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**IMPLEMENTATION COMPLETION AND RESULTS REPORT**

(IDA-44960; IDA-54070; IDA-58400)

ON A

CREDIT

IN THE AMOUNT OF SDR 121.50 MILLION (US\$200 MILLION EQUIVALENT)

AND A FIRST ADDITIONAL CREDIT

IN THE AMOUNT OF SDR 91.26 MILLION (US\$140 MILLION EQUIVALENT)

AND A SECOND ADDITIONAL CREDIT

IN THE AMOUNT OF SDR 53.00 MILLION (US\$75 MILLION EQUIVALENT)

TO THE

FEDERAL REPUBLIC OF NIGERIA

FOR THE

COMMUNITY AND SOCIAL DEVELOPMENT PROJECT

April 30, 2022

Social Protection and Jobs Global Practice  
Africa West and Central Region

**CURRENCY EQUIVALENTS**  
(Exchange Rate Effective February 28, 2022)

Currency Unit = Nigerian Naira (N)

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US\$1= N415.35

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US\$1= SDR 0.71691600

**FISCAL YEAR**  
January 1 – December 31

Regional Vice President: Ousmane Diagana

Country Director: Shubham Chaudhuri

Regional Director: Dena Ringold

Practice Manager: Dhushyanth Raju

Task Team Leader: Foluso Okunmadewa

ICR Main Contributor: Peter Pojarski

## **ABBREVIATIONS AND ACRONYMS**

AF	Additional Financing
CDD	Community-Driven Development
CDP	Community Development Plan
CPF	Country Partnership Framework
CPMC	Community Project Management Committees
CPRP	Community-Based Poverty Reduction Project
CPS	Country Partnership Strategy
CSDA	Community and Social Development Agency
CSDP	Community and Social Development Project
DFID	Department for International Development
ESMF	Environmental and Social Management Framework
EU	European Union
FA	Financial Agreement
FCTFPSU	Federal Capital Territory Federal Project Support Unit
FM	Financial Management
FMF	Federal Ministry of Finance
GON	Government of Nigeria
GPMC	Group Project Management Committee
GRM	Grievance Redress Mechanism
GRS	Grievance Redress Service
GVG	Gender and Vulnerable Groups
HD	Human Development
HDI	Human Development Index
ICR	Implementation Completion and Results Report
IDA	International Development Association
IDP	Internally Displaced Person
IICR	Interim Implementation Completion and Results Report
IRI	Intermediate Results Indicators
LEEMP	Local Empowerment and Environmental Management Project
LGA	Local Government Authority
LGRC	Local Government Review Committees
M&E	Monitoring & Evaluation
MDA	Ministries, Departments, and Agencies
MIS	Management Information System
MTR	Mid-term Review
NEEDS	National Empowerment and Economic Development Strategy
NEST	North East States Transformation Strategy
NETSP	North East Emergency Transition and Stabilization Program
NG-CARES	NIGERIA: COVID-19 Action Recovery and Economic Stimulus Program

NPV	Net Present Value
NRDF	Northern Nigeria Regional Development Framework
NSAs	Non-State Actors
NSHIP	Nigeria State Health Investment Project
NSR	National Social Registry
NSSNP	National Social Safety Net Program-Scale Up
PAD	Project Appraisal Document
PCNI	Presidential Coordination Committee on North East Interventions
PDI	Project Development Indicator
PDO	Project Development Objective
PESP	Polio Eradication Support Project
PIU	Project Implementation Unit
PMSS	Project Monitoring System Software
PRA	Participatory Rural Assessment
RAP	Resettlement Action Plan
RPBA	Recovery and Peace Building Assessment
RPF	Resettlement Policy Framework
RRR	Rapid Response Registry
SA	State Agency
SDR	Special Drawing Rights
SEEFOR	State Employment and Expenditure for Results Project
SEPIP	State Education Program Investment Project
SGBV	Sexual and Gender Based Violence
SOE	Statement of Expenditures
SORT	Systematic Operations Risk-rating Tool
SSN	Social Safety Net
TOC	Theory of Change
UN	United Nations
VLD	Voluntary Land Donation
WB	World Bank
WBG	World Bank Group
WDI	World Development indicators
YESSO	Youth Employment and Social Support Operation

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**DATA SHEET****BASIC INFORMATION****Product Information**

Project ID	Project Name
P090644	Community and Social Development Project
Country	Financing Instrument
Nigeria	Investment Project Financing
Original EA Category	Revised EA Category
Partial Assessment (B)	Partial Assessment (B)

**Organizations**

Borrower	Implementing Agency
Federal Government of Nigeria	Federal Project Support Unit., Ministry of Humanitarian Affairs, Disaster Management and Social Development

**Project Development Objective (PDO)****Original PDO**

Development objectives. The project development objective is to sustainably increase access of poor people to social and natural resource infrastructure services. The key performance indicators are: - Increased number of poor people (of which 70% are women) with access to social services. - Increased number of poor people with access to natural resources infrastructure services. - Increased percentage of participating Local Governments that are incorporating Community development plans in their budget.

**Revised PDO**

The new PDO is to increase access by the poor people, and particularly by the internally displaced and vulnerable people in the North East of Nigeria, to improved social and natural resource infrastructure services in a sustainable manner throughout Nigeria.

**FINANCING**

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
<b>World Bank Financing</b>			
IDA-44960	200,000,000	199,947,645	187,441,955
IDA-54070	140,000,000	138,212,527	125,706,699
IDA-58400	75,000,000	70,902,718	69,132,748
<b>Total</b>	<b>415,000,000</b>	<b>409,062,890</b>	<b>382,281,402</b>
<b>Non-World Bank Financing</b>			
Borrower/Recipient	180,000,000	0	0
<b>Total</b>	<b>180,000,000</b>	<b>0</b>	<b>0</b>
<b>Total Project Cost</b>	<b>595,000,000</b>	<b>409,062,889</b>	<b>382,281,403</b>

**KEY DATES**

Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
01-Jul-2008	23-Feb-2009	20-Dec-2011	31-Dec-2013	30-Jun-2021


**RESTRUCTURING AND/OR ADDITIONAL FINANCING**

Date(s)	Amount Disbursed (US\$M)	Key Revisions
25-Oct-2012	132.82	Reallocation between Disbursement Categories
04-Nov-2013	184.95	Change in Loan Closing Date(s)
26-Mar-2014	187.46	Additional Financing Change in Project Development Objectives Change in Results Framework Change in Components and Cost Change in Safeguard Policies Triggered Other Change(s)
08-Dec-2014	187.46	Change in Loan Closing Date(s)
07-Jun-2016	201.85	Additional Financing Change in Project Development Objectives Change in Results Framework Change in Components and Cost Change in Institutional Arrangements Other Change(s)
11-Jun-2020	357.17	Change in Components and Cost Change in Loan Closing Date(s) Cancellation of Financing
28-Sep-2020	359.00	Change in Results Framework Change in Loan Closing Date(s)
23-Dec-2020	368.15	Change in Loan Closing Date(s)
28-Apr-2021	383.11	Change in Results Framework Change in Loan Closing Date(s) Cancellation of Financing Reallocation between Disbursement Categories

**KEY RATINGS**

Outcome	Bank Performance	M&E Quality
Highly Satisfactory	Satisfactory	Substantial

**RATINGS OF PROJECT PERFORMANCE IN ISRs**

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US\$M)
01	22-Dec-2008	Satisfactory	Satisfactory	0
02	15-Jun-2009	Satisfactory	Satisfactory	0





03	27-Dec-2009	Satisfactory	Moderately Satisfactory	11.50
04	25-Jun-2010	Satisfactory	Moderately Satisfactory	22.80
05	28-Feb-2011	Moderately Satisfactory	Moderately Satisfactory	39.74
06	03-Aug-2011	Satisfactory	Satisfactory	66.88
07	13-Mar-2012	Satisfactory	Satisfactory	103.57
08	08-Oct-2012	Satisfactory	Satisfactory	132.82
09	07-Apr-2013	Satisfactory	Satisfactory	169.72
10	06-Oct-2013	Satisfactory	Satisfactory	184.95
11	26-Feb-2014	Satisfactory	Satisfactory	187.46
12	28-Sep-2014	Satisfactory	Satisfactory	187.46
13	19-Feb-2015	Satisfactory	Moderately Satisfactory	187.46
14	06-Jan-2016	Satisfactory	Moderately Satisfactory	187.46
15	01-Sep-2016	Satisfactory	Satisfactory	201.85
16	11-Apr-2017	Satisfactory	Satisfactory	208.19
17	18-Dec-2017	Satisfactory	Satisfactory	226.42
18	26-Jun-2018	Satisfactory	Satisfactory	246.94
19	04-Jan-2019	Satisfactory	Satisfactory	264.42
20	09-May-2019	Satisfactory	Satisfactory	275.06
21	23-Dec-2019	Satisfactory	Satisfactory	328.15
22	30-Jun-2020	Satisfactory	Satisfactory	357.17
23	09-Nov-2020	Satisfactory	Satisfactory	359.61
24	17-Dec-2020	Satisfactory	Satisfactory	368.15
25	11-Jun-2021	Satisfactory	Satisfactory	383.11
26	29-Jun-2021	Satisfactory	Satisfactory	383.11

**SECTORS AND THEMES****Sectors**

Major Sector/Sector	(%)
<b>Education</b>	<b>20</b>
Primary Education	20
<b>Social Protection</b>	<b>50</b>
Social Protection	35
Public Administration - Social Protection	15
<b>Transportation</b>	<b>20</b>
Rural and Inter-Urban Roads	20
<b>Water, Sanitation and Waste Management</b>	<b>10</b>
Other Water Supply, Sanitation and Waste Management	10

**Themes**

Major Theme/ Theme (Level 2)/ Theme (Level 3)	(%)
<b>Public Sector Management</b>	<b>10</b>
Public Administration	10
Municipal Institution Building	10
<b>Social Development and Protection</b>	<b>60</b>
Social Inclusion	30
Participation and Civic Engagement	30
Social Protection	30
Social protection delivery systems	30
<b>Urban and Rural Development</b>	<b>30</b>
Rural Development	30
Rural Infrastructure and service delivery	30

**ADM STAFF**

Role	At Approval	At ICR
Regional Vice President:	Obiageli Katryn Ezekwesili	Ousmane Diagana
Country Director:	Galina Y. Sotirova	Shubham Chaudhuri
Director:	Onno Ruhl	Dena Ringold
Practice Manager:	John A. Elder	Dhushyanth Raju
Task Team Leader(s):	Foluso Okunmadewa	Foluso Okunmadewa
ICR Contributing Author:		Peter Ivanov Pojarski



## I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

### A. CONTEXT AT APPRAISAL

#### Context

1. **The World Bank has been a key partner in the Government of Nigeria's (GON) effort to expand and strengthen social protection programs and systems, particularly through support to different national programs.** These included the subject of this Implementation Completion and Results Report (ICR) – the Community and Social Development Project (CSDP) (P090644) – but also the Youth Employment and Social Support Operation (YESSO) (P126964), the National Social Safety Nets Project (NASSP) (P151488), and the recently approved Nigeria: COVID-19 Action Recovery and Economic Stimulus Program (NG-CARES) (P174114). These operations support the national framework for addressing poverty and vulnerability through community-driven development (CDD),<sup>1</sup> national social registry, and cash transfer programs.

#### *Country and Sector Issues<sup>2</sup>*

2. **The CSDP design came at a time of relative economic stability and growth.** Between 2001 and 2007, Nigeria's non-oil economic growth had averaged close to 7 percent, double that of the previous six-year period, while gross domestic product (GDP) per capita had increased from about US\$360 in 2000 to US\$650 in 2007. Although Nigeria had begun feeling the effects of the 2008 global financial crisis, with declines in oil prices and in remittances, the country weathered the crisis well. However, strong economic performance masked the weak foundation on which it was built. At the time of Project Appraisal in 2008, about 54.4 percent of the 80 million Nigerians were poor and about 90 percent vulnerable to falling into poverty if exposed to risks. While the oil sector dominated the economy, most of the population was dependent upon agriculture.

3. **Furthermore, Nigeria ranked 159 of 177 countries in the World Development Indicators (WDI) (2007).** This reflected low primary school enrollment (61 percent), high infant mortality (100 per 1,000 live births), high maternal mortality (704 per 100,000 live births), low access to potable water (48 percent of the population), and low life expectancy (44 years). These average indicators mask even worse outcomes for the poor: limited access to basic social services, low employment, and other labor market issues, as well as limited economic opportunities due to the dearth of infrastructure.

4. **Alongside economic reforms, the Government had embarked upon a range of reforms to improve public financial management (FM) and reduce corruption.** Nigeria has a federal system with

<sup>1</sup> Community Driven Development (CDD) approach in the Africa Region is defined as improving empowerment, service delivery and local governance through: (i) empowerment of communities; (ii) empowerment of local governments, hence decentralization (iii) re-alignment of sectors to improve service delivery given the increased roles of communities and local governments; (iv) accountability, transparency, and communication at all levels, and (v) a learning-by-doing attitude, capacity building while implementing. Country context rather than a blue-printed approach prevails in sequencing or implementation. A harmonization process of CDD approaches led to two major streams of CDD operations: projects that would be focused on provision of productive goods in rural areas, and projects that would focus on provision of social services and natural resource management (like CSDP).

<sup>2</sup> Source: Interim Implementation Completion and Results Report (IICR), November 2016.



federated States having some degree of autonomy. However, the negative repercussions of perceived corruption at the state level have created mistrust among the population. In 2004, the Government prepared a National Empowerment and Economic Development Strategy (NEEDS) to respond to the persistent widespread poverty, low human development outcomes, weak government capacity and lack of engagement of citizens in development initiatives. “Empowering people” **was** one of the three major pillars of the NEEDS. The document recognized people’s rights to government services and the need for a grassroots-level mechanism to empower youth, women, the aged, and children in the effort to fight poverty. As such, the NEEDS provided a “social contract” between the Government and its citizens.

5. **The World Bank’s Country Partnership Strategy (CPS) 2005–09 identified the need to continue to focus on community empowerment and local development as a key element of poverty reduction and development.** Responding to the NEEDS and the CPS, the World Bank and the U.K. Department for International Development (DFID) supported several development programs to promote the twin objectives of improving services for human development and empowering communities through a CDD approach; notably the Community-based Poverty Reduction Project (CPRP, P040659, approved by World Bank’s Board of Executive Directors on December 20, 2000) and a Local Empowerment and Environmental Management Project (LEEMP, P069892, approved July 31, 2003). The CDD approach and the partnership strategy adopted in these projects had made them particularly successful, especially in increasing access of the poor to social and economic services at the grassroots level. Both had shown that a CDD project could catalyze an effective partnership between government and community groups to enhance social and economic welfare. However, the CDD projects could have achieved even greater benefits had there been greater collaboration and partnership between communities and Local Government Authorities (LGAs) and active support from the relevant sectoral ministries. The projects also responded to the CPS’ Improved Governance pillar by contributing to enhanced transparency and accountability, driven by the partnership and relations within community groups and between community groups and their LGAs and State Government Authorities.

6. **Based on the World Bank’s involvement in support of the CPRP and the LEEMP, the GON requested the World Bank to prepare the CSDP, which would include states previously covered by these other interventions but also cover additional states<sup>3</sup> and incorporate key features and lessons from the previous projects.**

#### Theory of Change (Results Chain)

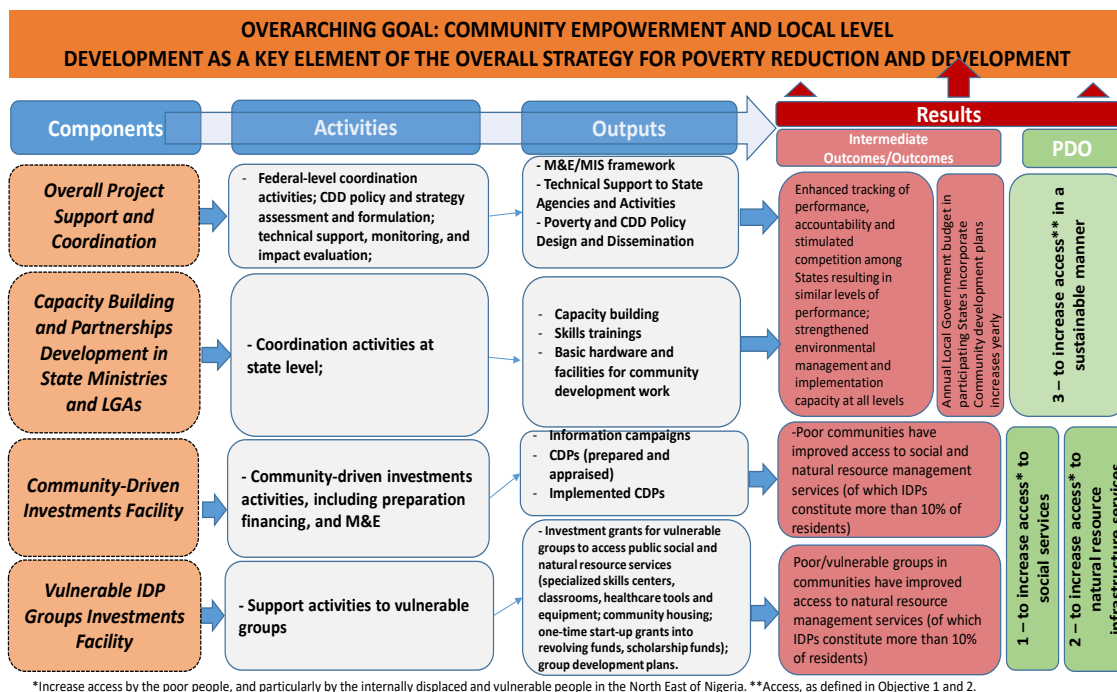
7. **The Project Appraisal Document (PAD) did not describe a Theory of Change (TOC).**<sup>4</sup> Figure 1 presents a retrofitted TOC based on the project activities, outputs, outcomes, and its (long-term) expected results, with the revised/restructured Project Development Objective (PDO). For ease of reference, the Figure includes the expanded project scope as a result of the Additional Financing (AF2, approved June 7, 2016) and the accompanying restructuring.

<sup>3</sup> At appraisal of the parent project, the list of states for the program included 12 states previously covered by CPRP, 9 states from LEEMP, and nine new states.

<sup>4</sup> According to the Operation Policy and Country Services guidelines, including the TOC became mandatory for PADs as of May 2018. The project’s financing was approved by the World Bank’s Board of Directors on July 1, 2008.



Figure 1: Theory of Change (see Annex 8 for larger diagram)



8. The TOC assumed that investments made under Components 3 and 4 would increase availability of social and natural infrastructure assets, thus directly increasing poor and vulnerable Nigerians' access to improved social and natural resource infrastructure services. The AF2 increased focus on internationally displaced persons (IDP). Components 3 and 4 model the CDD approach, leading to its replication for local government investments beyond the Project. Investments made under Component 1 at the federal level, and Component 2 at the state and local government level—including training, technical support, and the development of a national CDD policy—would promote sustaining the CDD approach beyond the life of the Project.

### Project Development Objectives (PDOs)

9. The original project PDO<sup>5</sup> was:

- “To increase access by the poor to improved social and natural resource infrastructure services in a sustainable manner throughout the Recipient's territory.”

### Key Expected Outcomes and Outcome Indicators

10. The key performance indicators included in the original PAD were:

- Increased number of poor people (of which 70 percent are women) with access to social services;
- Increased number of poor people with access to natural resources infrastructure services;

<sup>5</sup> See SIGNIFICANT CHANGES DURING IMPLEMENTATION for details on revisions to the PDO.



- Increased percentage of participating Local Government budgets that incorporate Community Development Plans.

## Components

### 11. The CSDP initially had three components:

- (i) **Component 1: Coordination and Technical Support (US\$10 million original financing; US\$15.17 million disbursed at closing).**<sup>6</sup> At the Federal level, this component was under Federal Ministry of Finance (FMF) supervision. The Ministry's Federal Project Support Unit (FPSU) was responsible for the following: (a) technical support to State Agencies and activities on Procurement, Financial Management, Gender, Environment, and Local Government Capacity issues. The FPSU was to be the collaboration point for the various Federal sectoral ministries to mainstream support for the CDD agenda, such as Women's Affairs, Environment, Intergovernmental Affairs (for Local Government), Education, Health, Water Resources, among others; (b) CSDP Monitoring and Evaluation; and (c) Poverty and CDD Policy design and dissemination.
- (ii) **Component 2: LGA/Sectoral Ministries Capacity and Partnership Building Component (US\$20 million original financing; US\$41.88 million disbursed at closing).** This designed of this component made the State Agency in all participating States responsible for providing funding for capacity building, skills training, and hardware investments to facilitate activities with community groups.
- (iii) **Component 3: Community-Driven Investment (US\$170 million original financing; US\$259.02 million disbursed at closing).** This component, managed by state agencies in participating states, was designed to provide funding for community development plans (CDP) based on specific selection criteria, including broad-based community participation in plan formulation, micro-project identification and preparation, and the size of the communities' own contribution to the micro-project (matching contribution). Possible micro-projects' types allowed in CDPs included rehabilitation, extension or construction of primary schools, health centers, water points, reservoirs, and sanitation services; rehabilitation or repair of feeder road, small bridges, and other basic transport infrastructures; and small socioeconomic infrastructure for community use (public goods) such as markets and storage or natural resource management facilities. More than 70 percent of funds in this component were earmarked to funding CDPs. In addition to the micro-projects defined as "socioeconomic infrastructure", the CSDP at the State-level funded natural resource management/environmental initiatives, as well as safety-net activities for the most vulnerable groups.

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<sup>6</sup> Revised component costs are provided in Table 1.



## B. SIGNIFICANT CHANGES DURING IMPLEMENTATION

### Revised PDOs and Outcome Targets

12. The original project PDO was revised twice, with some variations between the PAD and the original financing agreement (FA). The following sections summarize the PDO versions and revisions.

#### *Original PDO*

- **Original PAD PDO:** “To sustainably increase access of poor people to social and natural resource infrastructure services”.
- **Original FA PDO:** “To increase access by the poor to improved social and natural resource infrastructure services in a sustainable manner throughout the Recipient's territory”.

**Revision 1 of the PDO (March 2014):** PDO in the AF1 Project Paper was revised to match the original FA wording.

#### **Revision 2 of the PDO (June 2016; PDO at closing)**

- **PDO as revised in AF2 Project Paper and matched in AF2 FA:** “To increase access by the poor people, and particularly by the internally displaced and vulnerable people in the North East of Nigeria, to improved social and natural resource infrastructure services in a sustainable manner throughout Nigeria”.

### Revised PDO Indicators

13. The Project Paper for AF1 revised some elements of the Project Results Framework. The revisions included modifying wording of some indicators and targets and adding some intermediate outcome indicators to reflect progress under a new component– Component 4, *Vulnerable Groups Investments Facility* (see next section on Revised Components). The target values of the PDO and intermediate outcome indicators increased to reflect the closing date extension and AF1.

14. With AF2 approval also adjusted the results framework. While the AF2 maintained results on (a) number of poor communities, and (b) number of direct beneficiaries, and increased, the AF2 added new results indicators on (c) number of damaged and or host communities supported; (d) number of returning IDPs and affected households and individuals with improved access, disaggregated by gender and age; and (e) citizens engagement as follows: “percentage of grievances addressed within the timeframe stipulated in the Operations Manual”. All PDO indicators’ targets increased. The new agreement also updated related Intermediate Results Indicators (IRIs) end targets and added IRIs to reflect new activities, including support for communities that suffered damages, or to persons suffering trauma.

### Revised Components

15. The Project Paper for AF1 (US\$140 million), approved March 26, 2014, did not change substantively the original three components, but added a new Component 4: “Vulnerable Groups Investment Facility” (US\$40 million from AF1 when introduced; US\$69.24 million disbursed at closing). The associated restructuring also made minor adjustments to the wording of titles of the three





original components to align to the FA PAD. AF1 added some additional financing to Components 1 and 2 to strengthen their activities, and modified Component 1 to involve federal-level coordination, including a focus on CDD policy and strategy assessment and formulation, technical support, and monitoring and impact evaluation. The largest proportion of AF1 went to the two investment components – Component 3 (Community-Driven Investments Facility receiving US\$ 66.75) and the new Component 4 (Vulnerable Groups Investments Facility receiving US\$40 million) which more specifically target and apply to specific vulnerable groups (including widows, deprived, IDPs, physically challenged). The goods and services provided could depart from the purely social into the area of socio-economic assistance. Component 4 comprised investment grants for vulnerable groups to access public social and natural resource services. While Component 3 supported only public goods and services, such as education, health, and water infrastructure facilities, and services for all community members, Component 4 had a broader list of eligible micro-projects, including specialized skills centers, classrooms, and health centers’ specialized tools and equipment; community housing; and one-time start-up grants into revolving funds, scholarship funds, or other welfare funds for vulnerable groups. It was also more targeted to apply to specific vulnerable groups (including widows, the deprived, IDPs, itinerants, and physically challenged). The Project’s community-managed approach emphasized on LGA partnership with community groups as well as strengthening microproject delivery under component 4.

16. **Subsequently, AF2 (US\$75 million) additionally revised component names and costs.** AF2 earmarked additional resources to the six North East States (Borno, Adamawa, Yobe, Bauchi, Gombe, and Taraba). Borno, Adamawa, and Yobe would also receive a larger part of the AF2 resources, given the extent of damage in these three States as confirmed by the Recovery and Peace Building Assessment (RPBA) and other assessments. Table 1 summarizes the revisions to components’ structure and cost increases from AF1 to AF2. Under AF2, the 4<sup>th</sup> component name introduced a reference to IDPs.

**Table 1: Summary of Components’ Revisions at AF1 and AF2**

Original Component Name	AF1 Component Name	AF2 Component Name	Original+AF1 Cost (US\$M)	Original+AF1+AF2 Cost (US\$M)
1. Federal level – Coordination and Program Support	1. Overall Project Support and Coordination	1. Overall Project Support and Coordination	15.75	23.25
2. LGA/Sectoral Ministries’ Capacity and Partnership Building	2. Capacity Building and Partnerships Development in State Ministries and LGAs	2. Capacity Building and Partnerships Development in State Ministries and LGAs	47.50	57.50
3. Community-Driven Investment	3. Community-Driven Investments Facility	3. Community-Driven Investments Facility	236.75	256.75
4. N/A	4. Vulnerable Groups Investments Facility	4. Vulnerable <b>IDP Groups</b> Investments Facility	40.00	77.50
		<b>Total:</b>	340.00	415.00



### Other Changes

17. On October 24, 2012, a Level 2 project restructuring approved reallocation of US\$18.2 million in unallocated funds and US\$2.511 million in Federal-level funds (Component 1) to the disbursement category financing goods, consultancies, training, and workshops, and operating State-level costs (Components 2 and 3). Reallocation was expected to (i) increase capacity of Community Project Management Committees (CPMCs) to implement, supervise, monitor, and report on their micro-project performance; (ii) train and build capacity of LGA workers and officials to strengthen the partnership between LGAs and CPMCs, ensure integration of CDPs and financial implications into the LGA plans and annual budget, and enhance sustainability of micro-project services; and (c) strengthen State Agencies' operating system, more specifically the revamped monitoring and evaluation (M&E) system, to ensure they and other stakeholders increased monitoring and oversight functions.

18. On October 28, 2013, with over 98 percent of the original credit disbursed and a US\$140 million equivalent AF being prepared, a second Level 2 project restructuring approved extension of the original closing date by one year to December 31, 2014. On December 2, 2014, a third project restructuring approved extension of the closing date by an additional nine months to September 30, 2015, to keep the credit account open to avoid service and project management disruptions pending AF1 approved March 26, 2014, but effective August 17, 2015. AF1 triggered two additional safeguard policies, OP 4.36 -Forests, and OP 4.04 - Natural Habitats.

19. In 2016, CSDP extension to June 30, 2020, included expansion to be a vehicle for GON social response to the Boko Haram crisis.<sup>7</sup> Four more restructurings between June 2020 and April 2021, extended the final closing dates to June 30, 2021. Extensions mainly supported preparation and implementation of the emergency Nigeria COVID-19 Action Recovery and Economic Stimulus Program for Results (P174114).

### Rationale for Changes and Implication on Original Theory of Change

20. PDO and indicator revisions for AF2 reflected emphasis on IDPs and host communities in North East States affected by the Boko Haram insurgency. AF1 initiated project focus on vulnerable groups, introducing a special financing window for vulnerable groups through Component 4. Figure 1 shows the original, basic TOC preserved in AF2, which added focus on territories and beneficiaries suffering from hostilities.

## II. OUTCOME

21. This ICR assumes that the changes to the original PDO do not call for the application of a split rating, and will assess the outcomes based on the new, higher targets. As explained, the Project modified the PDO twice, with the AF2 modification being substantial. AF2 revised the PDO statement and outcome targets, expanded it to a more ambitious project scope and coverage. AF2 restructuring extended the project closing date from 2017 to 2020, bringing the project lifetime to more than 10 years, and an Interim

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<sup>7</sup> Violent attacks of the Islamist group Boko Haram started to spill over Nigeria's north-eastern frontier in 2014, Cameroon, Chad and Niger have been drawn into what has become a devastating regional conflict.



Implementation Completion and Results Report (ICR) submitted in 2016 evaluated the project achievements at the time of AF2 approval. Box 1 summarizes the older ICR ratings method.<sup>8</sup> This ICR considers the information and conclusions of the ICR but presents a comprehensive overview and a single assessment of the whole project.

**Box 1: Summary of Interim ICR Ratings: 2016**

- **Relevance of Objectives:** Substantial
- Relevance of Design: Modest
- **Relevance of Implementation:** Substantial
- **Efficacy:** Substantial (with all three objectives rated Substantially met)
- **Efficiency:** Substantial
- **Bank Performance:** Moderately Satisfactory
- **Overall Outcome:** Moderately Satisfactory

The ICR explained the MS for Overall Outcome by stating that *“although it is clear that the Project has achieved a lot and three Substantial ratings might normally point to a Satisfactory Overall Outcome Rating, the team notes the shortcomings in terms of phrasing of the PDO, PDIs and Results Framework. For this reason, the Overall Outcome Rating is given as Moderately Satisfactory.”*

## A. RELEVANCE OF PDOs

### Assessment of Relevance of PDOs and Rating

Rating: High

22. **The PDO was, and remained, highly relevant to the World Bank’s and the Government’s strategies and plans until project closing.**

23. **The CSDP’s objectives were highly relevant at approval and at the time of the PDO restructuring.** With rapid population growth, Nigeria had made slow progress reducing poverty: the poverty headcount declined only slightly from 48 percent to 46 percent between 2004 and 2010, during which the percentage of Nigerians living in extreme poverty declined from 64 percent to 63 percent. Nigeria ranked 152 out of 188 countries in the 2015 Human Development Index (HDI). Access to services to improve the quality of human development services remains critical. The Project’s PDO also continued to be fully consistent with the World Bank Group’s (WBG) FY2014–FY2017 CPS for Nigeria, especially its Pillar 2: Quality and Efficiency of Social Service Delivery at State Level for Greater Social Inclusion.

24. **The PDO remained relevant after AF2 restructuring and closing.** The PDO was fully relevant to the World Bank’ CPF<sup>9</sup> at closing. The project contributed to CPF Strategic Cluster 2 (Quality, Effectiveness and Efficiency of Social Service Delivery at State Level for Greater Social Inclusion),

<sup>8</sup> In 2016, IICR still used the earlier World Bank guidelines for ratings and rating categories.

<sup>9</sup> World Bank; International Finance Corporation; Multilateral Investment Guarantee Agency. 2020. Country Partnership Framework for the Federal Republic of Nigeria for the Period FY21-FY25. World Bank, Washington, DC. © World Bank. <https://openknowledge.worldbank.org/handle/10986/35098> License: CC BY 3.0 IGO.”



through *Outcome 12, Increased access of poor and vulnerable to social and economic services*. The project contributed to the second main pillar of the Government Economic Recovery and Growth Plan to invest in people through social-inclusion, job creation, and improved social infrastructure and human capital development. The CSDP PDO remains relevant in response to COVID-19 negative effects on livelihood.

25. **The institutional mechanisms established under CSDP have proved durable and have supported additional interventions delivered by state governments and other donors, including Nigeria's fragile North East.** The prospect for sustainability beyond the life of the project is strong. Under the CPF, the Project aims to further streamline and simplify delivery mechanisms, particularly in the North East. Lessons from CSDP delivery were incorporated into the AF for the Multi-Sector Crisis Response Project (MCRP) (P173104) approved by the World Bank Board in May 2020. Further, the platform established under CSDP forms one of the main vehicles for delivery of an emergency response project in all 36 states to address COVID-19 and the accompanying macro-fiscal crisis, NG-CARES (P174114).

## **B. ACHIEVEMENT OF PDOs (EFFICACY)**

Rating: High

26. **The project has three clearly visible objectives to its [revised] PDO** “to increase access by the poor people, and particularly by the internally displaced and vulnerable people in the North East of Nigeria, to improved social and natural resource infrastructure services in a sustainable manner throughout Nigeria”:

- Objective 1: Increase access by poor people, particularly IDPs and the vulnerable, in the North East to social services;
- Objective 2: Increase access by poor people, particularly IDPs and the vulnerable, in the North East to natural resource infrastructure services;
- Objective 3: Increase access [for defined beneficiaries of Objectives 1 and 2] in a sustainable manner.

27. All three objectives were fully achieved, with several areas significantly surpassing **the revised higher targets**.

### **Assessment of Achievement of Each Objective/Outcome**

28. **The November 2020 CPF (see footnote 5) states that: “CSDP is arguably one of the best performing projects in the Nigeria portfolio”.** Implementation progress and progress toward achievement of the PDO have, with a few exceptions of “Moderately Satisfactory” (MS) rating, been consistently rated “Satisfactory” and the project has met and surpassed original PDO target indicators. When AF1 was approved in 2014, the project already had shown significant achievements including more than 3,500 new communities covered by the completed micro-projects, compared to a target of 3,000; and more than 6,000 micro-projects implemented across the participating 26 States and the Federal Capital Territory (FCT). Micro-projects took place across eight major sectors: education, environment, health, rural electrification, rural markets infrastructures, skill acquisition centers and equipment, transport, and water infrastructure. Water supply infrastructure was the highest with a total of over 1,800 water-related micro-projects completed. The number of direct project beneficiaries at the time of AF1 was over 2 million, over the then-target of 1.5 million.



29. **An impact assessment<sup>10</sup> that informed AF2 preparation also confirmed the positive Project effects and achievements prior to PDO restructuring.** The assessment showed at the time of AF2 appraisal that the CSDP had already benefitted about 3 million people directly and indirectly across 26 states. The report summary shows that the Project had contributed to significant outcomes in all sectors of intervention.

30. **At project closing, the achievement of all three objectives was high, as rated against revised and more ambitious targets.** Overall, the project surpassed all Project Development Indicator (PDI)-level target; there had been significant improvement in access of the poor and vulnerable to social and natural resources infrastructure services in all sectors across and beneficiary communities in the 29 active States and the FCT. The World Bank helped the GoN increase access of poor and vulnerable beneficiaries to community-level social and economic services. At least 3 million households in 30 States and the FCT benefitted from the CSDP, which facilitated increased access to social, natural, and livelihood support services well beyond the targeted 50 percent increase.

31. **As of June 23, 2021, the Project surpassed virtually all the PDO and intermediate results targets.** PDO indicators showed that close to 12.4 million individuals had directly benefited from the Project, 10.5 percent of whom were IDPs and vulnerable groups, in 5855 communities. Another 965 new communities (about 620,000 households) benefitted from natural resource management services, the largest part of which were community-based micro-project investments. More than 52 percent of beneficiaries were female. Data from the FPSU shows that 196,828 IDPs benefitted from the project in the North East states. As many as 17,180 micro-projects were completed across participating communities—16,167 still operational one year or longer after completion—significantly above the end target of 8,500.

32. **The CDSP supported 183 damaged host communities in the North East states with 947 community housing schemes created or supported by the project.** The Project provided psycho-social support for people affected by insurgency and conflicts in the North East at almost six times the expected end target rate of 200. Further, other states affected by conflicts and banditry also benefited with 1,784 national psychosocial sessions held, of which 1,161 took place in the North East, signifying interventions were well targeted to the most vulnerable. Grievance redress addressed 9 of 10 grievances recorded, beyond the expected resolution of 7 of 10. In all, 8 of every 10 direct CSDP beneficiaries in the country expressed high satisfaction with the project and its products.

33. **National institutionalization of the CDD approach well advanced, with the CDD policy framework submitted to relevant government institutions for development into a draft law.** Section E (OTHER OUTCOMES AND IMPACTS) further discusses these areas of project benefits

34. **CSDP strengthened State platforms for emergency response to COVID-19 effects on livelihoods, food security, and local economy.** CSDP has supported all State government agencies participating in the new World Bank-supported COVID-19 Action Recovery and Economic Stimulus (NG-CARES) Program for Results. CSDP is ensuring the institutional sustainability of subnational shock responsive platforms.

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<sup>10</sup> World Bank, Impact Assessment and Evaluation of the CSDP in Nigeria National Report, December 2013. Henceforth, “The 2013 Project Evaluation”.



35. The following is a detailed assessment of each project objective.

***(i) Objective 1: Increase access by the poor people, and particularly by the internally displaced and vulnerable people in the North East of Nigeria to social services. Achievement: High***

Objective 1 Indicators	Baseline	Actual achievement	Target	Achievement
<b><i>PDI 1: Poor communities with access to social services (of which IDPs constitute more than 10 percent of residents).</i></b>	1000 Communities (about 500,000 households)	5855 communities about 2,600,960 Households; 52% women; 10.5% vulnerable	3750 communities (about 1,500,000 households of which 40% are women, 10% are other vulnerable groups.	Target surpassed by 56 percent.

36. ***PDI 1: Poor communities with access to social services (of which IDPs constitute more than 10 percent of residents).*** While adding the IDP focus<sup>11</sup>, the project kept its main objective to target the poor across the country. The AF2 planned its support in line with the North East Emergency Transition and Stabilization Program (NETSP), a key cross-cutting initiative underpinning Bank's support, addressing pandemic created service delivery gaps, livelihood deficits, and social cohesion issues. The PDI, however, looked at overall project achievements, and then zoomed in on the percentage of vulnerable people covered. New IRIs added directly monitored results for vulnerable groups: number of damaged and/or host communities supported; number of returning IDPs, and households and individuals with improved access. At closing, the program had reached 5,728 communities compared to the original 3,000 target, later revised to 3,750. Of beneficiaries, 52 percent were women and 8.5 percent were vulnerable persons, compared to targets of 40 and 10 percent respectively. The "Supplemental Information on the Overall Outcome Support and Impacts for Special Target Groups – IDPs" section offers additional analysis on this specific target group.

37. The 2013 Project Evaluation affirmed that micro-projects were generally accessible to all segments of beneficiary communities. While the study covers the period before restructuring, its findings can be extrapolated to the whole project. The CSDP intervention in the education sector has helped mitigate inadequate classroom accommodation in many schools across Nigeria. This in turn increased school enrollment and school facility utilization. In primary schools visited, enrollment increased by 70.1 percent and 77.4 percent for males and females, respectively, as a result of the CSDP. In secondary schools, student enrollment increased by 56 percent and 54.4 percent for males and females, respectively.

38. Nationally, the average travel time for students to get to school decreased from about 36 minutes to about 13 minutes after CSDP intervention, a 64 percent reduction in the average time taken to get to school. Similarly, the average distance students had to travel to schools decreased from 2.71 km to 0.97 km after the CSDP intervention.

39. In sampled communities across participating States, people that obtained access to water from the micro-projects for domestic use increased from 86,780 to 222,677 for males and from 131,092 to 398,270 for females, representing 156.6 percent and 203.8 percent increase for males and females, respectively. The results also indicate a 67.6 percent reduction in the cost of water as many

<sup>11</sup> The project documentation refers interchangeably to IDPs and "other vulnerable groups". The ICR adopts the definition that, for the purposes of the indicators, includes in the target percentages all IDPs, returnees, and communities affected by hostilities.





people did not have to pay exorbitant vendor price. After CSDP's intervention, the number people with improved access to healthcare increased to 664,778 males and 1,145,558 females, representing 224.5 percent and 206.8 percent increases for males and females, respectively. Ante-natal care clinic access for women increased from 174,699 prior to the CSDP health intervention to 519,568 and increase of 197.4 percent. The CSDP rural electricity intervention increase the number of households connected to electricity by 138.7 percent. About 94 percent of respondents perceived that the degree of access to services provided by the micro-projects was satisfactory. It is important to note that vulnerable groups did not perceive discrimination against them in terms of access to services, with 65 percent of respondents assessing access as "satisfactory" and 26.6 percent as "highly satisfactory".

***(ii) Objective 2: Increase access by poor people, and particularly IDPs and vulnerable people in the North East of Nigeria, to natural resource infrastructure services. Achievement: Substantial***

Objective 2 Indicators	Baseline	Actual achievement	Target	Achievement
<b><i>PDI 2: Poor communities with access to natural resource management services (of which IDPs constitute more than 10% of residents)</i></b>	50 Communities (about 25,000 households)	965 new communities (about 620,000 households)	800 communities (about 400,000 households; 30% are women; 10% vulnerable groups)	Target surpassed by 22 percent.

40. ***PDI 2: Poor communities with access to natural resource management services (of which IDPs constitute more than 10 percent of residents)***. The original target value for this indicator was 700, later revised to 800 communities (about 400,000 households, of which 30 percent women, 10 percent other vulnerable groups). At closing, 965 new communities (about 620,000 households) were reached, and the indicator target was surpassed.

***(i) Objective 3: Increase access [as defined in Objective 1 and 2] in a sustainable manner. Achievement: High***

Objective 3 Indicators	Baseline	Actual achievement	Target	Achievement
<b><i>PDI 3: Direct project Beneficiaries, including IDPs</i></b>	0	12,363,457 - of which 196,828 IDPs from the North East states	3,200,000	Target surpassed almost four times. Indicator added at AF1
<b><i>PDI 4: Annual Local Government budget in participating States incorporating Community development plans increases yearly</i></b>	1%	77%	45%	Target surpassed by 71 percent.



41. ***PDI 3: This core sector indicator added under AF1 under Objective 3, though it measured the project effects on all three parts of the PDO.*** The original target for this PDI was 3.2 million people, of which 40 percent were to be women. At closing, the overall target was significantly surpassed, as the project had covered 12,363,457. The IICR and ISRs for the project did not break this down by gender. However, extrapolating from the data for PDI 1, we can assume that a proportion of women around 52 percent. It is important to note the significant overachievement this indicator reflects compared to both the original and the revised target. First, AF1 added this indicator with an original target of 3.2 million beneficiaries. The precise wording of the indicator in the AF1 RF is “Direct project Beneficiaries, including IDPs (measured by the number of poor people with access to social services)”. The original appearance of this indicator in the Implementation Status and Results report (ISR) talks about “services” in general, rather than about “social services”, so the intent was clearly to capture all project beneficiaries. At the time of AF2 restructuring, the actual value of this indicator was 2.5 million, and the target was not increased. At project closing, however, the implementing agency reported an estimate of all project beneficiaries, including communities/community member beneficiaries of project-funded infrastructure improvements and services, of over 12 million. The large surpassing of this indicator may be partly due to: (i) different methodologies used to collect data initially compared to later, and (ii) underestimating spillover effects. In any case, the Project clearly benefitted significantly more people with the available funding than initially estimated.

42. ***PDI 4: Annual local government budget in participating States incorporating community development plans increases yearly.*** This indicator measures specifically the sustainability of project investments in increasing access to social services and socio-economic infrastructure. The original target value was 30 percent annual increase of the respective allocation, which was later revised to 45 percent at AF2. At closing, the actual value exceeded the target significantly, reaching 77 percent of annual increase.

#### ***Support and Benefits for Special Target Groups – IDPs***

43. ***Internally-displaced People (IDPs) and the North East.*** Beginning with AF1, and expanding with AF2 Restructuring, the Project placed a strong focus on IDPs and other special vulnerable groups. In 2015, the the World Bank, European Union (EU), and United Nations (UN) collaborated with the GON to conduct a Recovery and Peace Building Assessment (RPBA) of the North East region. The Assessment confirmed extensive damage to livelihoods and job opportunities, especially arising from attacks on markets and farms. With AF2, CSDP embarked on restoring natural resources management infrastructure and basic services for these groups, as well as providing trauma and psychosocial support to conflict-affected and returnee households and IDPs. According to end-project data, 10.5 percent of Project beneficiaries were “vulnerable” classification, or about 1.3 million individuals. It is not straightforward, though, to estimate exactly how many vulnerable individuals benefitted as both Components 3 and 4 channeled main investments to communities supporting these groups. Component 4 (Vulnerable IDP Groups Investments Facility by AF2) financed 2,138 micro-projects providing significant social and infrastructure services benefits for communities, for example: 307 supported education facilities and 227 supported health facilities (see Table 3). It is also indicative that 936 gender and vulnerable groups were registered, surpassing the 500 targeted, almost all of which (934) received services or support to implement micro-projects. This is evidence that the Project’s approach to focus on these groups was successful.

44. ***AF2 was part of a larger World Bank response to a GoN request for crisis recovery support in Northern Nigeria, which suffered most due to the Boko Haram insurgency.*** AF2 introduced IDPs as a





special “vulnerable group” as part of the overall response strategy to include them in WB operations in Nigeria as much as possible. At the time, five Human Development (HD) IDA-financed projects in Nigeria were part of the overall immediate response plan: (i) CSDP, (ii) Youth Employment and Social Support Operation (YESSO), (iii) State Education Program Investment Project (SEPIP, P122124), (iv) Polio Eradication Support Project (PESP) (P130865), and (v) Nigeria State Health Investment Project (NSHIP, P120798). The AF2 restructuring also revised the PDO to specifically mention the IDPs in the North East and under Component 4 already introduced through AF1. Given that CSDP was using a community and group Investment approach, the basic socio-economic IDP support activities were based on groups and not individuals. Some of the other HD programs targeted individuals to strengthen and provide complementary benefits. IDPs within communities, and some returning to new or old camp sites, received support through the group activities. Because IDPs were unsettled and group formation and dynamics (a major CDD element) created a major constraint, monitoring some IDP-related indicators proved challenging. However, the benefits to IDPs, including provision of community housing and basic support, is believed by host communities and local authorities to have been very important.

45. **Targeting Women.** Gender mainstreaming was a significant aspect of CSDP, reflected in a 35 percent target for exclusive participation of women, with recorded participation reaching 37 percent. Community Project Management Committees (CPMCs) and GPMCs were estimated to have a total of 6,645,258 members, 70 percent men and 30 percent women.

#### Justification of Overall Efficacy Rating

46. **Overall efficacy rated “High”.** Achievement of two out of three parts of the PDO was “High”, and the third was “Substantial”. The Project surpassed all PDI indicators, reaching and surpassing even increased targets, thus significantly increasing access of the poor and vulnerable to social and infrastructure services in a financially and environmentally sustainable manner.

### C. EFFICIENCY

#### Assessment of Efficiency and Rating

Rating: Substantial

47. **Overall efficiency is “Substantial”.** For clarity and information purposes, this ICR will also present the efficiency arguments from the period before the AF2 PDO restructuring.

48. **Appraisal included an economic and financial analysis.** The economic analysis focused mainly on Component 3 benefits from investments in micro-projects. The PAD referred to mid-term review (MTR) studies of predecessor Projects (CPRP in November 2004 and LEEMP in June 2006), which showed that CDD projects were about 26 percent more cost-effective than similar government projects. Typically, they used higher quality materials and better construction methods, and they imparted positive effects on the private and public sector by setting points of reference, such as building prices and procedures. The PAD's economic analysis also expected the Project would contribute to greater allocative efficiency in public expenditure, as communities allocate scarce resources to the most pressing needs and commit to maintaining the investments.

49. **Updated cost comparators show that the unit cost of CSDP micro-projects mostly remained lower than in other government and development partners projects.** On average, the cost of building the same units through CSDP micro-projects were about 61 percent and 51 percent of costs in government water and electricity projects. Although one would expect economies of scale in State or local government financing of local infrastructure, these findings show the CDD approach lowers service



costs for communities. This may be due to lack of contractor profit, because communities have been scrutinizing the work, or because there is no political interference in contract awards. The design of the micro-projects also led to efficiencies; for example, electricity distribution systems were designed to carry high- tension and low-tension wires at different levels on the same poles, thus economizing on poles.

50. **Moving on from inputs and outputs, Project economic outcomes include increased use of services and market access, the opportunity to invest in human capital (especially education and health) for medium-term economic benefit, as well as reduced opportunity costs related to time saved accessing services.** Cost-effectiveness analysis of some popular micro-project investments shows estimated net present value (NPV)<sup>12</sup> of water and electricity micro-projects in Kwara State of over ₦59.414 million (US\$188,451) and ₦178.141 million (US\$565,077) respectively. The NPV of over ₦41.762 million (US\$132,472) computed for electricity projects in Abia State further confirms viability of an electricity micro- project in Southern Nigeria. The benefit-cost ratios of 39.4 for water in Kwara State, 52.02 for electricity in Kwara State, and 49.28 for electricity projects in Abia State further confirm the viability of such micro-projects.<sup>13</sup> The high benefit-cost ratios and NPV values for water projects are further explained by the 2020 CSDP Project Evaluation, which reported significant reduction in cost and time of accessing water for household chores and business use in the community as well as reduction in number of reported cases of water borne diseases.<sup>14</sup> The CSDP outcome evaluation report further corroborates the high benefit-cost ratio and NPVs of electricity micro-project as a result of increase in the small-scale businesses established because of electricity projects. Benefit-cost ratios show the relationship between relative monetary Project cost and benefits, so a high benefit-cost ratio underlies high NPV.

51. **The assumption in the PAD that CDD improves allocative efficiency in public expenditure remains valid.** In general, more community participation and local governance correlate with better operations and maintenance, as described in the 2020 Project Evaluation. As such, CSDP's micro-projects using a CDD approach are more likely to be sustained and properly maintained than those planned and delivered by alternative providers using a top-down, perceived-need approach.

52. **The Project operational cost ratio, defined as cumulative total operating cost divided by total disbursement annually, was about 13 percent.** The average operational cost ratio between 2009 and 2016 stood at 13 percent with FY2016 lowest and the FY2009 Project inception year the highest, as expected.

53. **AF2 restructuring also reviewed and updated the PAD's financial analysis.** Although the Project financed 100 percent of investment and incremental operating costs, the expectation was that State governments would make budgetary contributions to both. Up front and annual co-financing requirements were preconditions for Project participation by the States, which had to provide ₦100 million (approximately US\$400,000) in their budgets for up-front contribution and ₦50 million (US\$200,000) for annual co-financing. The thresholds were revised at AF1 to ₦150 million initial and ₦25 million annual contributions.

<sup>12</sup> NPV equals current total value of future streams of income to Project.

<sup>13</sup> Data for analysis is admittedly limited because the State Agencies gathered the data rather than independent auditors.

<sup>14</sup>2020. *Department of Forestry & Wood Technology, Federal University of Technology, Akure, Ondo State, Nigeria*. Intermediate Outcome Evaluation of the CSDP National Report. Henceforth in this ICR this evaluation will be referred to as the *2020 Project Evaluation*.



54. **It was deemed unlikely that the Project was “crowding-out” investments, given its size, financing arrangements, and nature.** In fact, the Project was designed to attract State and local community contributions. Counterpart State financing proved challenging, which worsened due to the recessionary environment at the time of AF2 appraisal, but only two States have been able to contribute in full. Local governments were not expected to make a financial contribution up front but were expected to provide staffing and recurrent costs (where needed) for completed micro-projects. In several cases, this has been challenging, and is also likely worsened due to the recession. Community counterpart contributions of 10 percent were expected for each micro-project, delivered in cash or in kind (through materials or free labor). Communities have provided the requisite financing before commencing project implementation. In-kind material support has been costed into the CDP, although often provided in-kind labor has been more difficult to valorize and verify. These contributions were unlikely to have materialized without the Project and represent further crowding-in of new resources. Furthermore, nominal user fees have been levied where appropriate to ensure funds for maintenance.

#### ***Economic and Financial Analysis at AF2***

55. **Economic Analysis:** The 2013 CSDP Project Evaluation analysis of costs and financial flows found the Project as cost-efficient. The CSDP uses detailed technical criteria, standard designs, and simple economic criteria—including application of a comprehensive list of unit costs by type of micro project—to determine micro-project economic viability before financing. The 2013 Project Evaluation established that the CSDP, relative to other interventions, is more cost-effective. For example, for constructing local markets, the differences are ranging from a comparative cost ratio of 1:1.97 for lock-up stalls to 1:4.58 for open stalls in favor of CSDP’s costs. Building a unit classroom and health center cost in the CSDP on average 1:2.25 and 1:2.72 times, respectively, lower than the cost of building the same structures by other organizations. Also, in comparison to other agencies, the CSDP has a more positive effects on the private and public sector by setting points of reference, such as prices and procedures, for the businesses participating in the construction of social and natural resource infrastructure. The CSDP approach fosters greater allocative efficiency in public expenditure in relation to the needs of the poor. Through promotion of local participatory decision making and community planning, the CSDP empowers communities to control and allocate scarce, valuable resources across sectors, promoting efficient allocation in response to local priorities. Broad-based participation creates local “ownership”, which combines with complementary CSDP activities (such as capacity building) to improve subprojects’ sustainability and extends the length of time investments benefit the community.<sup>15</sup>

56. **Financial Analysis:** The International Development Association (IDA) contributed 100 percent<sup>16</sup> of most AF2 project investment costs, including incremental operational costs. The AF2 project paper noted that more than 60 percent of the participating States, including in the North East, had been providing regular budget allocations to the State agencies, while the others were making firm commitments to do so. The North East States were also committing to budgetary provision for the Project to enable IDPs to return to their communities when deemed safe to start recovering their livelihoods. It was expected that upon completion of social and natural resource micro-projects contained in the CDPs, the communities, LGAs, and State governments, as appropriate, would finance additional overhead and maintenance costs associated. However, the ICR was unable to confirm how

<sup>15</sup> These conclusions are based on the IICR analysis, various FPSU presentations at various review meetings, as well the 2020 CSDP Project Evaluation conclusions.

<sup>16</sup> Refers to the percentage financing at the level of the credit, vis-à-vis GoN financing for the same categories of the credit. This should not be confused with the financing and co-financing at the State level and at the level of micro-projects.



much of these co-financing commitments occurred.

57. **According to the last ISR, the CDD approach led to substantial economy in the cost of building infrastructure in poor communities due to joint decision making and active beneficiary participation.** The CSDP interventions have promoted social and economic inclusion and proved that creating a legal, financial, and institutional framework for CDD can improve the livelihoods of people living in poor communities.

58. **Project and program efficiency, measured as cost per unit of CSDP intervention output, shows that CSDP outputs cost less than 50 percent than other similar programs.** Figure 2 summarizes the results at Project closing consultations.

**Figure 2: Snapshot from Presentation of Comparative Cost Analysis at Project Closing Consultations**

**Comparative Cost Analysis of CSDP and Other Agencies MicroProjects**

* Type of project	CSDP	State Govt.	Local Govt.	Other Agencies	Total alternative cost	Average alternative cost	Cost comparative ratio
Unit cost of a classroom	1.68	3.42	3.76	4.10	11.29	3.76	2.25
Health Centre	4.07	11.34	11.06	10.84	33.25	11.08	2.72
Motorized Borehole	2.96	8.27	6.24	8.72	23.22	7.74	2.61
Hand pump borehole	0.70	1.40	1.11	1.87	4.38	1.46	2.08
Rural road (cost per kilometer)	2.59	11.06	9.49	14.87	35.43	11.81	4.56
1-box culvert	0.65	1.35	1.53	1.33	4.21	1.40	2.17
2-box culvert	1.71	2.99	2.52	4.14	9.65	3.22	1.88
3-box culvert	2.20	5.11	0.42	5.90	11.43	3.81	1.73
Mini bridge	4.76	17.88	9.18	7.18	34.24	11.41	2.40
Skill acquisition centre	3.71	8.49	7.16	12.22	27.87	9.29	2.50
Woodlot (Planting 100 trees)	1.86	0.51	0.30	0.23	1.04	0.35	0.19
Electricity	5.99	15.73	-	18.85	34.58	17.29	2.89
Solar powered Borehole	9.70	12.30	-	11.90	24.20	12.10	1.25
VIP Toilet	1.10	-	2.20	-	2.20	2.20	2.00

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59. **Inter-institutional coordination and institutional development also improved efficiency.** Establishment of Local Government Review Committees (LGRCs) served as an institutional mechanism to establish and nurture a partnership between LGAs and communities. All communities with functional LGRCs submitted CDPs that received funding for community prioritized social and natural resources infrastructure. To further promote efficiency, the project leveraged existing institutions with capacity in most States to contribute Project objectives.

60. **The M&E system also evolved to further improve project efficiency.** In 2019, the Project re-developed a conceptual framework and included additional indicators in the Project Monitoring System Software (PMSS) and an e-base application software, MEVAPIS, a data collection and analysis tool for collecting and evaluating overall effects of State Agency project activities. These included inputs, processes, outputs, funds, and outcome indicators, such as increased quality of monitoring across the project life cycle. The use of the improved MEVAPIS system and robust implementation performance templates increased implementation efficiency and the number of micro-projects funded (as scheduled) and broadened the array and volume of Project services offered.



***Economic and Financial Analysis at Closing (refers to whole project; for details see Annex 4, EFFICIENCY ANALYSIS)***

***i) CSDP efficiency analysis using reduction in time, distance, and cost of accessing school, health, and water facilities.***

61. **The Project improved access to social infrastructure and reduced cost, time, and distance beneficiaries spend to access it.** Focusing on some sectors of CSDP intervention in high community demand—water, education, and health—the 2020 Project Evaluation report shows that nationally the average students require to get to school decreased from about 36 to about 13 minutes after the CSDP, indicating a 64 percent reduction. Similarly, the average distance students traveled to school decreased from 2.71 to 0.97 km after the CSDP.

62. **For water, the 2020 Project Evaluation report on results indicated 67.6 percent reduction water costs as many people were able to bypass exorbitant vendor water prices.** In some instances, community members agreed to pay small user fees to maintain water projects' sustainability. Further reflecting the positive CSDP water intervention outcomes, the average distance to water source decreased from 3 km to only 600 meters (80 percent reduction), while average time spent fetching water decreased from 53 minutes to less than 12 minutes (77 percent).

63. **Average distance and time spent to get to health centers in sampled communities also improved significantly.** The 2020 Project Evaluation shows that prior to the health intervention, the average distance to health centers was 4.2 km, taking an average of 55 minutes to reach. After the intervention, the average distance decreased to less than 1 kilometer, while average time to reach health facilities dropped dramatically to less than 14 minutes (75 percent). The intervention in the health sector improved sampled communities' access to modern health care, while reducing the cost and risk of moving patients to far away health facilities, especially where there were bad roads and scarce vehicles.

***ii) Efficiency analysis of CSDP with regards to allocative efficiency in public expenditure for the needs of the poor and vulnerable***

64. **More evidence of CSDP efficiency emerged from the GON's final report showing that the Project's approach promoted efficiency of public expenditure allocation in relation to needs of the poor.** The promotion of local participatory decision-making empowered communities to allocate scarce resources across sectors, promoting efficient resource allocation in response to local priorities. CSDP AF1 in particular leveraged LGAs institutions, such as LGRCs, with capacity to contribute to project efficiency objectives in most States. As evidence, most communities in LGAs during CSDP AF1 with functional LGRCs were able to submit Community/Group Development Plans (CDPs) that received funding for community prioritized social and natural resources infrastructure without having to approach higher state-level institutions. CSDP built administrative and system efficiencies in Project design. The administrative setup promoted effective Project implementation with strong monitoring mechanisms through active citizen participation, use of community and government institutions, as well as capacity building of service delivery personnel, including micro-project Community Project Management Committee, Community and Social Development Agency (CSDA), and local government staff. Institutions at the State (Project Board, State Agencies, and (Ministries, Departments, and Agencies /MDAs)/local government (Local Government Review Committee, Local Government Desk Offices), community (Community Project Management Committee, sub-committees, and Community Development Associations) involved in developing, approving, and implementing of microprojects all





contributed to efficient delivery of the pro-poor services, such as schools, health centers, and electricity, among others. Specifically, the role of Community Project Management Committees in procuring goods through procurement committees, maintaining financial records, formulating operations and maintenance plans, and ensuring timely returns on expenditure for replenishment of community project account guaranteed achievement of reduced micro-project costs.

65. **The inclusion of Vulnerable /IDP Groups Investments Facility in the CSDP AF1 result framework/chain substantially improved Project entry and efficiency.** Results from the CSDP 2013 Project Evaluation during CSDP AF1 showed that CSDP was more efficient in support provided by LGA, LGAs incorporating GDPs and CDPs into LGDP and LGAs replicating CDD. About 58 percent support from LGA to CSDP were recorded during CSDP AF1 when compared to total support to CSDP during its whole lifetime. About 87 percent of all LGAs replicating CDD were recorded during CSDP AF1 relative to whole lifetime of CSDP, while 74 percent and 100 percent of LGAs incorporating CDD in their LCDP and LGDP did the incorporation during CSDP AF2 relative to total lifetime of project (2020 Project Evaluation).

*iii) CSDP economic efficiency analysis comparison with other government and non-governmental projects, using unit cost-effectiveness ratios<sup>17</sup>*

66. **Using CSDP administrative water, electricity, and education (the high-demand CSDP sectors) shows that CSDP interventions are more cost-effective than others.** Values range from a comparative cost ratio of 1:2.24 and 1:1.94 to construct 1 block of 2 classrooms for State government and other agencies to 1:2.59 and 1:2.24 for 1 block of 3 classrooms for Gombe State and other agencies. In Kwara State, costs to build a block of furnished 2 classrooms with attached office and equipped community health center through the CSDP are on average 1:2.28 and 1:2.30 times, respectively, lower than the cost of when government agencies build the same structures. CSDP construction costs for a block of furnished 3 classrooms with attached office is on average 1:2.74 times lower than government agencies. Provision of electricity supply of 500KVA transformer is also on the average 1:3.00 times lower than Kwara State government provision. In Yobe State, CSDP costs to build a block of furnished 3 and 6 classrooms as well as community health center are on average 1:2.1times lower than government agencies.

*iv) Targeting and Efficiency Perceptions*

67. **Evidence from evaluations, government reports, and ISRs shows that using the CDD approach led to substantial cost efficiency<sup>18</sup> in building infrastructure in poor communities due to joint decision making and active beneficiary community participation.** The CSDP built on the existing LEEMP and CPRP structures to effectively target the building of community social and environmental infrastructure, as well as increase LGA responsibility in service delivery. CSDP used CDD, a bottom-up approach to support communities to access social and environmental infrastructure. The detailed efficiency analysis drew some implementation lessons related to lack of detailed poverty maps, concluded that targeting would have benefited from more poverty data. Still, CSDP targeting proved very good with the available information and the CDD approach. AF1 and AF2 did use poverty maps in all States for targeting the poorest LGAs and communities.

<sup>17</sup> Staff assessment based on the cases of Gombe, Kwara and Yobe States using 2019 data.

<sup>18</sup> Efficiency, defined as ability of the investment instrument to do or produce a result without wasting material, time, or energy.



68. **Beneficiaries perceptions provide a proxy for qualitative measure of efficiency.** Satisfaction in Project outcome could be interpreted as fulfilment of efficiency goals. The 2020 Project Evaluation report revealed that 91 percent and 81 percent of beneficiaries stated high satisfaction with reduction in water borne disease and environmental challenges/waste disposal because of provision of water and latrine-construction micro-projects, respectively. Also, 97 percent of beneficiaries reported highly satisfactory outcomes in terms of improvement lives from installed streetlights, while 79 percent of beneficiaries reported high satisfaction with micro-project maintenance and sustainability.

**v) Project Extensions**

69. **The cumulative extensions of the Project closing date totals 7.5 years mainly because of two AFs.** The Project life was 13 years at the initial time of closure. The original credit was extended by one year in November 2013 (from the original closing date of December 31, 2013), then by another 9 months through a simple restructuring in December 2014, pushing the closing date to September 30, 2015. In June 2016, AF2 further extended the Project to June 30, 2020. As per World Bank guidelines, an ICR was completed in November 2016 when AF2 extended the project because the total expected Project duration exceeded 10 years. A series of four smaller subsequent restructurings extended the project to its final closing date of June 30, 2021. The CSDP is long by WB standards, and such prolonged duration always raises questions related to overall project efficiency, accrued delays, or other factors that may make a Project expensive or reduce effectiveness. Such factors are also present for the CSDP. However, this ICR assesses that no more than 18 to 24 months of the overall extension of the Project life is due to delays or other inefficiencies. Moreover, most of delays occurred during initial project startup, setting up systems and requirements (such as community CDP drafting), and beginning active implementation. Slower than anticipated implementation in early stages is not unusual in WB projects in the Africa region. In this case, Project extensions do not seem to have made the Project more expensive to manage in relative terms (cost per year of implementation), or to have caused significant inefficiencies. Later these initial delays were compensated, and the project completed the activities as designed. Extensions later in the Project relate to increased funding and expansion of target groups to respond to crisis (including change of PDO), as CSDP was one of the main vehicles available to the Government to respond to insurgencies and COVID 19 repercussions on livelihoods and basic services. Therefore, the Project length is considered appropriate for meeting its evolving objectives over time.

**vi) Use of Project Financing**

70. **Efficiency in use of Project financing was reasonable.** Of about US\$409 million of financing recorded in the WB system, about US\$382 million disbursed at closing.<sup>19</sup> Despite delays in the early years of the parent Project, funds almost fully disbursed by the time of the original closing date of December 31, 2013. Several restructurings too place, but largely to accommodate additional financing. A very small cancellation of US\$37,446 was processed when the original credit closed in September 2015. Later, in April 2021,<sup>20</sup> in preparation for closing, SDR1.25 million were cancelled from IDA-54070 (AF1) and SDR2.86 were cancelled from IDA-58400 (AF2), which at the time of the cancellation totaled US\$5.78 equivalent.

<sup>19</sup> The difference between financing and smaller disbursed financing is possibly due to exchange rate fluctuations.

<sup>20</sup> Although the ICR Data Sheet (populated from the WB system) shows a cancellation was proposed in June 2020, this cancellation was only under discussion, and took place in April 2021, at much smaller scale than discussed in June 2020.



#### D. JUSTIFICATION OF OVERALL OUTCOME RATING

71. **The overall project outcome rating is “Highly Satisfactory”.** The relevance of Project objectives was assessed as “High” at the time of closing. Efficacy was “High”, and the Project fully achieved its objectives, with all PDI targets significantly surpassed, leading to stronger benefits for the target population. The Project achieved excellent and relatively well-evidenced results on all three parts of the PDO—to provide socio-economic services and infrastructure services in a sustainable way. On implementation, the Project overcame some initial delays and scaled-up twice through two AFs to reach more beneficiaries, including IDPs and vulnerable groups. Overall efficiency was also “Substantial”, with reasonable administrative costs, given the need to operate in a fragile environment during a large part of the Project life. Although the Project was very long by WB standards, the extended project lifespan was justified by added financing and the need to fully meet new important objectives.

#### E. OTHER OUTCOMES AND IMPACTS

72. **The end-project stakeholder discussions suggested some positive unintended outcomes.** These include various technical support by CSDP, and synergies used by other agencies and projects to advance their objectives. For instance, CSDP assisted with an audit of certain program beneficiaries that benefitted the Youth Employment and Social Support Operation (YESSO) project and the preparatory facility for the Nigeria COVID-19 Action Recovery and Economic Stimulus Program (NG-CARES). Also, some social agencies are adopting CSDP use of poverty maps to identify poor target communities. The State Employment and Expenditure for Results Project (SEEFOR, P121455) used the CSDP platforms in Bayelsa and Edo for its implementation. Partnerships and capacity-building activities among States, communities, and NGOs have also been formed, and the CSDP implementation mechanisms at local levels have been used by NGOs and private donors to deliver benefits to the communities.

##### Gender

73. **Gender mainstreaming was an important aspect of the CSDP, especially after AF1 and AF2.** According to the GoN draft completion report, CSDP targeted a 35 percent allocation for exclusive participation of women while actual women’s participation recorded 37 percent. The total number of CPMCs and GPMCs included an estimated 6,645,258 beneficiary members, 70 percent men and 30 percent women.

74. **The Project intended to focus on women and girls, as reflected in some outcome indicators, but did not have a mechanism to measure this.** AF1 contained a new component targeted specifically on gender and vulnerable groups, which, as shown in the outcome analysis, improved benefits to these groups. Component 4 (Vulnerable IDP Groups Investments Facility) clearly defined women as part of the vulnerable groups targeted. Women were represented in all CPMCs reviewed—in most cases, constituting just over one-third of participants, and in most cases a woman held the position of treasurer. In all cases, women were actively involved in CDP preparation and implementation, albeit rarely in leadership positions. During implementation of micro-projects, women were generally assigned light tasks or ancillary roles, such as cooking food for workers. In some cases, poor women were exempted from cash contributions.

75. **The social nature of the micro-projects also suggests that women are likely to have benefited more than men.** Project-enabled health clinics provide safer delivery of babies and easier access to preventive and curative care for children; water projects reduce the time spent fetching water—





traditionally a woman's role—electricity makes streets safer to walk at night, while market stalls benefit predominantly female traders. Men mentioned the ability to start small businesses and television as some of key benefits of electricity. In one possibly typical case, beneficiaries said that the micro-project eased inter-community tensions as community members no longer had to borrow what was perceived as 'too much' electricity from the neighboring community.

### **Institutional Strengthening**

76. **The Project Components reflected a strong institutional strengthening element by empowering communities through the CDD approach.** The Project had a visible role in improving the knowledge and skills of Community/Group Project Management Committee members (C/GPMC), participating Local Government Development Officers (LGDOs), and MDA Desk officers. Project staff and Management contributed immensely to the success of CSDP. During the life of the Project, 14,774 CPMC members and 1,699 GPMC were trained in various Project aspects, such as bookkeeping and accounting, team building, basic project management and administration, project reporting and communications, community development plan formulation, bill of quantities, and contract methods and procurement. The capacity building process also continued during the life of the CDP through learning by doing. About 338 other trainings were also conducted due to emerging issues that necessitated such trainings. CSDA staff were exposed to in-house, local (institutional) and foreign training to improve their capacity and enhance their skill. Staff were also exposed to global best practices in community-based project management as 285 staff attended international training programs abroad. Participants in about 400 seminars and workshops organized during the Project life exchanged ideas, gained expert knowledge, and networked with other practitioners. Key CSDP institutional outcomes included:

- Increasing annual allocation of LGAs' budget in participating Nigerian States to support CDPs and Group Development Plan (GDPs) implementation in poor communities has built sustainable social contracts and trust between government and the people.
- Engendered social capital formation and cohesion among poor communities through participatory democracy, transparency, and accountability in the use of community and group resources.
- Capacity building at the State and local government and community level on CDD and community project management, especially in procurement, accounting, reporting, and maintenance.
- Provision of platforms for rebuilding damaged social infrastructures and providing assistance to communities and people in North East Nigeria being ravaged by insurgency.

### **Poverty Reduction and Shared Prosperity**

77. **Although the Project objective was not poverty reduction *per se*, the Project's PDO specified reaching the poor, and it can be assumed that the intervention reduced poverty.** To target only the poor, the team used available proxies: self-selection and a focus on rural areas. Later, many States created poverty maps to focus attention on poorer areas, and these maps are also now being used for other interventions, such as the World Bank-supported National Social Safety Net Program-Scale Up (NSSNP, P176935, approved December 2021). According to the NSSNP PAD, the development benefits



of extended regular cash transfers to the poor and vulnerable are expected to be large and numerous. It is logical to assume that CSDP has had similar poverty reduction benefits, including improved household welfare and consumption of basic necessities, improved asset ownership, increased safety nets, reduced extreme coping behaviors, and potentially increased human capital investments. For instance, the regular cash transfers are estimated to increase consumption per capita of rural poor beneficiaries by 7 percent and reduce the poverty gap of the average rural poor beneficiary household by 13 percent.<sup>21</sup> There is also growing evidence on the benefits of social safety nets on equity, resilience, and opportunities among the poor and vulnerable in Africa.<sup>22</sup> Recent evidence for rural cash transfers in Nigeria, for instance shows how regular cash transfers might foster significant developmental benefits for both beneficiary and non-beneficiary households.

### III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

#### A. KEY FACTORS DURING PREPARATION

78. **The GoN was proactive in identifying the needs and designing appropriate instruments to address Project objectives, including follow-up financing.** GoN sought and obtained IDA financial assistance to support the CSDP implementation. The Project was financed as a Standard Credit with SDR of 121.5 million (US\$200 million), approved by the World Bank's Board of Directors July 1, 2008, with an original closing date of December 31, 2013. The Project was made effective 23 February 2009. A first AF for SDR 91.3 million was approved on 26th March 2014 and became effective 17 August 2015. A second AF for SDR equivalent US\$75 million was approved by the Board of Directors on 7th June 2016. The GON (through the Federal Ministry of Finance) was the Borrower/Recipient, while the Federal Project Support Unit (FPSU) and the State Community and Social Development Agencies (CSDAs) were the implementing agencies. Communities, particularly poor ones, were the target beneficiaries.

79. **The CSDP is one of the World Bank-assisted pro-poor Projects using the CDD approach to support and empower communities to develop, implement, and monitor micro-social infrastructure projects.** The Project also strengthened the skills and capacities of Local Government Areas (LGAs) and sectoral public agencies to support and build partnership with the communities. The Federal Government and the World Bank are unanimous on the effectiveness of the CDD approach in the overall strategy for growth and poverty reduction in Nigeria. In this context, the CSDP aligned with the World Bank's commitment to poverty reduction by permitting rural poor Nigerian communities to access improved social infrastructure and natural resource services. The CSDP design aligns with development priorities of the Nigerian Government, as well as those of its development partners, particularly relating to poverty reduction.

80. **Confirming the interim ICR's conclusions, preparation was of good quality with some moderate design shortcomings.** The joint World Bank and GoN preparation team developed a highly strategic, relevant, and demand-driven project. Its design drew the best elements and experience lessons from two

<sup>21</sup> Simulations based on the NLSS 2018 and using transfers simulated accounting for inflation and temporal and regional deflator.

<sup>22</sup> See Beegle, Kathleen. G., Aline Coudouel, Montiel Monsalve, and Emma Mercedes. 2018. *Realizing the Full Potential of Social Safety Nets in Africa*. Washington, DC: World Bank Group.  
<http://documents.worldbank.org/curated/en/657581531930611436/Realizing-the-Full-Potential-of-Social-Safety-Nets-in-Africa>, Chapter 2 'Social Safety Nets Promote Poverty Reduction, Increase Resilience, and Expand Opportunities'.



predecessor projects, CPRP and LEEMP. A series of substantial risks were identified during preparation, but two risks that materialized and caused substantial delays had not been anticipated: (i) staff turnover and suboptimal FPSU performance during the Project's early years, and (ii) the lengthy time taken to prepare and review CDPs, before which no micro-project work could commence.

81. **The original Project Results Framework had several areas that could have been improved.** Further, the PAD made special mention of the need to provide "special programs (safety nets) for the vulnerable and highly marginalized groups". A third-party monitoring report commissioned at the MTR (December 2011) reviewed the low number of gender and vulnerable group micro-projects, but concerted action to focus on these vulnerable groups was only taken under AF1 (March 2014).

## B. KEY FACTORS DURING IMPLEMENTATION

### *Factor Subject to Government Control*

82. **Slow start-up and initial implementation.** As mentioned, the original Project was approved on July 1, 2008, but only became effective nine months later on February 23, 2009. As noted in the IICR, 20 States were quickly accredited, but there was a long delay before any micro-projects could be completed (first few micro-projects completed late 2010) due to the comprehensive project cycle, including: need for community expressions of interest, identification of needs, election of a CPMC, preparation and desk appraisal of CDPs, funding review and recommendations; field appraisal, approval, CPMC training, and project launch. It had been anticipated that the CDPs could be prepared, submitted, and approved within four months. However, two years after Project approval and fifteen months after effectiveness, no CDPs had been approved. Nonetheless, the project then picked up speed, increasing rapidly to 200 approved CDPs in the following six months. At closing, the Project had completely made up the delays with a total 5,883 CDPs approved and 5,855 CDPs implemented throughout Nigeria's 30 CSDP States.

83. **State and community contributions.** The Project introduced entry criteria to improve governance and sustainability. The requirements for States' eligibility<sup>23</sup> were generally manageable and 20 States complied with these criteria within the first year. States were also required during implementation to make an annual contribution—initially ₦50 million (approximately US\$200,000) — to promote sustainability of micro-project investments. Half of States were not able to comply routinely before the MTR. As a result, the States' annual funding requirement was reduced to ₦25 million (US\$100,000) under AF1. Similarly, some communities struggled to provide their 10 percent community contribution. Eventually, however, the government contributions during the CSDP period of 2009-2015 reached almost ₦ 10 billion (US\$ 40 million), and ₦4,993,339,316 (US\$ 20 million) during the CSDP AF1. The total contribution reached approximately US\$ 58.6 million during the Project life.

84. **Technical standards.** Involvement of relevant experts from line ministries and compliance to State standards promoted work quality. This quality control process involved routine supervision during implementation by the State Agency, relevant MDAs, and the community members through sub-committees to ensure quality was not compromised. There was evidence of close and persistent monitoring and supervision of micro projects by State agencies, which, according to final GON report, resulted in cost-effective and high-quality micro-projects. While there were some irregularities in quality, most micro-projects were implemented according to the technical standards required by State sectoral

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<sup>23</sup> Conditions for a State to be eligible included (i) an agreement that the State Government would transfer to the State Agency the entire proceeds of the credit on a non-reimbursable basis; (ii) a project account, certified by the FMF and IDA, had been opened by the State Agency and an initial contribution of at least ₦100 million (about US\$833,000) deposited in the account; and (iii) a law/bill establishing the State Agency had been passed by the State Assembly and signed by the Governor.



ministries, agencies, and departments. At closing, the review of the quality of assets showed even further improvement as compared to the time of the MTR.

85. **Institutional arrangements.** Some shortcomings identified in the FPSU's capacity persisted during the Project's first seven years of implementation. Early on, responsibility for overall financial management (FM) (including management of the Federal and joint State accounts) transferred from the FPSU to the Accountant General's Office, in line with directives affecting all government investments. Project accountants were redeployed from the FPSU but were not replaced on time, resulting in core fiduciary functions not being carried out. Over the remainder of the Project, these issues were resolved. At closing, Bank and GoN monitoring generally found institutional arrangements had reached satisfactory levels. The GoN final report suggested that existing CSDP institutional arrangements at both national and State levels should be sustained. However, the report suggested the need for legislation to institutionalize CDD approach at both state and local government levels.

***Factor Subject to World Bank Control***

86. **Mid-Term Review.** The December 2011 MTR drew upon a comprehensive set of background studies commissioned to inform decision making, including: (i) an FPSU report on CSDP implementation progress, Output, Outcome, and Financials; (ii) a third-party Civil Society Consultative Group assessment; (c) an FPSU CSDP Gender and Vulnerable Groups Assessment Report; (iv) a World Bank CSDP Institutional Assessment, and (v) another World Bank CSDP Safeguards Assessment. The MTR concluded that the Project was still on track to meet its PDO, but raised three high-level issues: (i) FPSU's capacity to provide technical and policy support to State Agencies was inadequate for the prevailing pace of activity; (ii) States' data collection was improving, but needed to move beyond outputs and usage of micro-projects to longer-term changes in community welfare and data disaggregation by gender and vulnerable groups; and (ii) LGAs were not adequately committed to supporting communities and local government structures. Other issues raised included: (i) limited interest in natural resource infrastructure projects, (ii) FM problems at the State level, and (ii) the need to sustain Federal and State governments' contributions. An Action Plan was adopted to resolve the issues identified. The MTR findings led to AF1 adjustments to improve the CSDP design, including addition of the Vulnerable Groups Investments Facility (component 4).

87. **Project implementation, especially with regard to committing Project funding, accelerated greatly following the MTR.** Some of the LGAs that had been lukewarm at the outset were engaging with their communities and seeing the benefits of the CDD approach. As a result, the CSDP's original financing was almost fully disbursed by the time of the original closing date of December 2013. The SDR 91.3 million additional credit to address some of the implementation issues surfaced and discussed during the MTR was approved on March 26, 2014. However, implementation slowed again thereafter, as the FPSU restructuring was protracted and resulted in a 17-month delay in the pronouncing of the Effectiveness of AF1.

88. **The overall disbursement rate was 98.5 percent (parent CSDP plus AF) as of June 23, 2021.** The undisbursed balance of US\$5.78 million was cancelled on April 28, 2021. There has been a significant improvement in the documenting of funds in the accounts of the States. At the time of the last mission, the States were requested to accelerate disbursement against activities, especially for NG-CARES preparedness, and to submit Statements of Expenditures (SOEs) more regularly. A template and tracking system were developed and used to follow-up on the financial management process, which increased the pace of SOE submissions at the final implementation phase.



### ***Factors Outside the Control of the Government***

89. **Security challenges affected Project implementation in some States.** Examples of challenges that were difficult to predict or control included the Boko Haram insurgency, farmer herder clashes, and local criminal activities. These issues also affected effective monitoring of the project in some communities. The COVID-19 pandemic also presented a hurdle as the government-mandated lock-down affected completion and supervision of some micro-projects.

## **IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME**

### **A. QUALITY OF MONITORING AND EVALUATION (M&E)**

Rating: Substantial

#### **M&E Design**

90. **To monitor Project activities, the CSDP Project used the M&E system established for LEEMP and CPRP.** That system, strengthened and complemented with a software-based management information system (MIS), designates type of data, collection methods, and responsibilities at the community, LGA, State, and Federal levels. The M&E system has various reporting templates to capture the number of CDPs prepared, approved, implemented, and maintained, and to record the number of communities, beneficiaries, and the distribution of beneficiaries by gender. Periodic surveys provide information on intermediate outcomes; for example, increases in school enrollment and reduction in travel times and costs. The FPSU was to have overall responsibility for project monitoring, including financial, procurement and activity data, based on monthly reports from communities, LGAs, and State Agencies. Each State Agency allocated resources, complemented by State Government funding, before the start of implementation to collect baseline data.

91. **There were some initial issues with respect to the PAD's Results Framework.** However, the World Bank addressed these early difficulties through the ISRs by revising wording for these indicators following WB-wide review of all Results Frameworks just after approval of the original project. During implementation, several more modifications to wording of other indicators and targets from the original PAD occurred without formal restructuring of the Results Framework. Then AF1 formally revised the Results Framework in 2014, with several additional later revisions. It is important to discuss the reasonableness of indicator targets, some of which were significantly surpassed. The Project designers established the PDI targets based on population and micro-project coverage estimates in projected benefiting communities. By 2013, four years after the Project became effective (at the time of AF1 appraisal), CSDP exceeded most beneficiary targets because it was established that the beneficiaries included not only direct but also the indirect beneficiaries and neighboring communities. In addition, Project cost efficiency permitted communities to implement more micro-projects with the same budget than estimated. The PDI indicators were however: (i) disaggregated, (ii) targets increased, and (iii) additional component and targets added during additional financing in 2014 to reset the level of expectation given the experience in the original credit. Nevertheless, with the additional funds provided through AF2, at closing many of the targets were again surpassed. Still, the demand-driven nature of the



project and the counting of indirect beneficiaries seem to explain well the tendency of the project to surpass the initially planned or revised indicators.

**92. For M&E arrangements, the FPSU was responsible for providing technical backstopping to SAs on procurement, financial management, gender, environment, and local government capacity issues.** FPSU organized the appropriate technical assistance based on SA requests or needs identified during M&E visits or supervision missions. The FPSU also supported an overall results-based M&E framework for the CSDP in all Project States and across all levels of activities. Improvements to the MIS are being conducted after Project closing in partnership with the SAs. Periodic FPSU-coordinated Project performance reviews, carried out with active SA participation, helped inform M&E and MIS systems design.

### **M&E Implementation**

**93. CSDP implementing agencies used a combination of qualitative and quantitative methods to collect data.** Data and information collected used software (computer assisted personal interview) and hard copy questionnaires, focus group discussions, key informant interviews, and in-depth interviews of households, children, students, and community members. Other review data included SA M&E data sets, including baseline, written official records from schools, skills centers, and clinics, and brief interview schedules and questionnaires. In 2019, the Project re-developed a conceptual framework and included additional indicators in the Project Monitoring System Software (PMSS), and an e-base application software MEVAPIS data collection and analysis tool to evaluate overall SA project activity effects at the federal level. Monitored parameters included inputs, processes, outputs, funds, and outcome-level indicators to improve monitoring quality across the project life cycle. The system (MEVAPIS) and robust implementation performance tracking increased efficiency, the number of projects implemented on schedule, and the volume of services offered. The M&E department submitted monthly, quarterly, biannual, and annual M&E reports to the SAs, FPSU, and WB for consolidation.

**94. Project monitoring relied on effective interactions and communications among all implementation levels.** About 864 Board meetings were held to provide policy direction for the Project at the State level, while 5,357 management meetings took place with 1,258 quarterly reviews to ensure Project implementation in compliance with guidelines and procedures. Over its life, the Project trained 14,774 CPMC and 1,699 GPMC members to enhance their project implementation capacity. A total of 4643 and 401 staff attended local and foreign training, respectively. Between 2009 and 2015, the States CSDAs embarked on 9,437 monitoring and supervision visits. From 2016 to 2021, optimized monitoring and supervision visits were reduced to 6170. Thus, SAs conducted a total 15,507 visits during the CSDP project. Sectoral ministries' desk officers were responsible for providing technical support to the SAs for appraisal, supervision, and monitoring CDPs and micro-projects.

**95. Management Information System.** SAs were able to effectively manage their information, using protocols for data collection and reporting to capture and process data and website management and output-level information from inception to June 2021.

**96. Physical Monitoring of Project Activities.** CSDP maintained a regular physical monitoring schedule involving WB representatives, FPSU, State Board representatives, SAs, and CPMCs. Apart from physically monitoring the projects, various units and level involved submitted regular monitoring reports.





Operations officers, M&E, and CDOs /MDA Desks officers (when involved) submitted total 11,481 monitoring reports during the Project. The reports assisted in effective implementation of quality outputs. A total 763 audit reports for all CSDA accounts submitted during the life of the Project fostered effective financial control.

### **M&E Utilization**

97. **As described, the GoN and WB used an array of M&E tools to make managerial decisions.** This included regular monitoring of the Results Framework and updating of indicator values. Actual measured indicators assessed progress for course corrections or design corrective actions, with restructurings taking place as needed. World Bank Aide Memoires, implementation progress reports, project and restructuring papers, and implementing agency progress reports provided a good record of decision-making. The two AFs and the other restructurings, Results Framework helped reach major decisions about project design, financing needs, extensions, and measures needed to respond to the changing environment.

### **Justification of Overall Rating of Quality of M&E**

98. **The M&E system was overall appropriately designed.** The Government and implementation agencies regularly collected information (see M&E Implementation) on main indicators used for decision-making. Over the life of the Project, the appropriate actors procured and conducted main planned evaluation studies and several additional studies and analytical work, in including the 2013 and 2020 Project Evaluations and a World Bank-led IICR in November 2016. The evaluation reports provided sufficient information on Project indicators and additional analysis of various project benefits. Despite some moderate shortcomings in the design of the Results Framework, the system was generally sufficient to assess the achievement of objectives and test links in the results chain.

## **B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE**

### **Safeguards**

99. **The Project did not create any serious environmental or social safeguard issues across the participating States.** After completion, micro-projects sometimes faced erosion and flooding or waterlogging environmental challenges. Funds from sustainability accounts established by each community, supplemented by community member donations, mitigated the negative repercussions from these problems. Ninety-nine percent (829 of 832) of environmental micro-projects proved effective in addressing the issues for which they were constructed. Land donation documentation has been improved upon across participating States with adoption of a Voluntary Land Donation (VLD) Protocol for documenting community member land donations for micro projects. Beginning in 2019, every completed micro-project has a documented VLD to identify the geo-coordinates and size of the land and ensure that key stakeholders with title to the land signed off in advance. The grievance redress mechanism categorized seven categories: (i) CSDA level; (ii) participatory rural assessment (PRA) facilitation (iii) CPMC formulation; (iv) CDP/group development plans (GDP) execution; (v) utilization of micro-projects; (vi) gender-based violence, and (vii) environmental grievances. The system in place helped resolve 92 percent of reported grievances either at the State or community level. The environmental and social audit of the North East showed no major adverse effects from completed micro-projects. However, destruction of about 37 community and vulnerable groups' micro-projects across 10 States took place either because of insurgents'



attacks or due to conflict arising from communal crises and mass protests across Nigeria in the last three years of Project implementation.

100. **Based on GRM review of selected micro-projects, appropriate mechanisms were able to resolve 92 percent of reported grievances.** The data shows only one case of gender domination based on disagreement of a female participant with construction of a communities' skills acquisition center. However, the SA intervened, and the women changed her position and contributed to the center's completion, which is currently in use (also see ACHIEVEMENT OF PDOs (EFFICACY)/ Efficacy after the PDO Revision).

#### **Fiduciary Compliance**

101. **The FPSU was responsible for providing technical backstopping to SAs on procurement and financial management.** The unit organized the appropriate technical assistance based on requests from SAs or needs identified during monitoring and evaluation visits or supervision missions. As noted in the IICR, World Bank implementation support reviewed both FM and procurement processes and documentation, including statements of expenditures and a physical verification of community work after and during the Project, and with annual visits to each participating State. Depending upon findings, reviews requested information and documentation from communities. The World Bank also provided FM and procurement training to State officials, who then cascaded the training to LGAs and communities.

102. **Procurement processes were satisfactory throughout implementation.** Concerns at the beginning about training of CPMCs on community contracting, procurement filing by State Agencies, and contract management were successfully addressed overall. The project rating for procurement at closing was "Satisfactory".

103. **Financial management also performed within acceptable limits and was sufficiently robust to serve Project objectives.** During the last few years, the FM rating in ISRs stayed at "Moderately Satisfactory". Some issues noted during implementation, although not major, continued throughout the Project. The IICR identified the Project's decentralized implementation structure as a challenge with both the Federal-level FPSU and State Agencies responsible for both FM and procurement, and communities responsible for procurement and record keeping of goods and services required to implement micro-projects in their CDP. Building the capacity in some States with no prior experience in WB projects took time. As a large part of financing was implemented at the community level, risk mitigation strategies, together with FPSU and World Bank supervision of communities, reduced fiduciary risks.

### **C. BANK PERFORMANCE**

Rating: Satisfactory

#### **Quality at Entry**

104. **The World Bank's preparation team designed a highly strategic, relevant, and demand-driven Project, drawing the best elements and lessons from two preceding projects.** While designers identified a series of substantial risks during preparation, they could not anticipate two risks that materialized and caused substantial delays: (i) turnover in staff and weak FPSU performance during the Project's early years; and (ii) the lengthy time taken to prepare and review CDPs, before which no works could commence.

105. **The Results Framework had several original minor problems, but they were quickly resolved.** The PAD made special mention of the need to provide "special programs (safety nets) for the vulnerable





and highly marginalized groups". This was an important step at the design stage, which was then taken further during implementation.

### **Quality of Supervision**

106. **The World Bank team remained focused on the goal of providing social and natural resources services to communities, despite Federal, State and Local Government challenges.** The team did a very good job in adjusting to changing circumstances, including design adjustments and AFs responded to the conflict situation. The team has shown perseverance in supporting the Government to introduce improvements to accelerate the pace of implementation and adjust. The implementation support team developed action plans to improve the FPSU performance, which was suboptimal before AF1, and then requested FPSU restructuring as a condition for AF1. Later, when the FPSU was strengthened, the World Bank team supported implementation by (i) raising the FPSU procurement approvals authority in accordance with the improved capacity, to allow speedier processing; and (ii) by certifying State Agencies to take over the CDP prior approval process following appropriate training.

107. **Supervision of Project fiduciary aspects was commensurate with the needs.** Project disbursements halted when the FPSU was unable to reconcile transfers to States due to fluctuating exchange rates, but the fiduciary risk assessment decreased during supervision as risks identified did not materialize. The team routinely supervised Project safeguard compliance, and, when one micro-project triggered stakeholder concerns about environmental screening, a comprehensive environmental assessment resulted triggered two additional safeguards for AF1.

108. **The MTR was well prepared, with a series of assessments on all Project aspects, although could have focused more on appropriateness of the Results Framework.** The team prepared regular comprehensive ISRs but could have been more candid in implementation performance ratings given the extensive delays in the first few years of the Project. The team used AF1 appropriately as an opportunity to make formal adjustments to the Results Framework and to include specific and greater attention to gender and vulnerable groups. AF2 was also timely and had a clear task, which it performed well. Still, the restructurings (especially at AF1 and AF2) may have better reassessed the targets for some of main indicators, which remained somewhat modest, and the Project surpassed them multiple times by the closing date.

### **Justification of Overall Rating of Bank Performance**

109. **Quality at Entry and Quality of Supervision were both satisfactory, leading to overall "Satisfactory" Bank performance.** The project design made good use of available information and best practices, and adjustments responded to changing circumstances. Supervision was proactive, evidence-based, and with timely decisions.

### **D. RISK TO DEVELOPMENT OUTCOME**

110. **At the policy level, the risk to development outcome is "Moderate".** The Government at all levels is committed to mainstreaming the CDD approach in view of its results and efficiency. The Federal Government's has submitted a CDD Policy to the Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development. Some local governments are already replicating the approach.



111. **Ongoing and new World Bank, GoN, and other donor-funded activities are supporting the Project outcomes.** On December 16, 2021, the World Bank approved an US\$800 million credit for the National Social Safety Net Program Scale-Up (NASSP-SU). The credit will finance significant expansion in the coverage of shock responsive safety net support for poor and vulnerable Nigerians under the existing National Social Safety Nets Program and strengthen the national safety net delivery system. This will help mitigate risks for the CSDP outcomes posed by double-digit price inflation, especially of food and essential commodities over the last year. These come at a time when incomes have been flat or declining, pushing millions of Nigerians into poverty and reduced the welfare of many more. Additionally, multiple concurrent shocks—from COVID-19 but also climate-related—continue to plague the poor and vulnerable. Through NASSP-SU, the GON will cushion shock repercussions by financing targeted, time-limited cash transfers to 8.2 million poor and vulnerable beneficiaries and their families, identified from the National Social Registry (NSR) in rural areas and the Rapid Response Registry (RRR) in urban areas. Additionally, it will also ensure continued support for the about 2 million current poor and vulnerable beneficiaries through the regular cash transfer program for at least two years between the NASSP and the recently approved NASSP-SU.

112. **Increasing access to services in a sustainable manner was an integral aspect of the PDO.** The CSDP introduced a role for local governments to improve ownership and maintenance, and thereby reduce risks to the Project's development outcomes. At the community level, financial sustainability was the greatest risk. Communities used creative solutions to maintain micro-projects' sustainability, but in many cases these solutions may not be appropriate for the poorest communities. Local government's adoption of appropriate levels of responsibility for some services would be essential to long-term sustainability.

113. **This ICR rates risk to development outcome as "Moderate".** Moderate risk at the policy level, and the fact that States and communities have embraced the CDD approach, are coupled with strong measures to mitigate potential negative recessionary effects on State and local government finances and on the community beneficiaries of the CSDP.

## V. LESSONS AND RECOMMENDATIONS

### Lessons on Community Driven Development (CDD)

114. **The Project, although designed as a support mechanism for improving access to services, also helped create social cohesion and build social capital.** The basis for social cohesion and social capital building was the targeting mechanism, which was based on the CDD approach. Communities were given the opportunity to communicate through a formal process, and to reach internal agreement on identifying the poor within the community. These principles were then transferred to the YESSO project and helped build the next stage of the system—the social registry. The CDD approach gives communities control over the planning, investment, and management decisions for local development activities. The philosophy behind CDD is that involving communities in decisions often lead to better use of resources geared toward meeting the most pressing needs. This "bottom-up" approach has become a key operational strategy for many national governments and international aid agencies for the delivery of services, improvement of livelihoods, and empowerment of people. Although the design of these programs has evolved over time, at their core, most aim to improve living conditions of poor communities through increased participation (*Social Development Notes, February 2013*). Another 2018 study (*Community-driven development – does*



*it build social cohesion or infrastructure?)* reviews CDD impact evaluations from 21 low and middle-income countries and concludes that CDD programs have little impact on social cohesion, mostly use rather than build social capital, and have an overstated effect on community participation. The lessons from Nigeria CSDP, however, point to a different conclusion regarding use of CDD approaches in conflict zones, coupled with appropriate targeting policies, and provided the intervention is given enough time to unfold. The CSCP CDD approach *created* social cohesion as homeless IDPs with common need for shelter came together under the Gender and Vulnerable Group Component. They now live in groups in community housing, where they are recovering and rebuilding their livelihoods destroyed by insurgency. CSDA supported 183 communities in the North East's Adamawa, Borno, and Yobe State, providing community housing for IDPs, and constructing schools, health centers, and water projects.

**115. Local community capacity building and empowerment are key to sustainable human capital development.** The CSDP approach transformed development in many communities, changing the orientation of community members. It is important that this approach be sustained and improved in future projects. Capacity building and training of community members in the operation and maintenance of micro-project facilities—as well as project financial management, conflict resolution, and other areas—strengthened the sustainability and functionality of CSDP micro-projects. Capacity building also encouraged communities to initiate new development projects that meet their needs and priorities. The Project helped build capacity at State, local government, and community levels on CDD and Community Project Management, such as procurement, accounting, reporting. LGAs that received training have integrated the CDD approach in forming their Local Development Plans.

#### **Lessons on Targeting and Sustainability**

**116. Anchoring the CDD approach in demand-driven principles and transparent processes made Project design and implementation successful.** Providing communities with the opportunity to make decisions through transparent processes fostered community commitment in micro-project identification, planning and implementation. The completed micro-projects empowered communities in various ways, such as providing youth employment, easing access to market and health facilities, creating a more conducive learning environment for pupils and students and additional income sources, among others. Some communities adopted the CDD approach not only to run CSDA activities but also for their own community social and religious group activities due to the CSDA capacity built for planning, implementation, and sustainability. Local communities became motivated to participate in community development projects once they compared the process, cost implications, speed, and quality of CSDP projects to those implemented through other means. The CSDP used a mix of targeting methods, but all designed to target the rural poor and critically vulnerable. Criteria for targeting communities focused on the need to channel resources to poor communities for human capital development and equity objectives. This would help to maximize benefits on key development indicators related to education, health, water, and sanitation. Poverty maps used in each State classified all communities in each LGA, and this served as basis to guide every agency started to roll out Project activities from submitted proposals in the poorest communities.

**117. Dedicating a separate component for the stigmatized and unheard community voices reached specific pockets of vulnerable people that might remain excluded using a regular approach.** The criteria for selecting communities to participate in the project were: (i) must have a legally recognized Community Development Association, (ii) must be willing to establish a CPMC having full responsibility for CDP formulation and coordination of micro-projects implementation, and (iii) must be in LGA with an established LGRC. The flexibility provided by this set of criteria ensured that the most vulnerable did not



need to contribute cash but could also provide in-kind contributions. While creating ownership, many of the interventions accepted 100 percent in-kind contributions from vulnerable groups.

118. **The CSDP's CDD approach also built social capital along with hard infrastructure.** The CDD approach used in implementing CSDP was not just building Infrastructures, it also built social capital and relationships. Building of Social Capital, relationships and Social Cohesion through community engagement was the foundation on which the targeting and building of Social Register in Nigeria for the first time was based upon, it was called Community Based Targeting. Projects like YESSO, built on the community groups and through community engagements got communities to sit together and identify the poor amongst them and the poor households are taken into the Register. It was the Social Cohesion built through CSDP that was transferred into another Project and used to build the Social Register which as at today is in every State and the National Social Register and other projects including Government interventions are now using.

119. **There is increasing annual allocation of LGAs' budget in participating States to support CDP and GDP implementation in poor communities, and this has built sustainable social contracts and trust between government and the people.** CSDP has engendered social capital formation and cohesion among poor communities through participatory democracy, transparency, and accountability in the use of community and group resources, and through community in-kind contributions. Some States began using SAs to reach communities not covered by IDA funding, using the CDD approach to deliver basic services or interventions requested by communities. Some communities and groups charge user fees in line with community decisions, with funds used to maintain project-built facilities.

#### **Lessons on Working in Fragile and Conflict Zones**

120. **Working in conflict-prone areas is challenging and requires conflict-sensitive design, implementation flexibility, and community involvement.** The project met security and conflict-related challenges in many locations but was able to find relatively effective ways to operate. States in the North Eastern part of Nigeria, even in relatively safe communities, implemented micro-projects in tense atmospheres. Other parts of the country dealt with concerns about possible stealing or damage to micro-project assets. At the Project level, CSDP took on challenges and introduced specifically targeted activities through its Component 4, the Vulnerable IDP Groups Investments Facility, using flexible design mechanisms to deliver the services. The Project provided an important community resource not only in terms of socio-economic services and assets, but also in terms of access accountability and transparency mechanisms, empowerment of the vulnerable, access to employment and markets, and, ultimately, building social cohesion in conflict areas. Despite security challenges, this increased community involvement, leveraged community resources against potential conflicts, and improved use of the community resources.



## ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

### A. RESULTS INDICATORS

#### A.1 PDO Indicators

**Objective/Outcome:** 1) Increase access by the poor communities (including IDP's) to improved social services

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Poor communities with access to social services (of which IDPs constitute more than 10% of residents)	Text	1000 Communities (about 500,000 households)	3000 communities	3750 communities (about 1,500,000 households of which 40% are women, 10% are other vulnerable groups.	5855 Communities about 2,600,960 Households, 52% are women and 10.5% are vulnerable
		31-Mar-2009	31-Dec-2013	31-Dec-2017	30-Jun-2021

**Comments (achievements against targets):**  
Target surpassed by 56 percent.

**Objective/Outcome:** 2) Increase access by the poor communities (including IDP's) to improved natural resource services



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Poor communities with access to natural resource management services (of which IDPs constitute more than 10% of residents)	Text	50 Communities (about 25,000 households)	700.00	800 communities (about 400,000 households of which 30% are women, 10% of whom are other vulnerable groups)	965 new communities (about 620,000 households)
		31-Mar-2009	31-Dec-2013	31-Dec-2017	30-Jun-2021
<b>Comments (achievements against targets):</b> Target surpassed by 21 percent.					
<b>Objective/Outcome: 3) Increase access to basic social and natural resource services by the poor in a sustainable manner</b>					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Direct project Beneficiaries, including IDPs (measured by the number of poor people with access to social services)	Number	0.00	3,200,000.00	3,200,000.00	12,363,457.00
		01-Jul-2009	31-Dec-2017	30-Jun-2020	30-Jun-2021
<b>Comments (achievements against targets):</b> Target surpassed almost four times. Core sector indicator added at AF1 to be achieved initially by 12/31/2017, with target date moved by AF2.					



While it is listed here under Objective 3, this core indicator in fact measures the project impact on all three parts of the PDO.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Annual Local Government budget in participating States incorporating Community development plans increases yearly	Text	1% 31-Mar-2009	30% 31-Dec-2013	45% 30-Jun-2020	77% 30-Jun-2021

**Comments (achievements against targets):**

Revised target by AF1 (to 43 percent), and then again (to 45 percent) by AF2. Target surpassed by 71 percent.

## A.2 Intermediate Results Indicators

**Component:** Component 1: Overall Project Support and Coordination

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of project beneficiaries satisfied with the project interventions	Percentage	30.00 20-Apr-2016	60.00 30-Jun-2020		80.00 30-Jun-2021

**Comments (achievements against targets):**



Indicator added at AF2. Target surpassed by 33 percent.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of grievances addressed within the timeframe stipulated in the Operations Manual	Percentage	0.00 20-Apr-2016	70.00 30-Jun-2020		92.00 30-Jun-2022

**Comments (achievements against targets):**

Indicator added at AF2. Target surpassed by 31 percent. The project recorded a high level of resolution of grievances during implementation and the actual resolution rate at closing was 92 percent. This is largely due to the fact that CSDP uses the CDD approach and the system put in place for Grievance Redress is robust.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Development of CDD policy framework for Nigeria	Text	Agreed TOR for Policy Framework Development 30-Nov-2016	Policy developed 30-Jun-2020		Final Version CDD policy framework after Stakeholder Review delivered to Government 30-Jun-2021





**Comments (achievements against targets):**

Indicator introduced after AF2. Target was achieved in September 2020.

**Component:** Component 2: Capacity Building and Partnerships Development in State Ministries and LGAs

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
LGAs that received training have integrated CDD approach in the formation of their Local development plans	Text	0.00 31-Mar-2009	40% 31-Dec-2013	65% 30-Jun-2020	72% 30-Jun-2021

**Comments (achievements against targets):**

Target revised (increased) at AF2. Revised target surpassed by 11 percent.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Staff of State Ministries, Departments and Agencies trained and supporting Communities and Vulnerable groups on the CSDP	Number	0.00 29-Jan-2016	0.00 30-Jun-2020		3,113.00 30-Jun-2021



**Comments (achievements against targets):**

Indicator added after AF2. Original target not provided, but achievement appears significant against the parameters of the project.

**Component:** Component 3: Community-Driven Investments Facility

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Community Development Plans that are approved and funded	Number	0.00	3,000.00	3,750.00	5,604.00
		30-Jun-2009	31-Dec-2013	30-Jun-2020	30-Jun-2021

**Comments (achievements against targets):**

Target revised (increased) at AF2. Wording of indicator adjusted at AF1 (original wording "3000 CDPs implemented and maintained in accordance with PIM technical standards"). Revised (increased) target surpassed by 49 percent.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Completed microprojects, that are operational and maintained one year after completion.	Text	300 microprojects	7,500	8,500	16,167 (1,200 new ones)
		31-Mar-2009	31-Dec-2017	30-Jun-2020	30-Jun-2021

**Comments (achievements against targets):**



This indicator shows in the Results Framework for AF1. The original PAD has an intermediate result indicator on CDPs.

The total micro-projects completed, operational and maintained one year after completion are 16,167. However, the total micro-projects approved at the close of CSDP is 17,180 which means that 94 percent of micro-projects are maintained and operational after completion. This is a high rate for regional standards.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Health Centers built or rehabilitated	Text	50.00 31-Mar-2009	1,000.00 31-Dec-2013	1,500.00 30-Jun-2020	1,600 (300 new ones) 30-Jun-2021

**Comments (achievements against targets):**

Origin of indicator unclear. Indicator appears in early ISRs (original target source: ISR5) but is first officially listed in the AF1 project paper. Target increased at AF1 and AF2. Revised target surpassed by 7 percent.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Classrooms built or rehabilitated	Text	100.00 31-Mar-2009	3,000.00 31-Dec-2013	2,000.00 31-Dec-2017	5674 (355 new ones) 30-Jun-2021

**Comments (achievements against targets):**



Origin of indicator unclear. Indicator appears in early ISRs (original target source: ISR5) but is first officially listed in the AF1 project paper. Target revised at AF1. Target surpassed by 84 percent.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Students enrolled in primary education schools supported by project	Text	0.00	20% increase for boys and girls	50,000	1,810,336 (boys 664,778 and girls 1,145,558)
		31-Mar-2009	31-Dec-2013	31-Dec-2017	30-Jun-2021

**Comments (achievements against targets):**

Origin of indicator unclear. Indicator appears in early ISRs (original target source: ISR5) but is first officially listed in the AF1 project paper. Original target was expressed in percentage increase, and was later transitioned to nominal number. Target revised at AF2. Target updated in AF2, with nominal number target surpassed multiple times.

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Community Water Scheme	Number	0.00	3,500.00		5,607.00
		04-Jul-2016	30-Jun-2020		30-Jun-2021

**Comments (achievements against targets):**

Origin of indicator unclear. It first appears in the ISR No: 20 from 09-May-2019 and then in the AF2 Project Paper. Target surpassed by 60 percent.



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Project funds that are channeled to community-driven investments	Text	0% 31-Mar-2009	75% 31-Dec-2017		68% 30-Jun-2021
<b>Comments (achievements against targets):</b> Indicator introduced with AF1. Target achieved at 91 percent.					

**Component:** Component 4: Vulnerable IDP Groups Investments Facility

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of damaged / host communities supported by CSDA	Number	0.00 20-Apr-2016	250.00 30-Jun-2020		183.00 30-Jun-2021
<b>Comments (achievements against targets):</b> Indicator introduced with AF2, reflecting the revised PDO. Target achieved at 73 percent.					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised	Actual Achieved at Completion
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				Target	
Gender and Vulnerable Groups (GVG) (women/gender and other vulnerable groups) register or list available in communities implementing CSDP.	Number	10.00 30-Jun-2016	500.00 30-Jun-2020		936.00 30-Jun-2021
<b>Comments (achievements against targets):</b> Indicator introduced at AF2, reflecting the revised PDO. Target surpassed by 87 percent, showing CSDPs ability to stimulate community action.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Gender and Vulnerable Groups (GVG) (women/gender and other vulnerable groups) with functional micro-projects or specialized services	Number	175.00 26-Mar-2014	500.00 30-Jun-2020	500.00 30-Jun-2020	934.00 30-Jun-2021
<b>Comments (achievements against targets):</b> Indicator introduced at AF2, as part of the revised PDO. Target surpassed at 87 percent. It is indicative that almost all registered groups - 934 out of 936 (see previous indicator) - actually benefitted from their registration and had active services or microprojects.					



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of community housing created / supported by CSDA	Number	0.00 20-Apr-2016	1,000.00 30-Jun-2020		947.00 31-Mar-2021
<b>Comments (achievements against targets):</b> Indicator introduced at AF2, reflecting revised PDO. Target achieved at 95 percent.					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of trauma and psychosocial support sessions conducted	Text	0.00 30-Nov-2017	200.00 30-Jun-2020		1,784 (1,161North East) 30-Jun-2021
<b>Comments (achievements against targets):</b> Indicator introduced at AF2, reflecting revised PDO. Target surpassed more than 8 times.					





## B. KEY OUTPUTS BY COMPONENT

Objective/Outcome 1: Increase access by the poor people, and particularly by the internally displaced and vulnerable people in the North East of Nigeria to social services;	
Outcome Indicators	<b>1. <i>PDI 1: Poor communities with access to social services (of which IDPs constitute more than 10 percent of residents).</i></b>
Intermediate Results Indicators	<ol style="list-style-type: none"> <li>1. Completed microprojects, that are operational and maintained one year after completion.</li> <li>2. Health Centers built or rehabilitated</li> <li>3. Classrooms built or rehabilitated</li> <li>4. Students enrolled in primary education schools supported by project</li> <li>5. Community Water Scheme</li> <li>6. Project funds that are channeled to community-driven investments</li> <li>7. Number of community housing created / supported by CSDA</li> </ol>
Key Outputs by Component (linked to the achievement of the Objective/Outcome 1)	<p>Component 1. Overall Project Support and Coordination (a) technical support to State Agencies and activities on Procurement, Financial Management, Gender, Environment, and Local Government Capacity issues; (b) CSDP Monitoring and Evaluation; and (c) Poverty and CDD Policy design and dissemination.</p> <p>Component 2. Capacity Building and Partnerships Development in State Ministries and LGAs.</p> <p>Component 3. Community-Driven Investments Facility (see Annex 7 for details)</p> <ul style="list-style-type: none"> <li>- 15,042 proposed micro-projects, of which 14,428 micro-projects from eight socio-economic sectors were completed;</li> </ul>



	<ul style="list-style-type: none"> <li>- 14,420 (or 99.9 percent) of the completed micro-projects were still fully operational at closing.</li> </ul> <p>Component 4. Vulnerable IDP Groups Investments Facility (see annex 7 for details)</p> <ol style="list-style-type: none"> <li>1. MPs in health, education, socio-economic sector and other social needs.</li> <li>2. LGRC established</li> <li>3. CPMC constituted</li> <li>4. CPMC Training conducted <ul style="list-style-type: none"> <li>- GDP - Fully implemented 908</li> <li>- Micro-projects completed (GDP) 2,133</li> <li>- Micro-projects functional (GDP) 2,141</li> </ul> </li> </ol>
<b>Objective/Outcome 2: Increase access by the poor people, and particularly by the internally displaced and vulnerable people in the North East of Nigeria to natural resource infrastructure services;</b>	
Outcome Indicators	<b>1. <i>PDI 2: Poor communities with access to natural resource management services (of which IDPs constitute more than 10 percent of residents).</i></b>
Intermediate Results Indicators	<ol style="list-style-type: none"> <li>1. Completed microprojects, that are operational and maintained one year after completion.</li> <li>2. Project funds that are channeled to community-driven investments</li> <li>3. Number of damaged / host communities supported by CSDA</li> <li>4. Gender and Vulnerable Groups (GVG) (women/gender and other vulnerable groups) register or list available in communities implementing CSDP.</li> <li>5. Gender and Vulnerable Groups (GVG) (women/gender and other vulnerable groups) with functional micro-projects or specialized services</li> </ol>



	6. Number of trauma and psychosocial support sessions conducted
Key Outputs by Component (linked to the achievement of the Objective/Outcome 2)	<p>Component 1. Overall Project Support and Coordination (a) technical support to State Agencies and activities on Procurement, Financial Management, Gender, Environment, and Local Government Capacity issues; (b) CSDP Monitoring and Evaluation; and (c) Poverty and CDD Policy design and dissemination.</p> <p>Component 2. Capacity Building and Partnerships Development in State Ministries and LGAs.</p> <p>Component 3. Community-Driven Investments Facility (see Annex 7 for details)</p> <ul style="list-style-type: none"> <li>- 15,042 proposed micro-projects, of which 14,428 micro-projects from eight socio-economic sectors were completed;</li> <li>- 14,420 (or 99.9 percent) of the completed micro-projects were still fully operational at closing.</li> </ul> <p>Component 4. Vulnerable IDP Groups Investments Facility (see annex 7 for details)</p> <ol style="list-style-type: none"> <li>1. MPs in health, education, socio-economic sector and other social needs.</li> <li>2. LGRC established</li> <li>3. CPMC constituted</li> <li>4. CPMC Training conducted <ul style="list-style-type: none"> <li>- GDP - Fully implemented 908</li> <li>- Micro-projects completed (GDP) 2,133</li> </ul> </li> </ol> <p>Micro-projects functional (GDP) 2,141</p>
Objective/Outcome 3: Increase access [for the defined beneficiaries of Objective 1 and 2] in a sustainable manner	



Outcome Indicators	<p><b>1. PDI 3: Direct project Beneficiaries, including IDPs (measured by the number of poor people with access to social services).</b></p> <p><b>2. PDI 4: Annual Local Government budget in participating States incorporating Community development plans increases yearly.</b></p>
Intermediate Results Indicators	<p>1. Percentage of project beneficiaries satisfied with the project interventions</p> <p>2. Percentage of grievances addressed within the timeframe stipulated in the Operations Manual</p> <p>3. Development of CDD policy framework for Nigeria</p> <p>4. LGAs that received training have integrated CDD approach in the formation of their Local development plans</p> <p>5. Staff of State Ministries, Departments and Agencies trained and supporting Communities and Vulnerable groups on the CSDP</p> <p>6. Community Development Plans that are approved and funded</p>
Key Outputs by Component (linked to the achievement of the Objective/Outcome 2)	<p>Component 1. Overall Project Support and Coordination (a) technical support to State Agencies and activities on Procurement, Financial Management, Gender, Environment, and Local Government Capacity issues; (b) CSDP Monitoring and Evaluation; and (c) Poverty and CDD Policy design and dissemination.</p> <p>Component 2. Capacity Building and Partnerships Development in State Ministries and LGAs.</p> <p>Component 3. Community-Driven Investments Facility and</p> <p>Component 4. Vulnerable IDP Groups Investments Facility (see Annex 7 for detailed list of outputs)</p>



- |  |  |
|--|--|
|  | <ol style="list-style-type: none"><li>1. Microprojects that meet natural resource needs or solve natural resource constraints</li><li>2. Communities supported by LGAs</li><li>3. LGAs incorporating CDPs &amp; GDPs into their LGDP.</li><li>4. Funds committed to approved CDPs &amp; GDPs by LGAs</li><li>5. LGAs replicating CDD</li></ol> |
|--|--|



## ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION

### A. TASK TEAM MEMBERS

Name	Role
<b>Preparation</b>	
<b>Supervision/ICR</b>	
Foluso Okunmadewa	Task Team Leader(s)
Sunday Esene Osoba, Bayo Awosemusi, Adebayo Adeniyi	Procurement Specialist(s)
Akinrinmola Oyenuga Akinyele	Financial Management Specialist
Arigu Yusufu Kudu	Financial Management Specialist
Joyce Chukwuma-Nwachukwu	Procurement Team
Dora A. Harris	Team Member
Antonia T. Koleva	Team Member
Mohammad Ilyas Butt	Procurement Team
Omobowale Ayoola Oni	Team Member
Siv Elin Tokle	Team Member
Joseph Ese Akpokodje	Environmental Specialist
Sulaiman Adesina Yusuf	Team Member
Ugonne Margaret Wunyi	Team Member
Michael Gboyega Ilesanmi	Social Specialist
Olubukunola Omoyeni Ipinyomi	Team Member
Nnenna Atinuke Oshagbemi	Team Member
Fanen Ade	Team Member



## B. STAFF TIME AND COST

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
<b>Preparation</b>		
FY05	7.600	100,119.87
FY06	27.119	266,796.40
FY07	3.909	79,700.87
FY08	26.648	204,507.66
FY09	0	0.00
<b>Total</b>	<b>65.28</b>	<b>651,124.80</b>
<b>Supervision/ICR</b>		
FY08	0	0.00
FY09	14.659	118,692.87
FY10	16.739	167,270.28
FY11	13.021	172,572.65
FY12	25.288	185,893.58
FY13	28.969	131,766.55
FY14	41.427	164,521.63
FY15	15.450	123,539.64
FY16	12.125	79,400.54
FY17	25.830	171,995.32
FY18	40.210	234,553.60
FY19	15.984	121,109.25
FY20	33.355	158,349.01
<b>Total</b>	<b>283.06</b>	<b>1,829,664.92</b>



### ANNEX 3. PROJECT COST BY COMPONENT<sup>24</sup>

#### Project Cost by Component at Closing\*

Components	Amount Disbursed Parent	Amount Disbursed AF1 (US\$M)	Amount Disbursed AF2 (US\$M)	Actual Amount Disbursed at Project Closing (US\$M)	Percentage Disbursed (US\$M)
	(US\$M)				
Component 1: Overall Project Support and Coordination	5,575,585.04	5,288,548.68	4,306,530.05	<b>15,170,663.77</b>	3.94%
Component 2: Capacity Building and Partnerships Development in State Ministries and LGAs	25,826,805.88	12,431,618.05	3,618,526.54	<b>41,876,950.46</b>	10.87%
Component 3: Community-Driven Investments Facility	156,039,563.79	76,408,175.06	26,572,293.45	<b>259,020,032.31</b>	67.22%
Component 4: Vulnerable Groups Investments Facility	0	32,206,851.82	37,035,429.80	<b>69,242,281.62</b>	17.97%
<b>Total</b>	<b>187,441,954.71</b>	<b>126,335,193.60</b>	<b>71,532,779.84</b>	<b>385,309,928.16</b>	<b>100%</b>
<b>Charges</b>	<b>12,262,432.37</b>	<b>2,959,252.27</b>	<b>910,599.01</b>	<b>16,132,283.65</b>	
<b>Total</b>	<b>199,704,387.08</b>	<b>129,294,445.87</b>	<b>72,443,378.85</b>	<b>401,442,211.81</b>	
<b>Cancellation</b>	<b>52,355.15</b>	<b>1,787,472.94</b>	<b>4,097,282.47</b>	<b>5,937,110.56<sup>25</sup></b>	
<b>Total</b>	<b>199,756,742.23</b>	<b>131,081,918.81</b>	<b>76,540,661.32</b>	<b>407,379,322.37</b>	

\*Estimates provided by the implementing agency.

#### Project Disbursement by Category at Closing

Categories	Unit of Measurement	Total	Percentage of Total Expenditure
Goods	Naira	6,076,706,052.05	7%
Non-Consulting	Naira	1,027,017,596.63	1%
Consultancy	Naira	16,744,315,205.89	18%

<sup>24</sup> Note: Numbers are budget estimates. The project implementing agency claims to not have tracked disbursement information based on components. Reports are usually submitted based on category. The Original CSDP which was allocated 200 Million USD disbursed 99.2% of the fund. However, 97 percent of the 215 Million USD Credit of AF1 and AF2 was disbursed at the close of CSDP. The unspent funds include 5.78 Million USD cancelled and about USD 811,825.74 was returned as unspent balance at the close of CSDP.

<sup>25</sup> At the time of the restructuring in April 2021, the equivalent US\$ amount of this cancellation was US\$5.78 million.



Operating Cost	Naira	12,378,433,179.74	13%
Training	Naira	6,143,723,352.16	7%
Grants – CDP	Naira	41,847,599,048.61	46%
Grants - GDP	Naira	7,580,098,304.42	8%
Total	Naira	91,797,892,739.50	100%



## ANNEX 4. EFFICIENCY ANALYSIS

### Efficiency Analysis of CSDP at Closing

#### ***A. Efficiency analysis of CSDP using reduction in time, distance, and cost of accessing school, health, and water facilities***

1. Having access to social infrastructure at reduced cost, time and distance portrays efficiency since beneficiaries can access the infrastructure with little effort and at reduced cost and time. Focusing on some sectors of CSDP intervention that are of high demand by communities, water, education, and health, the 2020 Project Evaluation report shows that, on a national scale, the average time taken for the students to get to school from different locations in their communities reduced from about 36 minutes to about 13 minutes after CSDP intervention, indicating a 64 percent reduction in the average time taken to get to school. Similarly, the average distance covered by students to school reduced from 2.71 km to 0.97 km after the CSDP intervention.

2. In the water sector, results from outcome 2020 Project Evaluation report indicates a 67.6 percent reduction in the cost of water as many people did not have to pay exorbitant prices to buy water from vendors. In some instances, some community members agreed to pay token user fees for the maintenance of the water projects to ensure sustainability. Positive outcomes of CSDP's intervention in the water sector were also reflected in reduction of the average distance to water source from 3 km to only 600 meters (80 percent reduction). Similarly, the average time spent for fetching water reduced from 53 minutes to less than 12 minutes (77 percent reduction).

3. The 2020 Project Evaluation report shows that the average distance and time spent to get to health centers in the sampled communities decreased. Prior to the health sector interventions, the average distance to health centers was 4.2 km and took an average of 55 minutes to reach. After the intervention, the average distance reduced to less than 1 kilometer, while average time taken to get to the health facilities dropped dramatically by 75 percent to less than 14 minutes. The health interventions improved access of rural dwellers in sample communities to modern health care delivery. The cost and risk of moving patients to far away health facilities also reduced, especially where there are bad roads and scarce vehicles.

#### ***B. Efficiency analysis of CSDP with regards to allocative efficiency in public expenditure for the needs of the poor and vulnerable***

4. **More evidence of efficiency emerged from GON's final report, showing that the CSDP approach fostered greater allocative efficiency in public expenditure in relation to the needs of the poor.** Promotion of participatory local decision-making empowered communities to allocate scarce resources across sectors, thereby promoting efficient resource allocation in response to local priorities. CSDP AF2 in particular leveraged LGA institution in Nigeria, such as LGRCs imbued with capacity to contribute to the PDO in most States. Communities with functional LGRCs were able to submit CDPs and GDPs under CSDP AF2, which funded community-prioritized social and natural resource infrastructure without approaching higher State-level institutions for funding.

5. Inclusion of Vulnerable /IDP Groups Investments Facility in the CSDP AF1 result framework/chain substantially improved project entry as well as project efficiency. Results from the 2013 Project Evaluation during CSDP AF1 shows that CSDP was more efficient in terms of LGA support



and LGAs incorporating GDPs and CDPs into LGDP and LGAs replicating CDD. About 58 percent support from LGA to CSDP were recorded during CSDP AF1 compared to total support to CSDP's lifetime. About 87 percent of all LGAs replicating CDD were recorded during CSDP AF1 relative to whole lifetime of CSDP, while 74 percent and 100 percent of LGAs incorporating CDD in their LCDP and LGDP did the incorporation during CSDP AF2 relative to total lifetime of project.

***C. CSDP economic efficiency analysis using unit cost-effectiveness ratio to compare with related Government and other funded projects<sup>26</sup>***

6. **Evaluation using CSDP administrative data focusing on water, electricity, and education sectors —high in demand sectors among CSDP interventions—shows that CSDP interventions are more cost-effective relative to other interventions.** Comparative cost ratios range from 1:2.24 and 1:1.94 for 1 block of 2 classrooms for state government and other agencies to 1:2.59 and 1:2.24 for 1 block of 3 classrooms for State government and other agencies in Gombe state. In Kwara state, a block of furnished 2 classrooms with attached office and equipped community health center in the CSDP are on average 1:2.28 and 1:2.30 times, respectively, lower than the cost of building the same structures by government agencies. A block of furnished 3 classrooms with attached office is on average 1:2.74 times lower than the cost of building the same structures by government agencies. Provision of electricity supply of 500KVA transformer is also on the average 1: 3.00 times lower than cost of provision of same infrastructure by Kwara State government. In Yobe state, a block of furnished 3 and 6 classrooms as well as CSDP-supported community health center are all on average 1:2.1 times, lower than the cost of building the same structures by government agencies.

***D. Targeting and Perceptions as indicators of efficiency***

7. **Efficiency in the use of CDD approach, robust targeting, and perception of beneficiaries.** Efficiency is defined as the ability of the investment instruments to do or produce a result without wasting material, time, or energy. Empirical evidence emerging from evaluation exercises, government reports, and ISR conducted on CSDP AF1 efficiency shows that the CDD approach led to substantial economy in the cost of building infrastructure in poor communities. The evaluation attributed this to the joint decision making and active beneficiaries' participation. The CSDP intervention built on the LEEMP and the CPRP structures to effectively target social and environmental infrastructure at the community level, as well as improve LGA responsibility to service delivery. CSDP made use of the CDD approach, a "bottom-up" method to support communities' access social and environmental infrastructure.

8. **However, there were some shortcomings and lessons learned related to the beneficiary community targeting method in the original CSDP, which the Project addressed during implementation.** The original CSDP did not use detailed poverty maps, and the targeting method could have been improved by use of such data. Best practice scenario stipulates that Project's documentation should be clear on how to bring services to the poor and how to target beneficiaries to enable evaluation regarding efficacy and efficiency in reaching intended beneficiaries. The AF2 CSDP strived to correct the targeting shortcomings by adopting (i) geographic targeting used in States and LGAs where poverty maps have been developed to foster transparency and minimize political interference, (ii) self-selection targeting to improve access to natural resource and environmental infrastructure, (iii) preference targeting used within communities where vulnerable groups have been clearly identified using indices developed and accepted by the communities as constituting

<sup>26</sup> World Bank staff evaluation based on Cases of Gombe, Kwara and Yobe states using 2019 data.



vulnerability. Robust targeting during CSDP AF2 further drives a high completion rate for microprojects (a proxy for efficiency) of Group Development Plans in the Northwestern Nigeria ravaged with bandit attacks, with an 80 to 91 percent completion rate as reported in the CSDP 2013 Project Evaluation. North Eastern Nigeria had MP completion rates of between 81 to 99 percent for Group Development Plans as the CSDP outcome evaluation reported, except in Borno and Adamawa States whose percent MP completion rate averaged about 50 percent. A main reasons for the low completion rate in these two states is because of the high insurgent activities. The high percentage of MP completion in the Northwest and North East States ravaged by insurgency attacks shows that communities targeted were indeed in need of the MPs being implemented, while the successful, high completion rate also reflect proper targeting of poor communities in dire need of the projects. Other Nigerian social projects, such as YESSO, also adopted the use of poverty maps used in CSDP AF2 to target poor communities, further increasing their own efficiency through use of single targeting tool to achieve robust targeting in several social projects simultaneously.

9. **Finally, beneficiaries' perceptions provide a qualitative measure of Project efficiency.** The 2013 Project Evaluation revealed that 91 percent and 81 percent of beneficiaries stated high satisfaction with reduction in water borne disease and environmental challenges/waste disposal because of provision of water and latrine-building microprojects, respectively. The perceptions of 97 percent of beneficiaries were also highly satisfactory about the outcome on improvement of people's lives because of installed street lights, while 79 percent of beneficiaries also stated high satisfaction about the maintenance and sustainability of CSDP-facilitated micro-projects.



## Appendix to Annex 4

### GOMBE STATE

#### GOMBE STATE AGENCY FOR COMMUNITY AND SOCIAL DEVELOPMENT PROJECT

**Table: 3.2 Comparative Costs of some Micro-projects–**

#### CSDP Vs Other Government Agencies

Type of Project	CSDP (estimate)	State Government	Other Agencies
1 block of 2 classrooms	4.9M	11M	9.5M
1 block of 3 classrooms	5.8M	15M	13M
2 cells VIP Toilet	500,000	1.2M	1.2M
Hand pump borehole	850,000	1.2M	1.3M
2 – box culvert	3.3M	8.6M	8.5M
Mini Bridge	8.6M	15M	-
Skill acquisition centre	7M	25M	-

Source: Outcome Survey Report 2019

### KWARA STATE

#### KWARA CSDP.

#### Comparative Effectiveness of CSDP Supported Micro-projects

Micro-projects	Description	Project Cost as at 2018/2019 (₦)		Cost effectiveness (Ratio)	Divergence/Saving (Percent)
		CSDP	State		
Water	Drilling of 1 No. Motorised borehole with 20,000 litres UPV overhead tank on 9m high steel stanchion and provision of 3.5KVA generator	2,295,492.00	5,761,880.00	2.51	60.61
	Drilling of hand pump borehole	800,372.00	2,144,990.00	2.68	62.69
Education	Construction and furnishing of	4,696,913.33	13,151,560.00	2.80	64.29



	a block of 2 classrooms with an office				
	Construction and furnishing of a block of 3 classrooms with attached office	6,048,862.75	16,573,880.00	2.74	63.50
Environment	Construction of 4 compartments VIP toilet	959,665.00	2,399,160.00	2.50	60.00
	Construction of 2 compartment VIP toilet	698,930.00	1,397,860.00	2.00	50.00
	Construction of 3 compartment VIP toilet	816,000.00	1,795,200.00	2.20	54.55
Transport	Construction of block drainage culverts and grading of road surface (1,200m length)	7,073,160.00	24,048,744.00	3.40	70.59
	Construction of reinforced concrete drainage with culvert and grading of road surface (1,000m)	8,944,680.00	15,205,956.00	1.70	41.18
Health	Construction and equipping of Community Basic Health Centre	5,061,535.00	15,184,900.00	3.70	66.67
Electricity	Provision of electricity supply and connection to the national	9,162,740.00	21,075,000.00	2.30	56.52





	grid with the provision of 500/KVA transformer				
	Extension and upgrade of electricity supply	3,593,500.00	10,061,800.00	2.80	64.29
Socioeconomic	Construction of open market stalls	3,765,000.00	12,387,850.00	2.29	69.61

Source: Researcher's Computation from <https://tracka.ng/data/projects> & KWCSDA, 2019.

Note: The figures presented are nominal, no adjustment was made for inflation and locational differences.

On environment micro-projects, the table shows that the construction of VIP toilet by CSDP support was, at least, twice more effective than that of the government, depending on the number of its compartments. On transport, the table reveals that the construction of block drainage culverts and grading of the road surface by CSDP support was, at least, 1.7 times more effective than being executed by the government, depending on its length. A similar case was the situation of the health micro-projects where the effectiveness of construction and equipping of community basic health centers with CSDP support was about four times better than that of the government.

The Table also reveals that the provision of electricity supply and connection to the national grid with the provision of 500/KVA transformer with the assistance of CSDP was 2.3 times more effective than being done by the government. Similarly, where the project involved the extension and upgrade of electricity supply, the CSDP supported ones were executed about three times cheaper than the government ones. On socio-economic micro-projects, the execution of the construction of open market stalls with CSDP support was 2.29 more effective than that of the government. These results justify that the CSDP supported micro-projects in the state were more cost-effective than government projects.

The table further sets out the comparison of CSDP estimates and state estimates for the projects, illustrating the significant savings realized. The possible reasons for these findings are not far-fetched. First, by nature of CSDP, projects are Community-Driven, thus promoting the willingness of the community members to support the projects in kind and ensure its successful completion. Besides, findings from interactions revealed that the CSDP supported projects were accompanied by an open bidding process, thus ensuring that qualified contractors were not left in the process. Investigations from the community members during FGD further revealed that in terms of quality, timeliness of delivery appropriateness and accessibility that the CSDP supported project was more effective in meeting their needs than government projects. In addition, investigations revealed that the community members rendered tremendous support in terms of inspection and monitoring of the projects at no cost. This emanated from the sense of ownership displayed by members of the communities, who thought that the projects largely helped to complement government projects, which they claimed to be inadequate or were not forthcoming.



**YOBE STATE**

**COMPARATIVE COST ANALYSIS OF YOBE CSDP MICRO-PROJECTS AS AT 2019**

Type of project	CSDP	State Govt	Local Government	IFAD-CBARDP	Total alternative cost	Average alternative cost	Cost comparison (%)
1 block of 3 classrooms	7,193,320.00	14,515,234.00	14,900,000.00	0	29,415,234.00	14,707,617.00	2.1
1 block of 6 classrooms	14386440	29,030,468.00	29,800,000.00	0	58,830,468.00	29,415,234.00	2.1
Maternity	-	-	-	0			
Health Centre	6,544,160.00	15,000,000.00	18,500,000.00	0	33,500,000.00	11,166,666.67	2.1
Dispensary	5,768,500.00	8,000,000.00	11,000,000.00	0	19,000,000.00	6,333,333.33	2.3
Single phase UPVC borehole	4,741,500.00	9,000,000.00	12,000,000.00	3,850,000.00	24,850,000.00	8,283,333.33	1.3
Tube well with handpump	875,000.00	2,500,000.00	2,300,000.00	750,000.00	5,550,000.00	1,850,000.00	1.3
Rural roads (cost per kilometre)	2,853,314.00	8,000,000.00	10,500,000.00	0	18,500,000.00	6,166,666.67	2.2
Box culverts	-	-	-	0			
1-box	2,284,965.00	5,000,000.00	3,500,000.00	3,000,000.00	11,500,000.00	3,833,333.33	1.7



	2-box	4,569,930.00	9,000,000.00	7,000,000.00	6,000,000.00	22,000,000.00	7,333,333.33	1.6
	3-box	6,854,895.00	13,500,000.00	10,000,000.00	9,000,000.00	32,500,000.00	10,833,333.33	1.6
	4-box	7,318,500.00	17,000,000.00	12,500,000.00	10,100,000.00	39,600,000.00	13,200,000.00	1.8
	Mini bridge	4,273,250.00	10,000,000.00	12,000,000.00	0	22,000,000.00	7,333,333.33	2.6
	Market stalls (unit cost)				0			
	Open stalls	8,233,479.50	11,500,000.00	12,500,000.00	0	24,000,000.00	12,000,000.00	2.2
	Lock-up stalls				0	0.00		
	Skill acquisition centres	9,834,350.00	19,500,000.00	21,500,000.00	0	41,000,000.00	20,500,000.00	2.2
	Town halls (Civic centres)	0	0	0	0	0.00		00
	Woodlots	0	0	0	0	0.00		

**Note: Project Cost as of 2019**



## ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS

*This annex presents summary text from the Borrower's completion report (Government of Nigeria, Federal Project Support Unit (FPSU). 2020. Draft National Implementation Completion Report), without modifications, and only with minor formatting to fit this ICR. Some of the detailed numbers in this Annex may slightly differ from the numbers in this ICR's body text and Results Framework, as they were updated by the GoN after their completion report was issued.)*

### Executive Summary

#### Introduction

1. Infrastructural Development is key to poverty alleviation in Nigeria. Unfortunately, in most of the rural areas the community members lack access to basic social amenities that would have enhanced their livelihood and lift them out of poverty. It is in recognition of the above and the need to provide the basic social infrastructure in poor rural communities in Nigeria that the Federal Government of Nigeria sought and obtained financial assistance from the International Development Association (IDA) of the World Bank Group to support the implementation of Community and Social Development Project (CSDP).

2. The implementation of CSDP became effective on April, 2009. The overall goal of the CSDP is to improve access to services for Human Development (HD), while the Project Development Objective (PDO) is to "support empowerment of communities and LGAs for sustainable increase access of poor people to improved social and natural resource infrastructure. In 2016, the Project Development Objective (PDO) was modified to accommodate the crisis in the North East of Nigeria, thus CSDP transit to CSDP Additional Financing (CSDP-AF) with a new PDO. The overall goal of the CSDP-AF2 was to improve access to services for Human Development (HD). To achieve this goal, the Project Development Objective (PDO) is to support empowerment of communities and Local Government Authorities (LGAs) for the sustainable increase in access of the poor people, especially the Internally Displaced People in the North East and Vulnerable people to improved social and natural resource infrastructure services in a sustainable manner throughout Nigeria.

3. The Community and Social Development Project Additional Finance (CSDP-AF) has four (4) major components: Coordination and Program Support, LGA/Sectoral Ministries Capacity and Partnership Building; Social Community-Driven Investment (SCDI) and Gender and Vulnerable Investment (GVI). In the last twelve (12) years (2009-2021),

#### Project Performance

4. The CSDP at the time of project closure in 2021 had 1,067 personnel who worked on the project out of which 26% were female with 7877 Community Project Management Committees (CPMCs) and 1338 Gender and Project Management Committees (GPMCs). The project thrived on effective interactions and monitoring. About 864 Board meetings were held to provide policy direction for the project at the State level while 5,357 management meetings also took place with 1,258 quarterly reviews to ensure that the project was implemented in compliance with guidelines and procedures. From 2009-2015, the project



trained 5,822 CPMC members and by the end of the project 13,292 CPMC members and 1,699 GPMC members were trained to enhance their capacity in project implementation. A total of 4643 and 401 staff attended local and foreign training respectively.

5. A total of 6,287 communities were supported by the LGAs with 548 and 315 LGAs incorporating CDP and GDP respectively into their LGDP. A total sum of ₦ 1,672,245,291 was committed to approved CDPs and ₦28,547,317 to CDP by LGAs throughout the period of CSDP. Only 37 and 84 LGAs replicated CDP for their projects between 2009- 2015 and 2016-2021 period. The project was able to reach out to 548 LGAs in the country and 14,605 communities through various media. This includes 2,544 Radio programmes, 2560 Television programmes, 1261 project publications, 594 jingles in various local Nigerian languages and 171 folk drama presentations.

#### Community Development Plan Implementation

6. A total of 5,883 Community Driven Plan were approved and 5855 CDP's were implemented by all the 30 CSDP states in the country out of which 14,428 Micro-Projects were completed and 14,420 were functional.

7. The sectoral distribution of the micro-project depicts that water and education were the most demanded, approved and implemented Community driven micro-projects as a total of 4,089 and 2,818 micro-project were completed, respectively. The health sector with 24,189 beneficiaries has the highest benefiting communities than other sectors. In the educational sector, a total of 2,609 micro-projects were completed and functional across 3,073 benefiting communities. The estimated total population of beneficiaries of educational micro-projects was 10,434,653.

8. A total of 3881 micro-project were completed in the water sector out of which 3,714 are functional across 4,828 communities. An estimated population of 18,162,746 community members benefited from the water micro-projects of CSDP across the 30 project states. The implementation of community driven micro-projects in the water sector led to a reduction of the average distance to water source from the hitherto 3 km to only 0.6 Km (i.e. 80% reduction). Average time spent for fetching water reduced from 53 minutes to less than 12 minutes, a reduction by about 78%. About 67.6% reduction in the cost of buying water by poor communities members. Number of people fetching water from CSDP supported micro-projects for domestic use increased from the baseline of 86,780 to 222,677 for male and from 131,092 to 398,270 for female. Incidence of water-borne diseases as reported by the communities reduced by 96.5%.

9. In rural Electrification about 1,603 micro-projects were completed and functional across 2,649 benefiting communities and the estimated total population of beneficiaries was 4,809,689.

#### Group Development Plan Implementation

10. A total of 2,133 (two thousand one hundred and thirty three) micro projects were completed in the Gender and Vulnerable component with the highest micro-project in water sector (606). Under the GVG, a total of 301 micro-projects were completed and functional across 938 benefiting groups with an estimated population of 116,072 beneficiaries reached. An estimated population of 423,219 persons in



the benefitting States had access to water through a total of 612 water projects completed and functional under the GVG component. In the Health sector 228 micro projects were completed with about 205,805 benefiting from the various health facilities and services provided by CSDP. Health services included Nutritional supports/Food aid, health Fees waivers, provision of Health materials (Wheel chair, Optical Glasses and Hearing aids) and Drug revolving fund. The estimated population reached by GVG interventions in the transport sector was 44,424. The interventions varied from construction/rehabilitation of driveways, roads, bridges, drainages, culverts to Jetties and walkways. A total of 37,895 households benefitted from rural electrification and 9,800,550 vulnerable /poor persons were connected to electricity. Five hundred and seventy nine (579) micro projects were completed and are functional in the socioeconomic sector of the GVG component thus, meeting the need of an estimated population of 23,967,767 beneficiaries. Projects included skills acquisition trainings, provision of Starter Packs, motorcycles, tricycles canoes, processing machines and construction of group industries. The results show that more females than males benefitted from the various socioeconomic intervention. An estimated population of 112,715 benefited from interventions in the Environmental and Natural Resources sector which included construction/rehabilitation of driveways for wheel chairs, Toilets and incinerators and providing training on farming/agro-forestry /home gardening.

#### Monitoring and Supervision

11. Monitoring and Supervision is key to any project's success. Between 2009 and 2015 the states CSDA embarked on 9,437 monitoring and supervision visits. However, from 2016-2021 the Monitoring and supervision visit reduced to 6170. Thus a total of 15,507 was carried out by the state agencies during the CSDP project.

#### Financial Management & Disbursement

12. From the financial management perspective of the project, a total of 134 withdrawal applications were made throughout the CSDP project, with 1001 replenishment applications in the year 2009 and 2015 and 1198 applications between 2016-2021, making a total of 2,146 replenishment. The total amount of replenishment between 2009 and 2021 was ₦81,012,199,417.77 only and total government contributions during the CSDP period of 2009-2021 was ₦ 14,643,560,109.02.

13. A total sum of ₦ 6,076,706,052.05 was spent on goods, ₦1,027,017,596.63 on non- consulting, ₦16,744,315,205.89 on consultancy, ₦12,378,433,179.74 on operating cost and ₦ 6,143,723,352.16 on training. A total of ₦17,870,560,284.84 was spent on Community Development Plan investments in 2009 – 2015, ₦24,396,853,002.25 in 2015 – 2021 and a total sum of ₦41,847,599,048.61 in 2009-2021. The Gender Development Project as sector commenced during the CSDP AF2 in 2016 and a total sum of ₦7,580,098,304.42 was expended in this component.

#### Cross Cutting Issue

14. One of the significant aspects of CSDP projects was the gender mainstreaming which had 35% allocation for exclusive participation of women while the actual women participation recorded 37% achievement. The total number of CPMCs/GPMCs was estimated to be 6,645,258 beneficiaries. The percentage of CPMC/GPMC membership as shown indicates that 70% of the CPMCs/GPMCs members



were males while 30% of them were females

#### Project Sustainability

15. The design of CSDP using the CDD approach has provided the template for project sustainability. In all Community Development Plans sustainability plans and maintenance plan is a key factor for approval of micro projects in the communities and most of the communities adhered to their sustainability plan. Members were also trained on maintenance and sustainability of completed project during CPMC/GPMC training sessions at the inception of the project.

16. In some communities for Projects like water, health centers, and road, community user fees are collected, some communities agreed that members should make monthly token contributions and this is saved in the community sustainability account managed by Community Project Sustainability Committee for the maintenance of the facilities in their communities. In the GDPs implemented in some states, group members agreed and set aside certain percentage of their proceeds monthly for maintenance and sustainability of all micro-projects implemented.

17. In some states like Osun, Kogi, Niger, Oyo and Abia the state governments had directed the line ministries to make budgetary provision for the maintenance of related CSDP project in their states.

#### Challenges

18. Some of the Key challenges during the Project's implementation include:

- a. Poor funding of Local Government Review Committee (LGRC) by LGAs which affected effective and timely review of the Community Development Plan in some of the states.
- b. Difficulty of communities and vulnerable groups to raise the mandatory 10% and 5% matching counterpart funds for CDPs .
- c. The challenge of staffing for some micro-projects like the Health centers and schools constructed by the communities supported by the agency affected the use of the micro-projects.
- d. Delay and non-release of government contribution by most state governments affected the capacity of the Agency to meet their needs and support more communities and vulnerable groups.
- e. The fixed budgetary envelope of 10 million naira for the project in view of the rising inflationary costs delayed the completion of some of the projects.
- f. Security challenges such as Boko Haram, Insurgency, Farmer Herder clashes, Banditry and Kidnapping affected the implementation of the project in some states.
- g. Inability of LGAs to replicate CDPs using the CDD approach of worrisome. Only few LGAs adopted and replicated the CDD approach for LGA project.



- h. There was increasing rate of interest by communities as a result of success recorded by the project in most communities however, paucity of funds to meet the volume of expression of interest for assistance by communities and Groups in most of the states.

### **Lessons Learned**

19. Lessons learned with regards to the implementation of the community driven micro-project could be summarized as follow:

- a) The CSDP participatory approach anchored on demand-driven principle and transparency process fostered community commitment in micro-project identification, planning and implementation.
- b) The issue of accountability and open disclosure of account regularly helped to build trust and enhanced the zeal to participate in the project among the community members.
- c) The completed micro-projects have empowered members of the communities in various ways such as a source of employment for the youths, easy access to market and health facilities, better conducive learning environment for pupils and students, additional income source from civic centres, etc.
- d) Capacity building/training of community members in the area of operation and maintenance of micro-project facilities as well as project financial management, conflict resolution, among others strengthened them in the sustainability and/or functionality of the CSDP micro-projects in their communities.
- e) CSDP project brought governance to the people, social cohesion, innovative thinking and good neighbourliness among members of the communities and immediate neighbours.
- f) There was evidence of close and persistent monitoring and supervision of micro projects by the State Agencies and relevant Ministries, Department and Agencies resulting in cost-effective and high-quality micro-projects.
- g) The delineation of roles and responsibilities among key stakeholders at the state, LG and community levels reduced friction and grievance across the system.
- h) The project helped give voice to the voiceless and change the perception of community members that it is only government that has the responsibility of providing infrastructures in the rural communities.
- i) The CSDP project has evolved local initiative for dispute resolution, local project monitoring and project peer review that enhance timely completion and use of micro-projects.
- j) Some communities are adopting CDD approach not only to CSDA activities but to their personal and community social / religious group activities due to their built Capacities in areas of planning and implementation and sustainability.





- k) Local Communities are now motivated to participate in community development projects having realized and compared the process, the cost implication, the speed and the quality of their own CSDP projects with those implemented by other Developmental concerns.
- l) The focus on psycho-social support (PSS), gender, vulnerable and IDPs has proven to be timely and strategic as it helps Change mind-set on gender discrimination and accept gender equity among beneficiaries in the project cycle and beyond most especially in the North East.
- m) Communities are conscious of environmental safeguards and the need to sustain environmental stability with the implementation of CDD project.

### ***Recommendations***

- The use of CDD approach which is a participatory approach anchored on demand-driven principle and transparent processes which has made design and implementation of the project successful should be sustained and replicated for future projects
- Capacity building and empowerment of local communities is key to sustainable development and human capital development. This has transformed development sphere in many CSDP communities and has changed the orientation of the community members on development matters. It is important that this should be sustained and improved in future projects.
- There is need for consistent monitoring and supervision of micro-projects to ensure cost effectiveness and resource use efficiency.
- Concerted efforts should be made through collaborations and linkages with other key stakeholders' like MDAs, LGAs to ensure the sustainability and maintenance of all the micro-projects within the communities despite the fact that each community already have their sustainability plan.
- Adequate Security arrangement should be put in place by the communities and government to protect facilities in the communities and staff in future projects.
- The existing institutional arrangements of CSDP at both national and state levels should be sustained. However, there should be legislation that will institutionalize CDD approach at both state and local government levels for annual budgetary implementation at community level and replication by LGAs.
- Capacity building should continue to be accorded priority. State Agencies should collaborate more with line ministries and the academia in the areas of training and technical assistance to the communities.
- There must be appropriate strategies put in place to ensure the Implementation of Memorandum of Understanding by the LGAs by the state government, State Agencies and the World Bank.



- Some communities who expressed interest in the project could not participate or started late because they are poor communities who could not raise the required 10% counterpart fund especially the vulnerable. It is therefore important that the amount being paid as counterpart fund should be reduced to affordable level by the communities.
- There is the need for a follow up project as most communities and state governments clamored for continuity of the CSDP in view of changes brought to their communities and state.

### **Conclusion**

20. The CSDP project has increased access of poor communities to basic infrastructural facilities which enhanced their livelihood activities, sources of income and living standard



## ANNEX 6. SUPPORTING DOCUMENTS

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## ANNEX 7. SUPPLEMENTAL INFORMATION ON THE OVERALL OUTCOME

### *I. Composition of micro-projects under the approved CDPs (Component 3).*

1. The project design envisaged both social and natural resource infrastructure services micro-projects (MPs) to sustain the achievements previously made under the CPRP and LEEMP, respectively. It was also anticipated that demand for natural resource infrastructure services micro-projects would be lower, and targets were set accordingly. Nonetheless, demand for natural resource projects was significantly lower than demand for social micro-projects, perhaps because they tend to have a longer-term return, compared to basic social services such as schools, clinics, water, and electricity projects with immediate impact or perhaps because they required expensive, technical expertise to implement. Communities had to be encouraged to attempt natural resource micro-projects as well. In practice, however, there is some considerable overlap between the two types of micro-projects; for example, a road or bridge project can provide social, economic, and natural resource services, so natural resource projects may have been undercounted. Table 2 below presents the numbers of micro-projects implemented from each type (sector). In total, 15,042 micro-projects were proposed under Component 3 of the project (Table 2), of which 14,428 micro-projects from eight socio-economic sectors were completed, which is a completion rate of 96 percent. At closing, almost all (14,420, or 99.9 percent) of the completed micro-projects were still fully operational.

**Table 2: Community Driven Micro-projects (MPs) in approved CDPs by Type (Component 3)**

MICRO-PROJECT TYPE (SECTOR)	Number of MPs in period 2009-2015	Number of MPs in period 2016-2021	Total number of MPs
Water	1,991	2098	4089
Education	1,413	1,405	2,818
Transport	816	1051	1867
Health	1,030	781	1,811
Rural Electrification	700	1,111	1,811
Socio-Economic	817	954	1,771
Environment and Natural resources	421	518	939
Gender and Vulnerable*	47	24	71
<b>Total Proposed Micro-projects</b>	<b>7,119</b>	<b>7,923</b>	<b>15,042</b>
<b>Total Completed Micro-projects</b>	<b>6,686</b>	<b>7,742</b>	<b>14,428</b>

\*Refers to micro-projects within Component 3. For data on specifically-targeted micro-projects, see Table 3 on Component 4.

### *Types and composition of micro-projects under the Vulnerable Group Investment Facility (VGIF, Component 4)*

2. The VGIF was introduced under CSDP AF1 to ensure vulnerable groups such as: widows, marginalized households, physically challenged and chronically poor individuals and households in the communities also have increased access to social support services. The VGIF provided funding to vulnerable groups for implementation of Group Development Plans (GDPs) which is a basket of micro projects identified by the vulnerable groups. The major difference between the Community Driven



Investment (Component 3) and the VGIF (Component 4) is that component 3 was for the entire community while component 4 was for a group of vulnerable persons identified by group needs. Again, while the group counterpart contribution in Component 4 was 5 percent of total cost of GDP, that of Component 3 was 10 percent of total cost of the CDPs. Table 3 below shows the composition of the VGIF portfolio.

**Table 3: Micro-projects in the Vulnerable Group Investment Facility (Component 4)**

Types of micro-projects	Total, for period 2016-2021*
Education	307
Health	227
Water	606
Transport	101
Rural Electrification	76
Socio-Economic	573
Environment and Natural resources	150
Community Housing	125
Total Micro-projects	2,138
GDP - Fully implemented	908
Micro-projects completed (GDP)	2,133
Micro-projects functional (GDP)	2,141

\*Component introduced with AF2

## **II. Community Development Plan Implementation**

3. A total of 5,883 Community Driven Plans were approved and 5855 CDP's were implemented by all the 30 CSDP states in the country out of which 14,428 Micro-Projects were completed and 14,420 were functional. The sectoral distribution of the Community driven micro-projects depicts that water and education were the most demanded, approved and implemented, with a total of 4,089 and 2,818 completed micro-projects, respectively. The health sector with 24,189 beneficiaries had the highest benefiting communities than other sectors. In the educational sector, a total of 2,609 micro-projects were completed and functional across 3,073 benefiting communities. The estimated total population of beneficiaries of educational micro-projects was 10,434,653.

4. A total of 3881 micro-projects were completed in the water sector out of which 3,714 are functional across 4,828 communities. An estimated population of 18,162,746<sup>27</sup> community members benefited from the water micro-projects of CSDP across the 30 project states. The implementation of community driven micro-projects in the water sector led to a reduction of the average distance to water source from the hitherto 3 km to only 0.6 Km (i.e. 80 percent reduction). Average time spent for fetching water reduced from 53 minutes to less than 12 minutes, a reduction by about 78 percent. About 67.6 percent reduction in the cost of buying water by poor community members. Number of people fetching water from CSDP supported micro-projects for domestic use increased from the baseline of 86,780 to

<sup>27</sup> Since communities embark on at least two microprojects (as encapsulated in their CDPs) and there is possibility of one person benefiting from two or more microprojects within the community.



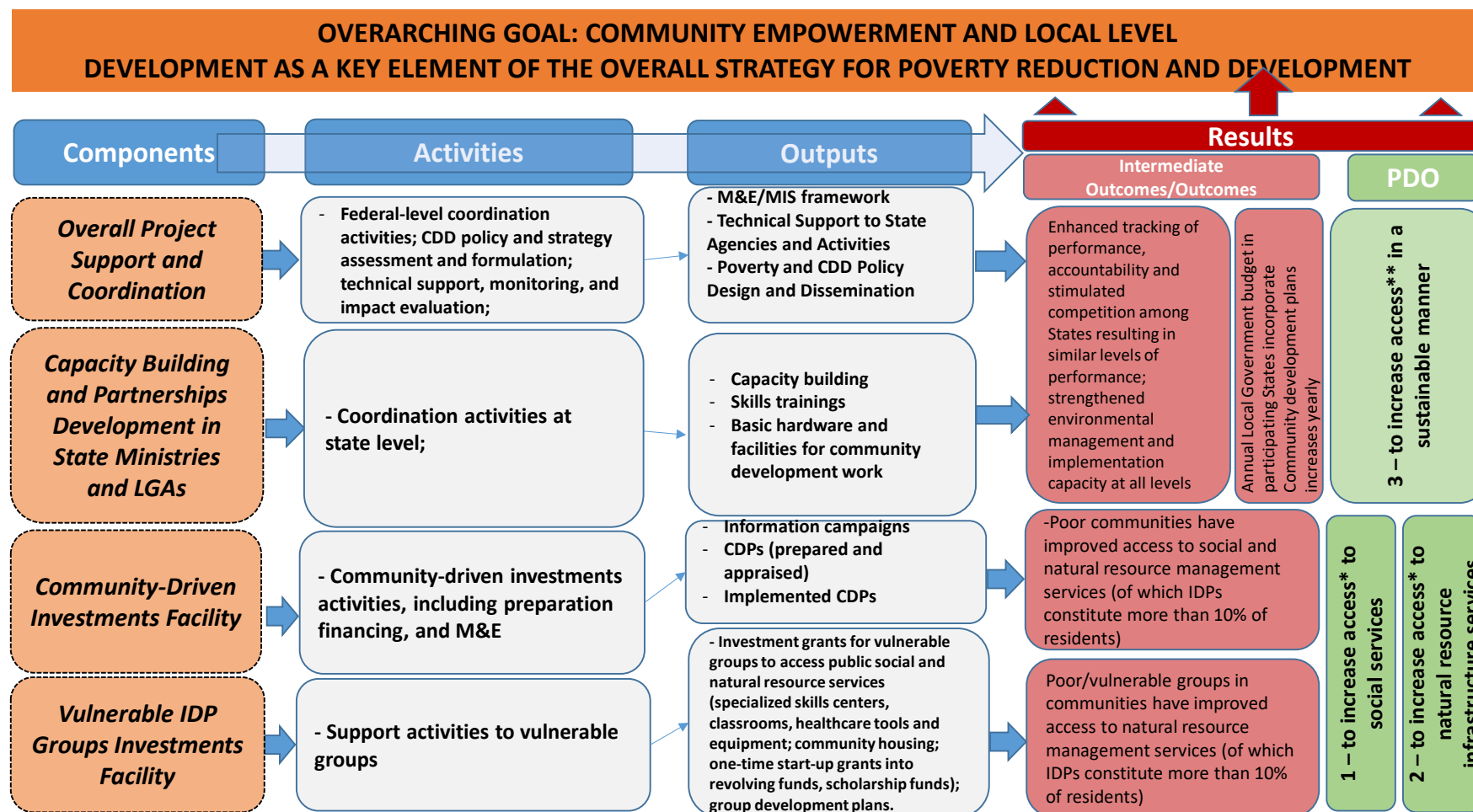
222,677 for male and from 131,092 to 398,270 for female. Incidence of water-borne diseases as reported by the communities reduced by 96.5 percent. In rural electrification about 1,603 micro-projects were completed and functional across 2,649 benefiting communities and the estimated total population of beneficiaries was 4,809,689.

### ***III. Group Development Plan Implementation***

5. A total of 2,133 micro projects were completed in the Vulnerable IDP Groups Investments Facility component (component 4) with the highest number in the water sector (606). Focusing on the Gender and Vulnerable Groups (GVGs), a total of 301 micro-projects were completed and functional across 938 benefiting groups with an estimated population of 116,072 beneficiaries reached. An estimated population of 423,219 persons in the benefitting States had access to water through a total of 612 water projects completed and functional under the GVG component. In the Health sector 228 micro projects were completed with about 205,805 benefiting from the various health facilities and services provided by CSDP. Health services included Nutritional supports/Food aid, health Fees waivers, provision of health materials (wheel chairs, optical glasses and hearing aids) and drug revolving fund. The estimated population reached by GVG interventions in the transport sector was 44,424. The interventions varied from construction/rehabilitation of driveways, roads, bridges, drainages, culverts to Jetties and walkways. A total of 37,895 households benefitted from rural electrification and 9,800,550 vulnerable /poor persons were connected to electricity. Five hundred and seventy nine (579) micro projects were completed and are functional in the socioeconomic sector of the GVG component thus, meeting the need of an estimated population of 23,967,767 beneficiaries. Projects included skills acquisition trainings, provision of Starter Packs, motorcycles, tricycles canoes, processing machines and construction of group industries. The results show that more females than males benefitted from the various socioeconomic interventions. An estimated population of 112,715 benefited from interventions in the Environmental and Natural Resources sector which included construction/rehabilitation of driveways for wheel chairs, toilets and incinerators and providing training on farming/agro-forestry /home gardening.



## ANNEX 8. THEORY OF CHANGE DIAGRAM



\*Increase access by the poor people, and particularly by the internally displaced and vulnerable people in the North East of Nigeria. \*\*Access, as defined in Objective 1 and 2.