households under an expanded national social safety nets system. The PDO of the project is very relevant considering the high level of poverty and vulnerability in Nigeria. Over 40 % of population (over 80 million people) are in poverty in 2018/19 and an additional 25 % (over 53 million people) are vulnerable to falling back into poverty in the event of shocks. In this respect, the project objective is highly aligned with the Government vision to lift over 100 million population out of poverty. It also aligns with the National Social Protection Policy framework to expand coverage of social protection interventions and building National Delivery Systems. The PDO is also aligned with the World Bank Group Country Partnership Framework (CPF) for the Federal Republic of Nigeria FY21–FY25, specifically directly aligned with the core objective under the Human Capital development Pillar-i.e., the expansion of the Cash Transfer Programs contributes toward increasing the coverage and effectiveness of social assistance, Based on the above, the rating for the relevance of the Objective is **high**.

Efficacy (Achievement of Project Development Objectives)

Overall, the project made satisfactory progress towards achieving the PDO, meeting and surpassing the targets set for outcome and output level indicators. Out of six PDO level indicators, five of them have achieved over 100% of the original end target (with the achievement ranging from 100% - over 300%). Moreover, the project has made significant progress in implementation over the last 2-3 years, fully accomplishing all core activities including cash transfers to the beneficiaries. The Project has recorded significant achievements in the development of core delivery systems for targeting and delivery of cash transfers using digital payment modalities. The systems for strengthening citizens engagements and social inclusion have also been developed and implemented (a technology supported Grievance Redressal Mechanism-GRM, Social Accountability Mechanism, and Gender mainstreaming measures including the development of action plan to address Gender Based Violence -GBV issues. The National Social Register (NSR) has surpassed the intended targets and now contains 13.1 million poor and vulnerable households (53.2 million individuals) in state registries across the 36 states and the Federal Capital Territory (FCT). The Rapid Response Register (RRR) has 2.7 million households successfully registered and verified. This has led to 1.94 million households (over 9.6 million individuals) enrolled in the program and received cash transfers under the Household Uplifting Programme. Both the NSR and the Rapid Response Register (RRR) serve as a platform for targeting of poor and vulnerable population for the new NASSP Scale Up (NASSP-SU) and other social programs.

Several challenges that have resulted in the delays of disbursements of cash transfers have been resolved. As a result, all backlog of cash benefits which were caused by several delays to payments, have now been completely transferred to beneficiaries through the interoperable bank account or wallet, fully digitizing the process, including providing debit cards to ease beneficiary access to cash and other digital financial services. 1.94 million benefitting households now have accounts/wallets created for the caregiver in the household, increasing the number of poor persons, and women, now financially included. Among caregivers receiving cash transfers on behalf of the households, 94 percent are female. To ensure that the beneficiaries will not face a challenge with the new digital payment mechanism to access their entitlement, the National Cash Transfer Office (NCTO) and the States have strengthened monitoring and make close follow up. This includes sharing necessary information with the beneficiaries about the new digital payment modalities, the timing, and the amount of their entitlements

Despite several challenges faced specially at the early stages of implementation, the project has delivered the targeted support and interventions. The challenges faced include, delays in effectiveness and start of implementation; change of institutional home of the project; disruption of payment to beneficiaries for a number of months, partly due to delays in the procurement process to extend the contract of Payment Service Providers (PSPs) and also mainly due to the government decision to fully digitize transfer payment mechanism with the objective to improve efficiency, transparency and accountable; and finally the impact of the COVID-19 pandemic

On the basis of the above, the efficacy of the project in its progress towards achieving the PDO is rated as **Substantial**

Efficiency

The efficiency of the project has significantly improved overtime. First of all, the original planned contribution from the government was not fully met. However, the project has actually achieved more targets in terms of geographic coverage, the number of beneficiaries supported and in the expansion of the National Social Registries. The original plan was to cover 24 States, but the project managed to cover all 36 States and the Federal Capital Territory (FCT). Compared to the original target of 5 million Direct Project Beneficiaries, the project achieved over 9.6 million Direct Project Beneficiaries. Using the same level of resources allocated for system building interventions, the National Social Register has expanded from the original target of 4 million households to 13.1 million households during the life of the project. In addition, a new Rapid Response Register was developed during COVID-19 pandemic, and it has captured 2.7 million households. Moreover, the improvement of cash payment delivery mechanism from partially digital to a mechanism where the beneficiaries received their payment through fully digital bank account/mobile wallet has also improved the efficiency of the program in terms of cost effectiveness, in ensuring more accountability and in creating financial inclusion for the poor, facilitating their engagement in gainful economic opportunities.

On the basis of the above, the efficiency of the project is rated as **Substantial**.

Disbursement (as of November 15, 2022). The disbursement of the project fund is 100% completed both from IDA and from Abacha Restituted Fund (ARF). The documentation of expenditure that is utilized for the completed project activities is in progress. To date, there is a total of undocumented outstanding expenditure of US\$ 55.2 million (NASSCO US\$24.1 million and NCTO USD \$31.1 million). Most of this undocumented balance is expected to be completed before the project closure on December 31, 2022. Any remaining balance will be fully documented during grace period before disbursement end date on April 30, 2023.

Based on the overall achievement of the project in meeting the set targets at the PDO as well as at intermediate outcome levels, the Team considers the **overall rating of the project as Satisfactory**.

Fiduciary management. Over the last two-three years, there has been improvement in the implementation of the fiduciary management and compliance, including good progress made in financial management and disbursements, as well as improved adherence to procurement procedures. However, considering the overall weaknesses in fiduciary management throughout the life of the project, the financial management rating is **moderately satisfactory** while the procurement performance rating is **moderately unsatisfactory**. The low rating in procurement is due to



significant weakness including substantial possible ineligible expenditure identified through the in-depth review conducted in June 2020 and delayed response from government on the findings of the review.

Safeguards management: As a category C Project, NASSP has progressed well in complying with Environmental and Social Safeguard requirements and no critical safeguards' issues are pending. As a common phenomenon in Nigeria as FCV country, the project was vulnerable to security risks. The project has developed security procedures and provided training to staff at all levels improving security consciousness of the project staff. The capacity of the project teams on safeguards and security awareness has been strengthened. The project successfully trained 285 Staff (E&S, Gender, GRM Officers, Gender) across the National and State Units.

Grievance Redress Mechanism (GRM). The NASSP design incorporates Citizen Engagement and Social Accountability as part of an inclusive and participatory process and as feedback loop. A GRM App has been developed and deployed as part of using technology to ease the grievance redress process. A toll-free call center has been established by the project, and Federal and State GRM hotlines are in place. A total of 15,218 grievances have been received since the start of the project and most of them have been resolved on ongoing basis. Most of complaints stem from delays in Cash Transfer payment to beneficiaries which is now fully completed.

Social Accountability Mechanism. Third Party Monitoring (TPM) has covered all 36 states and the FCT, with two scorecards produced and disseminated. With the positive reports of the scorecards, there is renewed confidence in the program from beneficiary and non-beneficiary stakeholders, including Civil Society Organizations.

Gender and Social Inclusion. The NASSP Gender Action Plan has been revised. The Gender and Social Inclusion Mainstreaming Strategy manual, Sexual Exploitation and Abuse/Sexual Harassment (SEA/SH) plan are all finalized in fulfilment of the Environmental and Social (E&S) requirements for the project. A draft code of conduct for all staff and vendors is also developed. An encrypted reporting mechanism is developed as part of the overall NASSP GRM system to restrict access levels and preserve the confidentiality, respect, and privacy required in reporting gender-based violence issues. A disability assessment exercise is ongoing to enhance the NSR's suitability in delivering targeted support to Persons with Disabilities (PWDs).

Sustainability - Several State Governments have already showed strong commitment to the program and its results. Further effort will be required from all states to institutionalize and invest in the systems and structures created through the program to ensure full ownership and sustainability. The FMHADMSD and the PIUs have continued to undertake more consultations and socialization work with States in preparation for the follow-on NASSP Scale Up Project. Following the good achievement of NASSP, the design and approval of the follow up project NASSP- Scale UP (NASSP-SU P176935) - with IDA credit equivalent to US\$ 800 million is an important milestone and it will ensure continuity and expansion of support to the poor and vulnerable population particularly in the context of increased impact of shocks. The new project also supports the Government of Nigeria in building systems for future shock responsive social protection. NASSP-SU will support 10.2 million households (about 50 million individuals) in all States.

Risks

Systematic Operations Risk-rating Tool

Risk Category	Rating at Approval	Previous Rating	Current Rating
Political and Governance	☐ Substantial	☐ Moderate	☐ Moderate
Macroeconomic	☐ Substantial	☐ Moderate	☐ Moderate
Sector Strategies and Policies	☐ Moderate	☐ Moderate	☐ Moderate
Technical Design of Project or Program	☐ Substantial	☐ Substantial	☐ Substantial
Institutional Capacity for Implementation and Sustainability	☐ Substantial	☐ Moderate	☐ Moderate
Fiduciary	☐ High	☐ Substantial	☐ Substantial
Environment and Social	☐ Low	☐ Low	☐ Low
Stakeholders	☐ Moderate	☐ Moderate	☐ Moderate
Other	--	--	--
Overall	☐ Substantial	☐ Moderate	☐ Moderate



Results

PDO Indicators by Objectives / Outcomes

Provide access to targeted transfers to poor and vulnerable households				
▶ Direct project beneficiaries (Number, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	9,666,420.00	9,666,420.00	5,000,000.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
□ Female beneficiaries (Percentage, Custom Supplement)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	50.00	50.00	50.00
▶ Percentage of transfer recipients that are female (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	94.00	94.00	85.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
▶ Percentage of beneficiaries that are in the bottom two poverty quintiles (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	53.00	53.00	80.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
Comments:	By design, the eligible beneficiaries of the program are those below the 6th decile (3rd Quintile). This constitutes 74.1% of poor and vulnerable households captured in NSR across 10 deciles. This was ambitious target as opposed to the design requirement.			
▶ Number of households included in National Social Registry (Number (Thousand), Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	35.00	11,596,248.00	13,156,044.00	4,000.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
▶ Number of states benefiting from targeted cash transfers (Number, Custom)				



	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	37.00	37.00	24.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021

Intermediate Results Indicators by Components

Establishing a National Social Safety Nets System				
▶ Number of states that have signed MoUs with federal level (Number, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	37.00	37.00	24.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
▶ Number of states with Social Registry (Number, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	8.00	37.00	37.00	24.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
▶ Number of other social protection or social sector programs utilizing the National Social Registry (Number, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	11.00	11.00	5.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
▶ Percentage of individuals registered in National Social Registry with a valid national ID number from NIMC (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.10	0.10	20.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
Comments:	The expansion of the National ID has been very slow and this is beyond the control of the program.			
▶ Percentage of complaints satisfactorily addressed within three months of initial complaint being recorded (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	88.00	88.00	90.00



Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
► Percentage of beneficiaries and non-beneficiaries that report they are aware of project objectives and entitlements (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	90.40	90.95	75.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
Comments:	updated based on beneficiary satisfaction survey completed recently.			
<input type="checkbox"/> Percentage of male beneficiaries and non-beneficiaries that report they are aware of project objectives and entitlements (Percentage, Custom Breakdown)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	90.95	90.95	75.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
<input type="checkbox"/> Percentage of female beneficiaries and non-beneficiaries that report they are aware of project objectives and entitlements (Percentage, Custom Breakdown)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	89.60	89.60	75.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
► Number of LGAs that have completed the targeting process (Number, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	60.00	200.00	200.00	350.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
Comments:	Targeting happened in more than 750 LGAs but full saturation happened in 200 LGAs because of the budget shortage.			
► Percentage of beneficiaries and non-beneficiaries reporting that targeting process is fair (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	89.10	89.10	90.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
Comments:	Updated based on beneficiary satisfaction survey completed recently.			
<input type="checkbox"/> Percentage of males reporting that the targeting process is fair (Percentage, Custom Breakdown)				



	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	89.85	89.85	90.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
<input type="checkbox"/> Percentage of females reporting the targeting process is fair (Percentage, Custom Breakdown)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	88.10	88.10	90.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
► Percentage of beneficiaries that report they are satisfied with the targeted cash transfers (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	86.70	86.70	80.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
Comments:	Updated based on beneficiary satisfaction survey completed recently.			
<input type="checkbox"/> Percentage of male beneficiaries that report they are satisfied with the targeted cash transfers (Percentage, Custom Breakdown)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	86.50	86.50	80.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
<input type="checkbox"/> Percentage of female beneficiaries that report they are satisfied with the targeted cash transfers (Percentage, Custom Breakdown)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	86.70	86.70	80.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
► Annual Results and Resources Scorecard implemented and made public by independent third party (Yes/No, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	No	Yes	Yes	Yes
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
► Number of states that have developed livelihoods strategy based on pilots (Number, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	0.00	12.00



Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
Comments:	The piloting of livelihood activity options is at the final stage. The mid-line impact evaluation of the pilot will be completed in June and the final evaluation will be expected to be completed in December 2022. The outcome of the evaluation will inform future design of livelihood activities.			

Implementing a Targeted Cash Transfer				
▶ Percentage of payments delivered to beneficiaries within one month of the due date (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	90.00	90.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
Comments:	This indicator was achieved due to progress made to delivery payment to beneficiaries using digitized payment mechanism.			
▶ Percentage of targeted households receiving transfers electronically (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	100.00	100.00	85.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
▶ Percentage of households who receive top-up transfers (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	7.00	6.00	80.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
Comments:	The achievement of this indicator is very low due to a decision to focus on base cash transfer due to reduced overall project envelop compared to the original design			
▶ Percentage of households receiving top-up transfers for which monitoring information on co-responsibilities is available (Percentage, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	100.00	100.00	85.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
▶ Quarterly reports are generated by NCTO using a MIS system (Yes/No, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	No	Yes	Yes	Yes



Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
Comments:	MIS is still under development			
► Number of state CTUs that generate quarterly reports using a MIS system (Number, Custom)				
	Baseline	Actual (Previous)	Actual (Current)	End Target
Value	0.00	0.00	0.00	18.00
Date	01-Jul-2016	14-May-2022	30-Nov-2022	31-Dec-2021
Comments:	Quarterly reports are compiled at the Federal level			

Performance-Based Conditions

Data on Financial Performance

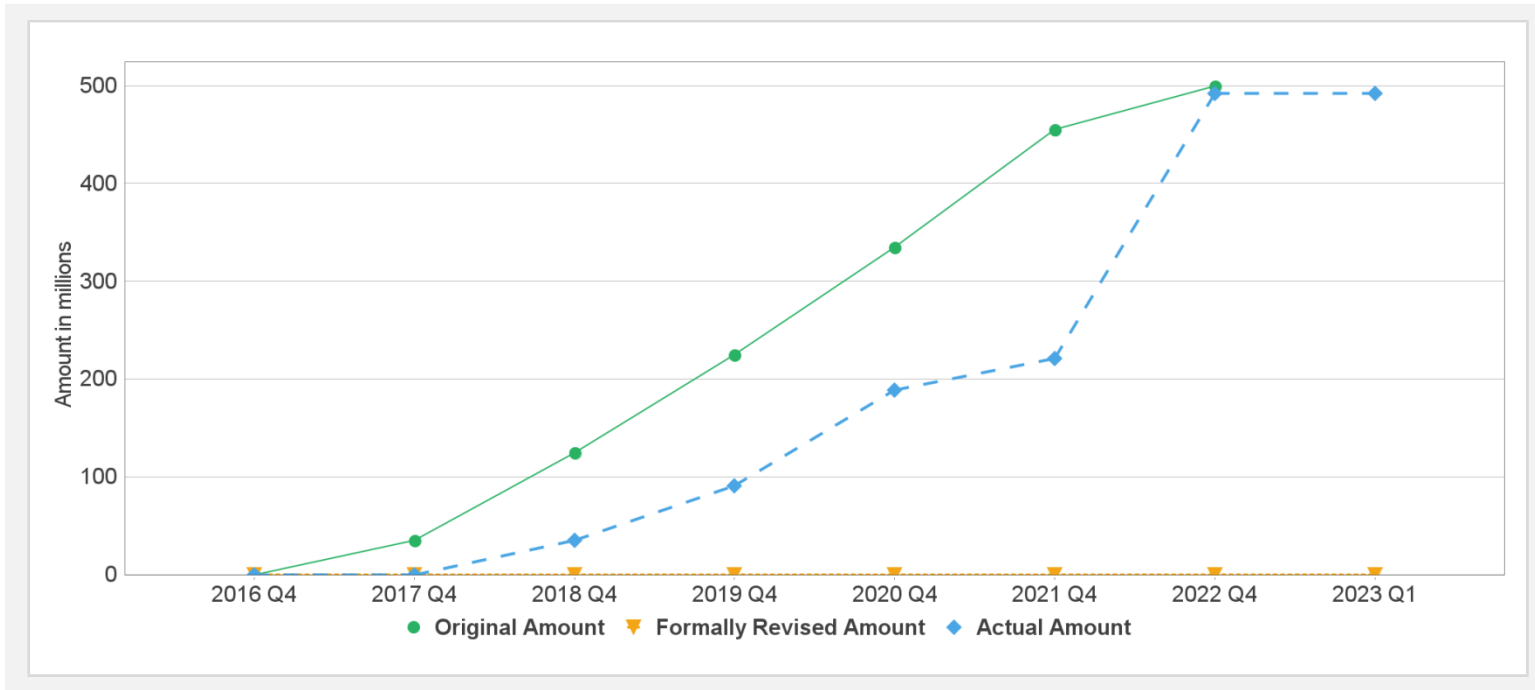
Disbursements (by loan)

Project	Loan/Credit/TF	Status	Currency	Original	Revised	Cancelled	Disbursed	Undisbursed	% Disbursed
P151488	IDA-58310	Effective	USD	500.00	500.00	0.00	492.32	0.00	100%

Key Dates (by loan)

Project	Loan/Credit/TF	Status	Approval Date	Signing Date	Effectiveness Date	Orig. Closing Date	Rev. Closing Date
P151488	IDA-58310	Effective	07-Jun-2016	27-Jan-2017	03-Oct-2017	30-Jun-2022	31-Dec-2022

Cumulative Disbursements



Restructuring History

Level 2 Approved on 27-Apr-2020 ,Level 2 Approved on 21-Jun-2022 ,Level 2 Approved on 14-Oct-2022

Related Project(s)

There are no related projects.