

Federal Republic of Nigeria
Country Programme Evaluation
Approach Paper

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Currency equivalent, weights and measures

Currency unit = Nigeria Naira (NGN)

1 US\$ = 198.97 NGN

Abbreviations and acronyms

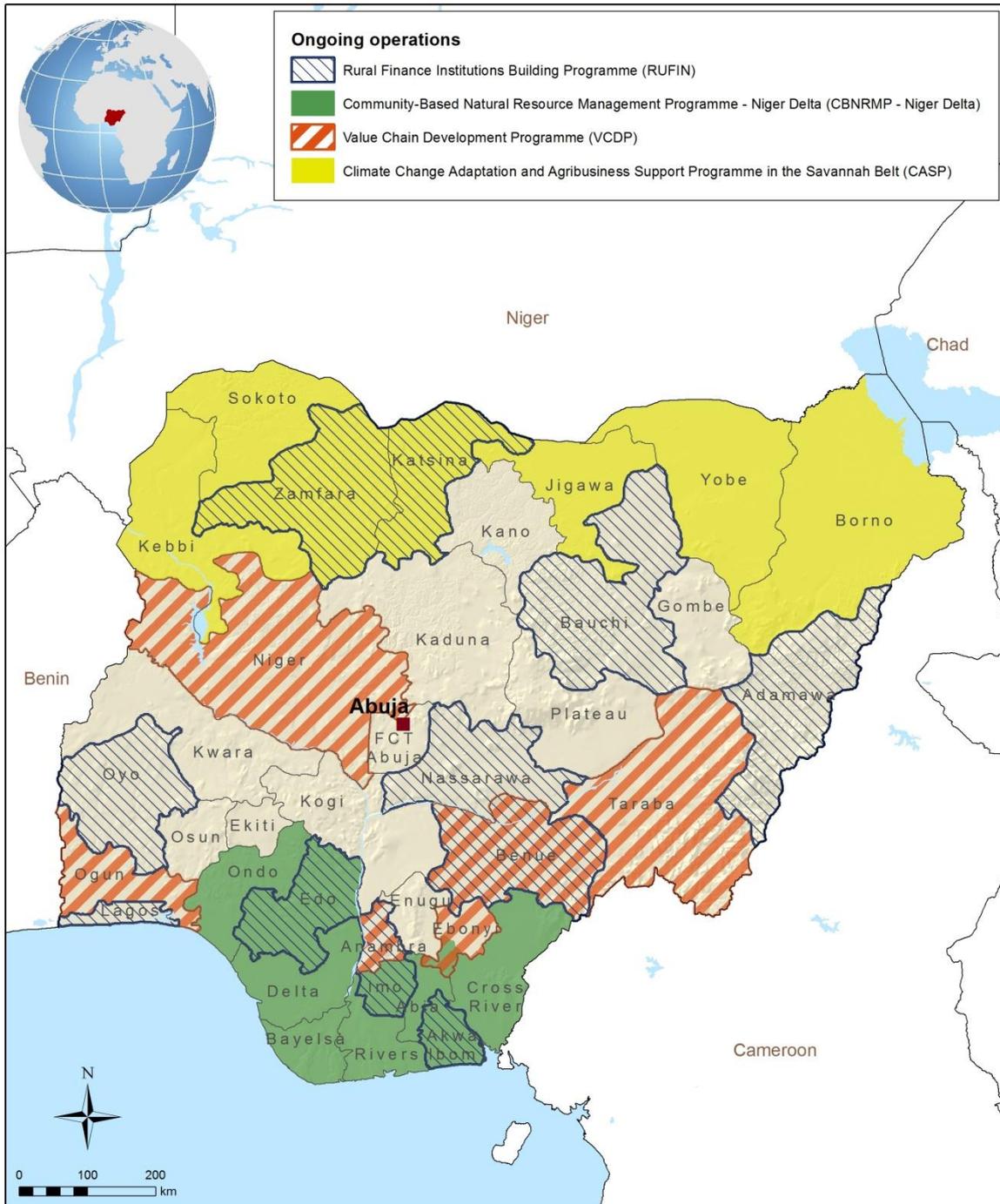
ACP	Agreement at completion point
ATA	Agricultural Transformation Agenda
CASP	Climate Change Adaptation Programme
CBARDP	Community-Based Agricultural and Rural Development Programme
CBNRMP	Community-based Natural Resource Management Programme
CBO	Community-based organization
CDA	Community development association
CDD	Community-driven development
CLP	Core Learning Partnership
COSOP	Country strategic opportunities programme
CPE	Country programme evaluation
CPM	Country programme manager
GDP	Gross domestic product
IOE	Independent office of evaluation
LGAs	Local government areas
M&E	Monitoring and evaluation
MDGs	Millennium development goals
MTR	Mid-term review
NGO	Non-governmental organization
ODA	Official development assistance
OECD DAC	Development Assistance Committee of the Organisation for Economic Co-operation and Development
PCR	Project completion report
PPA	Project performance assessment
RAISE	Rural Agribusiness Sector Enhancement Programme
RB-COSOP	Results-based COSOP
ROTEP	Roots and Tubers Expansion Programme
RUFIN	Rural Finance Institution Building Programme
RUMEDEP	Rural Microenterprise Development Programme
SO	Strategic objective
VCDP	Value Chain Development Programme
WB	World Bank
WCA	West and Central Africa Division of IFAD

Map of the country programme area

Nigeria

IFAD-funded ongoing operations

Country programme evaluation



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.
 Map compiled by IFAD | 01-06-2015

Nigeria

Projects approved since 2008 and currently closed

Country programme evaluation



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

Map compiled by IFAD | 15-06-2015

Federal Republic of Nigeria

Country Programme Evaluation

Approach Paper

I. Introduction

1. In line with the International Fund for Agriculture Development (IFAD) Evaluation Policy¹ and as approved by the 113th session of the IFAD Executive Board, the Independent Office of Evaluation (IOE) will undertake a Country Programme Evaluation (CPE) in Nigeria. The main purpose of this evaluation is to assess the results and performance of the ongoing Results-based COSOP (2010-2015) and to generate findings and recommendations for the upcoming Results-based COSOP to be prepared in 2016. The CPE will assess the results and performance of activities conducted since the last CPE was concluded (2009). It will identify the factors that contributed to the achievement of strategic objectives and results, including the management of project activities by IFAD and the government. It will also review IFAD's strategic position in Nigeria, in particular its comparative advantage and positioning in a large middle income country such as Nigeria.
2. This Approach Paper presents the overall design of the CPE. It contains a summary of background information on the country and IFAD supported portfolio that will be evaluated. The paper outlines the evaluation objectives, methodology, process and timeframe. IOE has conducted a preliminary review of the available country analysis and the COSOP documentation in preparation for this CPE.
3. The CPE will benefit from other evaluations that have included or covered Nigeria. IOE had conducted a CPE previously (2007/2008), which covered the first Nigeria COSOP (2001 – 2010). Five out of the seven projects that will be evaluated by this CPE were assessed by the previous CPE (2009) at an earlier stage of implementation. The IOE corporate evaluation of innovation and scaling-up included a case study on Nigeria. IOE is currently conducting a Project Performance Assessment (PPA) for the Community-based Agricultural and Rural Development Programme (CBARDP), which will provide an in-depth case study of a major operation as input into this CPE.
4. The CPE will start with a preparatory mission to Abuja in July 2015 and conclude with a National Roundtable in Nigeria in early 2016. The process will be conducted in close consultation with stakeholders in Nigeria and IFAD's Programme Management Department.

II. Country context

A. Overview

5. Nigeria is the most populous country in Africa. It has a population of 173.6 million which is growing at 3 per cent per year.² The country occupies a total land area of 92.4 million hectares (ha) which consists of 91.1 million ha of land and 1.3 million ha of water bodies as well as extensive coastal region that is very rich in fish and other marine products. Of the available arable land, only 32 million ha (or 46 per cent) is cultivated. Nigeria's economy is dependent on sectors that are either climate sensitive or contribute to climate change such as agriculture, forestry, and fisheries, which together employ up to 70 per cent of the workforce, and additionally oil and gas.
6. Nigeria's Gross Domestic Product (GDP) is now the largest in Africa, having overtaken South Africa in 2014.³ GDP growth rates have been relatively stable and robust. Annual GDP per Capita has been on average growing at 3.1 per cent from

¹ IFAD (2011) Evaluation Policy.

² WB World Development Indicators data, 2015

³ This has mainly to do with the fact that in 2014 the NBS had changed the way GDP was calculated changed. The adjusted GDP puts Nigeria at \$510 billion, putting it ahead of South Africa (US\$380 billion) (The Economist (a), 2014)

2008 to 2013. Annual GNI per Capita for the same period has been growing at 6.5 per cent.⁴ Economic growth has been mainly driven by rising global oil prices, although the level of oil rents as a percentage of GDP has been descending, from highs above 30 per cent in the mid-2000's to a current level of 13.4 per cent of GDP in 2013.⁵ Oil and gas revenue accounted for 70 per cent of government revenue in 2011, down from 89 per cent in 2005. However, despite being Africa's biggest oil producer, Nigeria imports more than 80 per cent of its domestic fuel, owing to a lack of refining capacity, which makes the country's fuel consumers vulnerable to fluctuating international fuel prices.

7. The government has recognised the need to diversify its growth; non-oil GDP growth has been higher than GDP growth driven solely by oil. Agriculture is among the largest sectors in the Nigerian economy, contributing to 22 per cent of the GDP in 2012.⁶ Over 70 per cent of the rural population in agriculture are smallholders with production primarily oriented towards meeting subsistence needs. Productivity is low due to the lack of modernization and poor access to inputs and credit. Nigeria's environment is under increasing threat from natural disasters, such as drought, desertification and floods, which in recent years have ravaged the livelihoods of framers and threatened food security.

B. Poverty

8. Economic growth has contributed to a reduction of poverty in Nigeria, although the positive trends have partly been offset by population growth and increasing inequality. Poverty rates have slightly fallen from 35.2 per cent in 2009/2010 to 33.1 percent in 2012/2013. At the same time, there has been a sharp increase in inequality. Urban poverty rate is 12.6 per cent, while in rural areas the poverty rates is 44.9 per cent.
9. Regional disparities are striking, with the three northern regions having poverty rates between 31 per cent and 50 per cent, while the southern regions only 16 per cent and 29 per cent. Recent analysis suggests that 52 per cent of the poor are living in the North East.⁷ The current deterioration or stagnation in poverty and poverty reduction in the North East and North West is most likely related to the security situation. As a result of population growth, the absolute number of poor has increased by 22.1 million between 2004 and 2010.⁸ With regard to human development, Nigeria still ranks 152 out of 187 countries in 2013.⁹
10. The country is facing astronomical growth in unemployment, particularly amongst the youth. The overall unemployment rate was 28.5 per cent in 2013 (ILO data). Unemployment of women and young people is particularly high (23.3 per cent and 41.6 per cent respectively in 2009).¹⁰ In the last ten years, approximately 20 million youth entered the country's labour market; an estimated 56 per cent of youth remain unemployed (ILO data).¹¹ Unemployment was significantly lower in the southern states (18.4 per cent compared to 29.1 per cent in the northern states in 2011).¹²

C. Agriculture

11. The slower pace of growth in agriculture in the GDP is consistent with what appears a slow progress in poverty reduction and welfare improvements in rural areas in

⁴ Calculated using data from World Bank (2015): World Development Indicators

⁵ NRG (2013; World Bank (2015): World Development Indicators

⁶ WB World Development Indicators data, 2015

⁷ Reassessments of GDP and GHS survey data from 2010-2011 and 2012-2013 have significantly reduced poverty incidence estimates in Nigeria. Data from the recent GHS (2012/2013). WB Nigeria Economy Report, 2014

⁸ These are calculated using unrevised poverty incidence figures, which are significantly higher than revised estimates (Nigeria National Bureau of Statistics (NBS) Annual Abstract of Statistics, 2012)

⁹ The country's HDI of 0.504 is only just above the average for Sub-Saharan Africa. However, when the value is discounted for inequality, the HDI falls below the Sub-Saharan average (0.300 compared to 0.334) (UNDP Human Development Report, 2014).

¹⁰ ILO data, 2015; NBS Annual Abstract of Statistics, 2012

¹¹ Samuels, Fiona et al., 2011

¹² This is calculated using data from NBS Annual Abstract of Statistics, 2012

Nigeria. Government adopted two policy documents guiding rural development and agricultural growth. The Vision 20:20:20 lays the overarching policy framework for Nigeria to become one of the top 20 economies in the world by year 2020. This would require an annual economic growth of 13.8 per cent and a transformation of a primary products oriented economy (agriculture and crude oil production) to an industrial manufacturing and services oriented economy.

12. The Agricultural Transformation Agenda (ATA) strives to “achieve a hunger-free Nigeria through an agricultural sector that drives income growth, accelerates achievement of food and nutritional security, generates employment, and transforms Nigeria into a leading player in global food markets”. The goals of ATA are to increase demand for Nigeria’s food staple crops by 20 million metric tons and create 3.5 million jobs in agriculture by 2015.
13. Nigeria is presently one of the world’s largest food importers. In 2014, Nigeria imported 3.8 million tonnes out of 3.9 million tonnes of wheat consumed, and 2.9 million tonnes of Rice out of 5.7 million tonnes.¹³ High dependence on food imports has made the country vulnerable to global price fluctuations. As a result of the global food price crisis, the general food price index in Nigeria had doubled in 2008 compared to the 2002-2004 period. In response, the Government enacted price policies on imported and locally produced food crops.

D. Governance

14. Nigeria has a decentralized federal system of government comprising a federal capital territory (FCT), 36 states and 774 local government areas (LGAs). Nigerian states operate with a high degree of legal and de facto autonomy. The federal structure implies a complex fiscal system, which requires many extra-budgetary funds. All oil and gas revenue and most of non-oil revenues are pooled and shared by the three tiers of government.¹⁴ With the vertical revenue allocation formula, state and local governments are heavily reliant on the pooled resources and there is little incentive to mobilize internal resources to fulfil their statutory functions.
15. The country’s dependence on oil for state budgets has led to the collapse of other income sources and exacerbated grand corruption associated with oil-funded budgets. The Mo Ibrahim Index has been placing Nigeria in the lower half among African countries (31th out of 52 countries in 2014).¹⁵ The Corruption Perception Index ranks Nigeria 136th out of 175 countries (2014).¹⁶ Corruption pervades local, state and federal structures, causing low public trust, poor social welfare, and uncertainty in future economic activities.¹⁷
16. Poverty is seen as the root cause of violence and anger in both the North and South.¹⁸ Income shocks and rising fuel prices have aggravated the situation. There is also a close correlation between youth unemployment and rising armed violence.¹⁹ Nigeria’s death toll from acts of armed violence has been on a sharp increase since 2010. Large parts of the upcoming IFAD programme area, Climate Change Adaptation and Agribusiness Support Programme (CASP), which covers

¹³ These numbers are up significantly compared to 2010, where Nigeria imported 0.9 million tonnes of rice and 1.1 million tonnes of wheat, while producing 4.4 million tonnes of rice and 0.03 million tonnes of wheat (FAO Food Price Index data; FAO 2014).

¹⁴ The sharing formula prescribed by a constitutionally created body, the Revenue Mobilization Allocation and Fiscal Commission (RMAFC). Thirteen per cent (13 per cent) of the oil and gas revenue is allocated to the oil producing areas and the remainder is shared out as follows: federal government (52.7 per cent), state governments (26.7 per cent) and local governments (20.6 per cent). Economic governance and institutional capacity are still weak at the federal level and particularly more so at the state levels.

¹⁵ Ibrahim Index of African Governance (2015), accessed 1/7/2015 (<http://www.moibrahimfoundation.org/iiag/data-portal/>)

¹⁶ Transparency International Data Research (2015a), accessed 1 July 2015 (http://www.transparency.org/country/#NGA_DataResearch)

¹⁷ Awojobi, O.N. (2014). *Political Corruption and Underdevelopment in Nigerian Fourth Republic*. International Journal of Innovation and Scientific Research 11:1 (pp. 151-157)

¹⁸ Sulieman, M.N., and M.A. Karim (2015). *Cycle of Bad Governance and Corruption: The Rise of Boko Haram in Nigeria*. SAGE Open. 1:11

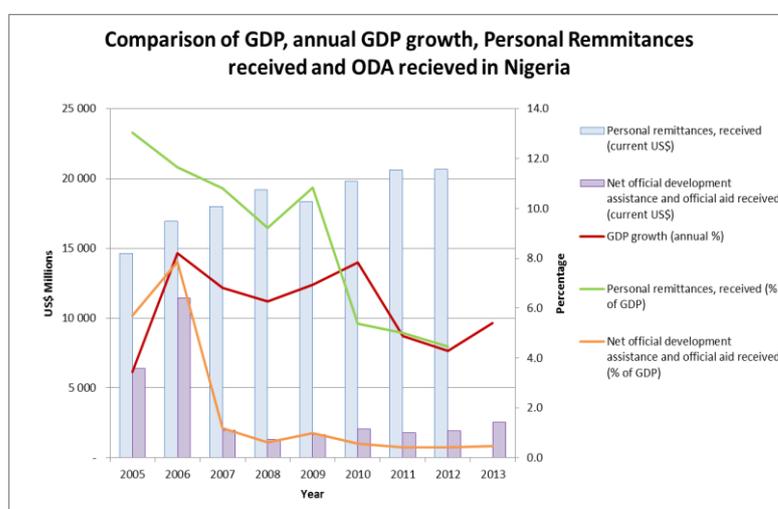
¹⁹ Abidoye and Cali, 2014; Alozieuwa, 2012; NRSP, 2014

States in the North East of the Country have seen an escalating conflict and large numbers of displaced people as a result of the Boko Haram insurgency in recent years.

E. Official development assistance (ODA)

17. Nigeria is the largest recipient of Official development assistance (ODA) in West Africa. In 2013, Nigeria received US\$2,530 million of ODA. Despite these remarkable amounts, Nigeria is not aid dependent. Given the size of the economy, ODA is rather insignificant, constituting only 0.5 per cent of the GNI (World Bank data; OECD DAC data). Development aid between 2008 and 2012 has, on average, represented 8.1 per cent of government expenditure. Other sub-Saharan African countries show averages of 57.8 per cent and 50 per cent in the same year.²⁰
18. For Nigeria, funding from the private sector has become the most important source of development finance; in 2012 nearly 70 per cent of the financial flows were non-ODA, though descending to 46 per cent in 2013.²¹ Furthermore, Nigeria has been the largest receiver of personal remittances in sub-Saharan Africa, having received US\$20.6 billion in 2012, representing 73.8 per cent of all personal remittances to the region in the same year.²² From 2005 to 2009, personal remittances to Nigeria have represented over 9 per cent of GDP and, though the absolute value keeps increasing, the share of GDP they represent has fallen to an average of 4.9 per cent between 2011 and 2013 due to GDP growth.²³

Figure 1: ODA to Nigeria



Source: OECD DAC data 2015; WB World Development Indicators data, 2015

III. Overview of IFAD-funded operations and country strategy

A. Portfolio

19. IFAD involvement began in 1985, and was brought under the guidance of the first COSOP from 2001-07, focussing on five themes: programmes should be community-based demand-driven and flexible, follow a more decentralized process, enhance the resource base of the rural poor, follow a market-led approach to services, and aim for a broader national coverage.

²⁰ WB World Development Indicators data, 2015

²¹ OECD DAC data 2015

²² WB World Development Indicators data, 2015

²³ The high ratio early on may also be attributed to a revision of baseline prices being updated from 1990 prices to 2010 prices (The Economist (b), 2014)

Table 1
A Snapshot of IFAD Operations in Nigeria since 1979

Number of Approved Loans	10
On-going Projects	4
Total amount of IFAD lending	US\$317.9 million
Counterpart funding (Government and Beneficiaries)	US\$280 million
Co-/parallel financing amount	US\$197.6 million
Total portfolio cost	US\$795.3 million*
Lending terms	Intermediate from 1985–1988; highly concessional since 1990
Focus of operations	Agricultural development, credit and financial services, fisheries, research/extension/training, and rural development,
Main co-financiers	WB, Domestic financial institutions, UNDP, EU, Ford foundation
COSOPs	2001 and 2010
Past Cooperating institutions	IBRD, UNOPS, IDA
Country Office in Nigeria	Country presence since Dec. 2005. Country office approved in 2004, present in Abuja since 30 Sept. 2008. Host Country Agreement since 23 Jan. 2012. As of Feb. 2014, staffed with CPM, CPO and CDA
Country programme managers	2 CPMs since 2010, including the current CPM, Ms Atsuko Toda, based in Abuja since 2012
Main government partner	Ministry of Agriculture and Rural Development; Ministry of Finance

(* Any differences are due to rounding)

20. With a total amount of US\$317.9 million (active and closed portfolio) in 2014, Nigeria had the largest portfolio in WCA (12.4 per cent) and the second largest in the Africa Region (2.3 per cent of total IFAD as of June 2014). The average amount per loan is the highest within the WCA and the Africa portfolio (US\$24.20 million compared to the average of US\$13.70 for the WCA region and 12.20 for IFAD average).²⁴
21. **IFAD-Supported investment per component.** Over the past 7 years, the IFAD-supported portfolio in Nigeria was overwhelmingly dedicated to local capacity building and rural infrastructure (together 58 per cent). Local capacity building included strengthening institutions, farmers' organisations, and CDAs. Rural infrastructure included community and market infrastructure, and community funds (Figure 2). Other important components included project management²⁵ (11 per cent of approved funds), input supply, technical support and research²⁶, and rural financial services (6 per cent of approved funds each).

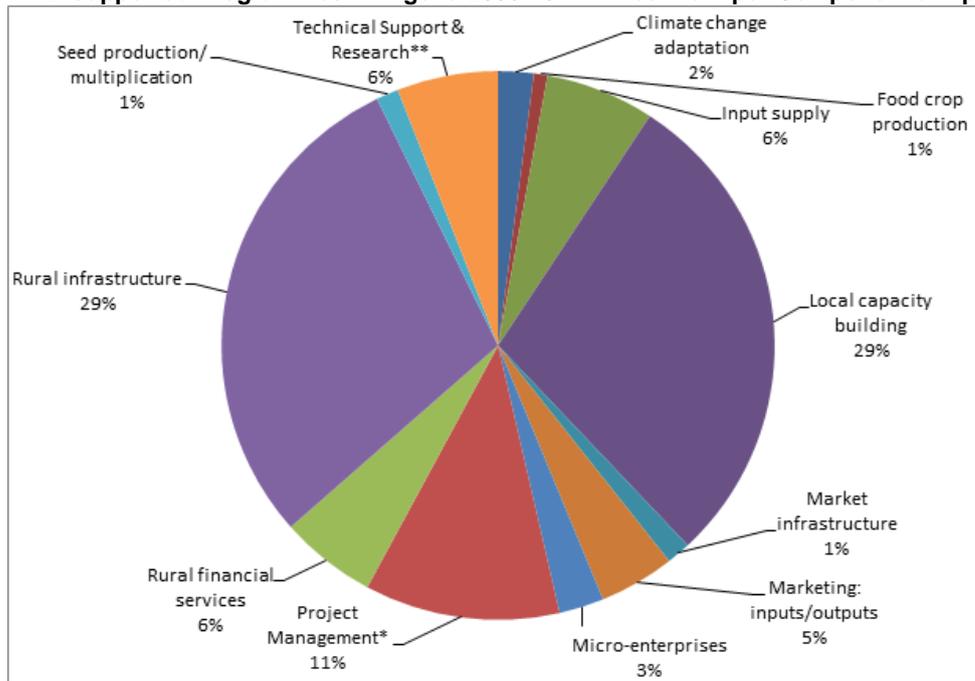
²⁴ IFAD Country Summary Sheet (July 2013-June 2014)

²⁵ Project management components include Credit to MFIs and Support of the Nigeria Central Bank, Management and Co-ordination, M&E, and Policy Support and Development

²⁶ Technical support and research components include Technology development, Technology transfer, and Processing

Figure 2

IFAD-supported Programmes in Nigeria 2008-2014: Investment per Component at Approval



Source: IFAD GRIPS

22. IFAD’s operations have suffered delays in effectiveness and implementation due to the failure of Government to fulfil start-up requirements (especially recruitment of project staff) and slow release of counterpart funds.²⁷ Compared to other institutions working in the sector (AfDB or WB), the average implementation time is long, ranging between 7 to 10 years, and disbursement rates are low for the active projects (32 per cent on average compared to 43 per cent for the region and 42 per cent for total IFAD²⁸). For the CDD projects, securing the high share of local government funding was a main reason for the delays in project execution and programme start-up respectively (see table included in Annex 5).
23. **Policy dialogue.** IFAD’s engagement at policy level was focussed on three priority areas including (1) farmers’ organisations and rural communities (2) local governments and (c) rural finance. The 2013 COSOP Review provides further elaboration of IFAD’s strategy for policy dialogue. Main avenues for policy influences were supervision missions, partnerships and active participation in the Agricultural Development Partner Working Group (ADWG) which (in 2015) IFAD is co-chairing.

B. Lessons from the previous CPE (2009)

24. IOE has previously conducted a Country Programme Evaluation (CPE) of the partnership in 2007-2008. The CPE (report issued in 2009) confirmed IFAD’s role as an important development partner for Nigeria focusing on sustainable agriculture and rural development as a means of reducing rural poverty; the flexibility and quality of its interventions, and its experience in participatory and bottom-up approaches and in innovative solutions to poverty alleviation that can be replicated and scaled up by the Government, the private sector, donors and others. In spite of its modest financial contributions, IFAD has a distinct and catalytic role, in collaboration with Government and other donors, in supporting achievement of the MDGs relating to the elimination of poverty and hunger.
25. The CPE found that, with a programme devoted to rural finance and rural enterprise development under the previous COSOP, the Fund has not devoted

²⁷ The CPE 2009 stated that IFAD’s average contribution was planned to be 40–60 per cent, but actual out-turns were around IFAD 60–70 per cent.

²⁸ Figures obtained from WCA Portfolio Performance Report 2013-2014, disbursement rates at 30 June 2014

adequate attention to agricultural activities, given the centrality of agriculture in the overall economy and as means of income and food security for the rural poor. The previous strategy did not undertake sufficient analysis of the opportunities and constraints in the agriculture and rural sectors as well as of rural poverty, and hence did not pay adequate attention to smallholder agriculture activities.

26. The vast geographic coverage of IFAD's activities in Nigeria, with near national coverage, was raised as a concerns with regard to synergies within and across projects and program, as well as to the sustainability of benefits. The wide geographic spread of activities also caused greater challenges to the Government in providing the technical assistance and follow-up, needed by the rural poor after project completion.
27. The CPE found that insufficient human and financial resources and time were devoted to IFAD engagement in policy dialogue, knowledge management and strategic partnerships with key players in agriculture. IFAD's performance in non-lending activities was only moderately satisfactory in light of the degree of donor harmonization and coordination in the rural development sector presaged by the Paris Declaration.
28. The CPE highlighted three specific issues related to partnerships. Firstly, new challenges were created in terms of defining the respective institutional roles and responsibilities within federal agencies. Secondly, while the evaluation recognizes the importance of working with federal and state governments it found that the various administrative layers introduce complexity in operations, for example, in terms of delays and denials of funds flows, arising from difficulties in securing counterpart funding, as well as implementation, coordination, monitoring and communication issues. Thirdly, there has been only limited co-financing of IFAD interventions, which also meant that opportunities for replication, scaling up and joint pro-poor policy dialogue had been missed.
29. Finally, it was recommended to increase IFAD country presence and to adapt its operating model to the new country context, being the largest in the region and the continent, by financing fewer projects with larger loan amounts as an option.

C. Evolving strategy

30. The current portfolio continues to have a broad geographical coverage with almost all States benefiting from an IFAD operation. In the past, this has brought complexities in management and implementation, as well as in measuring results.
31. IFAD still has a broad and ambitious agenda covering research, micro-finance delivery and regulatory reform, technology, value chains, climate mitigation/adaptation, natural resource management (NRM), job creation, and infrastructural development (covering health, education, water, roads). It strives to influence institutions and policy processes, including the policy reform on land and to build up an articulated sustainability framework for strategic program. Environmental support has evolved to tackle climate change adaptation in the most recent operation (CASP) in Northern Nigeria while expanding NRM in the South through CBNRMP.
32. Under the second COSOP (2010-15), two strategic objectives (SO) were defined: (1) access to increased production, markets and support and (2) community led investment in planning and infrastructure. Following the first CPE, the COSOP brought a greater focus on agriculture, while building on the food security, environmental and CDD themes of 2001-07 COSOP. In line with the Government's policy framework for agriculture, the ATA, SO1 especially targets smallholder agriculture through value chains, job creation and a focus on women and youth.

33. For the ongoing COSOP, the earlier programmes had been retrofitted to support the strategic objectives.²⁹ The intended impact pathway for SO1 is that under CBARDP *incomes* will increase through production changes following improved use of technology, access to finance, land area increase, less waste, market linkages, dry season farming and off farm jobs. Under CBNRMP support for individual & group 'enterprises' especially aimed at youth and women and through RUFIN's (and now VCDP's) micro-credit will help to increase incomes. Second, *food security* will be improved through seeds and other technology for staple crops as well as livestock breed improvement under CBARDP (and now CASP), while CBNRMP will contribute to higher productivity from food crop enterprises, livestock and fisheries. For SO2, the pathway for community strengthening is through support to various commodity and farmer groups and financial service structures, and through local management of infrastructure projects (CBARDP, CBNRMP). RUFIN works to build local credit and savings groups.
34. Expected results for COSOP by 2015 are:
- SO1: 25 per cent increase in both household income and in food security. 25 per cent increase in credit leveraged. 30 per cent adoption of sustainable improved agriculture practices. 50,000 jobs created in production and processing, and 7,000 viable enterprises established.³⁰ 30 per cent farmers and fishers adopt measures.
 - SO2: 30 per cent of rural communities participating in planning, implementation and maintenance of infrastructure.

Table 2

	COSOP 2001	COSOP 2010
<i>Strategic objective</i>	1) Productive capacity (on and off-farm) sustainably increased. 2) Communities and rural development institutions developed and accessible to rural poor. 3) Agricultural and rural development policy reforms incorporated into the policy dialogue. 4) Database gender disaggregated for the incidence of rural poverty and household food insecurity.	1) The access of rural poor to economically, financially and environmentally sustainable production, storage and processing technologies, market performance and access, and support services are improved. 2) The engagement of rural community groups in planning and development at the local government area level and government support to rural infrastructure are strengthened.
<i>Strategic thrusts and intended impact pathways</i>	1) Policy advocacy in agriculture and rural development to expand access of the rural poor to resources, village infrastructure, technology and services. 2) Developing effective financial, social, public and private institutions that are responsive to the needs of the rural poor. 3) Improved productivity and natural resource management, in particular through participatory technology development .	1) increased incomes through improved technology, access to finance, land area increases, market linkages, reducing waste, dry season farming and off farm jobs. 2) Support to commodity and farmers structures and financial service structures .
<i>Geographic focus and coverage</i>	Aim at national coverage , but match and complement other donor resources.	Targeting the three major rural and peri-urban areas most affected by conflict and fragile ecological conditions : the arid/semi-arid zone, savannah zone, and the Niger Delta.
<i>Collaboration with other donors</i>	World Bank, AfDB, DFID, USAID, FAO	World Bank, AfDB, USAID

continued

²⁹ According to the MTR 2013 (p6), CBRADP and CBNRMP were extended and re-focused (on agriculture and service delivery) to better deliver the SOs, while RUFIN has been simplified and VCDP and CASP were introduced to respond to the SOs and the ATA.

³⁰ Revised COSOP RMF MTR Report 2013

<i>Grants strategy</i>	Cooperation with selected agricultural research institutions for technology development	1) Developing appropriate technologies and innovative approaches to sustainable agricultural development 2) Enhancing the capacity to predict, prevent or minimize impact of weather and climate change 3) Strengthen public-private partnerships 4) Improve institutional coordination and collaboration
<i>Policy dialogue</i>	Rural financial policies and regulatory framework Decentralization policies and local government budgetary reforms Governance and accountability	Influence policy and strategy on smallholder agriculture and empower community-based and local institutions through participation in existing national forums
<i>Country programme management</i>	Full-time country portfolio manager Improve work planning, disbursement, procurement, internal audit and M&E World Bank partnership for supervision	Annual COSOP monitoring IFAD country office to strengthen oversight and implementation support Strengthen CO capacity (CPM outposted)
<i>Risks identified</i>	none	Corruption and poor governance Social and political conflicts in Niger Delta Environmental degradation and climate change Delays in counterpart funding and project start-up

IV. Evaluation Objectives, Methodology and Process

A. Objectives

35. The objectives of the Country Programme Evaluation (CPE) Nigeria are to
- i. Assess the results and performance of the IFAD-Government partnership to reduce rural poverty: and to
 - ii. Generate findings and recommendations for the future partnership between IFAD and the concerned country.
36. The findings, lessons and recommendations from this CPE will inform the preparation of the new COSOP in 2016.

B. Scope

37. The CPE will assess the results and performance of the activities conducted since the last CPE (2009) It will identify the factors that contributed to the achievement of strategic objectives and results, including the management of project activities by IFAD and the government. It will also review IFAD's strategic position in Nigeria, in particular its comparative advantage and positioning in a large middle income country such as Nigeria and the extent to which IFAD has effectively and efficiently influenced Nigerian policies, strategies and development interventions with regard to rural development, poverty reduction and agriculture transformation.
38. The ongoing lending portfolio includes three active projects: (i) Community-Based Natural Resource Management Programme (CBNRMP), an IFAD loan of US\$15 million, (ii) Rural Finance Institution Building Programme (RUFIN), an IFAD loan of US\$27.6 million, and (iii) Value Chain Development Programme (VCDP), an IFAD loan of US\$74.5 million, which became effective in October 2013. In addition, the CPE will cover operations that have been approved or completed since the last CPE. The Climate Change Adaptation and Agribusiness Support Programme (CASP) has entered into force in 2015 The completed portfolio for the CPE period includes two closed projects (CBARDP, RUTEPP), and one cancelled projects (RUMEDP).
39. The slow development of the Nigeria portfolio means that, although there has been a new COSOP, at the level of the portfolio, the changes were rather incremental since the last CPE. Only two projects (CASP, VCDP) have been approved under the ongoing COSOP. Five out of the seven projects were already covered by the previous CPE (2009) and will now be revisited at an advanced stage by this CPE.

Another feature of the CPE portfolio is that only one project (CBARDP) will have been covered by a PPA by the time of this CPE.

40. The evaluability of loan interventions covered by this CPE -including the criteria on which they can be evaluated- will depend on the stage of implementation of the respective projects. The CPE will apply the full set of evaluation criteria to the closed projects (CBARDP, RUTEPP) and the ongoing project (CBNRMP) that will close in September 2015. For the other two ongoing projects (RUFIN, VCDP) only selected evaluation criteria will be assessed, depending on their level of disbursement and achievement of results. For the newly approved and cancelled projects (CASP, RUMEDP) only relevance will be assessed. The situation will be re-assessed after the preparatory mission.

Table 3

Evaluability of projects covered by the 2015 CPE

Project Name	Board Approval	Effective	Status	Completion	Disbursed	CPE 2009 Criteria	CPE 2015 Criteria
Roots and Tubers Expansion Programme (ROTEP)	09 Dec 1999	31 Jul 2001	Closed	30 Sept 2009	60 per cent	All criteria	All criteria
Community-Based Agricultural and Rural Development Programme (CBARDP)	12 Sep 2001	31 Jan 2003	Closed	31 Mar 2013	98 per cent	All criteria	All Criteria
Rural Finance Institution Building Programme (RUFIN)	14 Sep 2006	20 Jan 2010	Ongoing	31 Mar 2017	52 per cent	Relevance	Relevance Effectiveness Efficiency
Community-based Natural Resource Management Programme (CBNRMP)	11 Dec 2002	06 Jun 2005	Ongoing	30 Sept 2015	92 per cent	Relevance	All Criteria
Value Chain Development Programme (VCDP)	03 Apr 2012	14 Oct 2013	Ongoing	31 Dec 2019	4 per cent	n/a	Relevance
Climate Change Adaptation Programme (CASP)	11 Dec/2013	25 Mar 2015	Ongoing	31Mar 2021	0 per cent	n/a	Relevance
Rural Microenterprise Development Programme (RUMEDP)	13 Dec 2007	n/a	Cancelled	n/a	n/a	Relevance	Relevance

41. The grants portfolio for the CPE period includes five loan component grants, two country-specific grants and 15 regional grants that covered Nigeria (see list of grants included in the Annex 6). The CPE will select a sample of grants that have supported policy dialogue, knowledge management and partnership buildings. Grants will not be rated as such, but the activities they supported will be assessed as part of the country programme strategy.

C. Thematic focus

42. To ensure focus on issues of strategic importance for the COSOP, IOE has identified the following thematic issues which will be systematically reviewed across operations and activities:
- i. **Gender and youth** is a common theme across the portfolio that will be further explored through the CPE. Given the extent of youth unemployment, it will be

important to understand what IFAD can do to create economic opportunities for young people. The CPE will aim to better understand which mechanisms and interventions were most effective in supporting women and youth.

- ii. **Political and social conflict** have been recurrent themes that have affected large parts of the programme areas, in particular in the North, but also in the South. The CPE will look into how situations of fragility have affected programme outcomes and whether they were sufficiently understood and addressed in the COSOP.
 - iii. Performance of **M&E systems** has received repeated attention over the COSOP period. M&E systems are often reported to be weak in IFAD supervision reports and PCRs, with low staff capacity at state level and limited influence by IFAD project offices on government units. Looking at the trend over time for M&E performance, there is no discernible trend towards improvement.³¹ Initial documents reviewed showed that M&E designs in the preparation, design and appraisal reports are often thorough and logframes fairly sound. The CPE will try to better understand why M&E systems did not respond satisfactorily to the challenge of capturing project results and impacts. Was it because of unrealistic designs or indicators, poor M&E implementation, or due to the complex implementation arrangements? It will also look for successful examples of participatory or community-led M&E systems.
 - iv. **Sustainability of 4th tier organisations.** The CDD approach has been a trademark of IFAD-supported operations. After successful implementation in the CBARDP in the North, it has been modified for implementation in the CBNRDP in the South. However, so far evidence on the sustainability of the community-level organisations created or strengthened is limited. Has the 4th tier of government actually resulted in better service delivery and empowerment of remote villages? What is the prospect of them continuing?
 - v. **Governance context.** A recurrent theme in the performance reports are the federal structures which, together with the decentralised implementation approach, made it time-consuming to mobilise counterpart funding and led to delays in implementation. At the same time, the nature of IFAD programmes requires close cooperation with a number of ministries and departments at federal level for effective implementation support and policy dialogue. The positioning of IFAD's programmes and country presence within the complex governance structure and possible good practices for decentralised programme implementation will be an important theme for this CPE.
43. The thematic issues will be addressed through the evaluation questions developed for this CPE. The box below presents the key questions. The full set of questions is included in Annex 1.

³¹ PSR ratings for M&E give an average of 3.83 for Nigeria (WCA=3.71 and ESA 3.9) falling between moderately unsatisfactory and moderately satisfactory.

COSOP alignment and coherence: Did the 2010-2015 COSOP enable greater relevance and alignment with Nigeria's new strategic priorities in the agriculture and rural development sector (ATA vision)? How coherent and consistent is IFAD's engagement and activities in relation to the activities of other development partners and the private sector?

CDD approach: How relevant, effective and sustainable is IFAD's support to 4th tier institutions? Have the 4th tier institutions (CDAs, FSAs) been maintained or replicated? Has this '4th tier' of government resulted in better service delivery to and empowerment of remote villages?

Political and social conflict: To what extent did issues of insecurity affect the outreach and sustainability of IFAD-supported programmes? How well have risks been understood and managed, in particular those relating to corruption, poor governance and fragility?

Governance context: How effective was IFAD's engagement at federal and state levels? How did country presence support the COSOP strategic objectives, influence policies and enhance programme coordination and collaboration with Government, sector ministries and strategic development partners? To what extent did it enable stronger engagement at state level?

Women and youth: Which mechanisms were most effective in supporting economic inclusion of women and rural youth?

M&E: What are the main reasons for the underperformance of M&E systems? Why did M&E systems not respond satisfactorily to the challenge of capturing project results and impacts? How reliable a basis for tracking project performance is the IFAD ratings system?

D. Methodology

44. **Multi-level approach.** The CPE will assess the performance and results of the partnership through a multi-level approach:
- i. At the level of individual operations and activities the CPE will assess the performance of projects, using the standard IOE evaluation criteria (relevance, effectiveness, efficiency, impact, sustainability, gender, innovation and scaling-up). The assessment of the non-lending activities will focus on policy dialogue, knowledge management and partnerships. For non-lending activities, the CPE will assess relevance, effectiveness and efficiency.
 - ii. At the portfolio level, the CPE will conduct a systematic analysis of relevant issues that been identified through the initial documents review. These are cross-cutting themes that are of strategic importance for the Nigeria portfolio such as Gender and Youth, CDD, conflict and fragility, governance and M&E systems that will be reviewed across projects. Analysis will be guided by the evaluation questions included in the evaluation framework (Annex 1). The analysis will benefit from the in-depth case study provided by the CBARDP project performance assessment (PPA) conducted prior to the CPE.
 - iii. At the strategic level the CPE will assess how IFAD has defined and implemented its strategy to reduce poverty in partnership with the Government (relevance) and what results it has achieved and how (effectiveness). The CPE will review how the strategy has been managed to achieve the intended results and how significant the contributions of IFAD, Government and other partners were.
45. **Theory of change.** The methodology for the CPE will be theory based. The programme theory describes the results chain linking COSOP and programme outputs to outcomes and impact and its underlying programme Theory of Change (ToC) taking into consideration the contextual factors within which the programme was designed and implemented. The intended outcomes of the COSOP are to reduce rural poverty and vulnerability of targeted groups and communities; and improve MDGs, socio-economic and sustainable development in targeted poor and conflict-affected areas. The linkages between outputs, immediate, intermediate and final outcomes and their relationships to the RB-COSOP strategic objectives are shown in the diagram in Annex 3. To validate the programme theory, the CPE will assess if the available evidence corroborates the key assumptions for the achievement of results, in particular:
- i. IFAD-supported operations and activities have noted major achievements with regard to the strategic objectives and outcomes stated in the COSOP;
 - ii. Achievement of results is consistent across states and regions;

- iii. Synergies between IFAD-supported project and/or projects supported by other development partners may have amplified the stated results;
 - iv. Shocks, conflicts and crises did not offset the achieved results.
46. **Establishing COSOP results.** The CPE will employ three methodological elements to establish how and to what extent the country programme strategy has achieved the intended results:
- i. The “top-down” assessment will look at the extent to which the strategy has made the country programme more effective. This includes an assessment of IFAD’s strategic selectivity and the extent to which its strategic positioning took adequate account of its comparative advantage and the role played by others in agriculture and rural development and rural poverty reduction.
 - ii. The “bottom-up” assessment looks at the extent to which the country programme has achieved the strategic results stated in the COSOP, based on a systematic review of the performance and achievements of the lending and non-lending portfolio
 - iii. The “contribution assessment” will look at the roles of IFAD, Government and other partners in supporting those results. It aims also to determine whether the support provided was adequate to achieve the COSOP strategic objectives.
47. A synopsis of the CPE methodological elements are presented in the overview in Annex 2.
48. **Sampling approach:** The CPE will use the following approach for sampling projects, grants and organisations for field visits and interviews:
- **Sampling projects.** The CPE will aim to cover the projects under review through field visits. Field visits to CBARDP will take part during the PPA and will not have to be repeated during the CPE. The CPE will visit project locations in the Centre and the South. States will be selected for a field visit, using the following criteria:
 - Diversity: covering the three main agro-ecological zones where IFAD is working;
 - Project overlap: opportunity to see activities from different projects within one state;
 - Synergies: at least one state should provide opportunity to study synergies with projects and interventions supported by other development partners;
 - Availability: stakeholder need to be available for meetings;
 - Security: field sites needs to be secure for the team to access and possible risks for the stakeholders visited must be excluded.

Selection of states for a visit will be decided after discussion with stakeholders during the preparatory mission.

- **Sampling grants.** Grants will be selected for stakeholder discussion and – if applicable – site visits, based on the following criteria:
 - Different types of non-lending activities supported and/or different types of partnerships;
 - Significance, in terms of contribution to strategic objectives or in terms of strategic partnerships supported;

Selection of grants will be finalised during the documents review phase.

- **Sampling stakeholders.** Comprehensive coverage of stakeholders for feedback and further analysis of key issues will be an important aim of the data collection phase. In addition to meetings and interviews, the CPE is also considering the

feasibility of a stakeholder feedback survey. Otherwise, interviews and workshops with selected stakeholders during the country mission will be the main tools to collect stakeholder feedback. The CPE will aim at good coverage, using the following criteria:

- Different types of stakeholder groups in terms of roles in the programme and partnerships with IFAD, e.g. government, private sector, NGOs, CBOs, research partners, partners for political dialogue, implementing partners, beneficiaries, development partners;
- Regional balance, covering stakeholders from different regions;
- Different perspectives and interests, also covering those that are not directly involved with IFAD or benefitting from IFAD support and/or those that may have different views on some strategic issues.

The CPE identify a representative sample of stakeholders for consultation, interviews and workshops, using the stakeholder analysis prepared as part of the 2010 COSOP (see Annex 9).

49. **Self-assessment.** A self-assessment by those involved in the design and implementation of the COSOP and IFAD-funded operations is an important element of this CPE. The self-assessment should not attempt to be comprehensive, but rather focus on areas which are of strategic importance but may not be exhaustively covered by the existing documentation. In this sense, the self-assessment will be an opportunity to reflect, cover some important gaps and be well-prepared for the CPE. Self-assessments will be conducted by Government and PMD respectively prior to the main mission. The documentation will provide an important input into the CPE and the self-ratings provide the base for discussion during the main mission.

E. Process

50. The CPE will follow the standard process as laid out in the IOE Evaluation manual which includes the following phases and steps:
51. **Initial documents review and preparation of issues paper.** IOE conducted an initial documents review and prepared an issues paper in preparation for this approach paper in December 2014. The desk review included relevant COSOP documents and selected project documents. The issues paper identified themes and questions to focus on during the CPE.
52. **Draft approach paper.** The draft approach paper which includes the draft evaluation framework and the proposed timeline will be available for peer review in June and sent to Government for comments in July.
53. **Preparatory mission.** A preparatory mission to Abuja will take place between 20 and 28 July. The mission will be used to meet key stakeholders for this evaluation and to finalise the approach to this CPE. On the basis of the draft evaluation framework, the team will have further discussions with stakeholders to clarify the purpose, focus and process of this CPE. It will also aim to locate resource persons and retrieve the additional data and documents required for this CPE. It will finalise the sampling approach and select projects and sites for visits during the main mission.
54. **Desk review.** The desk review phase will include a comprehensive review of the lending and non-lending activities. The documents review will enable the preparation of working hypotheses which will guide the further inquiry. At this stage, the team will also prepare detailed questions and checklist for the main mission. IOE is also planning to prepare background research notes on key thematic issues identified for this CPE, including gender and youth, conflict and fragility, M&E systems, CDD approach and sustainability of 4th tier organisations, and governance context.

55. **Self-assessment.** COSOP implementing partners, i.e. Government and WCA, will each conduct a self-assessment of the COSOP performance in preparation for the CPE. The IFAD CPM and the Director of Rural Development at the Federal Ministry of Agriculture and Rural Development will be responsible to preparing their respective self-assessments after reflection with key implementing partners. For this CPE, IOE has proposed self-assessment tools, which covers selected evaluation criteria and questions from the evaluation framework where inputs from implementing partners will be required (Annex 7 and Annex 8). Partners may decide to reflect on additional criteria and questions as an input into this CPE.
56. **Country work.** The main country mission will take place from 1 – 24 September. The main purpose of the mission is to crosscheck and verify the initial findings from the desk review and the self-assessment. This will include extensive stakeholder consultation for feedback on the COSOP performance. It will also include focus group discussions around the main thematic issues for this CPE. To ensure sufficient coverage and stakeholder participation, the team will travel to selected states where it will consult with key stakeholders, conduct reality checks on selected activities on the ground and hold discussions with beneficiaries. At the end of the main mission, the evaluation team will organize a wrap up meeting to present emerging findings to the representatives of Government, and other development partners. The IFAD Country Programme Manager (CPM) for Nigeria will take part in the meeting.
57. **Analysis.** During the mission in Abuja, the team will allocate half a day for an internal workshop to synthesise findings and validate the COSOP results, using the methodological steps presented above. It will then clarify the requirements for reporting and the contribution expected from each team member.
58. **Draft report and review.** A draft report will be available for peer review in November. Internal peer review in IOE will include both a review of the evidence base and robustness of the analysis and an assessment of the conclusions and recommendations (linkage with findings, capturing key country context issues emerging issues and avoiding redundancies). Thereafter, it will be shared with WCA and the Government simultaneously for their review. The draft report will also be shared with development partners as appropriate. The report will be revised independently by IOE and audit trails will be prepared to explain how comments were taken into consideration
59. **Finalisation, dissemination and follow up.** The report will then be finalized by IOE and a national roundtable workshop will be organized in Abuja in early 2016 to discuss the issues and recommendations raised by the CPE, to agree on key points to be included in the Agreement at Completion Point (ACP) and to reflect on strategic issues that will inform the forthcoming Nigeria Country Strategic Opportunities Programme (COSOP). The final CPE report will be presented by IOE to the Evaluation Committee in 2016. It will also be presented for discussion with the IFAD Executive Board when the new Nigeria COSOP is considered by the Board.

V. Evidence and data collection strategies

60. The CPE will to a large extent depend on the existing documentation of the country programme which is extensive. It includes the previous CPE, the COSOP MTR, AIRs, PRR, Portfolio and Country Programme Reviews, and for each active or completed project, individual reports such as PSRs, MTRs and PCRs as well as IFAD's RIMS ratings.
61. The documentation of programme results is however patchy. Initial review of the available documentation shows that there are plenty of output level results from the various progress reports. But as pointed out in the COSOP MTR 2013 results at outcome/purpose level, such as productivity changes, income changes, volume of goods marketed and so on, are not well captured (para 21) or if they are, the basis

for their calculation is not always clear.³² The establishment of a IFAD country office has strengthened reporting, but the MTR notes that gathering coherent reports from the different programmes has nevertheless been difficult.

62. The CPE will to the extent possible use available country statistics. There is a wealth of statistical sources available online. Some, for example the MDG monitoring database, are available at state level. However, the available data need to be treated with caution.³³ For agriculture, the COSOP AIR review noted that most states could not provide reliable crop production data from 2005-13.
63. At COSOP/strategic level, primary data collection techniques include the following for both strategic level and non-lending interventions (policy dialogue, knowledge management, partnerships including aid coordination and harmonization):
 - i. Interviews with IFAD country team (during the preparation of the RB-COSOP approach paper and the conduct and management of the COSOP) on the results logic underlying the results-based framework, evaluation criteria indicators, relevant evaluation questions and other issues to be taken up; and to collect and validate information to address the evaluation questions and assess evaluation criteria;
 - ii. Interviews with COSOP stakeholders and selected other informants, such as staff of policy and implementing agencies, beneficiaries, NGOs, research agencies, in country experts, which can take different forms such as:
 - workshop with stakeholders and other informants to explain and discuss the CPE objectives, evaluation questions and involvement of stakeholders and obtain feedback on relevant questions and issues;
 - key stakeholder and independent informant semi-structured interviews to reveal factors that explain particular patterns of RB-COSOP performance;
 - focus group semi-structured discussions and for stakeholder male and female beneficiary groupings, i.e. from Government, private sector, NGOs, and local beneficiary CBOs, to obtain feedback on results, on factors explaining performance and on issues of particular concern;
 - community meetings with male and female community members;
 - iii. Furthermore, IOE is exploring the possibility of a stakeholders' perception survey or interviews of key stakeholders involved in COSOP design and/or implementation (i.e. Government Ministry of Agriculture, Ministry of Finance, other Ministries, private sector partners, other key development partners) focusing on questions on IFAD COSOP contribution to development outcomes, IFAD positioning, added value and role in aid coordination and harmonization. The feasibility of a stakeholder survey will be discussed during the preparatory mission.
 - iv. Field visits to a broad selection of project/programme sites with a view to gather (additional) information on COSOP outputs and outcomes, capture male and female beneficiary views and CBOs role on factors explaining performance and issues, and cross-check data obtained from other sources.
64. At the level of lending operations and grants:
 - i. An analysis of all relevant IFAD documentation will be the first step in verifying the consistency of findings and availability of data at different levels in the results hierarchy.

³² For example in the COSOP MTR, figures are quoted for yield and production levels of cassava, sorghum, rice, fish etc. (para 23) but no sources are provided for these estimates. Appendix 3 of the MTR says: "It is more due to lack of reporting rather than lack of progress that we are not able to give strong figures. M&E from the programmes need to be able to measure for outcomes and the updated MRF indicators."

³³ Note for example the recent dramatic rebasing of economic growth and poverty statistics in 2014 (WB Nigeria Economic Report, 2014).

- ii. Project documentation from the IFAD portfolio, some of which is already assembled, will be collated and analysed to supplement and provide richer data. These should include progress reports, studies and surveys, and grant reports.
 - iii. Secondary data at national, state and local government level, or from businesses or traders, will supplement the above and substantiate indirectly the achievements of IFAD's projects. As part of the PPA fieldwork, a visit to NBS in Abuja would be useful in order to check the latest statistical data and to affirm the revised poverty figures.
 - iv. Key informant interviews will be very important to explore a number of issues, including: the existence of additional reports or surveys, exploring the justifications for ratings in PCRs or Supervisions, and to understand the evidence base for the ratings and judgements given in the various performance reports. Interviews would need to be conducted with IFAD, Government of Nigeria representatives (Federal, State and LGA level), NGOs and private sector actors involved in the various projects, beneficiaries and other development partners (WB, DFID, USAID). Consultants and IFAD staff involved in previous reviews or PCRs would be valuable sources of evidence. As part of the PPA/CPE preparation an inventory of such key informants will be prepared.
 - v. A theory-based approach will be used to examine the validity of the projects' underlying logic and assumptions, in order to determine if intended results were feasible, and if claimed results are warranted. This will be pertinent where empirical evidence is either limited or found to be unreliable.
65. It will be important to identify any data gaps in the PCRs and to seek to validate PCR conclusions, rather than to undertake a comprehensive study, and to try to interview non-beneficiaries. Using carefully prepared group and sub-group interviews is important in order to obtain views of different categories of beneficiary.
 66. For closed projects, efforts can be made to find any baseline and impact reports that would have provided the evidence for the PCRs. For the ongoing projects (RUFIN, CBNMRP, VCDP), the CPE team may contact M&E officers prior to the main mission for preparation of relevant data. Available data will be cross-checked with project staff or stakeholders where visits are conducted to project support offices during the main mission.
 67. Through the CBARDP PPA conducted prior to the CPE it will be possible to gain an appreciation of data quality from the various sources identified above, in order to determine the best and most efficient sources for the subsequent CPE. Where reliable data sources, such as national surveys or studies by other development partners are identified for the PPA, these may be carried across for use in the CPE.

VI. Core learning partnership

68. A standard feature in IFAD evaluations, the CLP will include the main users of the evaluation who will provide inputs, insights and comments at determined stage in the evaluation process. The CLP is important in ensuring ownership of the evaluation results by the main stakeholders and utilization of its recommendations. The CLP will be expected to (i) provide comments in the approach paper; (ii) reviewing and commenting on the draft CPE report; and (iii) participate in the final workshop.
69. In consultation with the IFAD Country Office, the following persons have been identified as members of the CLP:

	Organisation	Name	Designation
Government	Federal Ministry of Agriculture and Rural Development	Architect Sunday Echono	Permanent Secretary, Federal Ministry of Agriculture & Water Resources
		Muyiwa O. Azeez	Director, Federal Department of Rural Development, Federal Ministry of Agriculture & Water Resources
	Federal Ministry of Finance	Anastasia Mabi Daniel-Nwaobia	Permanent Secretary, Federal Ministry of Finance
		Haruna Mohammed	Director, International Economic Relation Department, (IERD), Federal Ministry of Finance
		Aisha Omar	Deputy Director, IERD, FMoF
		Aisha Haruna	Assistant Director, IERD, FMoF
	National Planning Commission	I.O Adegun	Director, Economic Growth
	Embassy, Rome	Yaya A.O. Olaniran	Permanent Representative of the Federal Republic of Nigeria to UN RBAs
Programme Coordinators	CBNRMP	Irene I. Jumbo-Ibeakuzie	Programme Coordinator, Community-Based Natural Resources Management Programme (CBNRMP)
	VCDP	Friday Ameh Onoja	National Programme Coordinator
Development Partners	DFID	Eamon Cassidy	Country Director
		Yawar Naeem	PSD Advisor
	USAID	Xavier Preciado	Agriculture and Food Officer
	FAO	Rabe Mani	Assistant FAO Representative
	European Union	Kate Kanebi	International Cooperation Officer
	World Bank	Marie-Francoise Marie-Nelly	Country Director
		Adama Toure	Lead Agricultural Economist
	African Development Bank	Ousmane Dore	Resident Representative
Ibrahim Amadou		Agricultural Engineer	
IFAD	West and Central Africa Division (WCA)	Ides de Willebois	Director, WCA, IFAD,
		Atsuko Toda	Country Programme Manager, WCA, IFAD,
	Independent Office of Evaluation (IOE)	Oscar Garcia	Director, IOE, IFAD
		Ashwani Muthoo	Deputy Director, IOE, IFAD
		Johanna Pennarz	Lead Evaluation Officer, IOE, IFAD

70. According to the IFAD Evaluation Policy, evaluations conclude with an Agreement at Completion Point (ACP), a document presenting the main findings and recommendations contained in the evaluation report that the Government and IFAD-PMD agree to adopt and implement within a specific timeline. The ACP will be prepared after the roundtable workshop so that it can benefit from the outcomes of the discussion. IOE does not sign the agreement and is only responsible for facilitating the process leading to preparation of the ACP. After the Government and IFAD-PMD have agreed on the main follow-up actions, the ACP will be shared with IOE for review and comments and thereafter signed by the Federal Ministry of Finance and the IFAD's Associate Vice President for Programmes. The ACP will be included in the final published report and presented as an annex in the COSOP document when the same is discussed with the Executive Board of IFAD.

VII. Roles, responsibilities and team composition

71. The Director will have the overall oversight of the CPE. The Lead Evaluator, Ms Johanna Pennarz, will be in charge of designing the methodology, recruiting specialists, exercising quality control and managing the overall exercise. The IOE will be ultimately responsible for the contents of the evaluation report and the overall evaluation process. Ms Pennarz will be supported by Ms Maria Cristina Spagnolo, Evaluation Assistant, and Robert Nicholas Bourguignon, Research Analyst.
72. The main field mission will be conducted by a team of independent and external specialists under the responsibility and supervision of IOE. The team will include as International Senior Consultants Mr Mohammed Manai as the Deputy Team Leader and Mr Nicholas Chapman as Leading Consultant on the review of IFAD's lending portfolio. The team will be joined by Ms Anthonia Achike (Economist) and Ms Hauwa El Yakub (Sociologist), bringing in complementary skills and expertise.

VIII. Communication and dissemination

73. A CPE roundtable learning workshop will be organised in the capital at the conclusion of the evaluation process. This learning event will allow a broader number of stakeholders, beyond the core learning partnership, to discuss the results and the recommendations of the evaluation and their implication for the future collaboration of IFAD in the country. This will be an important step before the Government of Nigeria and IFAD can sign the Agreement at Completion Point.
74. The final report (about 60 pages main text in English), including the ACP, will be distributed in hard copies to partners in Nigeria, posted on IFAD's public website as well as on other websites maintained by the UN Evaluation Group, the Evaluation Cooperation Group, the OECD-DAC Evaluation Networks, as well as other relevant websites. IOE will also elaborate shorter (2-page) documents that are more reader friendly and cater for a broader audience: (i) an evaluation profile (summarising key findings) and (ii) an evaluation insight (dedicated to a single theme).

IX. Proposed schedule

<i>Activity</i>	<i>Date</i>
Draft approach paper for peer review within IOE	8 June
Draft approach paper for review within WCA	15 June
Revised approach paper shared with Government	22 June
Government comments on the approach paper	10 July
Preparatory mission to Nigeria	20 – 28 June
Approach paper finalised	25 August
Self-Assessment by WCA and Government	June - August
Main country mission	1 – 24 September
First draft report for IOE peer review	20 November
IOE peer review	4 December
Draft report shared with WCA and Government	18 December
Mission to Nigeria to discuss comments with government and prepare workshop	January 2016 (tbc)
Comments by WCA and Government	20 January 2016
CPE National Round Table Workshop	February 2016
Finalise CPE Agreement At Completion Point	3 months after workshop

Nigeria CPE Evaluation Framework

Lending Portfolio – Evaluation Questions

Evaluation criteria/issues	Evaluation question	Data source/data collection method
Portfolio Relevance		
➤ Alignment and strategic coherence	Q1: How well did the designed operations align with Nigeria's agricultural sector policy and strategy and with the needs of intended beneficiaries? To what extent has the greater focus on agriculture in the present COSOP been reflected in the (re)design of ongoing and new projects?	Assessment of alignment with NEEDS/SEED/LEEDS and then ATA, and other relevant national documents e.g. on finance, land, research, extension services. Assessment of whether the approach and detailed designs were appropriate to the beneficiaries' needs in terms of their farming or employment opportunities.
➤ CDD approach	Q2: How appropriate were designs of the community-driven approaches across the different projects? Was (i) the wide geographical coverage and (ii) the flexible range of investments to invest in any type of infrastructure support effective targeting of the poorest communities? To what extent did CBARDP's CDD approach build on past experiences and has it been replicated within IFAD's portfolio in Nigeria?	This would include examination of funding mechanisms and 4th tier structures (CDAs, FSAs) through review of CBARDP documentation; Project documents; Key informant interviews (IFAD; federal and state government staff; local government staff; selected CDAs & FSAs; other development partners) Use of national statistics to assess appropriate poverty focus in choice of states Review of Katsina and Sokoto PCRs; review of CBNRDP design documents and progress reports
Portfolio Effectiveness		
➤ M&E System	Q3: How strong is the evidence for the achievements of results claimed in the project/programme documentations?	Project documentation <u>Key informant interviews</u> (IFAD; federal and state government staff; local government staff; selected CDAs & FSAs; selected groups of beneficiaries) <u>Field survey</u> : systematic crosschecking of selected benefits and results in sample locations
➤ M&E System	Q4: How far can we attribute COSOP results to individual projects and programmes directly?	Analysis which would include: <ul style="list-style-type: none"> • Probing the robustness of the available evidence from the project; • Testing the likeliness of change happening as a result of IFAD interventions • Reviewing comparative cases (including those from other DPs) and • Mapping the available evidence against the Theory of Changes and assessing the strengths of the causal linkages.
➤ Conflict & fragility	Q5: Why was outreach not as high as planned (e.g. 43 per cent for CBARDP) across the operations, and what were the consequences of this on outcomes and impact? ?	Key informant interviews (IFAD; federal and state government staff; local government staff; selected CDAs & FSAs; selected groups of beneficiaries)

	To what extent did growing insecurity affect outreach?	<u>Field survey</u> : systematic crosschecking of selected benefits and results in sample locations
	Q6: To what extent was the geographical spread and the wide range of interventions that were supported a challenge to both implement and then also to assess effectiveness?	Key informant interviews (IFAD; federal and state government staff; local government staff; selected CDAs & FSAs; private sector actors; selected groups of beneficiaries)
Portfolio Efficiency		
➤ Governance context	Q7: What were the consequences of the delays in start-up and in release of counterpart funding? How have delays in disbursement affected performance (positively or negatively)? To what extent did the huge geographical coverage and the multi-tiered management structure affect the efficiency of the portfolio?	Project case studies, based on interviews with former project staff, inquiring about the consequences of late disbursements and programme stretch (IFAD; federal and state government staff; local government staff)
	Q8: Using project records, what can be said about value for money of the different investments, compared to national or regional benchmarks for unit costs for different resources or for cost versus quantity/quality of outputs?	Project accounts, Benchmarks from other projects, government agencies, private sector
Portfolio Sustainability		
	Q9: How far have the improvements continued and been replicated by others (such as other donors, private sector, and local governments)?	Key informant interviews (IFAD; federal and state government staff; local government staff; selected CDAs & FSAs; private sector; other development partners)
➤ Conflict & fragility	Q10: What external factors have affected sustainability (e.g. security, oil prices, political interference, conflict and insecurity)?	Key informant interviews (IFAD; federal and state government staff; local government staff; selected CDAs & FSAs; other development partners) Background analysis and studies
➤ Governance context	Q11: Have the 4th tier institutions (CDAs, FSAs) been maintained or replicated? Has this '4th tier' of government resulted in better service delivery to and empowerment of remote villages?	Key informant interviews (IFAD; federal and state government staff; local government staff; selected CDAs & FSAs; other development partners)
Portfolio Impact		
➤ M&E system	Q13: For income and assets, what is the real evidence for the substantial increases reported in the project PCRs? Equally for food security and productivity, is there substantiated data to justify the ratings?	<u>Project documents</u> : Mid-term review , Supervision Reports, Project completion report, Project impact studies (available for CBARDP and CBNRMP) Other studies and data, e.g. national statistical reports
	Q14: For states where IFAD-supported operations overlapped with other agricultural programmes, what can be concluded on IFAD's added value and impact?	Relevant documentation of WB supported operations and others.
➤ CDD approach	Q15: What was the impact on local groups and community bodies of their greater interaction with local government and other service providers?	Focus group discussions in sampled CBARD locations (former PSO staff, local government staff, selected CDAs & FSAs; selected groups of beneficiaries) Phone interviews with former project staff/local government

Gender and empowerment of women		
➤ Women and Youth	Q16: How inclusive were projects for women beneficiaries? Can the claims for inclusion of women and youth beneficiaries be substantiated? If yes, which mechanisms and interventions were the most effective in supporting economic inclusion of women and youth and for what results?	Review of project M&E data (field office) and available surveys/studies; Review of Project documents Focus group discussions (former PSO staff, local government staff, selected groups of beneficiaries)
Innovation & scaling up		
	Q17: What evidence is there that projects/programmes supported innovation? What were the main factors enabling or disabling scaling up?	<u>Project documents</u> : Mid-term review , Supervision Reports, Project completion report, Project impact studies (available for CBARDP and CBNRMP) Focus group discussions in sampled CBARD and CBNRDP locations
➤ CDD approach	Q18: What evidence is there that the CDD approach under CBARDP has been scaled up across non-participating states?	Within states (LGAs) (state/LGA interviews + docs) Across states (to non-participating states) (review of state legislation changes, other donors adopting (WB), funding Documents, and LG/community interviews
Partner Performance		
➤ Performance of IFAD	Q19. How reliable a basis for tracking project performance is the IFAD ratings system? How effective was IFAD's supervision process?	Analysis of ratings system against documentary supporting evidence Evidence of follow-up on supervision mission recommendations
➤ Performance of Government	Q20. What explains the delayed and limited Govt.'s contribution? What were the main reasons for the cancellation of two projects?	
➤ M&E	Q21: Why did M&E systems not respond satisfactorily to the challenge of capturing project results and impacts? Was it because of unrealistic designs/indicators, poor M&E implementation, or to the complex implementation arrangements? Are there successful examples of participatory/community-led M&Es?	Review of M&E documentation and system (field office) Focus group discussion with IFAD staff and former PSU/M&E staff Check if M&E reports included national statistics or national survey data

Non-lending activities (Policy Dialogue, Partnerships and Knowledge Management) – Evaluation Questions

Evaluation criteria/issues	Evaluation questions	Data sources/data collection methods
Relevance of Non-Lending Activities		
➤ Policy dialogue	Q1: Are policy dialogue, partnership-building, and knowledge management objectives clearly justified and outlined in the COSOP? Are they in line and consistent to the Government priorities and programme needs? Was the selected mix of policy dialogue, partnership-building and knowledge management appropriate and relevant?	Review of COSOP documentation Review of country policy documents Interviews with key government officials in terms of their understanding of IFAD's non-lending aims and activities
	Q2: Were resources earmarked for non-lending activities and explicitly outlined in the COSOP (e.g. in the form of grants and/or the IFAD administrative budget)?	Review of COSOP documentation
	Q3: To what extent was the grants portfolio aligned with the COSOP strategic objectives?	Review of grants documents
Effectiveness of Non-Lending Activities		
➤ Policy dialogue	Q3: Are the results of policy dialogue sufficiently documented and can the following questions be answered: <ul style="list-style-type: none"> • To what extent has IFAD's policy dialogue supported the effectiveness of the country programme, e.g. in terms of managing risks and scaling up of innovation? • To what extent has IFAD systematically engaged in and contributed to the deliberations of donor working groups related to agriculture, food security issues and rural development? • What contribution has been made in promoting Principles of Development Effectiveness in terms of ownership, alignment, donor coordination and harmonization, managing for results and mutual accountability? 	Documentation to be provided by Country Office Interviews with donors and other knowledgeable commentators (e.g. Prof Joe Yayock) Interviews with govt. and donors
	Q4: How effective have grants been as an instrument to support achievement of COSOP objectives?	Grants documentation COSOP self-assessment
	Q5: What progress has been made in strengthening knowledge management? What are the outcomes achieved from generating, sharing and using knowledge products and services and derive lessons on how to better support effectiveness of IFAD knowledge and research partnership activities in Nigeria in the future?	COSOP self-assessment Review of knowledge management system in Country Office Stakeholders and research partners discussion (

	Q6: How could IFAD better play its role as a development partner and knowledge institution? What incentives and resources are needed to achieve this end?	Group discussion with Country Office and feedback from partners (interviews)
	Q7: What added attention is needed to ensure quality, relevance, timeliness, and added value of policy dialogue, partnerships and knowledge management?	Follows from above
Efficiency of Non-Lending Activities		
	Q8: What resources (grants, staff, time) have been mobilised for the implementation of non-lending activities over the COSOP period? Was the administrative burden on the country office commensurate with its available resources and work program?	Financial data provided by HQ systems and country office
	Q9: How cost effective were non-lending activities compared to earmarked resources and IFAD internal benchmarks, if any? What per cent of grants were not fully disbursed, and why?	Financial data from HQ system

Strategic (COSOP) Level – Evaluation Questions

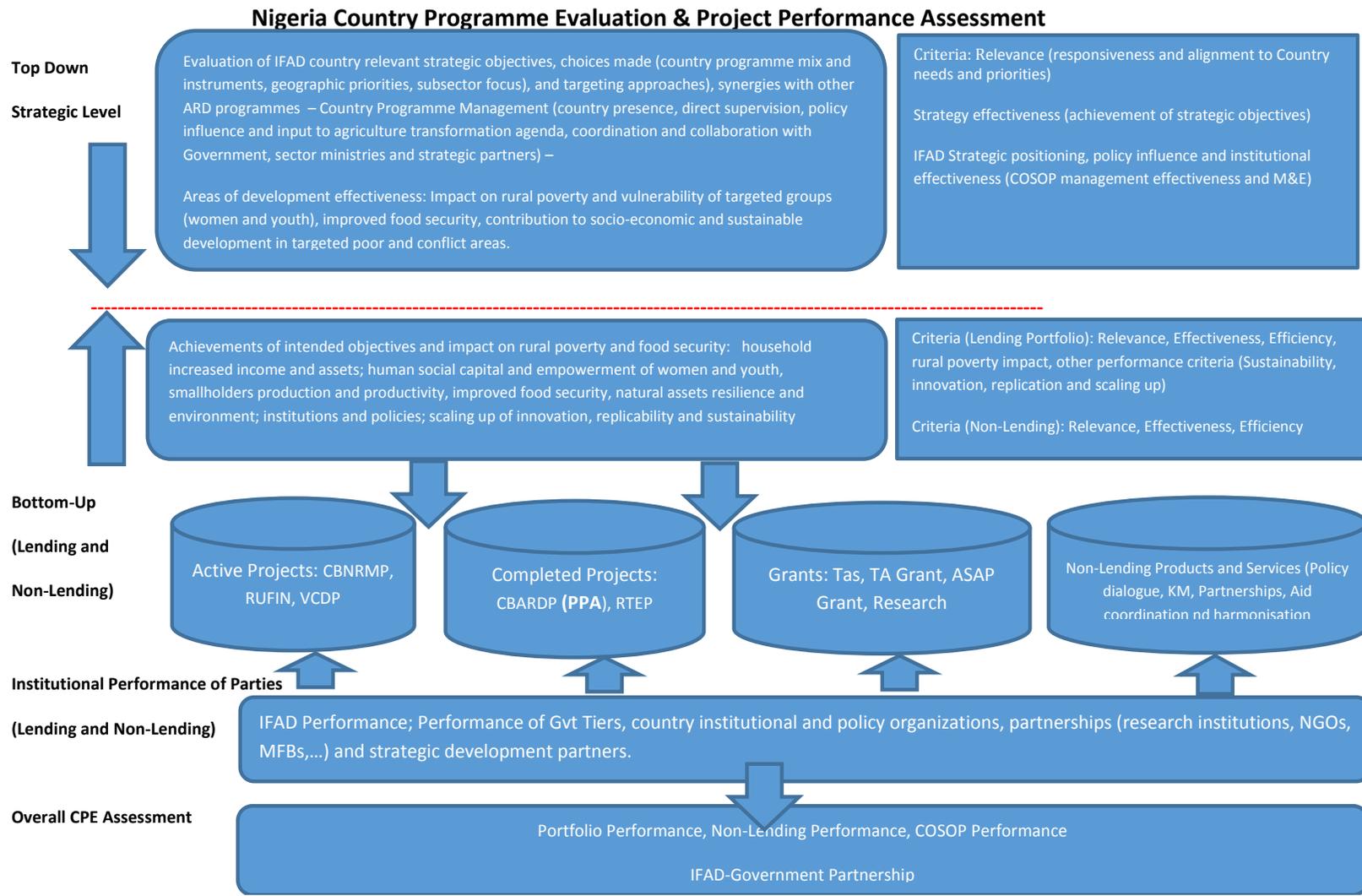
Evaluation criteria/issues	Evaluation questions	Data sources/data collection methods
COSOP Relevance:		
➤ Alignment of strategic objectives and COSOP internal coherence:	Q1: Did IFAD pursue the right country strategy to ensure the highest possible rural poverty impacts?	Review of COSOP document COSOP self-assessment Feedback from IFAD partners at central and local levels (including government, NGOs, CBOs, private sector other development partners)
➤ Alignment of strategic objectives and COSOP internal coherence:	Q2: Were the objectives set out in the COSOP consistent with the overarching objectives of the prevailing IFAD strategic framework and relevant corporate policies?	Review of IFAD policy documents and strategic framework
➤ Alignment of strategic objectives and COSOP internal coherence:	Q3: Did the 2010-2015 COSOP enable greater relevance and alignment with Nigeria new strategic priorities in the agriculture and rural development sector (ATA vision)? To what extent is the strategic shift reflected in the portfolio composition and the individual projects?	Review of COSOP document Review of Country policy and strategic documents Feedback from key Ministries (Agriculture and Finance) COSOP self-assessment
➤ Alignment of strategic objectives and COSOP internal coherence:	Q3: Have the strategic objectives and choices made (regarding country programme mix, geographic priorities, subsector focus, partner institutions and targeting approaches) been based on thorough country studies and lessons from experience? Did the COSOP build on the previous CPE recommendations? Did they sufficiently consider IFAD's comparative advantage and competencies in the country (i.e. country positioning) including contribution and additionality for innovation and scaling up, while recognizing any macro-micro paradox?	Review of COSOP document Review of Country policy and strategic documents Feedback from key Ministries (Agriculture and Finance) Review of country strategies from other development partners. COSOP self-assessment
	Q4: Are the intended development outcomes including gender equality, inclusiveness and youth employment well defined and articulated?	Review of COSOP document
	Q5: Were appropriate synergies foreseen within and among investment activities and between lending and non-lending activities? Did IFAD's overall assistance constitute a coherent country program?	<u>Test ToC results chain and causality</u> Review of COSOP document Interviews with COSOP authors, WCA management, CPMs
➤ Targeting	Q6: Were the target groups clearly identified in terms of the nature of the assistance that IFAD would provide?	Review of COSOP document
➤ Conflict, fragility and vulnerability	Q7: Were situations of conflict, fragility and vulnerability sufficiently understood and (fully) addressed in the COSOP?	Review of COSOP document Review the relevance of identified risks and risk mitigation measures

➤ Alignment of strategic objectives and external coherence:	Q8: Are IFAD's engagement and activities coherent and consistent in relation to the activities and policies of other development partners (bilateral and multilateral development organizations active in agriculture and rural development)? If there are significant differences, to what extent country dialogue was used to improve policy coherence and ensure the highest possible rural poverty impacts?	Review of other development partners country strategies Discussion with Country offices and other stakeholder
	Q9: Did consideration of global policy environment and exogenous factors (e.g. climate change, exposure to natural disasters and conflicts) guide the choice of lending and non-lending instruments and engagement with Government, NGOs, CBOs and private sector?	Review of COSOP document Review of lending and non-lending portfolio documents Interviews with WCA management, project officers
Country Programme & COSOP management		
	Q10: Did the Fund and Government adopt appropriate supervision and implementation support arrangements?	Review of supervision documents and project progress reports Interviews with Country Office, consultants working on supervision and government and non-government partners
➤ Policy dialogue	Q11: How did country presence support the COSOP strategic objectives, influence policies and enhance programme coordination and collaboration with Government, sector ministries and strategic development partners? To what extent did it enable stronger engagement at state level?	Interviews with WCA management, project officers, Government partners and other development partners
	Q12: Did the CPM (and country presence officer) have appropriate skills and competencies to promote the policy dialogue and partnership-building objectives identified in the COSOP?	Interviews with WCA management, project officers, Government partners and other development partners
	Q13: Were sufficient administrative and human resources made available for the implementation of the country strategy by both IFAD and the government? Are the current set-up and resources of the Country Office sufficient to enable state-level engagement and policy dialogue?	Review of financial and HR data Discussion with Country Office
➤ M&E systems	Q14: What is the quality of the COSOP results management framework, project status reports, and aggregated RIMS reports and country programme sheets, and were Management actions in connection with this information system appropriate? Has the M&E system enabled timely management response across projects and regions?	Review of COSOP documentation
➤ M&E systems	Q15: Was the COSOP M&E performed properly? Were annual country programme reviews undertaken in a timely manner and were the corresponding recommendations implemented within the required timeframes? Was the COSOP MTR undertaken in a timely manner as a measure to achieve programme effectiveness?	Review of COSOP documentation

COSOP Effectiveness		
	Q16: What can be said about the achievement of COSOP objectives, based on the available evidence? To what extent have the COSOP objectives been achieved through the (documented) results from individual projects? Given the geographic spread, are there any synergies between project results that contribute to the achievement of COSOP strategic objectives? To what extent have project results, e.g. on poverty reduction and food security, been offset by the effects of wider changes, shocks and crises, e.g. changes of food and oil prices, conflict? How significant are variations of project results at state levels, given the particular political, economic and social context?	<p><u>Bottom-up analysis:</u></p> <ul style="list-style-type: none"> Match project-level results against COSOP results, based on a review of documented COSOP results, e.g. Annual Impact Reviews, COSOP MTR. Assess the extent to which (outcome and impact level) project results have been achieved in the context of different states, based on a review of state-level data and project results. Review general economic and poverty trends (at national and state levels) and how they may have affected (positively or negatively) COSOP results, based on country statistical data and country economic and agricultural sector analysis.
	Q17: How effectively was the country strategy implemented through lending and non-lending activities, such as policy dialogue, partnerships, and knowledge sharing and how did they perform?	<p><u>Bottom-up analysis:</u></p> <ul style="list-style-type: none"> Review performance of individual activities and the extent to which they contributed to the achievement of COSOP strategic objectives?
	Q18: What changes in the context have influenced the fulfilment of the strategic objectives? Was the COSOP properly adapted at mid-course to reflect changes in the context? Did the COSOP reflect the need for tailored responses at state level?	<p>Review COSOP documentation (MTR, annual progress reports)</p> <p><u>COSOP timeline analysis:</u> Mapping main events (contextual and operations) and any strategic actions/decisions for the COSOP implementation period</p>
➤ Governance context	Q19: What are the factors that have hindered the smooth implementation and management of the country strategy? How important were factors related to the governance context and what could have been done differently to address them?	<p>Country analysis, studies and documents (background documentation)</p> <p>Discussion with government stakeholders and development partners</p>
Partner performance & contribution to COSOP results		
IFAD	Q20: How has IFAD performed as development partner, in furthering its corporate, country and ARD strategies in Nigeria by supporting smallholder farmers, promoting partnerships, and enhancing its PBA financing framework (adequacy of resources) as well as knowledge management and communication in COSOP design, implementation and management for development results? How has IFAD performed according to principles of Development Effectiveness (as stated in Accra, Paris and Busan declarations)?	<p><u>Contribution assessment:</u> Assess IFAD's performance (based on what has been achieved above) and establish value-added through documents review, stakeholder discussion and discussion with Country Office (using the self-assessment)</p>

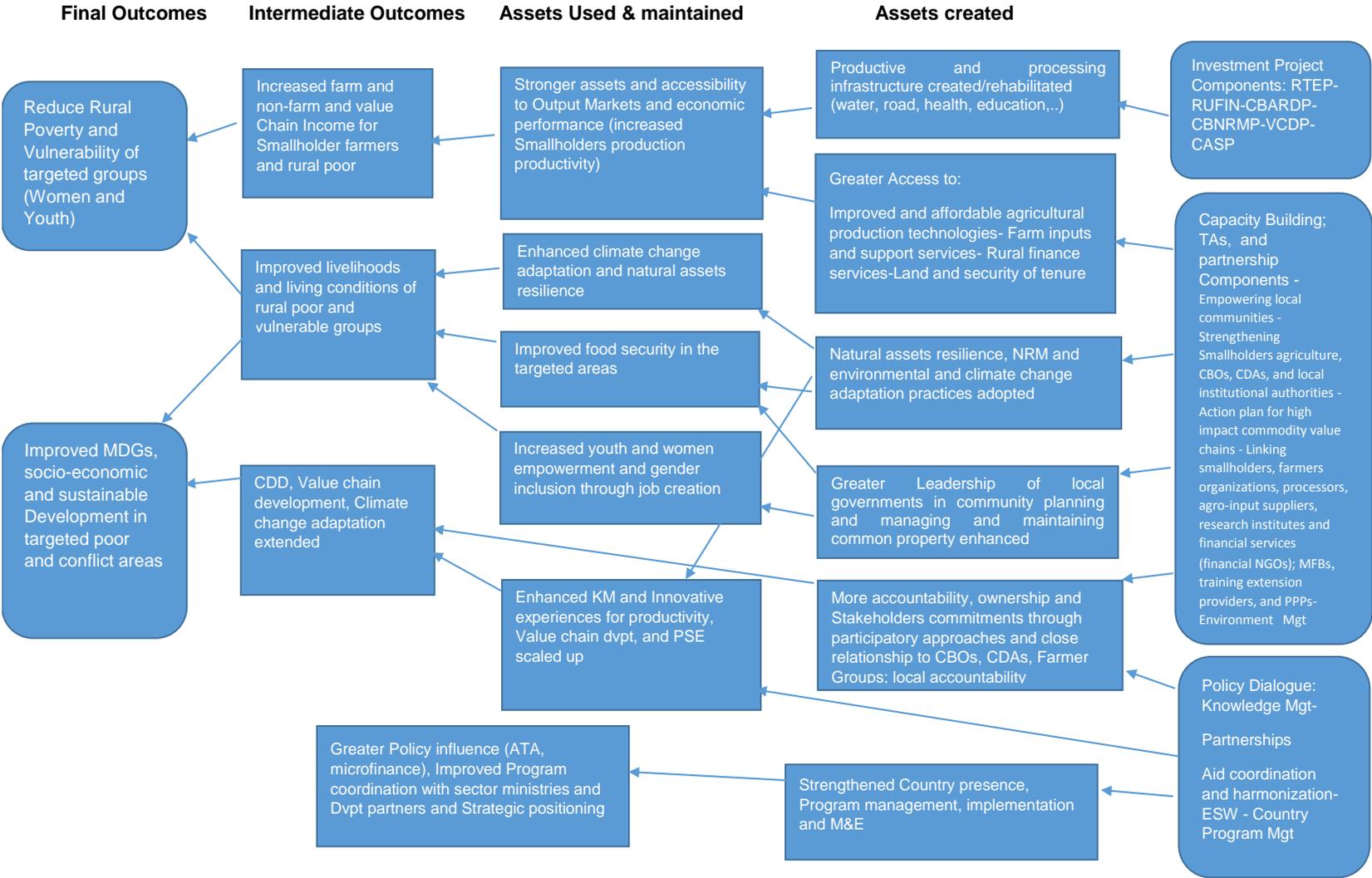
➤ Governance context	Q21: How well have country and operational risks been managed, particularly the corruption and poor governance, the social and political conflicts in the Niger Delta region and in the North, the environmental degradation and climate change, as well as the counterpart funding and implementation delays? How has IFAD coped with challenges arising from the federal governance structure and has there been noticeable learning in this regard over the evaluation period?	Stakeholder discussion and discussion with Country Office (using the self-assessment) Review of COSOP documentation
	Q22: To what extent has the IFAD country office and HQ contributed to solving partnership, policy and knowledge management issues and to reducing the transactional and operational costs in managing country portfolio and related lending or non-lending activities?	<u>Contribution assessment</u> : Assess IFAD's performance (Portfolio assessment) and establish value-added through documents review, stakeholder discussion and discussion with Country Office (using self-assessment)
Government	Q23: How have the recipient country government at federal, states, local government, performed as development actors in COSOP design, implementation, and management for development results?	Review performance of government actors at all levels, based on findings from portfolio assessment and stakeholder discussions.
Other partners	Q24: What was the contribution of community-based organizations, NGOs, private sector, and other development actors to COSOP design, implementation, and management for development results?	Review performance of other actors, based on findings from portfolio assessment and stakeholder discussions
Conclusions on COSOP results	Q25: Which design, implementation and sustainability factors can be derived from the findings that drive or hinder achievement of COSOP development outcomes and related lending and non-lending programme?	Analysis based on findings from above
Lessons and recommendations	Q26: What are key lessons and recommendations that can be drawn for the new Nigeria COSOP and programme development?	Follows from above

CPE Assessment Structure



COSOP Theory of Change

2010-2015 RB COSP Theory of Change



List of IFAD-supported lending operations approved since 1985

Project ID	Programme Name	Programme Short Name	Amount (US\$ millions)	Approval Date	Signing Date	Effective Date	Completion Date	Current Cooperating Institutions	At time of CPE
177	Multi State Agriculture Development Multi-State Agricultural Development - Cassava Multiplication Project	MSAP	12.00	05/12/1985	27/02/1987	25/09/1987	31/12/1996	WB	Closed
236	Artisanal Fisheries Development Project	ArtiFishD	15.00	30/11/1988	23/01/1990	05/04/1991	31/03/1997	UNOPS	Closed
273	Katsina State Agricultural and Community Development Project	KSACDP	12.19	12/12/1990	05/06/1991	08/07/1993	31/12/2000	WB	Closed
307	Sokoto State Agricultural and Community Development Project	SSACDP	9.62	08/09/1992	13/09/1993	04/11/1994	31/12/2000	WB	Closed
339	Benue and Niger States Agricultural Support Project	BENUE/NIGER AGRI SUP	n/a	02/12/1993			28/02/1996	AFDB	Cancelled
1016	Roots & Tubers Expansion Programme	ROTEP	23.05	09/12/1999	15/05/2000	31/07/2001	30/09/2009	IFAD	Effective
1196	Community-Based Agricultural and Rural Development Programme	CBARDP	29.90	12/09/2001	11/12/2001	31/01/2003	31/03/2013	IFAD	Effective
1260	Community-Based Natural Resource Management Programme (Niger Delta)	CBNRMP	15.00	11/12/2002	09/07/2003	06/07/2005	30/09/2015	IFAD	Effective (early stages)
1212	Rural Finance Institutions Building Programme	RUFIN	27.57	14/09/2006	26/08/2008	20/01/2010	31/03/2017	IFAD	Not effective yet
1337	Rural Microenterprise Development Programme	RUMEDP	--	13/12/2007			20/05/2010	IFAD	Still at design stage
1196-a	Community-Based Agricultural and Rural Development Programme	CBARDP	13.00	16/09/2010	24/09/2010	24/09/2010	31/03/2013	IFAD	n/a
1594	Value Chain Development Programme	VCDP	74.85	03/04/2012	23/08/2012	14/10/2013	31/12/2019	IFAD	n/a
1692	Climate Change Adaptation and Agribusiness Support Programme in the Savannah Belt	CASP	85.46	11/12/2013				IFAD	Entry into Force
1753	Rural Agribusiness Sector Enhancement Programme	RAISE	n/a						

Data on effectiveness lag and sources of funding

Table1
Lending portfolio and sources of finance at approval (CPE period)

Project	Total	IFAD	National		Beneficiaries	Domestic Financial		International	
			Government	Local Government		Institutions	Institutions		
Roots & Tubers Expansion	36 089 433	23 047 937	7 187 069	5 845 972	8 455	-	-	-	-
CBARDP	116 600 001	42 900 001	3 269 875	63 392 625	3 837 500	-	-	3 200 000	-
RUFIN	39 998 029	27 574 134	6 176 568	-	985 116	4 762 211	-	500 000	-
CBNRMP - Niger Delta	82 200 000	15 000 000	18 800 000	40 200 000	4 400 000	-	-	3 800 000	-
VCDP	104 731 879	74 852 350	15 600 041	-	8 068 690	-	-	6 210 798	-
CASP	93 553 646	85 456 027	5 774 691	-	1 400 000	-	-	922 928	-
TOTAL	473 172 988	268 830 449	56 808 244	109 438 597	18 699 761	4 762 211	-	14 633 726	-

Table 2
IOE ratings for Project Management, M&E and likelihood of achieving DOs - Nigeria, West and Central Africa and other IFAD Regions compared

	<i># of Active projects</i>	<i>Effectiveness lag</i>	<i>Quality of project management</i>	<i>Performance of M&E</i>	<i>Likelihood of achieving the development objectives</i>
Nigeria	4	32.60	3.82	3.75	4.06
WCA	72	12.71	3.99	3.76	4.04
ESA	67	11.28	4.19	3.92	4.04
APR	67	9.67	3.96	3.70	3.96
LAC	51	19.64	4.16	3.78	4.08
NEN	62	12.04	4.17	3.85	4.22
WCA+ESA	139	11.97	4.09	3.84	4.04
IFAD	319	12.40	4.08	3.80	4.06

List of IFAD funded grants with activities in Nigeria

Country Specific Grants

<i>Grant Number</i>	<i>Recipient</i>	<i>Programme Name</i>	<i>Grant Amount (USD at Design)</i>	<i>Approval Date</i>	<i>Closing Date</i>
G-I-R-1350-	Ministry of Agriculture - Nigeria	Support to the Design of a Strategy and Action Plan for High Impact Commodity Value Chains in Nigeria	500 000	20/01/2012	31/12/2014

Global/Regional Grants

<i>Grant Number</i>	<i>Recipient</i>	<i>Programme Name</i>	<i>Type</i>	<i>Grant Amount (USD at Design)</i>	<i>Approval Date</i>	<i>Closing Date</i>
200000047300	University of Greenwich NRI - UK	Increasing performance of the cassava industry (IPCI)	Global/Regional - Large	1 582 978	13/09/2014	
200000046700	International Institute of Tropical Agriculture - Nigeria	Achieving development impact and environmental sustainability through intensification of pro poor cropping systems based on cassava, yams and legumes.	Global/Regional - Agricultural Research for Development	3 241 875	17/12/2013	
200000028900	International Institute of Tropical Agriculture - Nigeria	Improving Quality, Nutrition and Health Impacts of Inclusion of Cassava Flour in Bread Formulation in West Africa (Nigeria and Ghana)	Global/Regional - Small	458 745	28/11/2013	30/09/2016
200000021600	International Institute of Tropical Agriculture - Nigeria	Youth Agribusiness Development Initiative (YADI) A Private-Public Partnership to Advance Participation of Youth in Agriculture	Global/Regional - Small	402 500	22/10/2013	31/03/2017
200000018000	Centre for Entrepreneurship, Education and Development - Canada	Creating Opportunities for Rural Youth in West and Central Africa (CORY)	Global/Regional - Large	1 950 000	27/12/2013	30/09/2017
200000017500	International Institute of Tropical Agriculture - Nigeria	Integrated Systems for humid tropics	Global/Regional - Agricultural Research for Development	2 500 000	09/12/2013	07/05/2018
G-I-R-1443-	International Bank for Reconstruction and Development - USA	Gender Equality and Productivity - Identifying Opportunities for Agricultural Growth in Sub-Saharan Africa	Global/Regional - Small	329 292	18/12/2011	08/10/2015
G-C-ECG-57-	International Institute of Tropical Agriculture - Nigeria	Achieving Development Impact and Environmental Sustainability through Intensification of Pro-Poor Cropping Systems based on Cassava, Yams and Legumes	Global/Regional - Large	1 301 790	20/12/2011	17/07/2014
G-I-R-1352-	Michigan State University - USA	Improving the Inclusiveness of Agricultural Value Chains in West Africa: the Role of Market Segmentation and Emerging Sub-Channels	Global/Regional - Small	500 000	27/02/2012	31/12/2014
G-I-R-1245-	SONGHAI - Benin	Rural Youth and Agricultural Business Development in West	Global/Regional - Large	1 800 000	05/12/2010	30/09/2014

and Central Africa						
G-I-R-1247-	WARF - Senegal	Support to Improve IFAD Project Performance in West and Central Africa	Global/Regional - Large	1 000 000	05/12/2010	31/12/2014
G-C-ECP-2-	ECOWAS	Food Facility Programme	Global/Regional - Large	3 249 721	26/07/2010	31/07/2012
G-C-ECG-28-	International Institute of Tropical Agriculture - Nigeria	2008 EC Contribution to the Consultative Group for International Agricultural Research	Global/Regional - Large	5 017 292	18/12/2008	31/07/2012
G-I-R-975-	International Institute of Tropical Agriculture - Nigeria	Participatory Development, Diffusion and Adoption of Cowpea Technologies For Poverty Reduction and Sustainable Livelihoods in West Africa	Global/Regional - Large	1 200 000	12/09/2007	22/11/2011
G-I-R-704-	International Institute of Tropical Agriculture - Nigeria	Productive and Competitive Yam Systems - Phase II	Global/Regional - Large	1 500 000	09/09/2004	30/06/2010
Total Grant Value				26 034 194		

Loan Component and Associated Grants

Grant Number	Recipient	Programme Name	Type	Grant Amount (XDR at Design)	Approval Date	Closing Date
200000072700	Nigeria	Climate Change Adaptation and Agribusiness Support Programme	Loan Component	310 000.00	06/06/2014	
200000072500	Nigeria	Climate Change Adaptation and Agribusiness Support Programme	Grant Adaptation for Small-holder Agriculture Grant Loan	9 800 000.00	06/06/2014	
G-I-C-1358-	Nigeria	Value Chain Development Programme	Loan Component	330 000.00	03/04/2012	30/06/2020
G-I-C-995-	Nigeria	Rural Microenterprise Development Programme	Loan Component	260 000.00	13/12/2007	20/05/2010
G-I-C-870-	Nigeria	Rural Finance Institutions Building Programme	Loan Component	270 000.00	14/09/2006	30/09/2017
Total Grant Value				10 970 000.00		

Other Types of Grants

Grant Number	Recipient	Programme Name	Grant Amount (US\$ at Design)	Approval Date	Closing Date
200000036500	Rainforest Resource and Development Centre - Nigeria	NFC 1313 RRDC	23 961	28/11/2013	11/05/2015

Tool for Project-level Self-Assessment-

Project title		
Project Self-assessment by		Place and date:

Self-assessments by those directly involved in the design and implementation of IFAD-funded operations are an important element of the CPE. They include questions from the CPE framework that may not be covered by the available programme documentation. Please take your time to carefully review the questions below. Key information and evidence is required for the completion of sections A to F in response to these questions. You are then invited to provide self-ratings in Table G. Please keep the report at a maximum of 4 pages.

Thank you for your collaboration!

A. Project Implementation Highlights (half a page)

- Briefly summarize project status with regard to the achievement of agreed (i) outputs, (ii) budget use and (iii) schedules and deadlines.
- Highlight any major deviations from the original project design and the reasons for that change.
- Present the main challenges that have affected implementing and the actions taken to address those challenges

B. Project Performance (1 to 1.5 pages maximum)

<i>Criteria</i>	<i>Guiding questions</i>
Relevance	<ul style="list-style-type: none"> • Which aspects of the project design have been strongly aligned with the NEEDS/SEED/LEEDS and then ATA, and other relevant national policies? • Which aspects of the project were highly relevant to the beneficiaries' needs in terms of their farming or employment opportunities? • Did the project use a participatory planning approach and to what extent did this help to align the project to the priorities of smallholder communities?
Effectiveness	<ul style="list-style-type: none"> • To what extent did the project achieve the intended objectives? • What are the main achievements of the project in terms of outreach, outcomes and impacts? • What data are there to substantiate these achievements? • Why was outreach not as high as planned? • To what extent was the wide range of interventions supported a challenge to effective implementation?
Efficiency	<ul style="list-style-type: none"> • How have delays in disbursement affected performance? • To what extent did the huge geographical coverage and the multi-tiered management structure add to increased project costs? • How do the projects unit costs compare to benchmarks from other projects and government agencies?

C. Rural Poverty Impact (1 page)

Rural Poverty Impact <i>(Any changes)</i>	<ul style="list-style-type: none"> • What data did the project collect on household income and assets? How complete and reliable are these data?
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that have been caused by the whether positive, negative, direct, indirect, intended or non-intended)

- What data are there on food security and productivity?
- What changes have been documented with regards to grassroots organizations, social cohesion, and empowerment women and youth?
- What other changes have occurred as a result of this project?
- Which project mechanisms have been instrumental in facilitating these changes?

D. Sustainability and Innovation (Half a page)

- Sustainability**
- Have the observed improvements continued after the interventions have been completed?
 - Which mechanisms have been replicated by others (such as other donors, local governments)?
 - What external factors have affected the sustainability of project results (e.g. security, oil prices, political interference, conflict and insecurity)?

- Pro-poor innovation, replication and scaling up**
- What have been the most successful innovations supported by the project? What evidence is there to demonstrate the success?
 - What evidence is there that mechanisms supported by the project have been replicated or scaled up by others (including government and private sector)?

- Gender equality and youth**
- What data are there to demonstrate the project's impact on women and youth?
 - Which mechanisms were the most effective in working with women and youth?

E. Performance of Partners (Half a page)

- Performance of partners**
- **IFAD:** How effective and efficient has the programme been designed and managed by IFAD?
 - **Government:** How effective and efficient has the programme been coordinated and managed by (a) Federal Government (b) PSU (c) State government and (d) local government
 - **Others:** How important have been the contributions of other partners?

F. Other Outstanding Observations (2-4 paragraphs)

- Please present any key emerging issue or lesson learned (2-4 items maximum)

G. Ratings

To make this a useful and productive exercise, please:

- Rate the project performance based on your assessment above
 - Use the template attached perform your rating
 - Make sure that ratings do not reflect only a single person's perception; discuss and rate as a project team!
 - Make sure that ratings are supported by the available evidence
 - Make sense - criteria where there is no evidence (yet) should not be rated
 - Be aware that this is an important input in the CPE; evaluators will follow up with discussions and/or interviews
-

Project rating template

Criteria	Proposed rating*
Relevance	
Effectiveness	
Efficiency	
Impact	
(a) HH Income and Net Assets	
(b) Human and Social Capital Empowerment	
(c) Food Security and Agricultural Productivity	
(d) Natural Resources and Environment	
(e) Institutions and Policies	
Sustainability	
Pro-poor Innovation, Replication and Scaling Up	
Gender equality and women's empowerment	
Performance of partners	
(a) IFAD's Performance	
(b) Government's Performance	
(c) Cooperating Institution	
Overall Assessment	

*Please provide ratings, whenever possible, on a 6-point scale: : 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory.

For further guidance on the criteria, please visit the Evaluation Manual website of IFAD's Evaluation Office:
http://www.ifad.org/evaluation/process_methodology/index.htm

Tool for Self-Assessment of Non-Lending Activities and COSOP Performance

Self-assessments by those directly involved in the design and implementation of the COSOP are an important element of the CPE. They include questions from the CPE framework that may not be covered by the available COSOP documentation. Please take your time to carefully review the questions below. Key information and evidence is required for the completion of sections A and B in response to these questions.

You may provide ratings for each criterion after answering the questions. Self-ratings should take into consideration the available evidence to support these ratings. In order to avoid biased perceptions and also to strengthen learning across the country team, ratings should be discussed and agreed by the team.

For further guidance on the criteria please visit the Evaluation Manual website of IFAD's Evaluation Office:

http://www.ifad.org/evaluation/process_methodology/index.htm

Please keep the report short (2-3 pages).

Thank you for your collaboration!

A. Assessment of non-lending Activities

Non Lending Activity	Guiding questions	Proposed rating*
Policy Dialogue	<ul style="list-style-type: none"> To what extent did IFAD achieve the objectives for policy dialogue, as identified in the COSOP MTR? What is the evidence to substantiate those achievements? 	
Knowledge Management	<ul style="list-style-type: none"> How has IFAD Nigeria improved knowledge management over the COSOP period? What worked well and what did not work? 	
Grants	<ul style="list-style-type: none"> To what extent did the available grants support the achievement of COSOP objectives? What is the evidence to substantiate those achievements? 	
Partnership building	<ul style="list-style-type: none"> How did partnerships improve as a result of the CPM posting within the country? Any other main factors that have helped to strengthen partnerships? What evidence is there to illustrate those changes? 	

B. COSOP Assessment

Non Lending Activity	Guiding questions	Proposed rating*
Relevance of the programme	<ul style="list-style-type: none"> • Which aspects of the COSOP helped IFAD to ensure the highest possible rural poverty impacts? • How relevant and aligned was the 2010-2015 COSOP design to Nigeria country's changing needs and the new strategic priorities in the agriculture and rural development sector (ATA vision)? • How did the COSOP help IFAD to strengthen its comparative advantage in Nigeria? • Did the COSOP make the right strategic choices (regarding country programme mix, geographic priorities, subsector focus, partner institutions and targeting approaches)? What adjustments had to be made? 	
Effectiveness of the programme	<ul style="list-style-type: none"> • What evidence is there to demonstrate the effectiveness of the strategy? • How effective has been the mix of lending and non-lending activities, such as policy dialogue, partnerships, and knowledge sharing? • How effective has the country office been in managing the risks identified in the COSOP (corruption and poor governance, social and political conflicts in the Niger Delta region, the environmental degradation and climate change, as well as the counterpart funding and implementation delays)? What other risks have been identified and managed by the country office? 	

*Please provide ratings, whenever possible, on a 6-point scale: : 1 = highly unsatisfactory; 2 = unsatisfactory; 3 = moderately unsatisfactory; 4 = moderately satisfactory; 5 = satisfactory; 6 = highly satisfactory.

Stakeholders identified in the 2010 COSOP

Federal Government:

Federal Ministry of Agriculture and Rural Development

Agricultural Research Institutes, such as the National Roots Crops Research Institute

Federal Ministry of Finance

Federal Ministry of Commerce and Industry

National Planning Commission

Financial institutions:

Central Bank of Nigeria

Bank of Agriculture

Bank of Industry

National Apex of Microfinance Banks (NAMB)

Association of Non-Bank Microfinance Institutions (AMFIN)

Private sector institutions:

NAPO (financial institution)

LAPO (Edo State)

DEC (Bauchi State)

NIRSAL (Abuja)

Ebony Rice, TARA Rice, ONYX Rice (Niger)

Syntia (Abuja)

Saro Agrosience (Abuja)

Songhai Regional Center (Rivers State)

Non-Government organisations:

Children of Hope (Abuja)

All Farmers Association of Nigeria (Abuja)

Other (tbc): commodity-specific associations as well as cooperatives, grassroots institutions, trade associations and trade groups

International NGOs (OXFAM, Action Aid, etc.)

CISLAC – Civil Society Legislative Advocacy

WOFAN (Women Farmers Advancement

State governments:

Ministries of Agriculture

Ministries of Economic Affairs, Donor Coordination Offices

Multi-state programme offices

Local Government Administrations (includes 774 LGAS)

Donor Agencies in the Agriculture Development Partners and Donor Group (AfDB, CIDA, DFID, European Union, FAO, GIZ, JICA, UNDP, USAID, and World Bank)

Bibliography and References

IFAD DOCUMENTATION

Project related Documentation

A comprehensive list of project documents for the CPE team to review will be developed by IOE.

IFAD Strategy/Policy

Evaluation Manual – 2009; 2015

Evaluation policy – 2011

Strategic Framework, 2007-2010; 2011-2015

Land policy – 2008

Innovation strategy – 2007

Knowledge management strategy –2007

Rural finance policy – 2000 and 2009 update

Anti-corruption policy – 2005

Rural enterprise policy – 2004

Environment and natural resource management Policy – 2011.

Private Sector Policy – 2011.

Gender equality and women's empowerment Policy – 2012.

IFAD Partnership Strategy – 2012.

Evaluations Documents, IOE

Country Programme Evaluation of the Federal Republic of Nigeria – 2009

Evaluation Insight, *Key elements for supporting the renewed focus on agricultural productivity and small-scale agricultural development in Nigeria* - Insight No. 10, September 2009

Nigeria Country Summary sheet – July 2013, June 2014

Country Strategy and Opportunities Papers (COSOPs) Nigeria – 2001, 2010

IFAD's Performance with regard to Gender Equality and Women's Empowerment, 2010

Independent External Evaluation of the IFAD, 2005

Microfinance for Marginal and Small Farmers Project, 2013

Microfinance and Technical Support Project - Project performance assessment, 2012

Government Of Nigeria Policies And Strategies

Nigeria Vision 20: 2020, National Planning Commission, December 2010

Agricultural Transformation Agenda, Federal Ministry of Agriculture and Rural Development, December 2013

Other documents

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- The Economist (a), *Step change: Revised figures show that Nigeria is Africa's largest economy*. Finance and Economics, April 12 2014:
<<http://www.economist.com/news/finance-and-economics/21600734-revised-figures-show-nigeria-africas-largest-economy-step-change>>
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- WB, *Nigeria Economic Report*. Washington, May 2014

Websites consulted

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- ILO; <http://www.ilo.org/global/statistics-and-databases>
- OECD DAC; <http://www.oecd.org/dac/stats>
- WB; <http://data.worldbank.org/data-catalog/world-development-indicators>
- Nigeria National Bureau of Statistics; <http://nigerianstat.gov.ng/>