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Report No: ICR00005429

IMPLEMENTATION COMPLETION AND RESULTS REPORT

CREDIT NUMBER: IDA-50220

ON A

CREDIT

IN THE AMOUNT OF SDR 126.2 MILLION  
(US\$200 MILLION EQUIVALENT)

TO THE

FEDERAL REPUBLIC OF NIGERIA

FOR A

STATE EMPLOYMENT AND EXPENDITURE FOR RESULTS PROJECT

May 28, 2021

Governance Global Practice  
Africa Region

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## CURRENCY EQUIVALENTS

(Exchange Rate Effective March 5, 2021)

Currency Unit = Nigerian Naira

NGN 381.08 = US\$1

US\$1.44 = SDR 1

FISCAL YEAR

July 1 – June 30

## ABBREVIATIONS AND ACRONYMS

AEA	Activity Executing Agency
AF	Additional Financing
CAAT	Computer-Assisted Audit Technique
CDD	Community-Driven Development
CDP	Community Development Plan
COFOG	Classification of the Functions of Government
CPS	Country Partnership Strategy
CSDA	Community and Social Development Agency
CSDP	Community and Social Development Project
DSN	Data Science Nigeria
ECA	Excess Crude Account
EIRS	Edo State Internal Revenue Service
ERAS	Edo State Revenue Administration System
ESMP	Environmental and Social Management Plan
EU	European Union
FCA	Fadama Community Association
FM	Financial Management
FSP	Fiscal Strategy Paper
GIS	Geographic Information System
GFS	Government Finance Statistics
GDP	Gross Domestic Product
GRM	Grievance Redress Mechanism
ICR	Implementation Completion and Results Report
ICT	Information and Communication Technology
IFMIS	Integrated Financial Management Information System

IFR	Interim Financial Report
IGR	Internally Generated Revenue
IERD	International Economic Relations Department
IP	Implementation Progress
IPSAS	International Public Sector Accounting Standard
IRAS	Integrated Revenue Administration System
IRI	Intermediate Results Indicator
ISM	Implementation Support Mission
ISR	Implementation Status and Results Report
JTB	Joint Tax Board
LAN	Local Area Network
LEEMP	Local Empowerment and Environmental Management Project
LDP	Local Development Plan
MDAs	Ministries, Departments, and Agencies
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MNDA	Ministry of Niger Delta Affairs
MTEF	Medium-Term Expenditure Framework
MTR	Midterm Review
MTSS	Medium-Term Sector Strategy
NBTE	National Board for Technical Education
NGO	Nongovernmental Organization
NPCU	National Project Coordinating Unit
PAC	Public Accounts Committee
PAD	Project Appraisal Document
PDO	Project Development Objective
PEMFAR	Public Expenditure Management and Financial Accountability Review
PFM	Public Financial Management
PFMU	Project Financial Management Unit
PIM	Project Implementation Manual
PIU	Project Implementing Unit
PPP	Public-Private Partnership
PSP	Private Sector Participant
RIVTAMIS	Rivers State has implemented an integrated Tax Management Information System
RHoA	River State House of Assembly
SAP	Systems, Applications, and Products

SBD	Standard Bidding Document
SBMC	School Based Management Committee
SEEFOR	State Employment and Expenditure for Results
SFTAS	States' Fiscal Transparency, Accountability, and Sustainability
SGCB	State Governance and Capacity Building Project
SHOA	State House of Assembly
SIFMIS	State Integrated Financial Management Information System
SPCU	State Project Coordinating Unit
SPSC	State Project Steering Committee
STEP	Systematic Tracking of Exchanges in Procurement
SWF	Sovereign Wealth Fund
S&T	Science and Technology
TCC	Tax Clearance Certificate
TPM	Third-Party Monitoring
TTL	Task Team Leader
TSA	Treasury Single Account
TVET	Technical and Vocational Education and Training
WAN	Wide Area Network

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## TABLE OF CONTENTS

<b>DATA SHEET</b> .....	<b>1</b>
<b>I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES</b> .....	<b>7</b>
<b>A. CONTEXT AT APPRAISAL</b> .....	<b>7</b>
<b>B. SIGNIFICANT CHANGES DURING IMPLEMENTATION (IF APPLICABLE)</b> .....	<b>12</b>
<b>II. OUTCOME</b> .....	<b>14</b>
<b>A. RELEVANCE OF PDOs</b> .....	<b>14</b>
<b>B. ACHIEVEMENT OF PDOs (EFFICACY)</b> .....	<b>15</b>
<b>C. EFFICIENCY</b> .....	<b>24</b>
<b>D. JUSTIFICATION OF OVERALL OUTCOME RATING</b> .....	<b>27</b>
<b>III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME</b> .....	<b>30</b>
<b>A. KEY FACTORS DURING PREPARATION</b> .....	<b>30</b>
<b>B. KEY FACTORS DURING IMPLEMENTATION</b> .....	<b>31</b>
<b>IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME</b> ...	<b>32</b>
<b>A. QUALITY OF MONITORING AND EVALUATION (M&amp;E)</b> .....	<b>32</b>
<b>B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE</b> .....	<b>36</b>
<b>V. LESSONS AND RECOMMENDATIONS</b> .....	<b>40</b>
<b>ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS</b> .....	<b>42</b>
<b>ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION</b> .....	<b>71</b>
<b>ANNEX 3. PROJECT COST BY COMPONENT</b> .....	<b>73</b>
<b>ANNEX 4. EFFICIENCY ANALYSIS</b> .....	<b>74</b>
<b>ANNEX 5. BORROWER, CO-FINANCIER AND OTHER PARTNER/STAKEHOLDER COMMENTS</b> ....	<b>79</b>
<b>ANNEX 6. SUPPORTING DOCUMENTS (IF ANY)</b> .....	<b>103</b>
<b>APPENDIX 1. REVISION OF THE RESULTS FRAMEWORK</b> .....	<b>104</b>
<b>APPENDIX 2. OVERVIEW OF PROJECT PORTFOLIO</b> .....	<b>106</b>
<b>APPENDIX 3</b> .....	<b>111</b>
<b>APPENDIX 4. REVISED PROJECT COST ALLOCATION AND GRANT ALLOCATION (IN US\$, MILLIONS) COMPONENT</b> .....	<b>113</b>
<b>APPENDIX 5. EDO REVENUE ADMINISTRATION SYSTEM (ERAS) MAKING THE CASE FOR TECHNOLOGY-FOR-PURPOSE</b> .....	<b>114</b>

## DATA SHEET

### BASIC INFORMATION

#### Product Information

Project ID	Project Name
P121455	State Employment and Expenditure for Results Project
Country	Financing Instrument
Nigeria	Investment Project Financing
Original EA Category	Revised EA Category
Partial Assessment (B)	Partial Assessment (B)

#### Related Projects

Relationship	Project	Approval	Product Line
Supplement	P133071-State Employment and Expenditure for Results Project	31-Jul-2014	Recipient Executed Activities

#### Organizations

Borrower	Implementing Agency
Federal Republic of Nigeria	Federal Ministry of Budget and National Planning



## Project Development Objective (PDO)

### Original PDO

The project development objective (PDO) is to enhance opportunities for employment and access to socio-economic services while improving the public expenditure management systems in the participating states. Achievement of the PDO will be measured by the following key performance indicators: (i) Number of people employed under SEEFOR youth employment program in participating states (disaggregated by self-employed, formal employment, and gender); (ii) Number of people with access to services supported in targeted communities (disaggregated by specific services: water points, classrooms, electricity connections, improve sanitation facilities, etc.); (iii) Percentage deviation of actual aggregate expenditure from budgeted expenditure in the participating states; (iv) Percentage of public contracts above threshold awarded through competitive process in each participating state.

### Project Beneficiaries

The main beneficiaries of the project are the four state governments with selected ministries, departments and agencies and communities in Bayelsa, Edo, Delta and Rivers states. Specifically the direct beneficiaries of Component A – Youth Employment and Access to Socio-Economic services – are mainly youths who are unemployed and/or seeking to be trained in vocational and technical courses in order to find jobs or set up on their own, the technical and vocational training institutions themselves and the state ministries of education and agriculture. In addition, the state agencies responsible for public works and waste management will be provided with technical assistance for their oversight function on the sub-component for youth employment. The beneficiaries of the CDD sub-component are community groups and associations in the four participating states, including farmers, women groups and youths in the rural areas. The PFM component will provide technical assistance to support reforms and capacity building in MDAs that deal with state public finance. These will include offices and staff of Ministries of Budget and/or Economic Planning, Finance, Due Process/Public Procurement, Board of Internal Revenue and State Houses of Assembly.



**FINANCING**

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
<b>World Bank Financing</b>			
P121455 IDA-50220	200,000,000	200,000,000	174,509,962
<b>Total</b>	<b>200,000,000</b>	<b>200,000,000</b>	<b>174,509,962</b>
<b>Non-World Bank Financing</b>			
Borrower/Recipient	0	0	0
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Project Cost</b>	<b>200,000,000</b>	<b>200,000,000</b>	<b>174,509,962</b>

**KEY DATES**

Project	Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
P121455	06-Mar-2012	30-Jul-2013	11-Feb-2016	30-Jun-2017	30-Sep-2020

**RESTRUCTURING AND/OR ADDITIONAL FINANCING**

Date(s)	Amount Disbursed (US\$M)	Key Revisions
29-Mar-2017	87.47	Change in Results Framework Change in Components and Cost Change in Loan Closing Date(s) Reallocation between Disbursement Categories Change in Implementation Schedule
20-Sep-2019	165.36	Change in Components and Cost Change in Loan Closing Date(s) Reallocation between Disbursement Categories

**KEY RATINGS**

Outcome	Bank Performance	M&E Quality
Satisfactory	Satisfactory	Substantial



**RATINGS OF PROJECT PERFORMANCE IN ISRs**

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US\$M)
01	29-Oct-2012	Satisfactory	Satisfactory	.30
02	18-May-2013	Satisfactory	Satisfactory	1.20
03	16-Dec-2013	Satisfactory	Moderately Satisfactory	10.48
04	31-May-2014	Moderately Satisfactory	Moderately Satisfactory	17.69
05	04-Feb-2015	Moderately Satisfactory	Moderately Satisfactory	37.29
06	08-Oct-2015	Moderately Satisfactory	Moderately Unsatisfactory	58.24
07	31-Dec-2015	Satisfactory	Moderately Satisfactory	64.27
08	06-Apr-2016	Satisfactory	Moderately Satisfactory	66.75
09	03-Oct-2016	Satisfactory	Moderately Satisfactory	72.84
10	17-Mar-2017	Satisfactory	Moderately Satisfactory	86.07
11	23-Oct-2017	Satisfactory	Moderately Satisfactory	122.99
12	02-May-2018	Satisfactory	Moderately Satisfactory	167.54
13	12-Nov-2018	Satisfactory	Moderately Satisfactory	167.91
14	28-May-2019	Satisfactory	Moderately Satisfactory	177.53
15	23-Apr-2020	Satisfactory	Moderately Satisfactory	165.36

**SECTORS AND THEMES**

**Sectors**

Major Sector/Sector ( % )

**Agriculture, Fishing and Forestry 4**

Other Agriculture, Fishing and Forestry 4

**Public Administration 34**

Sub-National Government 34



<b>Education</b>	<b>18</b>
Workforce Development and Vocational Education	18
<b>Social Protection</b>	<b>22</b>
Social Protection	22
<b>Transportation</b>	<b>22</b>
Rural and Inter-Urban Roads	22
<b>Themes</b>	
Major Theme/ Theme (Level 2)/ Theme (Level 3)	(%)
<b>Economic Policy</b>	<b>2</b>
Fiscal Policy	2
Tax policy	2
<b>Private Sector Development</b>	<b>100</b>
Jobs	100
<b>Public Sector Management</b>	<b>28</b>
Public Finance Management	15
Public Expenditure Management	13
Domestic Revenue Administration	2
Public Administration	13
Transparency, Accountability and Good Governance	13
<b>Social Development and Protection</b>	<b>25</b>
Social Protection	25
Social Safety Nets	25
<b>Human Development and Gender</b>	<b>26</b>
Labor Market Policy and Programs	26
Labor Market Institutions	13
Active Labor Market Programs	13



<b>Urban and Rural Development</b>	<b>20</b>
Rural Development	20
Rural Infrastructure and service delivery	20

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## I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

### A. CONTEXT AT APPRAISAL

#### Country Context

1. Nigeria is a federation of 36 states, a Federal Capital Territory, and 774 local government councils. The constitution assigns significant autonomy to states with exercise of residual powers, while the Federal Government is assigned exclusive powers, and both exercise concurrent powers. The Federal Government, on behalf of the states and local governments, collects the most important taxes and revenues which are shared among the three tiers of government. At appraisal, according to the revenue sharing formula, about 54.68 percent, 24.72 percent, and 20.60 percent of federation account revenues were allocated to the federal, state, and local tiers of government, respectively. The state and local governments controlled almost half of the national revenue and were constitutionally responsible for the provision of several social services that affected poverty directly, such as primary and secondary education, health care services, water and sanitation, rural infrastructure, and community services. Thus, the quality of their public expenditure at the subnational level had significant impact, not only on the overall fiscal management and macro economy of Nigeria, but also on the ability to improve service delivery, create jobs, and reduce poverty.

2. Nigeria, the most populous country in Africa, had a population of 158.3 million,<sup>1</sup> of which 39 percent were below the age of 15 years.<sup>2</sup> With a gross domestic product (GDP) of US\$193 billion (2010), Nigeria was also the second largest economy in Africa and 41st in the world, but with a nominal per capita GDP of US\$1,240 (2010). There was significant level of poverty with about 54.4 percent of the population living on less than one dollar a day. Two primary products, agriculture and oil, dominated sectoral contributions to Nigerian GDP and exports. Agriculture accounted for more than 50 percent of employment while the oil sector accounted for over 95 percent of foreign exchange earnings and 85 percent of government revenues (2010), with the most production centered in the Niger Delta region. Given Nigeria's dependence on oil, the economy was highly vulnerable to oil price shocks and interruptions in oil production due to violence in the Niger Delta region.

3. Nigeria's poor economic situation and poverty was largely attributed to lack of good governance and management of its huge resources. A major step in fiscal management reform was the introduction of the oil price fiscal rule in 2004 under which the Government had introduced a system of basing the budget on a conservative reference price for oil and saving the surplus in a special account (the Excess Crude Account, ECA). Given the volatility in the world oil prices, this step successfully delinked expenditure from oil receipts and avoided massive increases in public expenditures. Alongside the ECA, the Federal Government in 2011 created a Sovereign Wealth Fund (SWF) with an initial deposit of US\$1 billion. It was expected that the SWF will eventually replace the ECA.

4. The State Employment and Expenditure for Results (SEEFOR) Project was designed against the backdrop of the declaration of the Niger Delta Amnesty program for militants in 2007 which resulted in

<sup>1</sup> United Nations Development Programme (UNDP), 2010.

<sup>2</sup> Nigeria's National Bureau of Statistics, 2011.



the return of relative peace to the region. Following the declaration of amnesty, several states initiated job creation schemes titled 'Quick Wins' and 'Rapid Response' initiatives. This project was a core part of the deliberate strategy to provide jobs and improve fiscal management in some of the main oil producing states in the Niger Delta and help reduce the damage to gas and oil pipelines and the serious law and order challenges that had emerged in the Delta at that time.

### Sectoral and Institutional Context

5. The Niger-Delta region consists of nine states (Abia, Akwa Ibom, Bayelsa, Cross River, Delta, Edo, Imo, Ondo, and Rivers) and 185 local governments. At appraisal, the estimated regional population was around 30 million, accounting for about 20 percent of Nigeria's total population. The Niger Delta is also the location of massive oil deposits.<sup>3</sup> The Nigerian economy largely depends on oil revenue which at the time accounted for more than 85 percent of Government earnings and constituted 25 percent of the GDP (2010). The project selected four states that had shown sufficient indication of interest and commitment and made progress in the reform process. For example, all selected states had passed procurement and fiscal responsibility laws. Bayelsa State had undertaken Public Expenditure Management and Financial Accountability Review (PEMFAR) and had come up with a public financial management (PFM) reform action plan with the World Bank's support, while during the same time Delta, Rivers, and Edo States were making efforts to reform and modernize their tax administration. The Delta, Rivers, and Edo States had also committed to PEMFAR diagnostic study with the World Bank's support and had undertaken initiatives in youth employment and skills development.

6. **Youth unemployment was a major development challenge with implications for conflict in the Niger Delta.** Despite relatively high and sustained economic growth, especially in the non-oil sector, unemployment in Nigeria had not declined since 1999. At appraisal, the oil producing states of the Niger Delta Region had some of the highest levels of youth<sup>4</sup> unemployment in Nigeria (for example, about 38.4 percent in Bayelsa and 27.9 percent in Rivers) compared to the national average of 21.1 percent.<sup>5</sup> Similar to other parts of the world, youth unemployment in the Niger Delta was driven by demographic, educational, and economic factors. Two-thirds of the population of the Niger Delta was below the age of 30. With pervasive poverty and unemployment in the region, many youths were susceptible to being recruited into militant groups and criminal activities such as armed robbery, oil bunkering, prostitution, and hostage taking for ransom. With the declaration of amnesty for the militants in 2007 and the return to relative peace, some states initiated job creation and training schemes, including the 'Quick Win' initiative in Bayelsa and the 'Rapid Response' initiative in Edo State, all of which had job creation as one of the key objectives.

7. **A major PFM challenge related to the credibility of the budget in states.** All states in the Niger Delta region were characterized by significant levels of expenditure deviations from the budget over key Millennium Development Goal areas such as health and education. To address these PFM challenges, the selected states had committed to reforms and undertook PFM reform measures which were yielding some results. Bayelsa and Edo States had launched PFM Reform Action Plans based on completed PEMFAR studies supported by the World Bank. Bayelsa and Rivers States had passed both the Fiscal Responsibility

<sup>3</sup> The oil producing states are Abia, Akwa Ibom, Bayelsa, Delta, Imo, Ondo, and Rivers.

<sup>4</sup> Ages between 15 and 24 years.

<sup>5</sup> Project Appraisal Document (PAD), page 3, paragraph 8.

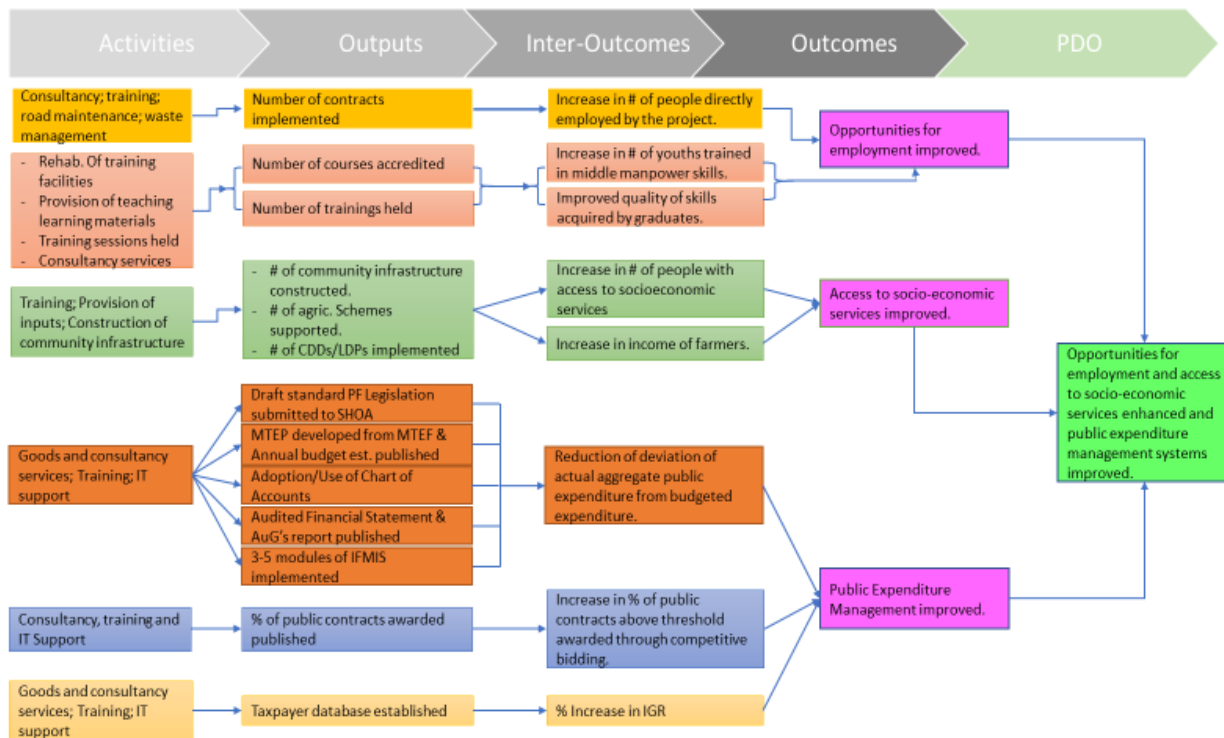


and Procurement Laws. Bayelsa State was also developing a new chart of account to be used for the 2011 budget. Delta State had put in place and successfully piloted an integrated financial management information system (IFMIS) and enacted Fiscal Responsibility (2008) and Procurement (2009) Laws. Delta State had also done some work on the medium-term expenditure framework (MTEF), although the state had yet to adopt a comprehensive reform agenda based on the recommendations of the PEMFAR report (2010). Rivers State had made significant progress on tax reforms, including e-payments and had passed the Finance Control and Management Act. The effort and progress in PFM in these states, while not uniform, required further technical assistance to maintain momentum, improve quality and enhance effectiveness, and improve accountability.

### Theory of Change (Results Chain)

8. During project design, the team described critical activities that would lead to the long-term goal of job creation and infrastructure development according to the aspirations of the Government of Nigeria’s Vision 20:2020. A Theory of Change ‘flow chart’ was not prepared during appraisal; however, a Results Framework was prepared which articulated the project’s pathway from planned interventions to the intended outcomes, as shown in figure 1.

Figure 1. Results Chain



Note: CDD = Community-driven Development; IGR = Internally Generated Revenue; IT = Information Technology; LDP = Local Development Plan; MTEP = Medium-term Expenditure Plan; SHOA= State House of Assembly.



**Project Development Objectives (PDOs)**

9. The PDO was to enhance opportunities for employment and access to socio-economic services while improving the public expenditure management systems in the participating states.

**Key Expected Outcomes and Outcome Indicators**

10. The PDO achievements were assessed through the following five PDO indicators:

**Table 1. Key Expected PDO Indicators (original)**

Indicator Name	Baseline (2012)	Original End Target (2017)
(1) Number of people employed under SEEFOR youth employment program in participating states (disaggregated by self-employed, formal employment, and gender) (i) Rivers (ii) Bayelsa (iii) Delta (iv) Edo	Rivers: 0 Bayelsa: 0 Delta: 0 Edo: 0	Rivers: 6,700 Bayelsa: 5,050 Delta: 5,900 Edo: 5,800
(2) Number of people with access to services supported in targeted communities (disaggregated by specific services: water points, classrooms, electricity connections, improve sanitation facilities, etc). (i) Bayelsa (ii) Delta (iii) Edo (iv) Rivers	Bayelsa: 0 Delta: 0 Edo: 0 Rivers: 0	Bayelsa: 2,750 Delta: 3,000 Edo: 3,200 Rivers: 3,300
(3) Percentage deviation of actual aggregate expenditure from budgeted expenditure in the participating states (i) Rivers (ii) Bayelsa (iii) Delta (iv) Edo	Rivers: 0 Bayelsa: 0 Delta: 0 Edo: 0	Rivers: 10 Bayelsa: 10 Delta: 10 Edo: 10
(4) Percentage of public contracts above threshold awarded through competitive process in each participating state (i) Rivers (ii) Bayelsa (iii) Delta (iv) Edo	Rivers: 0 Bayelsa: 0 Delta: 0 Edo: 0	Rivers: 60 Bayelsa: 60 Delta: 60 Edo: 60
(5) Direct project beneficiaries, % of which female (also disaggregated by project components and gender) (i) Rivers (ii) Bayelsa (iii) Delta (iv) Edo (v) Percentage of female	Rivers: 0 Bayelsa: 0 Delta: 0 Edo: 0 %: n.a.	Rivers: 10,000 Bayelsa: 7,800 Delta: 8,900 Edo: 9,100 %: 30%



11. **Project description.** The project financed<sup>6</sup> three components as follows:
- (a) **Youth Employment and Access to Socio-economic Services (US\$126.84 million).** This component supported (i) small public works and institutional strengthening to generate youth employment in urban areas; (ii) technical, vocational, and agricultural training by providing grants to existing training institutions; and (iii) provision of grants for community development subprojects.
  - (b) **PFM Reforms (US\$49.61 million).** This component supported PFM reform activities including (i) review of existing FM legislation and regulations and drafting new legislation and regulations and organization of sensitization seminars on public finance reforms; (ii) strengthening of budget execution, institution of multiyear budget frameworks, and institutions for budgeting in the public service; (iii) modernizing of accounting and financial reporting system and revenue and expenditure forecasting; (iv) review and restructuring of the office of the state auditor general, consolidation of the state external audit function, and capacity building for the members of the public accounts committee of the state legislature; (v) review and strengthening of systems of control and functionality in PFM with support to IFMIS in states that were assessed to be capable of implementing IFMIS; (vi) review and strengthening of public procurement processes, practices and institutions, and engagement with civil society; and (vii) strengthening of state tax administration in selected states.
  - (c) **Project Implementation Support (US\$16 million).** This component provided technical and logistical support for the management and coordination of the project at the federal and state levels.
    - (i) **Federal Level Project Coordination (US\$5.3 million).** This subcomponent provided technical and logistical support for the project coordination at the federal level and included training staff of the National Project Coordinating Unit (NPCU) in the Ministry of Budget and National Planning and State Project Coordinating Units (SPCUs) on procurement, financial management (FM), and monitoring and evaluation (M&E) activities and external auditing of project implementation, priority studies, and impact evaluation on employment. This subcomponent also provided limited capacity building and logistic support to the Federal Ministry of Finance in its oversight role in monitoring of the project, including participation in SEEFOR implementation support missions.
    - (ii) **Project Management and Coordination at State Level (US\$8.6 million).** This subcomponent provided technical and logistical support required for the management, coordination, and supervision of the execution of the project at the state level. This included staff training of SPCUs on procurement, FM, M&E, and environmental and social safeguards.
    - (iii) **Support to the Ministry of Niger Delta Affairs (US\$2.1 million).** Support was provided in two areas: development of a public investment strategy for the Niger Delta Region

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<sup>6</sup> Note that the costs are reflected as 'base-costs' excluding contingencies in the amount of US\$7.55 million. The project also suffered an exchange loss of around US\$20 million on the IDA component.



and strengthening of the capacity of the Ministry of Niger Delta Affairs (MNDA) in M&E, including training of the staff.

**B. SIGNIFICANT CHANGES DURING IMPLEMENTATION (IF APPLICABLE)**

12. The project underwent one Additional Financing (AF) and two restructurings.

13. **AF.** The European Union (EU) signed an Administration Agreement with the World Bank for the provision of €80 million for the project in 2013. This was not made effective until 2016 because the project was suspended due to noncompliance with environmental and social safeguards for this project. This gave the states enough time to familiarize themselves with World Bank processes and put the right arrangements in place. The EU grant became effective in March 2016, for an amount of US\$78.4 million equivalent to scale up activities of the original project to enhance the capacity of implementing partners, strengthen social accountability, and increase community involvement and oversight. The AF was to explore mechanisms to further strengthen sustainability of interventions under Subcomponent A1 (public works) through a mechanism for transition of interventions from ‘project’ to ‘enterprise’ that will ensure continuity of employment for a significant proportion of youths currently employed by the scheme. In addition, the AF was to cater to the cost underestimations in the original project for delivery of the scaled-up reforms in the area of PFM across states, including (a) support for full migration to the newly adopted Federal Account Allocation Committee budget classification and Chart of Accounts system that was Government Finance Statistics (GFS) 2001 compliant, (b) improvements in cash management and the introduction of Treasury Single Account (TSA) for better rationalization of states’ banking arrangements, (c) enhancements to the reporting framework by supporting the transition to International Public Sector Accounting Standards (IPSAS), and (d) strengthening of the budgeting framework through the application of a ‘justification process’ for budget requests rather than the simple application of incremental line item budgeting. See appendix 4 for details.

14. **Changes in the Results Framework under the AF.** The changes included revision of indicators’ wording and targets and introduction of new intermediate indicators. Target values of PDO and intermediate indicators were also revised to reflect scaled-up deliverables. See table 2. The revised Results Framework is shown in appendix 1.

**Table 2. Revised Indicators**

<b>Original (PAD) Indicators</b>	<b>Revised Wording</b>	<b>Rationale for Change</b>
Indicator 1 (A.1 and A.3.3: Youth Employment): Number of people employed (disaggregated by type of employment - public works, CDD and gender)	Indicator 1 (A.1: Youth Employment: Number of people employed under the project (disaggregated by type of employment and gender)	The wording was revised to correct an editorial error that included CDD in the indicator.
Intermediate Results Indicator (IRI) 2 (Subcomponent A.2): Number of technical and vocational courses accredited in each state by the National Board of Technical Education	Number of technical and vocational courses accredited in each state by the National Board of Technical Education (both state and non-state institutions)	Change in the wording introduced to better measure the capacity of both state and non-state technical and vocational institutions.



IRI 2 (Subcomponent B.2): Number of States publishing Annual Budget Estimates	Number of States publishing Annual Budget Estimates in book form and on websites	Wording slightly revised to specify where the annual budget estimates were to be published.
IRI 6 (Subcomponent B.4): Number of States publishing most recent Annual Auditor General's State Report	Number of States publishing most recent audited financial statements on state official website	Wording slightly revised to specify where the annual audited financial statements were to be published.
IRI 7 (Subcomponent B.5): Number of States have implemented 3-5 key modules of IFMIS (FM, budget and payroll)	Number of states implemented 3-5 key modules of IFMIS (budgeting, purchasing, general ledger, accounts payable, HRMIS and payroll)	Wording revised to include other areas of IFMIS coverage.
IRI 8 (Subcomponent B.6): Percentage of public contract awards published	Percentage of public contract above threshold awarded through competitive process that are published in procurement database and reflected on state official website	Wording revised to be in synergy with Indicator 4 (Component B) and to measure transparency.

15. The target values of the two PDO indicators and one intermediate indicator were revised to reflect scaled-up deliverables, as shown in table 3:

**Table 3. Revised Targets during the AF**

Indicator Name	Original Target (2012)	Revised Targets (2016)
<b>Revised Targets under PDO Indicators</b>		
1. Percentage of public contracts above threshold awarded through competitive process in each participating State (%)		
Bayelsa	20	60
Delta	20	60
Edo	20	85
Rivers	25	60
2a. Direct project beneficiaries		
Bayelsa	7,800	85,000
Delta	8,900	79,000
Edo	9,100	81,000
Rivers	10,000	95,000
<b>Revised Targets under IRIs</b>		
14. Percentage increase in Internally Generated Revenue (IGR)		
Bayelsa	40	40
Delta	40	60
Edo	40	90
Rivers	40	60

16. The first restructuring took place on March 29, 2017, and included (a) changes in the Results Framework (the revised targets), (b) changes in the component costs, (c) change in the credit closing date, (d) reallocation of funds between disbursement categories, and (e) changes in the implementation schedule.



17. The second restructuring took place on September 20, 2019, and included (a) reallocation of funds between disbursement categories and (b) changes in the credit and the grant closing dates. Details are as follows:

- (a) **Reallocation of funds between disbursement categories.** The savings within components were reallocated to meet priority needs of the client and to increase the project’s impact. With the EU’s agreement, US\$18.03 million was reallocated as follows: (i) US\$16.99 million from the PFM component to the Youth Employment and Access to Socio-economic Services component and (ii) US\$1.04 million to the Project Implementation Support and Coordination component.

**Table 4. Reallocation of Funds**

Original Component Name	Original Cost (US\$, millions)	Revised Cost (US\$, millions)
A: Youth Employment and Access to Socio-economic Services	170.84	187.83
B: Public Financial Management Reform	75.71	57.68
C: Project Coordination and Implementation Support	18.50	19.54
	<b>265.05</b>	<b>265.05</b>

- (b) **Changes in the project closing date.** An extension of the closing date of the Credit and the EU Grant was approved from September 30, 2019, to September 30, 2020, and an extension of the end disbursement date of the associated Trustee fund TF072113 from March 30, 2020, to March 31, 2021.

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

18. As described above, the AF was provided to scale up activities of the original project which resulted in changes in the Results Framework including revision of indicators’ wording and targets and introduction of new intermediate indicators. Similarly, during the two restructurings, while the PDO remained the same, the changes introduced mostly related to component costs, changes in the credit closing dates, reallocation of funds between disbursement categories, and the implementation schedule. These changes did not affect or compromise the integrity of the original project activities that had led to the goal of job creation and infrastructure development according to the aspirations of the Government of Nigeria’s Vision 20:2020. Hence, the original Theory of Change remained unchanged.

## II. OUTCOME

### A. RELEVANCE OF PDOs

#### Assessment of Relevance of PDOs and Rating

19. **Relevance of the PDO is rated High.** The project was aligned with the aspirations of the Niger Delta Development Plan that was launched in 2009 by the then President Olusegun Obasanjo. This plan was the development blueprint for all the states in the Niger Delta. The project was also aligned with the Government of Nigeria’s Vision 20:2020, the Seven Point Agenda with the focus on the Niger Delta Region,



and the Transformation Agenda of the new administration launched in 2011, which focused, among others, on job creation and infrastructure.

20. It was also fully consistent with the objectives of the Country Partnership Strategy (CPS 2010–2013<sup>7</sup>) and aligned with the Regional strategic and government priorities. In particular, the project supported the ‘Africa Future and the World Bank Support to It’, which emphasized employment as one of the key priorities and made governance and public sector capacity the foundation of the strategy. The project also supported the three main pillars and key objectives of the Nigeria Country Partnership Strategy (2010–2013): governance, maintaining non-oil growth and promoting human development.

21. At the time of the AF, the project was aligned with the World Bank’s Nigeria CPS FY2014–2019 which focused on three key areas: (a) structural reforms for economic diversification and job creation, (b) quality and efficiency of social service delivery at the state level for greater social inclusion; and (c) governance and public sector management. The project also supported two key areas of the World Bank’s Africa Strategy 2011 including (a) competitiveness and employment and (b) governance and public sector capacity. Additionally, building on the Transformation Agenda (2011–2015) of the previous Government, the project activities were in line with the objective of the new Government’s Agenda, that is, ‘Our Vision for a New Nigeria’, which promised to deliver development on six priority areas including national security, good governance, human capital development, and economic development, among others.

## B. ACHIEVEMENT OF PDOs (EFFICACY)

### Assessment of Achievements of Each Objective/Outcome

22. **The overall efficacy is rated ‘Substantial’.** The project mostly achieved its development objectives and, in a few areas, exceeded its targets. The project successfully enhanced opportunities for employment and access to socioeconomic services in the selected ministries, departments, and agencies (MDAs) and communities in the four participating states of Bayelsa, Edo, Delta, and Rivers and improved their public expenditure management systems.

23. **There was variability in the results achieved by different states.** The baseline from where Edo started its PFM reform program was far advanced than the other states. It already had a basic Oracle system in place that needed support and rollout. It also had a well-functioning information and communication technology (ICT) agency and introduced innovative reforms such as a public-private partnership (PPP) arrangement for rolling out broadband connectivity (not funded by the SEEFOR Project). This combination of reform momentum combined with linked infrastructure improvements really helped the state benefit from the reforms funded under the project. Similarly, on public works, it replicated the SEEFOR model using its own funds and has made the program sustainable. Delta also linked the project initiatives with its own programs on technical and vocational education and training (TVET) and CDD and did extremely well in increasing the impact of these initiatives. Bayelsa is primarily a riverine state and connectivity issues seriously affected public works performance. It was much harder to engage contractors and move materials on canoes. Annual flooding of large parts of the state also slowed down project implementation. Rivers State has had ongoing law and order challenges which have provided an additional constraint to project implementation. While it has made its state integrated financial

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<sup>7</sup> Report No. 46816-NG



management information system (SIFMIS) operational, it has lagged on PFM reforms due to weak government commitment.

### Cumulative Project Achievements, Including under the AF

24. Overall, the project achievements are rated Substantial. Significant achievements under each objective are noted in table 5.

**Table 5. Achievement against Revised PDO Indicators as at September 30, 2020**

Indicator Name	Achievements		
	Revised Target	Actual (September 2020)	%
1. Number of people (youth) employed			
• Bayelsa	6,626	17,685	267
• Delta	8,736	9,515	109
• Edo	7,466	18,680	250
• Rivers	10,845	21,770	201
2. Number of people trained in technical and vocational skills			
• Bayelsa	3,314	3,460	104
• Delta	2,159	14,954	693
• Edo	3,733	4,265	114
• Rivers	5,423	6,687	123
3. Number of people with Youth access to services in communities			
• Bayelsa	121,500	504,347	415
• Delta	129,646	1,457,210	1,124
• Edo	150,347	186,142	124
• Rivers	52,370	469,918	897
4. Percentage deviation of actual aggregate expenditure from budgeted expenditure in the participating States			
• Bayelsa	10	15	8/
• Delta	10	23	
• Edo	10	15	
• Rivers	10	16	
5. Percentage of public contracts above threshold awarded through competitive process in each participating State			
• Bayelsa	60	54	9/
• Delta	60	100	
• Edo	85	55	
• Rivers	60	40	
6a. Direct project beneficiaries			
• Bayelsa	85,000	525,512	618
• Delta	79,000	1,466,725	1,857
• Edo	81,000	163,880	202
	95,000	484,237	510

<sup>8</sup> Target not met.

<sup>9</sup> While the targets were not met by three states, there was significant improvement over the baselines in all four states.



Indicator Name	Achievements		
	Revised Target	Actual (September 2020)	%
<ul style="list-style-type: none"> <li>Rivers</li> </ul>			
6b. Direct project beneficiaries, % of which female			
<ul style="list-style-type: none"> <li>Bayelsa</li> </ul>	30	57	190
<ul style="list-style-type: none"> <li>Delta</li> </ul>	30	56	187
<ul style="list-style-type: none"> <li>Edo</li> </ul>	3030	57	190
<ul style="list-style-type: none"> <li>Rivers</li> </ul>		52	173

**Objective 1: Enhancing opportunities for employment and access to socio- economic services:**

25. The project provided support to activities that promoted employment and access to socioeconomic services in the four participating states. The main achievements under each activity area included the following:

- (a) **Youth employment through small public works/institutional strengthening.** Public works and institutional strengthening activities were carried out to generate employment for the youth, including labor-intensive small public works such as (i) road and drainage maintenance and maintenance of public spaces; (ii) collection, disposal, and sorting of refuse; and (iii) study visits to similar youth employment schemes. All the four participating states met or surpassed their end targets as reflected below:
  - Employment provided to 67,650 youths exceeding the target of 33,674 (200 percent)
  - The achievement in Delta State, which accounted for about 50 percent of the cumulative data, is attributed to the achievements recorded with the Youth Agricultural Entrepreneurs Program (YAGEP) and Skills Training Entrepreneurship Program of the Delta State Job Creation office. This was a program led by HE the Governor of Delta state himself, with SEEFOR being a part of this broader program. This greatly expanded its reach within Delta State.
  - Youth were employed mainly for road maintenance/reconstruction and waste management.
  - Engineers were recruited by states for adequate supervision.
  - Training was delivered to teams on concrete works.
  - A database of around 1,300 road projects was created that tracked financial and physical progress. Two road engineers closely supervised the work and monitored all states on a monthly basis. This database permitting comparison across states and terrains.
- (b) **TVET.** Grants were provided to existing public technical, vocational, and selected agricultural training for (i) acquisition of instructional materials and learning inputs; (ii) selective rehabilitation and furnishing of selected TVET and agricultural training institutions; (iii) starter packs for graduates of TVET and agricultural training institutions; (iv) technical



education fairs, competitions, and prizes; (v) development of strategies for skill development programs and ICT for learning and teaching; (vi) training of trainers and remedial courses for teachers; (vii) partnership with private sector for job placement and industrial attachment; (viii) entrepreneurship development programs. and training for graduates of TVET and agricultural institutions. Grants were also provided to strengthen capacity for management and supervision of TVET and agricultural training institutions, including reviewing and monitoring grants to institutions, development and use of education management information system, planning and strategy development for TVET and agricultural education policy for the state, and study visits for TVETs and agricultural training institutions. Key achievements included (i) improved quality of skills acquired by graduates and (ii) increased number of courses achieving national accreditation in the participating states. The achievements are that all the four participating states met or surpassed their end targets as reflected below:

- Technical/vocational skills training provided to 29,366 youths, exceeding the target of 14,629 (200 percent).
- Accreditation of courses in TVET institutions by the National Board for Technical Education (NBTE) concluded for 101 courses across the schools targeted. The results have led to increase in the enrolment, retention, completion, and passing rates in the educational sub-sector.
- Delta and Edo States recorded accreditation of 35 and 32 courses, respectively, by the NBTE in the technical, agricultural, and vocational training institutions.
- NBTE in Rivers State granted accreditation to 29 trades in TVET schools.
- Bayelsa State operates modular accreditation for courses run by the craft training institutions.
- Six crafts including welding and fabrication, fashion and tailoring, catering, ICT, business education, electrical, carpentry, and plumbing are being taught at different craft centers.
- The NBTE has accredited five technical courses at the government technical and science colleges
- Bayelsa has provided modular accreditation for 35 courses in craft training institutions.
- Female beneficiaries, across various interventions, were over 50 percent, surpassing the minimum threshold of 30 percent.
- A total of 117 technical and vocational courses were accredited against the target of 67.
- Overall persons trained in 'life planning' and 'entrepreneurial skills' exceeded by 162 percent.
- Three states provided starter packs to graduates to small businesses and to become entrepreneurs.



**Box 1. Mission to Assess Impact of Starter Packs in TVET Schools**

In January 2020, the World Bank fielded a mission to Rivers State to assess the experience of the state in providing ‘starter packs’ to students in various trades to help them become entrepreneurs.

The starter packs intervention was conceived as a way to assist the students’ post-graduation to commence their chosen trades and be gainfully employed. The content of the packs was determined independently by each school but common to all was some provision for cash to cover shop rental for 1–3 years and/or working capital. Starter packs were provided for welding, electronics, cat fish rearing, and chicken egg production. On average, each starter pack was valued at NGN 500,000 (US\$1,200–US\$1,700 [approximately]).

The mission findings indicate that overall, the starter packs intervention has been welcomed as an excellent initiative by those trained and in a good number of cases has enabled the beneficiaries of the packs to become established in their trade or engage in some alternative livelihood activity. Some of the schools delivering the training have also seen an increase in the number of students enrolled in the TVET programs, with students claiming to have been attracted to the schools due to the starter packs intervention. Other schools saw a reduction in the number of student dropouts with the attraction of receiving a starter pack on graduation.

The mission field visits to meet with the beneficiaries found students established in their chosen profession and using their starter packs. Altogether, 20 students were visited. Some were found well established as entrepreneurs and had recruited employees following the growth of their business ventures. Some had diversified into other trades using a percentage of the grant funds from their starter packs. The implementation of this subcomponent had not been without some challenges. The starter pack distribution process was found completed in only seven of the nine schools, with delays occurring at one school due to student protests and at another due to a new cooperative approach being established where packs would be allocated to groups of three trainees per starter pack. The distribution process that was completed for the seven schools had also experienced setbacks with packs being stolen during the distribution ceremony due to some security lapses. In some cases, students received incomplete packs or packs with duplicated items.

Some lessons have therefore been learned from the implementation of Subcomponent A2, including how to ensure a bespoke approach is employed for each school and the importance of conducting effective M&E both during and post distribution of the starter packs. The distribution process could also benefit from closer attention, especially regarding the dissemination of information about the starter packs to the trainees and communities near the schools. Lastly, pre-graduation and post-graduation support in business development/entrepreneurship was identified for the sustainability of the businesses embarked on by the students post their graduation. Such support may prove to be crucial for those that are grouped into cooperatives and prove pivotal to those that received incomplete starter packs.

- (c) **CDD.** Grants were provided to Fadama Community Associations (FCAs) and Community and Social Development Agencies (CSDAs) to rehabilitate and construct feeder roads, primary schools, health centers, and water points and small socioeconomic infrastructure for community use such as rural markets, storage, and small-scale irrigation and drainage systems. Key achievements included (i) increase in the number of people with access to services supported in targeted communities, (ii) increase in the number of people employed in selected communities, and (iii) increase in the income of rural farmers supported by the SEEFOR Project, as reflected below:
- Support provided to two major categories of CDD operations, that is, economic - using the Fadama approach that focused on provision of productive goods in rural areas and social - using the community and social development project (CSDP) strategy that



addressed provision of social services and natural resource management to rural and peri-urban communities

- Number of persons with access to services reached 2,617,617 against targeted 453,386
- Under CDD-Social, 359 community-driven projects implemented across beneficiary states. The Community Development Plans (CDPs) were at various stages of implementation with 91 percent (320) completed, and the remaining 10 percent (39) nearing completion. In terms of interventions under the CDD-economic typology, of the total of 238 LDPs, 184 were completed (77 percent) with 35 (14.7 percent) ongoing and 19 (8 percent) projects did not take off. These interventions supported 2,440 user groups in 214 community associations with a total beneficiary outreach of 64,789 individuals—51 percent of whom were women.

**Objective 2: Improving the public expenditure management systems in the participating states.**

26. The project supported PFM reform activities that were implemented by states based on their PFM reform action plans and include the following:

- (a) Review of existing FM legislation and regulations, drafting of new legislation and regulations, and organization of sensitization seminars on public finance reforms
- (b) Strengthening of budget execution, institution of multiyear budget frameworks, and institutions for budgeting in the public service
- (c) Review and modernization of the accounting and financial reporting system and revenue and expenditure forecasting
- (d) Review and restructuring of the office of the state auditor-general, consolidation of the state external audit function, and capacity building for the public accounts committee of the state legislature
- (e) Review and strengthening systems of control and functionality in PFM with support to integrated IFMIS in states that are assessed to be capable of implementing IFMIS.
- (f) Review and strengthening of public procurement processes, practices and institutions and engagement with civil society.
- (g) Strengthening of state tax administration in selected states.

27. The component also supported the development of social accountability mechanisms in key areas such as planning, budgeting, and public procurement and involved the public in the oversight for use of public resources. Key achievements are detailed in the following paragraphs.

**PFM Reforms**

28. **PFM Legislation.** The project has provided extensive support for putting in place PFM legislation:



- **Edo State.** The following laws have been enacted: PFM Law, Audit Law, Public Procurement Law, Edo State Revenue (Harmonization and Administration) Law, Pensions Reform Law, and Statistics Data Law.
- **Rivers State.** The state has passed the State Fiscal Responsibility Law, Public Procurement Law, State Debt Management Law, the Pensions Reform Law, Statistics Law, and Revenue Harmonization and Administration Law. In 2019, two new laws were enacted. These were the Rivers State Finance (Control and Management) Law and the Audit Law.
- **Delta State.** All basic PFM laws are in place. The Delta State Public Procurement Law was enacted in 2020 as was the Audit Law. The PFM Law is at the final stage of being enacted and is under review by the state legislature.
- **Bayelsa State.** The following laws have been enacted: State Fiscal Responsibility Law, Public Procurement Law, State Debt Management Law, Income and Expenditure Transparency Law, and the Audit Law. The Organic Public Finance Management Law and the Revenue Harmonization and Administration Law are at the final stage of review by the state legislature.

### Budget Reforms

- **Edo.** A new budget classification scheme for revenues and expenditure compliant with classification of the Functions of Government/Government Finance Statistics (COFOG/GFS) has been in use since 2015, while the budget presentation has been in conformity with the IPSAS accrual basis of accounting since 2017. There is significant improvement in the comprehensiveness, uniformity, and comparability of the budget. Budget manuals aligned to the state's fiscal planning and MTEF have been operational since 2016 and are being reviewed to align them with the automated budget formulation process configured in the SIFMIS—Hyperion Planning Module. The state has consistently published the annual budgets on time both in hard form and on the state official website. The state has developed an MTEF/Fiscal Strategy Paper (FSP) which is reviewed annually and approved by the State House of Assembly. Most of the MDAs (across 14 sectors/sub-sectors) have also developed their own MTEFs/medium-term sector strategy (MTSS) derived from the approved state MTEF. A five-year State Development Plan (2016–2020) is in place.
- **Rivers.** Similar to Edo, a new budget classification scheme for revenues and expenditure compliant with COFOG/GFS has been in use since 2015 and the presentation of the budget is consistent with the IPSAS cash basis of accounting. The budget formulation manuals aligned to the state's fiscal planning and MTEF have been developed in 2018 and operationalized. The state has consistently published the annual budgets on time both in hard form and on the state official website, with the exception for FY2019. The budget preparation calendar has improved in FY2020 with the state meeting the States' Fiscal Transparency, Accountability and Sustainability (SFTAS) criteria. However, the state is lagging in MTEF implementation.
- **Delta.** As a result of the budget reforms, the annual budget and audited financial statements have been consistently published on the official website of the state



(deltastate.gov.ng/downloads) and they are accessible to the general public. The mean variance in aggregate expenditure outturn has improved over the years. The state has consistently produced an elaborate fiscal strategy plan and annual fiscal economic updates, which annually inform the determination of the state's resource envelope and expenditure ceilings.

- **Bayelsa.** Budget classification scheme for revenues and expenditure is now fully compliant with COFOG/GFS and in line with the national budget classification system based on the IPSAS. The budget formulation manuals aligned to the state's fiscal planning and MTEF have been developed and the capacity of the State Budget Office has been strengthened. There has been improvement in adhering to the budget calendar and the state qualified for SFTAS in FY2020.

#### ***Accounting, Expenditure Control and Financial Reporting***

- All four states have produced their financial statements on time.
- Cash management remains a challenge in most states. Edo is ahead of others since it has implemented the TSA on both the revenue side and the expenditure side, while Delta has implemented the TSA only on the expenditure side.
- Rivers and Bayelsa are still to implement TSA and have sub-optimal cash management practices.
- Budget deviation is a key PDO indicator with three of the four states (excluding Edo) exceeding the target. Budget deviation figures for FY2020 were affected due to the COVID-19 situation and the lockdown across Nigeria.

#### ***Internal and External Audit***

- Edo State passed its Internal Audit Bill into law and other states have produced their own drafts that are at various stages of approval.
- On external audit, Edo and Delta are producing their annual audits not later than six months after the end of the financial year. Rivers and Bayelsa produced annual audits in around 12 months.
- None of the states have any backlog regarding audit.
- Public Accounts Committees (PACs) are in place in all states.
- Out of the four states, PACs in Edo and Delta are active and have regularly produced reports.

#### ***Public Procurement Reforms***

- All the four states have passed their new Public Procurement Laws.
- Standard Bidding Documents (SBDs) are in use in Edo and Rivers.
- SBDs have been developed in Delta and Bayelsa and are at the final stage of approval.



- Specialized Procurement Cadre has been established in Edo; other states are in the process of establishing specialized Procurement Cadre.

*Reform of State Tax Authorities:*

- Edo State Board of Internal Revenue Service has automated most of the core tax administration functions from registration of taxpayers to revenue reporting.
- Rivers has put in place an automatic tax system Rivers State has implemented an integrated Tax Management Information System (RIVTAMIS).
- Bayelsa undertook a mass taxpayer registration drive in December 2018 which is yielding results.
- In Delta, the automated system is still under development.
- All the four states made progress, but did not achieve their IGR targets.

**State Integrated Financial Management Information System (SIFMIS):**

- The bulk of the funding for the PFM component supported SIFMIS implementation in the four states which went 'live' between 2017 and 2019. Edo and Bayelsa are using Oracle while Rivers and Delta are using Systems, Applications, and Products (SAP).
- **Edo.** The state went live in 2017 and is using the Oracle e-Business Suite R12 platform. The state has been able to produce its annual financial statements through the system and is also producing and publishing its quarterly budget performance reports using the SIFMIS. The core modules currently operational are Financials—GL/AP/AR/CE, human resource management system (HRMS)/Payroll, Purchasing, and Hyperion planning (budgeting). A major hardware crash in September 2019 caused disruption but the system has now been migrated to new servers and the system is working well. Edo also has a low-cost enterprise resource planning (ERP) solution—Odoo—working at the local government level now for four years. It is working well and Edo plans to improve its functionality and coverage.
- **Rivers.** The state went live with SAP HANA<sup>10</sup> in January 2019 with five core modules (FI: Financial Accounting, FM: Funds Management, CO: Budgetary Control, MM: - Purchasing and Inventory Management, and HCM/Payroll). Implementation of the SIFMIS network infrastructure has been completed and over 84 MDAs are now linked to the SIFMIS Data Centre (Network Operations Center).
- **Delta.** Implementation of the SIFMIS on SAP S/4 HANA has been completed for the core module (FI - Financial Accounting, FM-CO - Funds Management and Budgetary Control, MM - Purchasing and Inventory Management, and HCM/Payroll) and the state has been using

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<sup>10</sup> SAP S/HANA Cloud is a Software-as-a-Service (SaaS) version of the SAP S/4HANA ERP system and runs on the SAP HANA in-memory database. SAP S/4HANA Cloud allows users to access their data virtually, faster, and "in real time" to accelerate processes.



the platform since December 2018. Due to network constraints, MDAs come to the common data entry area to enter their transactions.

- **Bayelsa.** Like Edo, the state is using Oracle E-Business Suite R12 platform. All the modules have gone live as has the electronic data management system. Hyperion has been configured into the Oracle system to facilitate budget preparation.

29. The overall expenditure incurred for the SIFMIS implementation in all four states was around US\$38 million. This is considered reasonable and achievement made by the four states is commendable. A study of 134 IFMIS projects funded by the World Bank shows that the mean project size was US\$30.4 million and the average implementation period was seven years.<sup>11</sup> The systems in the four states can be compared to the implementation in Zambia; the contract cost was US\$23 million for implementation. Of the SEEFOR implementations, Edo has a stable system in operation while for the other states, there was major disruption on account of COVID-19. Consultants left their positions, travel was halted and took months to reopen, and critical supplies were held up at different ports. Since the project closed on September 30, 2020, different states need to take steps to complete the implementation and ensure that their SIFMIS implementations fully deliver on their promise of improving PFM systems.

#### Justification of Overall Efficacy Rating

30. **The project achievements are considered Substantial.** The project almost fully achieved its development objectives in the areas of youth employment and access to socioeconomic services. While some of the PFM indicators were not fully met, there was considerable progress made in this area. Also, with the exception of 3 IRIs, all remaining (12) IRIs made significant progress, far exceeding targets. See annex 1 for details.

### C. EFFICIENCY

#### Assessment of Efficiency and Rating

31. **Efficiency analysis.** Youth Employment and Access to Socio-Economic Services component was efficient and is rated Substantial. The project was funded by US\$200 million of IDA Credit and US\$78.78 million of EU Trust Fund. The Public Works and Youth Employment component had original allocation of US\$89.6 million and final allocation of US\$124.6 million (39 percent more than the original). During implementation, Bayelsa, Delta, Edo, and Rivers States benefited from the allocated funding by provision of access roads to communities and riverine areas. Additional funds were provided in areas where works were executed since local vendors of construction materials such as cement, reinforcements and sharp sand saw increased demands for the materials. Efficiency rating for the implementation of the public works is satisfactory in Bayelsa, Delta, Edo, and Rivers States as they were able to complete additional projects. All targets for youth employment were exceeded within the budget allocation. Over 1,300 road projects were implemented and detailed cost estimates maintained for each as per table 6.

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<sup>11</sup> Hashim, Ali, and Moritz Piatti. 2018. *IEG - Lessons from Reforming Financial Management Information Systems*. World Bank.



**Table 6. Road Construction Costs in SEEFOR States<sup>12</sup>**

State	Rivers	Bayelsa	Delta	Edo
Number of phases for road works (construction and maintenance) under public works	6	6	4	5
Total cost (NGN)	10,469,297,091.67	8,447,300,403.18	3,438,987,848.99	8,551,998,464.33
US\$ equivalent	( 29,081,380.81)	(23,464,723.34)	(9,552,744.02)	(23,755,551.29)
Average cost per km (NGN) US\$ equivalent	110,823,553.97 (307,843.21)	138,350,070.41 (384,305.75)	99,517,120.53 (272,649.65)	108,214,307.92 (300,595.30)
Average percentage cost of labor to material	41.52% to 58.48%	48% to 52%	48.8% to 51.2%	38% to 62%
Percentage of female to male beneficiaries	34% to 66%	47% to 53%	43.5% to 56.5%	45.53% to 54.47%
Type of road pavement	Rigid (Concrete) Pavement	Rigid (Concrete) Pavement and interlocking tiles	Flexible (Asphalt), Rigid (Concrete) Pavements and interlocking tiles.	Mainly flexible (asphalt) and few rigid (concrete) pavement.
Width range of road works	5 m to 7.3 m	5 m to 7.3 m	5 m to 7.3 m	7 m to 7.3 m

32. As noted in table 6, there was variability in construction costs even within the SEEFOR states and this was primarily on account of differences in soil composition/moisture content, and so on. Subject to this caveat, the Borrower’s ICR (attached below at Annex 5) has confirmed that despite the focus on youth employment, the cost was lower than Government-funded projects in the Niger Delta. This is commendable considering the law and order and security challenges in the Delta. Rough estimates of the cost of SEEFOR projects and that of other Government and World Bank-funded projects are below. These are subject to the same caveat as above that some of the variability can be on account of local environmental conditions.

<sup>12</sup> US\$1 to NGN 360; average cost per km for River State is based on Phase 5 and 6 contracts (data for phases 1–4 are not available); average cost per km for Bayelsa State is based on all the five phases; average cost per km for Delta State is based on Phase 5 Contracts only (data for other phases are not available due to change of SPCU engineer); average cost per km for Edo State is based on all the five phases; average percentage cost of labor to material for Edo State is 36 percent to 62 percent, far from the agreed ratio of 50 percent to 50 percent for the SEEFOR Project. This is because Edo public works are mainly flexible pavements roads whose construction is machine and equipment intensive.



**Table 7. Cost Estimates of SEEFOR Versus other Government and World Bank-funded Projects**

Project	Unit Cost of Asphalt Pavement (NGN Million Per Km)	Unit Cost of Concrete Pavement (NGN Million Per Km)
SEEFOR	44,550,737.38	107,556,784.22
RAMP-2	47,250,000.00	No Data
Gov. Ministry Enugu	48,278, 280.00	No Data

*Note:* These are purely indicative figures and are not directly comparable because unit cost is heavily influenced by local conditions including the terrain.

33. **Efficiency analysis: CDD.** The efficiency is rated Substantial. The implementation of the project is considered efficient, because against the project target of awarding 604 contracts, the states awarded 1,370 contracts (details in annex 4) with the target being exceeded by over 100 percent. The project made satisfactory progress in terms of achieving development objectives and targets and the implementation progress was commendable. Due to the successful CDD implementation approach, Nigeria is making good use of the lessons learned going forward by making CDD a part of the Covid-19 Action Recovery and Economic Stimulus (NIG-CARES) implementation, as it will attract funding for the community services component that will result in the expansion of coverage beyond the SEEFOR CDD-Social project. On the impact of Subcomponent A.3, CDD-Social—investments in micro-projects, the CDD approach micro-projects are more cost-effective than similar alternative government agency projects of the same specification. Typically, they used higher quality materials and better construction methods, and they had a positive impact on the private and public sector by setting points of reference such as prices and procedures for the building industry.

34. **Efficiency analysis: TVET component.** The efficiency is rated Substantial. All planned activities were completed and exceeded within budget and timely. There was no cost overrun. Against the end-of-project beneficiaries target of 14,629, the project achieved a result of 29,366 (181 percent). A total of 198 courses were accredited against the target of 67, which was exceeded by 170 percent. The overall target for the number of persons trained in life planning and entrepreneurial skills was exceeded by 162 percent. Also, the project is expected to generate significant economic and financial benefits from all 119 technical and vocational courses accredited in each state by the NBTE against the target of 97. The targets were achieved despite multiple challenges, including general election disruptions, the government transition in 2015 and 2019, security challenges, and COVID-19.

35. Several activities were supported to strengthen the TVET sector in the four states which achieved internal efficiency by maximizing internal relationship between investment and output. Efficiency gains were achieved including, but not limited to, (a) increased local capacity and accountability through the project’s efforts to ensure School-based Management Committees (SBMCs) were functional—SBMC and school members were involved and trained and empowered to build school capacity; (b) more efficient managerial functions and delivery of education services in schools; and (c) improved school performance incentivized by education quality grants. Many subcomponent interventions were geared toward improving TVET’s quality which has potential for improved cognitive skills through improved learning. Improvement in students’ cognitive skills is an important channel through which economic benefits can arise in the long run, including through increased income for beneficiaries. See annex 4 for details.



36. **Efficiency analysis: PFM component.** The efficiency is rated Substantial. The bulk of the funding for the PFM component was allocated for SIFMIS implementation. It is to the credit of the state governments that complex systems such as Oracle and SAP are ‘live’ and form the core of the improved PFM system in the state. This is no mean achievement, given the World Bank’s mixed track record in implementing such systems globally.<sup>13</sup> The implementation cost is extremely favorable when compared to the World Bank’s global experience that reviewed 134 projects implemented at a cost of over US\$4 billion.

37. One of the most critical challenges facing Nigeria right now is that of improving domestic revenue mobilization. Nigeria presently has the lowest tax-to-GDP ratio in Africa. This is around half the average for Sub-Saharan Africa, that is, around 12 percent of GDP. SEEFOR supported all four states to modernize and improve their Boards of Internal Revenue. While good results achieved in all states, the performance of Edo State was exceptional. A new Chairman of the Tax Authority started the modernization process four years ago. A new tax application was developed under a PPP arrangement. It was then rolled out across the state. This increased the tax net by over 300 percent; tax assessments increased at a rate of 23 percent per year, while citizens received much improved services. Over the last four years, the revenue authority has been transformed into a leading digitally empowered tax authority in Nigeria with significant support from SEEFOR. The digital platform has been at the core to this transformation. For example, the data and location of all taxpayers are digitally encoded with geolocations. This tax information is available to tax inspectors while on field visits and greatly supports their assessments. A detailed note is in appendix 5.

**D. JUSTIFICATION OF OVERALL OUTCOME RATING**

38. The overall outcome rating is considered Satisfactory. The rating is based on (a) High rating for PDO relevance and (b) Substantial ratings for efficacy and efficiency.

**Table 8. Overall Rating**

Relevance of Objectives	Efficacy	Efficiency	Overall Outcome
High	Substantial	Substantial	Satisfactory

**E. OTHER OUTCOMES AND IMPACTS (IF ANY)**

**Gender**

39. The project made an impact toward achieving gender balance and reducing economic gap between genders, more specifically in the construction industry which had been dominated by men before the project. On average, the breakdown of the number of beneficiaries employed in all the four participating states showed around 44 percent employed were females, considered economically disadvantaged in the society.

<sup>13</sup> See, for example: Hashim, Ali, and Moritz Piatti-Fünfkirchen. 2018. “Lessons from Reforming Financial Management Information Systems - A Review of the Evidence.” World Bank Policy Paper.



40. The project contributed to women’s empowerment throughout the project’s life span. Under small public works projects, youths were employed across six phases implemented during the project’s life span. About 70 percent of beneficiaries under this subcomponent were female. This was also evident in the category of projects that were implemented under the CDD initiative. A good number of micro-projects was the construction of market stalls and lockup shops as well as economic ventures which were mostly run by women. In the small public works subcomponent, the project provided for a 70 percent:30 percent ratio for females against males in the selection of beneficiaries. Several females were empowered with skills in fashion designing, bead making, catering services, and so on under the TVET subcomponent. They were also empowered with starter packs to kick-start their businesses. Under the CDD-Social subcomponent, the project design ensured that the position of treasurer was reserved exclusively for a woman in the respective Community Project Management Committees. Table 9 shows gender distribution of beneficiaries in the four project states:

**Table 9. Gender Beneficiary Distribution**

States	Male	Female	% Male	% Female
River	11,168	5,771	66	34
Bayelsa	10,373	6,614	61	39
Delta	4,381	5134	46	54
Edo	7,870	9,417	46	54
Total	33792	26,936	56	44

**Institutional Strengthening**

41. The institutional strengthening was achieved through training organized for staff of the Activity Executing Agencies (AEAs) and the SPCUs. The AEAs were further strengthened through capacity-building training study tours and provision of tools and equipment for learning for TVET institutions and office equipment to enhance productivity. Implementation support was also provided by the World Bank’s transport team during implementation. Areas of support included contract management and documentation, project supervision including development of a checklist for supervisors, monthly progress/special reports, project sustainability and maintenance, and so on. All PFM benefiting MDAs were well supported with the necessary orientation, equipment, and training for effective utilization of the reform platforms.

42. Consultancy services were engaged for the reform of the State Board of Internal Revenue leading to the change of nomenclature and structure of the institution which is now known as the State Revenue Services. This also led to the identification of 370,000 new taxpayers who were added into the tax net across all four states.

43. The State Budget Management Manual was prepared, which is now being used by MDAs to guide them in the preparation of their respective budgets. Adoption/implementation of the national Chart of Accounts and the budget codes as a precursor to the eventual implementation of the IPSAS) - Accrual Basis is now in use for both budget preparation and financial reporting in the state since 2017.

44. Advocacy sessions and capacity-building programs were organized for the members of the State House of Assembly Public and Accounts Committees on PFM reforms. This initiative helped equip them with better understanding of best practices in the performance of their oversight role.



45. The Delta State Public Procurement Commission was established. The project extended technical support to the commission by engaging a resident consultant to hand-hold staff and provide guidance on their job requirements. Key staff were trained abroad on Public Procurement Regulatory Governance. Training was provided for the development of SBDs for Goods, Works, and Consultancy and Non-Consultancy Services under the Procurement Reforms Initiative.

46. Local Government Financial Regulations were prepared to guide financial practices in the local government service across all four states.

47. Several capacity-building initiatives were designed to strengthen the independence and sharpen the skills of the state auditors, the most recent one being the African Organization of English-speaking Supreme Audit Institutions (AFROSAI-E training. Audit laws support the independence of the State Auditor General's office.

### **Mobilizing Private Sector Financing**

48. Not applicable.

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

49. An important aspect of a poverty reduction strategy in the context of public works and CDD is the targeting mechanism employed. Under the public works, for instance, a two-stage geographic and beneficiary mechanism was used to select needy communities and poorer youths based on computed vulnerability indices. This ensured that the interventions were targeted at the most vulnerable sectors of society in both urban and peri-urban areas, with a view to lessening unemployment, building the local economy, and ultimately contributing to poverty reduction. A system for the selection of contractors also ensured that artisans and contractors from within the localities had an opportunity to compete equitably. Similar targeting strategies were employed for the CDD and TVET subcomponents.

50. The primary objective of Component A was to create youth employment and access to socioeconomic services for the most vulnerable. To actualize this, the project adopted the approach of targeting rural communities for its CDD projects.

51. Under the CDD-Economic subcomponent, beneficiaries in the rural areas were provided grants to engage in income generating livelihood activities. Apart from the direct benefits that accrued to them, the beneficiaries also had household members who benefited indirectly. Another category of indirect beneficiaries were hired laborers who were in turn engaged by the direct beneficiaries of the project.

52. For the CDD-Social subcomponent, the micro-projects were not only beneficial to the communities in which they were domiciled, but neighboring communities equally shared in the benefits. For example, people came from far and near to trade on market days in communities where shops and stalls were built.

53. Under the technical and vocational institutions support initiative, the support gathered from the project contributed to an increase in the number of students that enrolled and graduated in skills and



entrepreneurial training programs. A good number of the graduates were issued starter packs, and most of them established businesses in various industries and became employers of labor.

54. Project beneficiaries were generally the poorest people in the rural environment. The stipend paid to these people was highly valued despite its meager nature. The beneficiaries participated in labor-intensive work and saved part of their allowances to start money-making ventures. Over 60,680 beneficiaries were employed in the four participating states implying that there was poverty reduction for the 60,680 beneficiary households during the project's life span. Also, the execution of works, especially the construction aspect, brought in additional fund flows into areas where works were executed and local vendors of construction materials (such as cement, reinforcements, and sharp sand) benefitted from the increased demands for the materials. Similarly, suppliers of construction materials in project areas improved sales which reduced poverty within the communities. Rehabilitated roads provided access to many settlements, which improved economic activities and access to better health care facilities.

### Other Unintended Outcomes and Impacts

55. An example of unintended outcomes/impacts is provided in box 2.

#### Box 2: Outcomes, as Seen from the Village

- The 2–1.2 m x 1 m box culvert designed for Torugbene Creek in Delta was changed to a 4.2 m span bridge. This facilitated navigation along the creek in addition to the traffic passing across the bridge.
- Bank accounts increased for people who ordinarily would not have had access to banking facility.
- Economic value increased for properties that were built along project-constructed roads.
- Road construction enabled security vehicles to easily access areas that were not possible before.
- The technical and vocational training institutions improved tremendously, resulting in increased interest for technical and vocational skills acquisition, leading to unprecedented increase in school enrolment numbers in the institutions accessing the TVET grants. Further, because of high demand, two secondary schools were converted to technical/vocational schools.
- Successful completion of micro-projects gave rise to the execution of other self-help projects by the communities on one hand and the Government on the other hand using the SEEFOR template.

## III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

### A. KEY FACTORS DURING PREPARATION

56. The project was built on the experience and lessons learned from previous World Bank interventions. Project concept and technical design was based on tested and successful models drawn from then existing projects in the Nigeria portfolio and lessons learned in their implementation. These included State Governance Capacity Building Project (SGCBP I), Local Empowerment and Environmental Management Project (LEEMP), Fadama I and II, Lagos Urban Transport Project (LUTP), CSDP, and the Lagos Eko projects. One critical lesson for the success of multistate and multisector projects was the need to set up robust institutional arrangements for coordinated design and implementation. The project addressed this by setting up a Project Implementing Unit (PIU) at the federal level—NPCU—in the Ministry of Budget



and National Planning and state PIUs in each state. This project implementation structure worked well with frequent coordination meetings taking place to improve inter-state coordination and support.

## **B. KEY FACTORS DURING IMPLEMENTATION**

### **Positive**

57. The state governments' ownership of the project helped address major risks that could have significantly reduced project success rate. Also, institutional capacity was enhanced as a result of the Government's sustained commitment.

58. The Government, especially at the start of the project, provided counterpart funding which helped in ensuring smooth operations such as acquiring of office space and initial equipment, funding of the volunteer staff, and other vital expenses in each participating state.

59. At entry, extensive consultations led by the World Bank ensured that the project was aligned with the state's vision. Relevant MDAs/AEAs were identified as appropriate, and this in turn affected the project's success. The inclusion of the Fadama III Project State Coordination Office in the Ministry of Agriculture and Natural Resources and the CDD-Social Implementation Unit in the Ministry of Women Affairs, Community and Social Development ensured that the CDD subcomponent affected a widespread number of beneficiaries especially at the grassroots level.

60. All through the implementation cycle, the World Bank provided TA to the relevant implementing agencies and beneficiaries. Capacity gaps were addressed where necessary and experience sharing and hand-holding of implementing partners and SPCU staff were constantly and consistently carried out from time to time.

61. Furthermore, Edo State created the SEEFOR Plus with substantial allocation of state-owned funds while Delta State expanded the waste management scheme through generation of significant revenues reflecting Government commitment to implementation success and sustainability.

### **Negative**

62. A significant factor for the delay in implementation and commencement of the AF was the noncompliance of states to the environmental and social safeguards, which led to suspension of disbursements for over 12 months in 2014–15. There was also significant delay in achieving project effectiveness. Both factors necessitated the first restructuring and an extension of the project closing date.

63. Some of the project activities were affected by force majeure. Specifically, under the CDD-Economic intervention, the seasonal nature of farming in the communities affected the implementation process. Flooding, especially in the riverine communities, affected planted crops in the beneficiary communities. Most of the Fadama User Groups suffered losses due to the annual flooding. The riverine nature of the state, in which over 85 percent is criss-crossed by rivers, creeks, and streams, made transportation difficult and costly for project staff for M&E.



64. The economic downturn in 2015/2016 adversely affected project implementation. There was an astronomical increase in the prices of goods and services which affected projects across the subcomponents, especially the public works and CDD projects which had financial benchmarks. As a result, the available resources were grossly insufficient to complete the work, particularly in the riverine communities. Several communities had to struggle to complete their micro-projects while some were stalled when their financial provisions were exhausted.

65. **Outbreak of COVID-19 severely affected the pace of project implementation.** For example, (a) all state governments imposed partial or complete lockdowns; (b) the last proposal submitted by Bayelsa to execute concrete pavement and asphalt works could not be implemented because of limited time left before project closure; (c) some activities were stalled while others could not commence; for example, LAN and wide area network (WAN) activities were discontinued; (d) supervision missions were cut short or cancelled because of travel restrictions—the World Bank’s transport team could not carry out technical support field visits, while the final supervision mission could only be conducted virtually; and (e) a high-level conference on sustainability was planned for June 2020 but got cancelled on account of COVID-19 travel restrictions.

66. Fluctuations in the economy resulting in inflation affected implementation of certain project activities. At some point, funds earmarked for projects (for example, under the CDD component) became insufficient to implement micro-projects.

67. There were fiduciary concerns that surfaced during the project. The Bank undertook a mission to Delta State in 2015 and prepared a Project Fiduciary Review. This has resulted in an amount of \$1.8 million of IDA funds as being declared as ineligible primarily on account of non-compliance with Bank procurement requirements.

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

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

###### M&E Design

68. Before effectiveness, a rapid readiness assessment was conducted, which informed the design of an M&E system development plan. The project allocated resources for setting up an M&E system and trained project staff and implementing agencies on data collection. Each state appointed an M&E officer who was responsible for coordinating data collection and analysis for reporting to the World Bank and the NPCU. The M&E officers were further supported to develop an M&E manual that included tools for data collection, analysis, and reporting at the required levels. Adequate provision was made in the project budget for the SPCUs to support M&E, including setting up of the M&E system, data collection, training of M&E officers, and assessment of the results of implementing agencies. For the youth employment, TVET and CDD subcomponents, the main sources of data were the quarterly progress reports by the project and the implementing agencies. For the PFM component, the data for the outcome and results indicators came from annual financial and audited financial reports of the state accountant general and auditor generals, the budget statement, and budget execution/performance reports, annual reports of implementing agencies, and project monitoring reports. A PEMFAR was undertaken in each participating states which provided baseline information for PFM results indicators.



69. The M&E data provided useful information for decision-making, resource mobilization, accountability and planning to federal and state governments, and other stakeholders of the performance of the project. For example, the M&E information for components helped the project task team and the state implementing agencies determine the need for design adjustments and to improve technical support strategies where necessary. Also, a mechanism for third-party monitoring (TPM) was developed to monitor progress and to validate outcomes.

70. A State Steering Committee was established as the highest decision-making body for the project in the state and consisted of relevant political heads/commissioners of the respective AEAs and chaired by the Governor/ representative. The State Technical Committees were also established for each project subcomponent with focal point officers made responsible to provide technical guidance, coordination of activities, quality assurance, and monitoring progress within their respective AEAs.

**Box 3. Use of Digital Tools in the SEEFOR Project for Improving M&E**

The SEEFOR Project supported the implementation of around 1,300 rural road and waste management and over 3,000 community projects in four states in the Niger Delta. At any point of time, there are hundreds of micro-projects under implementation. It had been extremely difficult to keep track of progress using paper-based systems. Standard paper-based tools were used by projects and grievance redress mechanism (GRM) complaints were limited. Those that were recorded were complaints registered regarding salary payments for the youth employed. There were few community-related concerns reflected in GRM registers. There was also limited avenue for citizens' feedback on the progress made and the impact the project had achieved across the region. The revamping of M&E in SEEFOR progressed gradually. All project units were invited to Edo in December 2018 for an initial round of training in Kobotoolbox—the standard application being used by the World Bank globally for project monitoring—especially in fragile, conflict and violence locations. Between July and December 2019, all 4,300 project locations were digitized. Each state formed its own team, received training, and travelled to various project locations. They created an online geographic information system (GIS) database with photographs, key beneficiary names and phone numbers, basic project data, and global positioning system (GPS) coordinates. Quality control was strictly monitored during the process and teams had to return to project locations if the data quality was not of the required standard. This is in the public domain and is available at [www.kobotoolbox.com](http://www.kobotoolbox.com) with the username: `seefornpcu_monitoring_client`; password: NPCUCLIENT.

Project locations show up on the GIS map and their performance is verified through photographs and through contacting project beneficiaries. A call center in Abuja used the database to collect feedback from 20,000 beneficiaries to assess performance and impact of various micro-projects. A unique communication campaign was designed and implemented that used radio, print, the web, and social media for engaging stakeholders. This made SEEFOR a household name in the Niger Delta. Citizens were widely encouraged to report feedback and discuss issues. Independent third-party monitoring confirmed the feedback received and the perception of citizens—both positive and negative. (see box 4 on TPM).

During Phase II of the M&E digital pilot from January to September 2020, ideas were solicited for the best digital solution for citizens engagement. This was through a 'Data4Governance' Hackathon organized by 'ccHUB' in Lagos between February 17 and February 28, 2020. A total of 79 teams applied for the Hackathon; 24 teams were short-listed and competition was fierce. The Hack, Data Science Nigeria (DSN) undertook a 'ground-truthing exercise' to directly solicit feedback from beneficiaries regarding the performance of the project. It used its own DataCrowd App based on artificial intelligence. The app can geo-fence project locations and assess whether quality data are being submitted by the feedback provider. The results from the DSN ground-truthing exercise as well as through the call center were positive.



### **M&E Implementation**

71. The project M&E was carried out regularly by all the four SPCUs' staff. Continuous guidance on data collection and reporting was provided to enable components to provide required information which were later shared with the World Bank. Reporting templates that sought to capture the required information from components were developed for monthly, quarterly, and annual reporting. The World Bank financial and procurement teams conducted M&E periodically, which helped gauge project performance against expected outcomes. Internal and external audits were also conducted annually.

### **M&E Utilization**

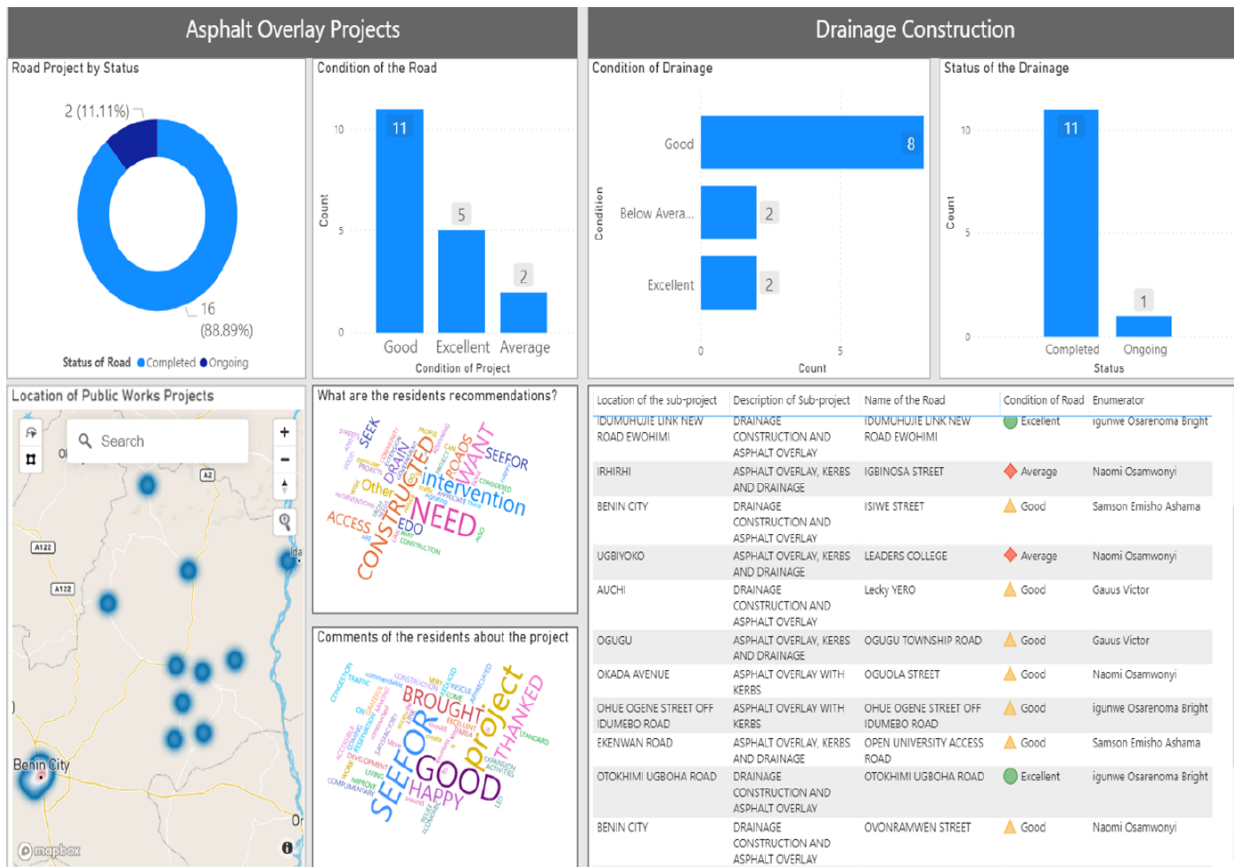
72. Detailed data were collected and proactively followed through to verify the data on the project's progress. Based on the data and information collected from the mission reports including the midterm review (MTR), the Government and the World Bank restructured the project by introducing changes in the outcome indicators and twice extended the project closing dates in March 2017 and September 2019. Modifications of procurement plans were also made when required.



### Box 4. Third Party Monitoring of SEEFOR Projects

- DSN is a leading nongovernmental organization (NGO) based in Lagos that specializes in use of artificial intelligence for practical solutions. DSN was selected for running a TPM pilot in Edo State. Using the Kobotoolbox database, DSN selected 77 project locations for TPM.
- 9 data collectors were onboarded and trained, using a special DSN app.
- Quality assurance for data collection was provided by DSN throughout May 2020.
- The results were shared with the World Bank team in June 2020.
- The focus was on public works. Just one example of the reporting regarding road projects was the following:

#### Summary Sheet: Feedback from beneficiaries in Benin City on the performance of Road Projects:



#### Road Project Status

88.89 percent of the road works are completed. The remaining (Igbinosa Street and Leaders College road) are still undergoing construction.

#### Condition of the Roads

From the enumeration, 88.9 percent of the roads are above average and in good working condition. Only 2 roads were tagged as average, due to the fact that the roads are still under construction as stated in the section above.

#### Drainage Condition



Few (11.11 percent) of the drainage system are below average condition. These drainage areas are located in Isiwe Street and Ovonramwen Street in Benin City. It is observed that the drainage system condition is below average.

**Drainage Status**

Out of the 12 drainages in the public work project, just 1 drainage (Leaders College road, Ugbiyoko) is reported to be incomplete.

**Resident Recommendation and Comment**

Majority of the residents are happy and grateful about the intervention project. However, many of them recommended the construction of more drainages and link roads for easy accessibility. Recommendations for more road construction were majorly from the residents of Benin City.

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

73. **The overall quality of M&E is considered Substantial.** The M&E design was flexible. It used traditional M&E paper-based processes and modern digital tools introduced in 2019 and 2020. The Moderately Satisfactory rating for M&E in the Implementation Status and Results Reports (ISRs) was on account of delays in PIUs submitting their quarterly reports in time.

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

74. **Environmental and social safeguards compliance.** The project complied with all environmental and social policies and no major adverse safeguards issues surfaced. In 2014, noncompliance was observed as a result of civil works implementation without cleared Environmental and Social Management Plans (ESMPs), which resulted in the suspension of the project to ensure all safeguards guidelines were complied with. All activities were screened based on an agreed safeguard checklist and the ESMP that was prepared and publicly disclosed to ensure compliance with the World Bank’s environmental and social safeguard policies. The project employed environmental/social safeguard and social accountability specialists in all the participating states, and they were responsible for all safeguard’s compliance issues. Beyond compliance, the project is commended for its effort in building capacities of environmental and social officers. In due course, ESMPs prepared for project implementation was now prepared by the environmental and social staff of the project

75. **GRM.** The project had put in place a GRM that was differentiated into precautionary and remedial measures. The GRM was established in all the four participating states to ensure communities were able to give feedback with regard to any of the project activities. Beyond compliance, the project set up Community Oversight Committees in all four states, whose responsibilities were to resolve disputes, using existing structures in communities where there were project activities.

76. **World Bank’s safeguards Policies.** No waivers were provided against the World Bank’s safeguards policies. The following six environmental policies were triggered: (a) Environmental Assessment (OP/BP 4.01); (b) Natural Habitats (OP/BP 4.04); (c) Forests (OP/BP 4.36); (d) Pest Management (OP 4.09); (e) Physical Cultural Resources (OP/BP 4.11); and (f) Involuntary Resettlement (OP/BP 4.12).

77. **Financial management (FM).** Adequate FM arrangements for the project were established and maintained across all four states and the National Coordinating Unit throughout project implementation. The FM arrangements included reporting and accounting provisions, internal control procedures, planning



and budgeting, flow of funds arrangements, external audit, accounting and financial reporting, and FM staff. Following the findings of the detailed FM review that was conducted primarily focusing on the 'soft expenditures' of workshops, training, travel, study tours, and operating expenses, an enhanced accountability framework was put in place to provide increased assurance that funds are used for the intended purpose with economy and efficiency and attain value for money. There was progressive improvement in the performance of the FM function over the project life. FM issues flagged were adequately resolved except in the Delta Project Coordinating Unit. The project consistently submitted the annual audit report and Management Letter to the World Bank on time. The financial reports, that is, the periodic unaudited interim financial reports (IFRs) and the annual audit report were being consolidated by the NPCU. The project was unable to achieve timely rendition of the unaudited IFRs during project implementation. Consolidation of the IFRs at the NPCU was observed to have been challenging—the challenge being that of workload issues on the part of the project accountant who in addition to SEEFOR FM responsibilities also doubled as the project accountant for another World Bank-financed project<sup>14</sup> coupled with being saddled with accounting duties in the line ministry.

78. In mitigating the challenges to well-functioning FM arrangements for the project, the World Bank task team consistently served as personal trainer to the FM staff in the implementing entities. Additional support was provided through the conduct of the capacity-building workshop. At project closure, the overall FM performance is rated Moderately Satisfactory, while the FM risk rating remained High.

79. **Procurement.** The overall performance with regard to internal controls, record keeping, and implementation were in accordance with the PAD. However, there were major issues relating primarily to procurement in Delta State which triggered an Integrity Vice Presidency (INT) review. This resulted in US\$1.8 million of IDA funds being declared ineligible. The procurement gaps observed during procurement and post procurement reviews were substantially addressed by the Government. Some of these gaps included (a) delays by implementing states to upload their procurement plans in Systematic Tracking of Exchanges in Procurement (STEP), (b) delays in uploading the required procurement documents in the system, (c) poor management of planned activities, and (d) administration of some contracts not conducted efficiently and effectively.

80. One major challenge recorded was that it took some time before the project procurement officers were fully aligned with the use of STEP, causing delays in catching up with procurement implementation by the PCUs and the TVET. Some procurement activities could not be fully implemented due to this weakness.

81. Notwithstanding these weaknesses, the World Bank team provided regular capacity building and procurement implementation supports to key staff, which had a positive impact on the overall implementation. At project closure, the overall procurement risk rating was assessed as Moderate, while the procurement performance was considered Moderately Satisfactory.

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<sup>14</sup> State and Local Governance Reform Project.



### C. BANK PERFORMANCE

#### Quality at Entry

82. **The overall quality of World Bank performance in ensuring quality at entry is considered Satisfactory.** The project was grounded on the realities of Nigeria and its problems, more specifically in the areas of improving the labor market, particularly youth employment and PFM. During appraisal, the World Bank team considered adequacy of project design and major aspects including technical, financial, economic, institutional, and procurement. The activities included were adequately prepared to achieve the PDO. Considering the complex political economy with multiplicity of stakeholders, the project team considered risk factors and lessons learned from earlier projects and incorporated them into the project design. During the MTR, the project team introduced revisions to the indicators and targets to align them with the new closing date alongside the AF and reallocation of resources across components. An experienced and committed task team was constituted right from the beginning to provide technical support to the project which was critically important given the complex multisectoral project with several activities and implementing agencies.

#### Quality of Supervision

83. **The overall quality of supervision was Satisfactory.** The task team included public sector specialists, social development specialist, governance specialist, transport specialist, education specialist, M&E specialist, and FM and procurement specialists, all with experience in supporting Private Sector Development reform projects in environments similar to Nigeria. The World Bank's technical and fiduciary teams provided regular support to focus on maximizing the project's development impact which resulted in adjustments, including project restructuring, AF, and extending project closing dates. Regular supervision missions were conducted. The project's MTR was conducted on February 11, 2016, during which various measures including restructuring was recommended to reorient the project to ensure it achieved its objectives. Overall, four missions were carried out during 2013–14 and six during 2017–2020 that monitored progress and provided support. This was complemented by several technical missions to beneficiary states to address specific issues. Due to COVID-19, the final supervision mission was carried out virtually. The progress and guidance were recorded in 15 ISRs and 10 Aide Memoires. The task team regularly collected data, updated progress against the baseline, and highlighted issues for the World Bank management's attention. In addition, quarterly and annual progress reports and monthly fiscal reports were used to monitor the project's outcome and results indicators.

#### Justification of Overall Rating of Bank Performance

84. Considering that both the Quality at Entry and the Quality at Supervision were Satisfactory, the World Bank's overall performance is considered Satisfactory.

### D. RISK TO DEVELOPMENT OUTCOME

85. The state governments have begun the process of streamlining project activities into their annual budgets. Provisions for funds to sustain the SPCUs were included in the 2021 budget. Each state government made provisions in the budget estimates for some elements of organizational/support structure for SIFMIS. The states have been interfacing with suppliers of the infrastructure with a view to



extend their support for additional years moving forward. The arrangement includes training of key personnel who will be managing the system over time.

86. **Some key potential risks include the following:**

- **Technical.** Adequate manpower may not be available to operate equipment and other technicalities including SIFMIS.
- **Financial.** SEEFOR was a pilot to demonstrate an approach to youth employment and community development activities. The approach has been mainstreamed in Edo and Delta States for public works and in all the states for community projects. Serious fiduciary issues arose in Delta State and these were addressed through the Project Fiduciary Review referred to above. A major concern that arose at the time of project closure was the sharp deterioration in the fiscal situation in the SEEFOR states due to the COVID-19 situation and the shortfall in oil revenues. This could pose a financial risk to the states for continuing to support youth employment and PFM tasks for which the groundwork was laid by the SEEFOR Project.
- **Social.** The project built in gender equality into the project design. This was achieved, with close to 50 percent of the youth employed being female. However, SEEFOR was primarily a demonstration project. Institutionalizing gender equality into the social fabric is a longer-term undertaking.
- **Economic.** The project supported close to 3,000 enterprises at the community level. These vary in nature with a large number of them being agro-enterprises. These take time to stabilize and need close follow-up to ensure that the machinery remains in working order. Local leadership is critical for this effort. If that is lacking, then these enterprises have a risk of failure. Similarly, for the SIFMIS, for the economic benefits to be fully realized, there is the need for sustained support over a decade as global experience has shown.
- **Political.** The Niger Delta has been and remains a complex political environment. It is possible that leadership of key institutions could suffer due to suboptimal political choices.
- **Environmental.** The project area is subject to serious environmental risks. Short dry season, riverine terrain, excessive pollution, seasonal flooding, erosion, and other environmental factors pose high risk to sustain development outcomes of SEEFOR Project activities in states such as Bayelsa. Climate and environmental changes are particularly acute in riverine communities.

*Sustainability*

87. The project implementation included features to mitigate the risks to sustaining the project's development outcomes. Key interventions under the SEEFOR Project on youth employment and PFM have been mainstreamed into government systems. On public works, a SEEFOR Plus model was adopted in Edo even when the project was operational. This fully government-funded intervention for road construction ran parallel to the World Bank project for years using the same PIU. It has continued even after project closure. On waste management, the SEEFOR model has been rolled out across Delta State and is continuing to expand even after project closure. Community-level interventions were mainstreamed from



project inception into government systems. These community projects continue to thrive and grow even after project closure. Project-specific interventions on TVET schools greatly aided their infrastructure, facilities, and accreditation. These schools are now better able to service their communities and are helping empower technicians and entrepreneurs. The project supported the concept of providing ‘starter packs’ for graduates of TVET programs. This intervention has continued even after project closure due to its popularity and impact. Some TVET schools that were supported through SEEFOR such as the Benin Technical College have emerged as flagship champions for the state government and are the recipient of huge amounts of funding from governments’ own resources. On PFM, modern revenue and expenditure management systems and processes along with sound legal frameworks have been put in place in all states. The project has demonstrated that a holistic view needs to be taken toward automation. While it implemented world-class complex IFMIS interventions in all states, it also supported the implementation of an easy-to-use, low-cost intervention that is now continuing to flourish and grow in the SEEFOR states.

## V. LESSONS AND RECOMMENDATIONS

88. The project offers several important lessons, as summarized in the following paragraphs. Some are specific to Nigeria while others are broader and generally applicable:

- (a) The project demonstrated that a youth employment strategy using public works as a tool is an appropriate strategy for a disturbed area such as the Niger Delta. This was the largest component of the project and it has demonstrated that this is a sustainable option. As noted in the efficiency section, prioritizing labor costs can result in cost-effective implementation. The project also demonstrated that there is need to remain flexible regarding this parameter. For public works projects, the initial ratio between labor and materials and overheads was 70:30. This was revised to 60:40 depending on soil typology (Rivers and Bayelsa: riverine with sandy-clay; Delta and Edo: upland with loamy/hard laterite); and then to 50:50 based on the need for more tangible infrastructure and associated requests from the states. The ratios of 70:30 and 60:40 are normally used in typical workfare programs supported by the World Bank and other donors. Edo State government has retained the SEEFOR PIU as is and has fully funded over 100 road projects using its own resources. This intervention is known as SEEFOR PLUS in Edo State. It has been found under the SEEFOR Plus Model that 65 percent materials to 35 percent labor has provided satisfactory results in Edo State. The EU conducted an in-depth assessment of SEEFOR in 2019. They complemented the project for its achievements under the various indicators but made an important suggestion—that rather than focusing just on youth employment and building roads in discrete locations, roads built in rural communities need to be part of the rural road connectivity network so that they support the broader capital investment intervention.<sup>15</sup>
- (b) Delta State has introduced a sustainable waste management system building on the intervention by SEEFOR that involved private sector participation. Under this model, capable private sector participants (PSP) are selected. The state government identifies the dump site that is managed by the Waste Management Board, and there is an enumeration of the households. These households are grouped into lots with each lot/zone having about 800 households. These households open bank accounts to avoid cash collection, and a standard

<sup>15</sup> EU. 2019. “Evaluation of EU Supported Programs in the Niger Delta”, page 77.



fee is fixed. This is based on the type of building/resident that is recorded in the monthly bill. These are distributed by supervisors. There are mobile courts to try defaulters/households that do not use the PSPs for waste disposal. This model is working in all three senatorial districts in Delta State with full ownership by the Waste Management Board/PSP operators. This system is thriving in Delta State and the knowledge is being shared with the other SEEFOR states.

- (c) While there were elaborate paper-based systems in place to ensure that the most vulnerable were targeted, questions still remain as to whether or not there was falsification of the system and the targeting was not as effective as it was supposed to be. The feedback provided to the Implementation Completion and Results Report (ICR) team by one implementation agency in Rivers State is that “The wellbeing of the poor and vulnerable was affected on, in a positive way through the selection criteria employed by the project. However, there were leakages as many beneficiaries were overaged and some even had other means of livelihood. This is attributable to false and misleading information provided by such beneficiaries during enrollment and documentation.” Targeting systems need to be greatly improved with future projects focused on local governments with the highest poverty and the greatest unemployment rates.
- (d) The project was effective in using digital technology for improving M&E. Through creation of a GIS- based digital database, the project facilitated third-party monitoring of results and citizen’s feedback through a call center. All this was complemented through a well-designed communication program that used social media, video, the print media, and radio to reach out to local communities and beneficiaries.
- (e) While the project has successfully implemented Oracle and SAP in the four SEEFOR states, global experience has shown that such complex systems need highly competent manpower and good infrastructure. Several states have built this capacity, such as Edo, where these systems have stabilized. Going forward, there is a need to look at low-cost systems with a high level of functionality that have become available in recent years. Several SEEFOR states are experimenting with them at the local government level and depending upon the experience, these could be scaled up if required.

89. The interventions under SEEFOR have the potential to be scaled up across Nigeria, even though their impact was variable within the four SEEFOR states. The main explanation for this variability was the leadership provided by the Governor of the state himself. Without local leadership, these kinds of projects cannot succeed. By strengthening PFM systems, the project helped lay the foundations for states to participate in next-generation Program-for-Results operations which are at the core of the new Nigeria Country Partnership Framework (CPF – World Bank Report No. 153873-NG), which shifts the World Bank’s focus toward broader platforms with impact at the national scale.



**ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS**

As at September 2020

**A. RESULTS INDICATORS**

**A.1 PDO Indicators**

**Objective/Outcome: Youth Employment**

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
<b>Number of people (youth) employed</b>					
- Bayelsa	Number	0.00	10,845	6,626	17,685
- Delta		0.00	6,626	8,736	9,515
- Edo		0.00	8,736	7,466	18,680
- Rivers		0.00	7,466	10,845	21,770
		01-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020

**Comments (achievements against targets):**

Indicator Name: Technical and Vocational Training	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
<b>Number of people trained in technical and vocational skills</b>					
- Bayelsa	Number	0.00	3,314	3,314	3,460
- Delta		0.00	2,159	2,159	14,954
- Edo		0.00	5,423	3,733	4,265
- Rivers		0.00	3,733	5,423	6,687
		01-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020

**Comments (achievements against targets)**



<b>Objective/Outcome: Community Driven Development</b>					
<b>Indicator Name</b>	<b>Unit of Measure</b>	<b>Baseline</b>	<b>Original Target</b>	<b>Formally Revised Target</b>	<b>Actual Achieved at Completion</b>
<b>Number of people with Youth access to services in communities</b>					
- Bayelsa	Number	0.00	121,500	121,500	504,347
- Delta		0.00	129,646	129,646	1,457,210
- Edo		0.00	150,347	150,347	186,142
- Rivers		0.00	52,370	52,370	469,918
		01-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020
<b>Comments (achievements against targets)</b>					
<b>Indicator Name</b>	<b>Unit of Measure</b>	<b>Baseline</b>	<b>Original Target</b>	<b>Formally Revised Target</b>	<b>Actual Achieved at Completion</b>
<b>Percentage deviation of actual aggregate expenditure from budgeted expenditure in the participating States</b>					
- Bayelsa	Percentage	16	10	10	15
- Delta		24	10	10	23
- Edo		36	10	10	15
Rivers		32	10	10	16
		01-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020
<b>Comments (achievements against targets):</b>					
<b>Objective/Outcome:</b>					
<b>Indicator Name</b>	<b>Unit of Measure</b>	<b>Baseline</b>	<b>Original Target</b>	<b>Formally Revised Target</b>	<b>Actual Achieved at Completion</b>



<b>Percentage of public contracts above threshold awarded through competitive process in each participating State</b>						
	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion	
- Bayelsa	Percentage	20%	20%	60%	54%	15
- Delta		20%	20%	60%	100%	23
- Edo		20%	20%	85%	55%	15
- Rivers		25%	25%	60%	40%	16
		01-Feb-2012	01-Feb-2012	01-Feb-2012	30-Sep-2020	30-Sep-2020
<b>Comments (achievements against targets):</b>						
<b>Direct project beneficiaries</b>						
	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion	
- Bayelsa	Number	n/a	7,800	85,000	525,512	
- Delta			8,900	79,000	1,466,725	
- Edo			9,100	81,000	163,880	
- Rivers			10,000	95,000	484,237	
		01-Feb-2012	01-Feb-2012	01-Feb-2012	30-Sep-2020	
<b>Comments (achievements against targets)</b>						
<b>Direct project beneficiaries, % of which female</b>						
	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion	
- Bayelsa	Percentage	n/a	30%	30%	57%	
- Delta			30%	30%	56%	
- Edo			30%	30%	57.4%	
- Rivers			30%	30%	52%	
		01-Feb-2012	01-Feb-2012	01-Feb-2012	30-Sep-2020	



Comments (achievements against targets):

**A.2 Intermediate Results Indicators**

**Component: Youth Employment and Access to Socio-economic Services**

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of contracts awarded for public works:	Number	0.00	137	137	410
- Bayelsa		0.00	89	89	266
- Delta		0.00	154	154	185
- Edo		0.00	224	224	509
- Rivers					
		01-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of Technical and vocational courses accredited in each state by the National Board of Technical Education (both state and non-state institutions)	Number	0	13	13	35
- Bayelsa		7	11	11	35
- Delta		10	18	18	32
- Edo		2	25	25	29
- Rivers					
		01-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020

Comments (achievements against targets): 101 NBTE accredited courses and 30 Modular courses

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
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Number of people trained in life planning and entrepreneurship skills					
- Rivers	Number	0	10,845	10,845	10,426
- Bayelsa		0	6,626	6,626	17,685
- Delta		0	4,317	4,317	17,640
- Edo		0	7,466	7,466	18,680
		01-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020
<b>Comments (achievements against targets):</b>					
<b>Indicator Name</b>	<b>Unit of Measure</b>	<b>Baseline</b>	<b>Original Target</b>	<b>Formally Revised Target</b>	<b>Actual Achieved at Completion</b>
Number of CDPs and IDPs projects that were implemented according to plan under the Project:					
- Bayelsa	Number	0	132	132	132
- Delta		0	47	47	110
- Edo		0	95	95	204
- Rivers		0	50	50	107
		01-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020
<b>Comments (achievements against targets):</b>					
<b>Indicator Name</b>	<b>Unit of Measure</b>	<b>Baseline</b>	<b>Original Target</b>	<b>Formally Revised Target</b>	<b>Actual Achieved at Completion</b>
Number of States publishing Annual Budget Estimates in book form and on websites	Number	0	4	4	4
<b>Comments (achievements against targets):</b>					



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of MDAs in each state with defined medium term expenditure plan derived from the State MTEF					
- Bayelsa	Number	0	8	8	28
- Delta		0	8	8	5
- Edo		0	8	8	43
- Rivers		0	8	8	1
		01-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020
<b>Comments (achievements against targets):</b>					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of states with new/modern chart of account/budget classification produced and used for budget and annual accounts in each participating state.	Number				
		0	4	4	4
		1-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020
<b>Comments (achievements against targets):</b>					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of months taken (after end of fiscal year) to submit annual audited financials of the state to the States House of the Assembly	Number				
- Bayelsa		9	5	5	6
- Delta		12	5	5	5



- Edo		12	5	5	5
- Rivers		36	6	6	6
		01-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020
<b>Comments (achievements against targets):</b>					
<b>Indicator Name</b>	<b>Unit of Measure</b>	<b>Baseline</b>	<b>Original Target</b>	<b>Formally Revised Target</b>	<b>Actual Achieved at Completion</b>
Number of States publishing most recent audited financial statements on state official website	Number	0	4	4	4
<b>Comments (achievements against targets):</b>					
<b>Indicator Name</b>	<b>Unit of Measure</b>	<b>Baseline</b>	<b>Original Target</b>	<b>Formally Revised Target</b>	<b>Actual Achieved at Completion</b>
Number of states have implemented 3-5 key modules of IFMIS (budgeting, purchasing, general ledger, accounts payable, HRMIS and payroll)	Number	1 01-Feb-2012	4 01-Feb-2012	4 1-Mar- 2016	4 30-Sep-2020
<b>Comments (achievements against targets):</b>					
<b>Indicator Name</b>	<b>Unit of Measure</b>	<b>Baseline</b>	<b>Original Target</b>	<b>Formally Revised Target</b>	<b>Actual Achieved at Completion</b>
Number of states with new/modern chart of account/budget classification produced and used for budget and annual accounts in each participating state	Number	0 1-Feb-2012	4 01-Feb-2012	4 1-Mar- 2016	4 30-Sep-2020
<b>Comments (achievements against targets):</b>					



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of public contract awards above threshold awarded through competitive process that are published in procurement database and are reflected on state official website	Percentage	0	60	60	30
- Bayelsa		0	60	60	60
- Delta		0	90	90	90
- Edo		0	60	60	60
- Rivers		01-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020
<b>Indicator Name</b>	<b>Unit of Measure</b>	<b>Baseline</b>	<b>Original Target</b>	<b>Formally Revised Target</b>	<b>Actual Achieved at Completion</b>
Number of state that are using modern standard bidding documents (SBDs) for 100% of contracts over the threshold limits	Number	0	4	4	2
		1-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020
<b>Comments (achievements against targets):</b>					
<b>Indicator Name</b>	<b>Unit of Measure</b>	<b>Baseline</b>	<b>Original Target</b>	<b>Formally Revised Target</b>	<b>Actual Achieved at Completion</b>
Number of participating states that have established Complaint Review Mechanism.	Percentage	0	4	4	4
		1-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020
<b>Comments (achievements against targets):</b>					



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage increase in Internally Generated Revenue (IGR)					
- Bayelsa		0	40	40	>100
- Delta		0	40	60	9
- Edo	Percentage	0	40	90	84
- Rivers		0	40	60	18
		01-Feb-2012	01-Feb-2012	1-Mar- 2016	30-Sep-2020
<b>Comments (achievements against targets):</b>					



**B. KEY OUTPUTS BY COMPONENT**

Objective/Outcome 1	
Outcome Indicators	<ol style="list-style-type: none"> <li>1. Number of people (youth) employed</li> <li>2. Number of people trained in technical and vocational skills</li> <li>3. Number of people with Youth access to services in communities</li> <li>4. Percentage deviation of actual aggregate expenditure from budgeted expenditure in the participating States</li> <li>5. Percentage of public contracts above threshold awarded through competitive process</li> <li>6a. Percentage of public contracts above threshold awarded through competitive process in each participating State</li> <li>6b Direct project beneficiaries, % of which female (disaggregated by gender)</li> </ol>
Intermediate Results Indicators	<ol style="list-style-type: none"> <li>1. Number of contracts awarded for public works</li> <li>2. Number of technical and vocational courses accredited in each state by the National Board of Technical Education (both state and non-state institutions)</li> <li>3. Number of people trained in life planning and entrepreneurship skills</li> <li>4. Number of CDPs and LDPs projects that were implemented according to plan under the Project</li> <li>5. Number of states with standard Public Finance Legislation submitted to state legislature</li> <li>6. Number of States publishing Annual Budget Estimates in book form and on websites</li> <li>7. Number of MDAs in each state with defined medium term expenditure plan derived from the State MTEF</li> <li>8. Number of states with new/modern chart of account/budget classification produced and used for budget and annual accounts in each participating state</li> <li>9. Number of months taken (after end of fiscal year) to submit annual audited financial statements of the state to the State House of Assembly.</li> <li>10. Number of States publishing most recent audited financial statements on state official website</li> <li>11. Number of states have implemented 3-5 key modules of IFMIS (budgeting, purchasing, general ledger, accounts payable, HRMIS, and payroll)</li> <li>12. Percentage of public contract awards above threshold awarded through competitive process that are published in procurement database and are reflected on state official website</li> </ol>



	<p>13. Number of states that are using modern standard bidding documents (SBDs) for 100% of contracts over the threshold limits</p> <p>14. Number of participating states that have established Complaint Review Mechanism</p> <p>15. Percentage increase in Internally Generated Revenue (IGR)</p>
<p>Key Outputs: <u>Delta</u> State:</p>	<p>The project awarded and completed 160 waste management contracts to PSPs and 106 road maintenance contracts out of which 13 road maintenance contracts were implemented and completed in the final phase of the project. All of these generated employment for 9,515 youths. Specific measures were as follows:</p> <ul style="list-style-type: none"> <li>• A total of 35 courses were accredited by the NBTE across the 6 technical schools in the state.</li> <li>• A total of 14,745 beneficiaries were trained in technical, vocational, and agricultural skills.</li> <li>• A total of 1,666 persons were trained in the three vocational centers.</li> <li>• A total of 210 persons were trained and graduated from Multi-Purpose Youth Centre, Egbokodo and Warri.</li> <li>• A total of 186 micro-projects ranging from electricity extension, water points, blocks of market stalls, blocks of classrooms, and health centers were constructed in more than 60 communities across the three senatorial districts of the state, thereby creating access to socioeconomic services for about 1,389,129 residents in these communities.</li> <li>• A total of 31 LDPs with 68,018 household beneficiaries and 2,310 jobs were created, providing capacity building and advisory services for 372 Fadama Users Groups in 37 communities.</li> <li>• A total of 68,081 persons, comprising of both direct and indirect beneficiaries were provided access to services supported in the targeted Fadama communities.</li> <li>• The review and passing of the Delta State Internal Revenue Law (Harmonization and Administration Law, 2020) were facilitated.</li> <li>• The review and passing of the Delta State Public Procurement Law 2020 were facilitated.</li> <li>• PFM Law was facilitated through a review at SHOA.</li> <li>• SBDs were developed for Goods, Works, Consultancy, and Non-Consultancy Services under the Procurement Reforms.</li> <li>• Preparation of the FSP made up of the Economic and Fiscal Update , the Fiscal Framework, and the Budget Policy Statement</li> <li>• Four editions of the FSP—2016–2018, 2017–2019, 2018–2020, 2019–2021, and 2020–2023 were prepared.</li> <li>• Guidance Notes on multiyear budgeting MTSS were developed.</li> <li>• Various workshops were conducted on Budget Codes and Chart of Accounts following which new Budget Codes and Chart of Accounts are currently being prepared.</li> </ul>



- Workshops on the MTSSs were held following which the MTSS were developed for nine MDAs in attendance, that is, Ministry of Environment; Ministry of Agriculture and Natural Resources; Ministry of Education; Ministry of Housing, Transport, Trade and Investment, Youths, Sports, Women and People with Special Needs, Ministry of Economic Planning, which played a supervisory role.
- Production of the State Budget Management Manual to guide budget officers in the preparation and management of the State Budget was facilitated.
- Adoption of the International Monetary Fund (IMF) Global Finance Statistics (GFS) 2001 compliant Budget Codes and Chart of Accounts in line with the National Chart of Accounts and IPSAS was facilitated.
- A Management Information System (MIS) for the Monitoring and Evaluation Department of the Ministry of Economic Planning was established.
- A Treasury Manual on accounting, expenditure control, and financial reporting was prepared.
- Audit was prepared and the state Financial Statement was published in Booklet print, National Dailies, and online for 2014– 2017.
- Computer-assisted Audit Technique (CAAT), Idea software in the Office of the Auditor General was installed.
- Furnishing, equipping, and networking of computer laboratory was done.
- Series of training programs for staff of the Offices of the Auditors General (state and local government) was conducted.
- Two editions of the Annual Audit Forum in 2016 and 2017 were organized.
- Furnishing of the Offices of the Members of the Public Accounts Committee (PAC) of Delta House of Assembly was done.
- Series of training programs for Members of the Public Accounts Committee of Delta State House of Assembly was conducted.
- Issuing and submission of backlogs of Audit Report to DTHA were done.
- The procurement and installation of a new state of the art converged infrastructure for the upgrade of the SAP ERP S/4 HANA Application software, SAP Blueprint Validation Workshop, Completion of the HP Converge Infrastructure Installation at DR site, SAP Blueprint Validation Workshop, and Completion of the Solution Build for three critical modules: SAP FI/CO/FM/AM, SAP MM and SAP HR were facilitated.
- Installation of the Quality Assurance Server was done.
- Solution Testing (Unit, Functional and Integration) was completed.
- User acceptance testing (UAT) was completed.



	<ul style="list-style-type: none"> <li>• End-user training was completed.</li> <li>• The 2019 budget was uploaded into the SAP S/4 Hana system.</li> <li>• The WAN/LAN Quality Assurance Consultant was reengaged.</li> <li>• The scope was changed from the initial 8 WAN/LAN sites to 13.</li> <li>• The Power Optimization project, the SAP BPC/Completion of the Quality Gate 5 exercise, the Power Optimization project and the SAP Project Systems Module were completed.</li> </ul>
KEY OUTPUTS: <u>EDO STATE</u> :	<p>Component A: Youth Employment through small public works contracts and institutional strengthening through small public works:</p> <ul style="list-style-type: none"> <li>• Through awarding of 185 small public works contracts (road rehabilitation and waste management), 18,857 youths were employed including site supervisors.</li> <li>• 18,855, beneficiaries were trained on money management, entrepreneurship skill such as soap making, bead making, body spray, and so on to be self-reliant and employers of labor after disengagement from SEEFOR work.</li> <li>• Contractors and site supervisors were trained on rudiments of labor-intensive small public works.</li> <li>• 171 access roads were created across the state.</li> </ul> <p>Grants to public technical, vocational, and agricultural training institutions:</p> <ul style="list-style-type: none"> <li>• 23 courses were accredited in 5 TVET schools by the NBTE (.)</li> <li>• 104 technical teachers were trained and deployed to schools.</li> <li>• 4,265 students were trained to be self-reliant and employable.</li> <li>• School enrolment increased because of school renovations and provision of equipment to school laboratories.</li> </ul> <p>Grants for community driven development initiatives:</p> <ul style="list-style-type: none"> <li>• 8,084 farmers were given grant to increase the agricultural produces.</li> <li>• A total of 57 LDPs and 147 CDPs were completed and 186,142 people have access to services supported in targeted communities.</li> <li>• A total of 186 micro-projects were completed across the state.</li> </ul> <p>Component B: Public Financial Management Reforms: PFM Legislation/Regulation</p> <ul style="list-style-type: none"> <li>• Harmonization of PFM bill and fiscal responsibility bill to become PFM&amp;FR bill</li> <li>• Workshop/sensitization of Edo State House of Assembly members on draft PFM&amp;FR bill</li> </ul>



- Signing of PFM&FR into law by the Governor on July 25, 2018.

**Budget Reforms**

- Ministry of budget staff were trained on the MTEF
- Staff of the Ministry of Budget and Planning were trained on Hyperion
- Development of MTEF/MTSS and capacity building for planning officers, Directors of Finance, and accounts of all MDAs
- Implemented Budget Classification and New Chart of Account
- Capacity strengthening of M&E and Statistics Department of Ministry of budget on Processes, Systems and Tools
- Held stakeholders' consultative meeting on MTEF
- Citizens' Accountability Report template was developed
- Deployment of MTEF and MTSS for budgeting process
- Integration of budget modules into the SIFMIS operations for the state budget and control process

**Accounting Expenditure Control and Financial Reporting:**

- Implementation of Cash Management Strategy in the state
- Staff of Accountant General officer trained on IPSAS and FI
- Publication of state annual financial statement on website and newspaper
- Workshop/sensitization of Edo State House of Assembly members on draft PFM&FR bill

**Internal and External Audit Reforms:**

- Enactment of audit law
- Establishment of audit commission
- Use of IT tools (E-audit) to carry out audit in the state
- Timely submission and publication of audited financial statement on state website and to SHOA

**State Integrated Financial Management Information Systems (SIFMIS):**

- Using Oracle for preparation of annual budget and reporting
- Using Odoo application for local government staff payroll
- Having a robust data center in the state
- Updated state biometric system
- Stable power supply at State data centre.
- Strengthening of DSAs and DAFs on MTSS
- Cleansed payroll



- Implementation of Oracle financial system
- Datacenter virtualization
- Expansion of V-block for data storage

Public Procurement Reforms:

- Having the highest number of certified procurement officers in civil service among the state in Nigeria being the only public procurement regulatory body in the country with 14 procurement professionals
- Establishment of the Procurement Officers' Cadre in the State and Local Government Councils
- Design, development, and implementation of the Edo State Project Monitoring System to aid project monitoring and accurate project data capturing
- Design, development, and implementation of the Edo State MonitorMe Portal for promoting inclusive governance and public feedback on capital projects executed by the state
- Design, development, and implementation of the Edo State Open Contracting Data Standard
- Establishment of the Price Intelligence Unit and Procurement Audit Unit
- Establishment of contractors' database
- Enactment of procurement act
- Domestication of the State SBDs.

Reform of the Tax Authority:

- Increased number of taxpayers in database
- Procurement of TAX mobile device has helped ease the stress in TAX payment and has improved the revenue generated
- Strengthening the staff capacity for more deliverable and efficiency
- Creating a friendly and enabling environment for the taxpayers

Component C

Project Management, Monitoring and Reporting:

- The M&E quarterly report was frequently used during the management meeting to know the areas where the project needed improvement and also guided the project toward the PDOs.
- A reporting template which gathered information based on field observations provided first-hand information on ongoing project that was observed during the monitoring exercise to project locations.
- M&E progress report was also used to inform the state government on SEEFOR activities in the state, which also informed them on how the projects were implemented across the local government areas.



	<ul style="list-style-type: none"><li>• Through the consolidation of M&amp;E quarterly report, the NPCU and the World Bank were able to ascertain if there was progress or not and called for technical support mission when necessary.</li><li>• Data captured using the KoboToolbox application were used to gather quality information on various projects implemented since inception under Component A.</li></ul>
Key Outputs: <u>Rivers</u> State:	<p>Component A Youth Employment through small public works contracts and institutional strengthening through small public works:</p> <ul style="list-style-type: none"><li>• Youth Employment: Number of people employed: 21,770 (Male = 65%, Female 35%)</li><li>• Road Maintenance: 17,112</li><li>• Waste Management: 4,658</li><li>• Number of people trained in life planning and entrepreneurship skills: 10,426</li><li>• Number of contracts awarded for public works: 509</li><li>• Number of people trained in technical and vocational skills: 6,823</li><li>• 29 courses accredited in five TVET schools by National Board for Technical Education</li><li>• Number of people with access to services supported in targeted communities: 469,918</li><li>• 107 CDPs and LDPs implemented and in use</li><li>• Direct project beneficiaries: 484,237</li><li>• Contribution to GDP: 81,793 metric tons of assorted produce to the economy of the state and the nation. These include aquaculture, artisanal, broiler, piggery, goater, cassava, plantain, yam, maize, vegetable, groundnut, garden eggs, and cucumber</li></ul> <p>Component B: Public Financial Management Reforms:</p> <ul style="list-style-type: none"><li>• Number of states with draft standard Public Finance Legislation submitted to State legislature: 1</li><li>• Rivers State Financial (Control &amp; Management) Bill 2019 passed into law by River State House of Assembly (RHoA)</li><li>• Rivers State Audit Bill passed into Law by the RHoA 2019 and signed into law by the Governor</li><li>• Percentage deviation of actual aggregate expenditure from budgeted expenditure in the participating States is 16%</li><li>• Number of States publishing Annual Budget Estimates in book form and on websites: Annual Budget prepared and Published in bound copies &amp; on RSG website</li></ul>



- Number of MDAs in each State with defined medium-term expenditure plan derived from the State MTEF: The MTEF was introduced in 2014 for budget preparation. All the MDAs (112) in the state are using MTEF to prepare their budget
- Carried out socio-economic survey of the State
- Prepared a 10-year State Development Plan (2018–2028) for the state
- Prepared Medium Term Strategy Paper (MTSS) for health subsectors and in use for annual Budget preparation
- Annual budgets are now prepared using New Charts of Accounts
- Development of Fiscal Strategy Paper and Budget Manual completed and in use
- Investment Policy for the State developed and used for preparation of 2019 Budget
- Number of States with new/modern chart of account /budget classification produced and used for budget and annual accounts in each participating State is 1
- New Treasury Manual developed
- Improved Reporting Standard (IPSAS) developed
- Review of Reporting Requirements for IPSAS Cash and Development of Automated Excel Spread for Double Entry Posting on Rivers State Government New Charts of Accounts
- Number of months taken (after end of the financial year) to submit annual audited financial statements of the State to the State House of Assembly is six (6)
- Number of states publishing most recent audited financial statements on state official website: 2014–2019 Audited Report published on RSG website
- Printing of 2014, 2015, 2016, 2017, and 2018 Audit Report completed and published. 2019 Audit Report published on website
- Procurement and establishment of Computer-Assisted Audit (LAB) Tools and Techniques (IDEA CAAT)
- Number of States have implemented 3–5 key modules of IFMIS (budget, purchasing, general ledger, accounts payable, HRMIS and payroll): Seven (7) Key modules are being implemented: budget execution, general ledger, accounts payable, accounts receivable, purchasing (MM), HRMIS, and payroll modules have all been rolled out
- Percentage of public contract awards above threshold awarded through competitive process that are published in procurement database and are reflected on the state’s official website: 40%
- Number of states that are using modern Standard Bidding Documents (SBDs) for 100% of contracts over the threshold limits: Rivers State BoPP has developed SBD and approved State Exco. and cleared by the World Bank



- Number of participating states that have established Complaint Review mechanism is 1: The Rivers State BoPP has M&E Unit, Ethics and Complaints Unit, and Research and Price Unit
- SBDs developed and printed
- Public Asset Disposal Documents developed and printed
- Development and deployment of Document Management System completed
- Rivers State Bureau of Public Procurement website upgrade completed and in use
- Establishment of procurement database for BoPP completed
- Printing of 5,000 copies of Rivers State Procurement Law No. 4, 2008 and regulations done and in circulation
- Percentage increase in Internally Generated Revenue (IGR) is 18%
- RIRIS Training School upgraded and provision of 115 desktop computers, 27 laptops, 75 Microsoft Office License, 75 surge arrestor extensions, 82 APC surge arrestors, 4 workstation printers, 2 projectors, 1 electronic board, 5 printers, and 1 magnetic board and marker
- Training on Tax Audit Tax Assessment Administration and Review of Accounts completed
- Provision of C-band internet facility, subscription, connectivity, networking, and accessories for Rivers State Internal Revenue Service (RIRS) training centre
- Study tour of 15 persons to Lagos State Revenue Board 2017
- Survey for identification of new taxpayers and determination of specification for taxpayers' database
- Study of Ghana Revenue Authority on Mastering Tax Administration and Integrated Tax Administrative Systems Process July 2017
- Direct project beneficiaries, % of which female (also disaggregated by project components and gender) = 207,788; Male = 105,861; Female = 101,927

#### Component C

##### Project Management, Monitoring and Reporting:

- Funds allocated and fully disbursed
- The data are collected from the implementing MDAs as well as AEAs
- The data are received informed us on how the Project is progressing for management decision
- Harmonious working with staff and AEAs
- Strengthened/modernized capacity of the public workforce and as well strengthened the institutions improving accountability and transparency
- All ESMPs of public works have been cleared by the World Bank and implemented



	<ul style="list-style-type: none"> <li>• Continuous monitoring of safeguards compliance at the project sites (road maintenance and waste management)</li> <li>• No injury/fatality at the project sites</li> <li>• Compliance with wearing of personal protective equipment at the project sites recorded</li> <li>• Complaints and reports received and addressed by the Grievance Redress Mechanism office</li> </ul>
<p>KEY OUTPUTS: BAYELSA STATE:</p>	<p>Component 1: Youth Employment and Access to Socio-Economic Services Component targets excessively surpassed and assets created sustainable and laudable.</p> <ul style="list-style-type: none"> <li>• 17,685 youths were employed and trained against project end target of 6,626 youths</li> <li>• 410 public works contracts awarded against project end target of 139 contract (295% above the targeted outcome in youth employment and about 300% in assets (constructed roads) creation</li> </ul> <p>Component 2: Public Financial Management Reforms</p> <ul style="list-style-type: none"> <li>• SEEFOR Project existing PFM legislations reviewed and new bills passed</li> <li>• MTEF-based budgeting system in place</li> <li>• State official web site activated</li> <li>• Auditing financial statements prepared and presented to state house of assembly after 6 months of end of a financial year, SIFMIS (State integrated financial management information system) functional in the state</li> <li>• The state internal revenue has improved beyond target among other achievements</li> </ul> <p>Component 3: Project Implementation Support and Coordination</p> <ul style="list-style-type: none"> <li>• Provided technical and logistical support for coordination of the project at the state level, including training of staff of the SPCU on procurement, FM, M&amp;E, MTRs, quality assurance support, Environmental and Social Safeguards, Communication and Reporting amongst others</li> <li>• Also provided capacity and logistic support for the functionality of the technical committees and the AEAs in charge of the execution of each of the components</li> <li>• There are functional serviceable vehicles, power generating set, and functional internet system which has made the running of the office productive</li> <li>• All required documentation and reports were timely and sufficiently packaged and submitted to all stakeholders including the World Bank</li> </ul>



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**C. RESULTS INDICATORS**

**A.1 PDO Indicators**

**Objective/Outcome:** Enhanced opportunities for employment in participating states

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of people employed (disagregated by type of employment and gender)	Number	0.00 14-Apr-2011	33673.00 01-Feb-2012		67,650.00 30-Sep-2020

**Comments (achievements against targets):**

**Objective/Outcome:** Enhanced opportunities for employment in participating states

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of people trained in technical and vocational skills	Number	0.00 11-Mar-2016	14629.00 01-Feb-2012		29,366.00 30-Sep-2020

**Comments (achievements against targets):**

**Objective/Outcome:** Enhanced access to socio economic services in participating states



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of people with access to services supported in target communities	Number	0.00	453863.00		2,147,699.00
		14-Apr-2011	01-Feb-2012		30-Sep-2020
<b>Comments (achievements against targets):</b>					

**Objective/Outcome:** Improved public expenditure management system in participating states

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage deviation of actual aggregate expenditure from budgeted expenditure in the participating states	Percentage	23.25	10.00		17.25
		14-Apr-2011	01-Feb-2012		30-Sep-2020
<b>Comments (achievements against targets):</b>					

**Objective/Outcome:** Improved public expenditure management system in participating states

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of public contracts above the threshold awarded through competitive process in each participating state	Percentage	22.25	20.00		62.00
		14-Apr-2011	01-Feb-2012		30-Sep-2020



Comments (achievements against targets):

**Objective/Outcome:** Increased number of direct project beneficiaries in participating states

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Direct project beneficiaries	Number	0.00	35800.00		2,640,354.00
		14-Apr-2011	01-Feb-2012		30-Sep-2020
Female beneficiaries	Percentage	10.00	30.00		56.00

Comments (achievements against targets):

## A.2 Intermediate Results Indicators

**Component:** Component A: Youth Employment and Access to Socio-Economic Services

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Sub-Component A1: Number of contracts awarded for public works	Number	0.00	604.00		1,370.00
		14-Apr-2011	01-Feb-2012		30-Sep-2020

Comments (achievements against targets):



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Sub-component A1: Number of people trained in Life Planning and Entrepreneurship Skills	Number	0.00 11-Mar-2016	29254.00 01-Feb-2012		64,015.00 31-Dec-2019
<b>Comments (achievements against targets):</b>					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Sub-Component A2: Number of technical and vocational courses accredited in each state by the National Board of Technical Education	Number	19.00 14-Apr-2011	67.00 01-Feb-2012		119.00 31-Dec-2019
<b>Comments (achievements against targets):</b>					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Sub-component A.3: Number of CDPs and LDPs projects that were implemented according	Number	0.00 14-Apr-2011	324.00 01-Feb-2012		472.00 31-Dec-2019



to plan under SEEFOR project

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of participating States that have established Complaint Review mechanism	Number	0.00 11-Mar-2016	4.00 01-Feb-2012		4.00 31-Dec-2019

Comments (achievements against targets):

**Component:** Component B: Public Financial Management Reforms

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Sub-component B.1: Number of states with draft standard Public Finance Legislation submitted to state legislature	Number	1.00 14-Apr-2011	4.00 01-Feb-2012		4.00 31-Dec-2019

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
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Sub-component B.2: Number of States Publishing Annual Budget Estimates	Number	0.00 14-Apr-2011	4.00 01-Feb-2012		4.00 31-Dec-2019
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Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Sub-component B2: Number of MDAs in each state with defined medium-term expenditure plan derived from the State MTEF	Number	0.00 14-Apr-2011	32.00 01-Feb-2012		76.00 31-Dec-2019

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Sub-component B.3: Number of states with new/modern chart of account/budget classification produced and used for budget and annual accounts in each participating state.	Number	0.00 14-Apr-2011	4.00 01-Feb-2012		4.00 31-Dec-2019



Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Sub-component B.4: Number of months taken to submit annual audited financial statements of the state to the State House of Assembly	Months	17.25 14-Apr-2011	5.10 01-Feb-2012		5.20 30-Sep-2020

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Sub-component B.4: Number of States publishing most recent audited Financial Statements on the state website	Number	0.00 14-Apr-2011	4.00 01-Feb-2012		3.00 31-Dec-2019

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Sub-component B.5: Number	Number	1.00	4.00		4.00



of states that have implemented 3-5 key modules of IFIMIS (FM, budget and payroll)		14-Apr-2011	01-Feb-2012		31-Dec-2019
<b>Comments (achievements against targets):</b>					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Sub-component B.6: % of public contract awards published in procurement database and reflected on state official website	Percentage	22.25 14-Apr-2011	67.00 01-Feb-2012		60.00 30-Sep-2020

**Comments (achievements against targets):**

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Sub-component B.7: Percentage increase in Internally Generated Revenue (IGR)	Percentage	0.00 14-Apr-2011	40.00 01-Feb-2012	62.00 01-Mar-2016	52.00 31-Dec-2019

**Comments (achievements against targets):**



**ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION****A. TASK TEAM MEMBERS**

<b>Name</b>	<b>Role</b>
<b>Preparation</b>	
Jens Kromann Kristensen	Task Team Leader(s)
Caroline Mary Sage	Social Specialist
Amos Abu	Social Specialist
<b>Supervision/ICR</b>	
Parminder P. S. Brar, Akinrinmola Oyenuga Akinyele	Task Team Leader(s)
Daniel Rikichi Kajang, Bayo Awosemusi	Procurement Specialist(s)
Uchechi Chizomam Oloba	Financial Management Specialist
Eucharía Nonye Osakwe	Financial Management Specialist
Olatunde Adetoyese Adekola	Team Member
Helen Ogochukwu Okeke	Team Member
Olukayode O. Taiwo	Social Specialist
Ikechukwu John Azubike Nweje	Team Member
Khuram Farooq	Team Member
Amos Abu	Environmental Specialist
Rahmoune Essalhi	Procurement Team
Chinwe Agatha Ukpong-Bassey	Team Member
John Paul Ngebeh	Team Member
Adebayo Adeniyi	Procurement Team
Akinkunmi Oladipupo Onimole	Procurement Team
Edda Mwakaselo Ivan Smith	Social Specialist
Rufus Olugbemiga Babalola	Team Member
Anas Abba Kyari	Procurement Team
Eunice Olubunmi Olumide-Babalola	Procurement Team



Name	Role
Ginikachi Adanne Kalu	Team Member
Atey Agam Yari David	Team Member
Dolele Sylla	Team Member
Foluso Okunmadewa	Team Member
Joyce Chukwuma-Nwachukwu	Procurement Team

**B. STAFF TIME AND COST**

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
<b>Preparation</b>		
FY10	9.285	63,126.40
FY11	57.410	365,841.80
FY12	35.705	206,656.07
<b>Total</b>	<b>102.40</b>	<b>635,624.27</b>
<b>Supervision/ICR</b>		
FY12	5.945	45,875.97
FY13	59.415	412,644.23
FY14	56.334	311,572.49
FY15	61.998	351,793.61
FY16	34.958	219,077.81
FY17	35.774	321,547.57
FY18	27.469	235,398.09
FY19	35.614	281,922.37
FY20	32.939	243,001.11
<b>Total</b>	<b>350.45</b>	<b>2,422,833.25</b>



**ANNEX 3. PROJECT COST BY COMPONENT**

<b>Components</b>	<b>Amount at Approval (US\$, millions)</b>	<b>Actual at Project Closing (US\$, millions)</b>	<b>Percentage of Approval</b>
Component A: Youth Employment and Access to Socio-Economic Services	126.84	187.83	148
Component B: Public Financial Management Reforms	49.61	57.68	116
Component C: Project Coordination and Implementation Support.	16.00	19.54	122
Contingencies	7.55	—	—
<b>Total</b>	<b>200.00</b>	<b>265.05</b>	<b>133</b>



**ANNEX 4. EFFICIENCY ANALYSIS**

1. The implementation of the Youth Employment and Access to Socio-economic Services component was efficient and is rated Satisfactory. The project was funded by US\$200 million of IDA Credit and US\$78.78 million of EU Trust Fund.

2. The Public Works and Youth Employment component had original allocation of US\$89,600,000 and final allocation of US\$124,601,751—39 percent more than the original. During the implementation, Bayelsa, Delta, Edo, and Rivers States benefited from the allocated funding by reduction in poverty level in many households, provision of access roads to communities and riverine areas, and upholding of shared prosperity, that is, additional fund flows into areas where works were executed since local vendors of construction materials such as cement, reinforcements, and sharp sand saw increased demands for the materials. Gender balance was inherent in the implementation of the projects; positive reviews and requests from the community inhabitants showed how effective the project implementation was and depicts efficiency.

3. The main activity supported in the component was carrying out of small public works and institutional strengthening to generate youth employment, to this effect; a target value of number of beneficiaries was fixed as stated in table 4.1, to achieve the set objectives. In addition to the construction and maintenance of small public works, including the construction and maintenance of roads, culverts, and drainages, the key results for Subcomponent 1.1 included the number of people directly employed under the project’s public works. After successful completion on September 30, 2020, the project had recorded a total number of 60,683 beneficiaries, 37,233 beneficiaries more than the targeted. The rate of employment in the project could be because of the devaluation of the naira against the US dollar, resulting in naira gains and more money for additional projects and employments.

4. The youth employment target value was surpassed by a large number of additional employed beneficiaries. Bayelsa State achieved the highest percentage of additional employed persons by 224 percent. Edo, Rivers, and Delta States also employed additional beneficiaries by 197 percent, 153 percent, and 61 percent, respectively. This confirms and reinforces the satisfaction efficiency of project implementation.

**Table 4.1. Planned Versus Achieved Number of Beneficiaries**

State	Total Length of Road		Beneficiaries Employed		% of Additional Beneficiaries Employed
	Planned	Achieved	Planned	Achieved	
Bayelsa	66.0	75	5,250	17,022	224
Delta	232.0	437	5,900	9,515	61
Edo	87.7	122	5,800	17,207	197
Rivers	255.0	484	6,700	16,939	153
<b>Total</b>	<b>640.7</b>	<b>1,118</b>	<b>23,650</b>	<b>60,683</b>	<b>157</b>

5. The efficiency rating for the implementation of the public works in Subcomponent 1.1 is satisfactory in Bayelsa, Delta, Edo, and Rivers States. The four states are all located in the Niger Delta area of Nigeria, a high-risk security zone. Despite the challenges, the four states were able to complete



additional projects. Although it was recorded that very few sites were unable to complete or commence their work because of community uprising or security challenges, most of these sites were relocated and the work was completed.

6. The Niger Delta is generally known to be a riverine area with poor or no access to roads. Before the public works projects commenced, many of the communities in the four states moved about from location to location in boats and small canoes but the implementation of public works provided roads, drainages, and culverts to control flooding and channel the flow of water to outfalls. The project would be generally tagged as a high-reward project and highly efficient and is rated Satisfactory.

7. To support implementation, the World Bank transport team undertook frequent trips to project states. Between March 2020 and the project closing date, the outbreak of COVID-19 prevented the transport team from making technical support trips to the states; however, during the period, regular meetings were organized to review progress. Areas of support provided included project management, design review, construction supervision, quality control, quality assurance, and so on.

8. While the turnover of task team leaders (TTLs) was high, this did not adversely affect efficiency and the objectives were still satisfactorily achieved and additional works done within the time extension granted (March 29, 2017 to September 30, 2020). It should be noted that the project was suspended for one year in 2014 due to noncompliance to environmental and safeguard guidelines.

9. The maintenance and sustainability of projects in Nigeria has not always been well-planned and managed. Because of the satisfactory outcome from the projects, there are several good models emerging from this project. Edo State government had established the SEEFOR plus project (modelled after the project) funded through its own budget. The State is currently funding 100 small public works contracts and is a sustainable model. For future maintenance of SEEFOR infrastructures, SPCU and AEAs are currently in discussion with various stakeholders—state government, local governments, and the communities.

*Efficiency Analysis: SIFMIS Delta State:*

10. The project experienced significant setback at the early stages of the implementation due to power issues at the main data center. This was eventually rectified by additional investment in power infrastructure optimization project at the main data center. Consequent to this additional investment, the main data center is now equipped with state-of-the-art scalable solar-inverter grid power infrastructure.

11. The power issues led to a six-month slippage on the implementation time lines for the IFMIS application upgrade and optimization project. Consequently, the go-live scheduled for June 25, 2018, was moved to December 21, 2018. As result, there was a need for additional budgetary requirements for consultancy extension services for implementation and quality assurance. This was adequately covered by the original budget without additional fund request.

12. The PDO indicates the implementation of minimum three IFMIS application modules (budget, purchasing, general ledger, accounts payable, HRMIS, and payroll). The Delta State IFMIS implementation achieved five IFMIS application modules deployment for the use of all MDAs.



*Efficiency Analysis: CDD*

13. The efficiency is rated Substantial. The implementation of the project is considered efficient, as all the planned activities were fully completed. The project made satisfactory progress in terms of achieving PDOs and targets and the implementation progress is commendable.

14. Due to a successful CDD implementation approach, Nigeria is making good use of the lessons learned going forward by making CDD a part of the NIG-CARES implementation, as it will attract funding for the community services component that will result in the expansion of coverage beyond the SEEFOR CDD-Social project.

15. On the impact of Subcomponent 1.3, CDD-Social - investments in micro-projects, the CDD approach to micro-projects is more cost-effective than similar alternative government agency projects of the same specification. Typically, they used higher-quality materials and better construction methods, and they had a positive impact on the private and public sector by setting points of reference such as prices and procedures for the building industry.

16. It is imperative to say that the unit cost of SEEFOR CDD-Social micro-projects remains lower than those of other government agencies. On average, the cost of building the same units of micro-projects for the SEEFOR CDD-Social relative to government-related water and health projects were estimated to be 24 percent and 38 percent less, respectively. Although one would expect economies of scale in the state or local government financing of local infrastructure projects. These findings show that by using the CDD approach, communities are obtaining services at a lower cost than would otherwise have been the case. This may arise for several reasons: there is no contractor profit, communities are scrutinizing the work, or there is no political interference in the awarding of contracts. Further efficiencies are derived in the design of the micro-projects. For example, electricity distribution systems were designed to carry high-tension and low-tension wires at different levels on the same poles, thus economizing on the poles or being able to afford more robust materials for the poles.

**Table 2. Alternative: Average Price of Micro-projects by Sector**

Sector	CDD-Social (NGN)	Government (NGN)
Water	6,000,000	25,000,000
Electricity	5,500,000	9,000,000
Education (Construction of 3, 4, and 6 Classroom Blocks)	5,900,000	21,000,000
Health (Building and Equipping of Health Centre)	7,576,000	20,000,000

17. The economic benefits of the project include increased use of services and market access, the opportunity to invest in human capital (especially education and health) for medium-term economic benefit, as well as reduced opportunity costs with regard to the time taken to reach such services. An attempt to indicate the cost-effectiveness for some of the most popular micro-project investments, estimated education and socio-economic projects in Delta State at over NGN 253.2 million and NGN 328.9 million, respectively, indicating that these were economically viable. With over NGN 510 million estimated for electricity projects in Edo State and over NGN 257 million estimated for transportation projects in Bayelsa State, the viability of an electricity and transportation project in the Niger Delta region of Nigeria was further confirmed.



18. There is also efficiency of resource use. The operational cost ratio of the project, defined as the cumulative total operating cost divided by total disbursement annually was estimated. The average operational cost ratio between 2013 and 2020 stood at 21 percent. The 21 percent operating cost ratio is far better than 30 percent operating cost standard for CDD operations globally.

19. Although the project financed 100 percent of the investment and incremental operating costs. Up-front cofinancing requirements were established as preconditions for participation in the project and it was designed to bring in local community contributions. Local governments were not expected to make a financial contribution up front but were expected to provide staffing and recurrent costs where needed to the completed micro-projects. In several cases, this was challenging and likely to get worse due to recession because of a drop in oil prices and the COVID-19 pandemic. Community counterpart contributions were expected at 10 percent for each micro-project but could be delivered in cash or in kind. Communities have provided the requisite financing before commencing project implementation. In-kind material support has been costed into the CDP, although in-kind provision of labor was difficult to valorize and verify. In practice, labor was provided in addition to the required contributions of the communities which were unlikely to have materialized without the project and represent further crowding in of new resources. Furthermore, nominal user fee was levied to ensure funds for maintenance.

20. There was continued increase in completion rate of micro-projects, increase in number of CDPs approved and funded by the SEEFOR CDD-Social despite the challenge of COVID-19 in the country since late February 2020. The project ended with a total of 359 CDPs with an end target of 324 CDPs recording 110 percent achievement, and number of persons with access to services in targeted communities is 2,394,889 with an end target of 453,863 recording a 527 percent achievement, which is a commendable achievement.

21. Various reviews conducted revealed that CDD-Social (a) succeeded significantly in improving the access of rural poor to social infrastructure and natural resources infrastructure services in all sectors of intervention, (b) led to increased trust in decisions in participating communities, (c) enhanced social capital formation in communities by enabling participation of community members in various community activities, and (d) positively affected the lives of people living in benefitting communities using micro-projects; and (e) helped strengthen CDD interventions with funding and institutional framework as a major plank to undertake development projects for poor communities in Nigeria. The micro-projects implemented equally built the capacity of the people due to training the Community Project Management Committee they received.

22. The limitation of data used for this analysis is acknowledged because data were supplied by the state PIUs and CSDP agency and not gathered by independent auditors.

23. Given the above and considering both the effectiveness (impact) and price and cost ratios, the economic efficiency of SEEFOR - CDD-Social is rated Substantial.

*Efficiency Analysis: TVET Component:*

24. The efficiency is rated Substantial. The efficiency of implementation: implementation of the subcomponent was efficient. There was also no high turnover of subcomponent TTL; only one TTL managed the subcomponent throughout the project period. All planned activities were completed and



exceeded, within budget and on time. There was no cost overrun. Against the end-of-project beneficiaries target of 14,629, the project achieved a result of 26,422 (181 percent). A total of 117 courses were accredited against the target of 67, which was exceeded by 175 percent. The overall target for the number of persons trained in life planning and entrepreneurial skills was exceeded by 162 percent. Also, the project is expected to generate significant economic and financial benefits from all 119 technical and vocational courses accredited in each state by the NBTE against the target of 97.

25. The targets were achieved despite delays during project implementation that were outside of the project's control. Principally due to general election disruptions, the Government transition in 2015 and 2019, and South-South insurgency among others, these resulted in delays in disbursement, with the project experiencing a lower disbursement rate at the beginning and during the subcomponent implementation including the closing of schools. Under the subcomponent, consistent operational, technical and implementation support, and supervision helped resolve issues throughout the project life.

26. Several activities were supported to strengthen the TVET sector in the four states which achieved internal efficiency by maximizing internal relationship between investment and output. Efficiency gains were achieved including, but not limited to, (a) increased local capacity and accountability through the project's efforts to ensure the SBMCs were functional and SBMC and school members were involved, trained, and empowered to build school capacity; (b) more efficient managerial functions and delivery of education services in schools; and (c) improved school performance incentivized by education quality grants. Many subcomponent interventions were geared toward improving quality of TVET which has potential for improved cognitive skills through improved learning. Improvements in students' cognitive skills is an important channel through which important economic benefits can arise in the long run, including through increased income for beneficiaries.



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

### BORROWER IMPLEMENTATION COMPLETION REPORT

#### Overview of the State Employment and Expenditure for Results Project

#### I. Legal Basis and Institutional Arrangements

##### 1. Legal Basis:

The Project was declared effective on July 31, 2013 by the World Bank Board of Executive Directors in Washington DC. The Project was also approved earlier by the National Assembly and Federal Executive Council (FEC) of Nigeria in January and March of 2013 respectively. The project was supported by an International Development Association (IDA) credit and the European Union (EU) grant, which became effective in December 2016. The EU funds were co-financing the same activities as the IDA funds across the various components of the project. Restructuring of the project with the approval of the RVP was carried out in September 2019 and a Project Paper with an updated results matrix was uploaded on the portal at the same time.

##### 2. Institutional Arrangements:

The institutional arrangement for the coordination and supervision of the SEEFOR Project at the Federal level is the National Project Coordinating Unit (NPCU) domiciled at the Ministry of Finance, Budget and National Planning. There also exists SPCUs in the four (4) SEEFOR beneficiary States that provide for effective coordination and supervision of the Project at states' level.

- **NPCU** - The coordination and facilitation of activities at the federal level is the responsibility of the National Project Coordination Unit. Other responsibilities include: provide technical support to states based on need and/or request by the states; coordinate and consolidate the information from the various implementing agencies and PFMUs and circulate at the end of every semester overall project implementation progress report to the World Bank; coordinate the state project and conduct mid-term reviews and post-evaluations and preparing overall project mid-term review and post evaluation reports; co-ordinate the project at national level; undertake periodic reviews, mid-term review, and impact evaluation and preparing overall project mid-term review and impact evaluation and report; coordinate, consolidate, and disseminate information from the participating states, as well as facilitate knowledge and experience sharing among the participating states; arrange for annual external audit of project finances; undertake cross-state studies on selected social and economic aspects of the Project; in consultation with IDA and participating states, including impact of SEEFOR on employment; provide quality assurance of M&E reports submitted by the states and their consolidation at the federal level before submission to IDA within the stipulated period; provide regular public updates on progress, M&E results; ensure that public grievances or complaints are responded to by the appropriate authorities; and coordinate IDA and EU support to the SEEFOR project.



- **SPCUs** - The SPCU is the operational unit of the supervising ministry for the project in the state and reports to the supervising ministry of the project and the States Project Steering Committees (SPSC). The SPCU will be responsible for the day-to-day management of operations and ensure compliance with procedures and relations with the PFMU, the SPSC, NPCU and IDA. The main functions of the SPCU shall include but not limited to: provide **technical support** to AEAs on activities such as procurement, M&E in line with the rules and procedures agreed with IDA; act as the **secretariat** for the SPSC; prepare annual work plans, budgets, procurement plans, etc. based on inputs from the AEAs, and present these to the SPSC for review and approval before submitting them to the NPCU and IDA; monitor implementation of the project at state level and prepare quarterly progress reports and submit them to the SPSC, NPCU and IDA; keep and manage **project records and documents** necessary for sound project management, transparency and accountability; hold an **annual conference** to present and evaluate the extent to which Project plan objectives have been achieved; launch a major **information campaign** aimed at internal and external stakeholders; regularly review and revise the plan, its priorities, its objectives, and the policies to achieve these objectives, as needed based on changes in the reality of the Nigeria economy, the available financial and human resources, and public disclosure, consultation and participation; ensure coordination and consultation with intra-government agencies such as National Poverty Eradication Programme (NAPEP), Youth Empowerment Scheme (YES), Capacity Acquisition Programme (CAP), Mandatory Attachment Programme (MAP), Credit Delivery Programme (CDP), Universal Basic Education Intervention, the SURE project of the Federal Government, and NGOs; monitor and evaluate the extent to which objectives were accomplished during the life span of the project.

## II. Objectives, Design and Basic Activities of the Project

- **Overall Objectives:** The SEEFOR Project Development Objective (PDO) aimed at enhancing opportunities for employment and access to socio-economic services, while improving public expenditure management systems in the participating States.
- **Scope of Implementation:** The scope of implementation covered the four SEEFOR Project beneficiary States of Bayelsa, Delta, Edo and Rivers. These are States of the Niger Delta region of Nigeria. The implementing partners were the NPCU and the International Economic Relations Department (IERD); both of the Ministry of Finance, Budget and National Planning, and the Ministry of Niger Delta Affairs (MNDA); as well as the SPCUs.
- **Timeframe for Implementation:** The SEEFOR Project was started in 2012, though was declared effective in July 2013. The project was to be implemented over an initial five year period up to 2018. However, the project was extended twice, first in January 2018, and in September 2019, to close on September 30, 2020. The total time of the project implementation is 7 years with two phases: Phase 1: from July 2013 to September 30, 2018: Extension Phase from September 2018 to September 2020.
- **Overall Design:** The project comprises of three components:
  - Component A – Youth Employment and Access to Socio-Economic Services;



- Component B – Public Financial Management Reforms; and
- Component C – Project Implementation Support and Coordination.
- **Fund Sources:** The only two sources of fund to the SEEFOR Project are provided in table 5.1.

**Table 5.1. Sources of Fund (Unit: US\$, millions)**

No.	Fund Source	Equivalent
1.	The World Bank’s IDA	200.00
2.	The European Union Trust Fund	78.78
	<b>Total</b>	<b>278.78</b>

**A. ASSESSMENT OF IMPLEMENTATION RESULTS AS PER APPROVED OBJECTIVES AND DESIGNS**

**I. Component A: Youth Employment and Access to Socio-Economic Services:**

**1. Objectives and Design of Activities**

- a. Objectives:** This component aimed at generating youth employment through small public works contracts and institutional strengthening, increase access, and improve the quality of skills acquisition and development for youth empowerment through existing vocational and technical training institutions building on the experience of similar world bank funded project, sought to engage, equip and empower youth with resources to become better agro-entrepreneurs with the view to creating employment and ensure food security in the participating states, and provision of grants to existing institutional arrangements at the state level to carry out eligible Community Development subprojects.
- b. Detailed Design and Activities Undertaken:** Component A consisted of three (3) sub-components, namely, A1, Youth Employment through small public works contracts and institutional strengthening; A2, Grants to technical, vocational and agricultural training institutions; and A3, Grants for Community Driven Development (CDD) initiatives.

In Component A, the main activities included road and drainage maintenance, maintenance of public spaces; collection, disposal, sorting and recycling of refuse & waste; cleaning of travelled surface and road sides; removal of debris on the roads; patching of potholes; maintenance and trimming vegetation growth on roads; collection of garbage from residential and commercial buildings; delivery of the garbage to dump sites; sorting out the garbage to separate biodegradable matter where recycling exists; and institutional strengthening, including study tours to similar youth employment schemes by selected Youth Employment Technical MDAs, committee members and selected youths.

Other activities included acquisition of instructional materials and other learning inputs; selective rehabilitation and furnishing of selected TVET and agricultural training institutions; starter packs for graduates of TVET and agricultural training institutions; technical education fairs, skill development programs and information and communication technology for learning and competitions and prizes; development of strategies for skill development programs and information and communication technology for learning and teaching; training of trainers and remedial courses for teachers; partnership



with private sector for job placement and industrial attachment; entrepreneurs development programs and training for graduates of TVET and agricultural institutions, strengthening the capacity for management and supervision of TVET and agricultural training institutions, including reviewing and monitoring grants to institutions and training for relevant staff; development and use of education management information system; planning and strategy development for TVET and agricultural education policy for the state, including standard setting; organization of relevant study visits for TVETs and agricultural training institutions; and promotion of effective cooperation and partnership with the private sector and relevant state agencies.

The activities generated by providing grants to: (a) FCAs and (b) CSDAs, included rehabilitation and construction of feeder roads; primary schools; health centers; water points; small socio-economic infrastructure for community use such as rural markets, rural electrification; storage and small scale irrigation and drainage systems; and small business and enterprises.

**2. Assessment of Results and Impacts**

**Component A: Youth Employment and Access to Socioeconomic Services**

*Sub-Component A1: Public Works and Youth Employment*

Around half the overall project expenditure is on account of this component that focuses on road building and waste management. As can be seen in the table 5.2 below, the project has exceeded its end of project target regarding award of contracts by 239%.

**Table 5.2. Component A1: Youth Employment Contract Award Targets**

	State	End of project target	Achieved upto Dec. 2019	%	Status
1	Rivers	224	509	222%	
2	Bayelsa	137	408	299%	
3	Delta	89	266	294%	
4	Edo	154	185	158%	
	Total	564	1,349	239%	

As of September 2019, the majority (87%) of contracts under the public-works scheme were on road maintenance/rehabilitation while waste management accounted for 13%.



**Table 5.3. Distribution of Contracts and Beneficiaries by Subproject Typology across States**

	State	Road Maintenance/Reconstruction		Waste Management		Total	
		No. of Contracts	No. of Beneficiaries	No. of Contracts	No. of Beneficiaries	No. of Contracts	No. of Beneficiaries
1	Rivers	291	17112	206	4,658	497	21,770
2	Bayelsa	399	17685	11	545	410	17,685
3	Delta	102	7555	160	1960	262	9,515
4	Edo	171	17288	9	1392	180	18,680
	Total	963	59,640	386	8,555	1,349	67,650

The project has benefitted 67,650 youth in the four SEEFOR States. As can be seen below, the end of project target was 33,673. This target has therefore been exceeded by 201%.

**Table 5.4. Distribution of Youths Employed under the Public-Works across States:**

	State	End of project target	Achieved upto Dec. 2019	%	Status
1	Rivers	10,845	21,770	201%	
2	Bayelsa	6,626	17,685	267%	
3	Delta	8,736	9,515	109%	
4	Edo	7,466	18,680	250%	
		33,673	67,650	201%	

While the project has maintained the overall gender balance in youth employment to 50:50, there is significant variability between states. River’s State had the lowest proportion of females employed in public works (30%) while in other states the ratio was slightly higher than 50%.

**Table 5.5. Gender Composition of Beneficiaries of Public Works across States**

State	Targets	Cumulative Progress		Gender Composition (Current Mission)	
		Last Mission	Current Mission		
		No.	No.	No.	Male
Rivers	10,845	10,426	21,770	13,497	8,273
Bayelsa	6,626	10,270	17,685	7,659	10,026
Delta	8,736	8,455	9,515	4,092	5,423
Edo	7,466	18,679	18,680	8,415	10,265
Total	33,673	47,830	67,650	33,663	33,987
Performance Index (%)		142%	201%		

A detailed database of close to 1,000 roads constructed/rehabilitated in the four beneficiary States of the SEEFOR Project has been prepared. The database has details of the overall cost of these road projects, which were in line with the cost of similar road projects in the Niger Delta region.



The impact of this component has been greatly appreciated by the SEEFOR beneficiary States. Not only have community assets been built but 67,000 youth have been provided employment. Some States have now adopted the SEEFOR model using their own resources and are making the project interventions sustainable.

Edo State government has greatly appreciated the impact of SEEFOR on the State. It initiated its own version of the project two years ago, funded it through its own budget, and called it SEEFOR Plus focusing on small public works construction and meaningful youth employment. The SEEFOR template is now being used for roads selection, community engagement, and cost-effective roads design and construction. Through the SEEFOR Plus, 36 roads and drainages have been constructed by the state government at a cost of N1.3billion. An additional allocation has been made and is under implementation for 100 lots of roads and drainages at a cost of N6.3billion. Procurement of these contracts follow local laws. Monitoring and evaluation of the projects are done using the SEEFOR guidelines. SEEFOR Plus is being managed by the same PIU as for the SEEFOR Project.

Delta State has introduced a sustainable waste management system building on the intervention by SEEFOR Project that involved private sector participation. Under this model capable Private Sector Participants (PSP) are selected, the State Government identifies the dump site that is managed by the Waste Management Board, and there is an enumeration of the households. These households are grouped into LOTs with each Lot/Zone having about 800 households. These households open Bank accounts to avoid cash collection and a standard fee is fixed. This is based on the type of building/resident that results in the monthly bill. These are distributed by supervisors. There are Mobile Courts to try defaulters/households that do not use the PSPs for waste disposal. This model is working in all three Senatorial Districts in Delta State with full ownership by the Waste Management Board/PSPs Operators. This system is thriving in Delta State and the knowledge is being shared with the other SEEFOR Project participating States.

*Sub-Component A2: - Technical and Vocational Training (TVET):*

The overall status of implementation of this sub-component has been revised to Satisfactorily due to the good progress made since May 2019. Against an end of project target of 14,629, the project has achieved a result of 27,200 viz 186%. Edo and Rivers have made major improvement in this regard.

**Table 5.6. Number of Persons Trained in Technical and Vocational Skills**

	State	End of project target	Achieved upto Dec. 2019	%	Status
1	Rivers	5,423	6,687	%	
2	Bayelsa	3,314		%	
3	Delta	2,159	14,954	%	
4	Edo	3,733	4,265	%	
		14,629	29,366	%	

In terms of gender parity, the number of female beneficiaries was 53% while for males it was 47%. There was variability within States with Delta State having the highest number of female beneficiaries.



**Table 5.7. Distribution of TVET Beneficiaries by Gender across States**

State	Targets	Cumulative Progress			Gender Composition (Current Mission)		Provision of Starter-packs
		Last Mission	Current Mission		Male	Female	
		No.	No.	No.			
Rivers	5,426	3,059	5,559		2,829	2,730	462
Bayelsa	3,314	2,708	3,136		1,513	1,623	
Delta	2,159	13,193	14,757		6,381	8,376	764
Edo	3,733	2,153	2,970		1,599	1,371	198
Total	14,632	21,112	26,422		12,322	14,100	1,424
Performance Index (%)		144%	181%		47%	53%	

There has been good progress in terms of technical and vocational courses accredited under the project. All States have exceeded their end of project targets.

**Table 5.8. Number of Technical and Vocational Education Courses Accredited**

	State	End of project target	Achieved upto Dec. 2019	%	Status
1	Rivers	25	29	116%	
2	Bayelsa	13	5	%	
3	Delta	11	35	318%	
4	Edo	18	32	111%	
		67	119	178%	

There has also been good progress in the area of number of persons trained in life planning and entrepreneurial skills.

**Table 5.9. No of Persons Trained in Life Planning and Entrepreneurial Skills**

	State	End of project target	Achieved upto Dec. 2019	%	Status
1	Rivers	10,845	10,426	96%	
2	Bayelsa	6,626	17,479	264%	
3	Delta	14,493	17,430	120%	
4	Edo	7,466	18,680	250%	
		39,430	64,015	162%	

TVET courses in the States have conventionally focused on building skills such as tailoring, cooking, carpentry, IT repair, training electricians, machine shop skilling, etc. Over the last two years, States have supplemented this model by also providing support to ICT skills. The Innovation Hubs located in Edo and Rivers State have received support for building ICT skills for the youth and for entrepreneurs. These are both government owned Innovation Hubs that are providing much needed training and support to their communities.

All the schools and the PIU had made good progress in implementing the recommendations of the fiduciary review. The PIU had made changes in their procurement and management oversight of the



schools and adopted new procedures to ensure full compliance with both national laws and the Project Implementation Manual (PIM). The Schools showed improved compliance.

There was however a concern that there were examples where as over 50% students in one institution did not receive their packs and those that did only received token items since there was theft of the packs at the distribution event.

*Sub-Component A3: - Community Driven Development (CDD)*

Support was provided under the project to two major categories of CDD operations: FADAMA (a Hausa word for low-land agriculture projects) was focused on provision of productive goods in rural areas, while the Community and Social Development Project (CSDP) was focused on provision of social services and natural resource management.

The CDD program has performed satisfactorily. States have achieved 146% of the end of project targets for community development plans (CDPs) and local development plans (LDPs) that were implemented according to plan.

**Table 5.10. No of CDPs and LDPs that Were Implemented According to Plan**

	State	End of project target	Achieved upto Dec. 2019	%	Status
1	Rivers	50	107	%	
2	Bayelsa	132	132	100%	
3	Delta	47	110	%	
4	Edo	95	204	%	
	Total	324	553	%	

The CDD results were commendable with the number of persons with access to services supported in targeted communities was 1,910,402 as against an end of project target of 453,863. The target has therefore been exceeded by 421%.

**Table 5.11. Number of Persons with Access to Services in Targeted Communities**

	State	End of project target	Achieved upto Dec. 2019	%	Status
1	Rivers	52,370	469,918	%	
2	Bayelsa	121,500	504,347	%	
3	Delta	129,646	1,457,210	%	
4	Edo	150,347	186,142	%	
	Total	453,863	2,617,617	%	

Against a target of 340,000 direct project beneficiaries for the end of the project, the number of such beneficiaries as of February 2020 was 1,870,827 viz. 550% of the target.



**Table 5.12. Direct Project Beneficiaries**

	State	End of project target	Achieved upto Dec. 2019	%	Status
1	Rivers	95,000	416,571	438%	
2	Bayelsa	85,000	521,846	614%	
3	Delta	79,000	769,082	974%	
4	Edo	81,000	163,328	202%	
	Total	340,000	1,870,827	550%	

**Status of Implementation – Social:** Under the CDD – Social sub-component, 357 community-development plans were implemented across the beneficiary States. These CDPs were at various stages of implementation with 89.7% (320) complete. For micro-projects 92% were completed.

**Table 5.13. Status of CDD-S Portfolio across States**

State	CDPs					Micro Projects			
	Not Started	Ongoing	Completed	Total	Incomplete	Not started	Ongoing	Completed	Total
Rivers	0	1	47	48	1	1	1	96	98
Bayelsa	1	9	56	66	9	6	7	120	133
Delta	1	18	70	89	13	8	18	162	188
Edo	0	7	110	154	7	0	8	178	186
Totals	2	35	283	357	30	15	34	556	605

Following the decision for States to rationalize their CDD portfolios and focus on completion of existing CDPs and all ongoing Micro-projects, there has been good progress as is clear from the table above. However, Rivers State CDDS-PIU had approval to implement additional 8 CDPs, and 18 CDPs was approval for Delta State CDDS-IU which was currently ongoing with only 1 CDP yet to start. Bayelsa State CSDP was funded by the SEEFOR project to implement all ongoing CDPs and complete them since last year, yet they still had 9 CDPs ongoing indicating that they are slow in implementation.

In terms of micro-projects typologies, the CDD-S was supporting 605 interventions across several sectors including socio-economic, education, health, environment, electricity, water and transportation.

**Status of Implementation – Economic:** In terms of interventions under the CDD-economic typology, 184 LDPs (77%) of the total portfolio of 238 LDPs have been completed. These interventions were supporting 2,440 User Groups in 225 Community Associations with a total beneficiary outreach of 64,789 individuals – 51% of whom were women.



**Table 5.14. Status of CDD-E Portfolio across States**

State	LDPs				Beneficiaries			
	Not Started	Ongoing	Completed	Total	User Groups	Community Associations	Individuals	
							M	F
Rivers	4	8	41	53	674	46	3,901	3,192
Bayelsa	0	0	66	66	671	66	21,915	25,053
Delta	3	21	31	55	579	55	1,671	1,739
Edo	12	6	46	64	516	58	4,290	3,028
Totals	19	35	184	238	2440	225	31,777	33,012

**II Component B: Public Financial Management (PFM) Reforms:**

**1. Objectives and Design of Activities**

**a. Objectives:** In the medium to long term the PFM reforms was aimed at better allocation and use of resources to achieve improvements in service delivery performance and employment. Specifically, the objectives of the seven (7) sub-components of Component B were: to ensure that public finance reforms were built on solid regulatory foundations by supporting the SEEFOR states in updating their organic public finance laws and financial regulations; to strengthen State Government capacity to make and execute budgets which were fiscally sustainable, priority programs adequately funded and devoid of wasteful spending; to provide a system of accounting that reflected accurately and in accordance with recognized accounting standards, the flow of transactions and the year-end position of financial resources of the State Governments in a timely manner as well as improve the cash management system and procedures; to modernize and strengthen internal and external audit structures, procedures and performance. These include adjusting current legislations where necessary, automating the audit processes, clearing backlog of unaudited annual accounts of the state and developing the capacity of audit personnel; to support the SEEFOR States with effective utilization of simple but robust Integrated Financial Management Information Systems (IFMIS) to improve financial controls and efficiency. The Consultant is to support the States to ensure that the SIFMIS platform is fully operational, from the automation of Government financial systems, to the adoption of best practices, efficient processing of transactions and timely production of quality annual financial statements; to facilitate and support modern procurement institutions in the SEEFOR States to imbibe best practices and processes similar to what obtains at the Federal level aimed at achieving value for money in the use of public resources, broader participation of the private sector and transparency in the procurement process; and finally, to help the States increase their Internally Generated Revenue (IGR) in a sustainable way, due to the liquidity challenges currently experienced by the country across-board.

**b. Detailed Design and Activities Undertaken:**

Component B consisted of seven (7) sub-components. They were: Public Finance Management Legislation; Budget Reforms; Accounting, Expenditure Control and Financial Reporting; Internal and External Audit; State Integrated Financial Management Information Systems (SIFMIS); Public Procurement Reform; and Reform of the State Tax Authority.



In Component B, the main activities undertaken included: review of existing financial management legislation and regulations, drafting of new legislation and regulations where necessary, and organization of sensitization seminars on public finance reforms; strengthening budget execution, institution of multi-year budget frameworks, and institutions for budgeting in the public service; review and modernization of the accounting and financial reporting system and revenue and expenditure forecasting; review and restructuring of the office of the state auditor-general, consolidation of the state external audit function and capacity building for members of the public accounts committee of the state legislature; review and strengthening systems of control and functionality in public financial management with support to integrated financial management information systems (IFMIS) in states that were assessed to be capable of implementing IFMIS; review and strengthening of public procurement processes, practices and institutions and engagement with civil society; and strengthening of state tax administration in four SEEFOR project selected states.

## **2. Assessment of Results and Impacts**

Global experience has shown that PFM reforms take time to be implemented and need sustained support for them to be institutionalized. The key results achieved as well as the major challenges are summarized below:

In the area of **Public Financial Management Legislation**, there has been real progress in all States for putting in place a robust legal framework for PFM under the SEEFOR project. The status of progress recorded state by state is summarized below:

**Bayelsa:** The bulk of required legislations underpinning the PFM reforms have been enacted and operationalized - the domesticated State Fiscal Responsibility Law (passed in 2008), the domesticated Public Procurement Law (passed in 2009), the domesticated State Debt Management Law (passed in 2009), and Income and Expenditure Transparency Law (passed in 2012). The remaining key PFM legislations (Organic Public Finance Management Law, Revenue Harmonization and Administration law, and the Audit Law) were at the final stages of approval.

**Delta:** Two key pieces of PFM legislations have been passed by the Delta State House of Assembly and assented to by H.E the Governor: the Audit Law (December, 2018) and the State Public Procurement Commission Agency (Establishment) Law, 2015 while the Organic Public Finance Management Law has been passed by the House of Assembly but the Governor was yet to assent to it. Delta has made significant progress in putting in place the necessary operational manuals and guidelines for operationalizing the key provisions of the PFM laws i.e. domesticated Financial Regulations have been updated in 2015, Budget manuals have been developed and approved in 2019 while the Treasury Manual was developed in 2015. However the procurement guidelines were yet to be adopted by Government.

**Edo:** The State has enacted most of the key legislations underpinning the PFM reforms in the State, which included the domesticated State Public Finance Management Law (passed in July 2018), Audit Law (passed in 2019), domesticated Public Procurement Law (passed in 2017), Edo State Revenue (Harmonization and Administration) Law (passed in 2012), Pensions Reform Law (passed in 2019), Statistics Data Law (passed in 2014), among others. The State has also developed the necessary regulations, manuals and guidelines to operationalize the key provisions of the PFM laws, which included Financial Instructions (2017), Audit Manuals (2019), Public Procurement Manuals/Guidelines (2014/2016), and the Budget Manuals (2016),



among others. The State Cash Management Strategy was developed in 2019 and was at the final state of approval by the Governor.

**Rivers:** The State has passed several key legislations underpinning the PFM reforms in the State, they include: the domesticated State Fiscal Responsibility Law (passed in 2008), domesticated Public Procurement Law (passed in 2008), domesticated State Debt Management Law (passed in 2011), the Pensions Reform Law (passed in 2019), Statistics Law (passed in 2010), and the Revenue Harmonization and Administration Law (passed in 2012) among others. The draft organic Rivers State Finance (Control & Management) Bill (2019), Draft Audit Bill (2019), and the Draft Financial Regulations (2019), have been approved by cabinet (EXCO), and have also been approved by the State House of Assembly, awaiting assent by HE the Governor.

**Budget Reforms:** Budget reforms have progressed well. All four (4) States have revised their Budget Manuals and produced their Annual Budgets using the new national budget classification system. All the states published their budgets in book form and post them on their websites.

**Bayelsa:** The State has moved ahead with budget reforms. The comprehensiveness and quality of the State annual budget have significantly improved. Budget classification scheme for revenues and expenditure was fully compliant with COFOG/GFS and in line with the national budget classification system based on the IPSAS. Since FY2016 both the MDAs and State consolidated budgets reflected all six segments of the IPSAS Chart of Accounts. The budget formulation manuals aligned to the State's fiscal planning and Medium-Term Expenditure Framework has been developed and the capacity of the State Budget Office has been strengthened. However, adherence to a strict budget preparation calendar needed to be improved. Consequently, the annual budget was not always approved within the statutory timeframe. Also, the predictability of the budget was still a big challenge as there were still huge budget deviations, year-on-year.

**Delta:** As a result of the budget reforms, the annual budget and audited financial statements have been consistently published on the official website of the state ([deltastate.gov.ng/downloads](http://deltastate.gov.ng/downloads)) and they were accessible to the general public. The mean variance in aggregate expenditure outturn compared to the original approved budget has improved between 2017 and 2019 from -46.2% in 2017 to +2.35% in 2018 and +22.38% in 2019 (August) respectively. The State has consistently produced an elaborate fiscal strategy plan and annual fiscal economic updates, which annually inform the determination of the State's resource envelope and expenditure ceilings. MDAs expenditure forecasts were not always based on the spending limits published by the Budget Office. The State Medium Term Expenditure Framework was updated every year and the revised MTEF was approved by the State House of Assembly. MDAs were to develop their own MTEFs aligned to the State MTEF. However, by end of September 2019 only 5 MDAs had produced their own MTEFs (Ministry of Water Resources, Ministry of Transport, Ministry of Works, Ministry of Energy, Ministry of Lands, Survey & Urban Development), while MTEFs for 4 other MDAs in the Social Sector were still under development. The budget was fully aligned to the IPSAS Accrual classification scheme for revenues and expenditures since 2017.

**Edo:** The State has performed well in this area. A new budget classification scheme for revenues and expenditures compliant with COFOG/GFS has been in use since 2015, whilst the budget presentation has been in conformity with the IPSAS Accrual-basis of accounting since 2017. There was significant improvement in the comprehensiveness, uniformity, and comparability of the budget. Budget manuals



aligned to the State's fiscal planning and Medium-Term Expenditure Framework have been operational since 2016 and were being reviewed to align them with the automated budget formulation process configured in the SIFMIS – Hyperion Planning Module. The State has consistently published the annual budgets on time both in hard-form and on the State official website. The State has developed an MTEF/FSP which was reviewed annually and approved by the State House of Assembly. Most of the MDAs (across 14 Sectors/Sub-Sectors) have also developed their own MTEFs/MTSS derived from the approved State MTEF. A 5 -year State Development Plan (2016-2020) was in place. While the Budget Office has put in place a standard budget calendar, strict adherence to it was still a challenge.

**Rivers:** In Rivers State budget reforms have taken root. A new budget classification scheme for revenues and expenditures compliant with COFOG/GFS has been in use since 2015 and the presentation of the budget was consistent with the IPSAS cash-basis of accounting, this has improved the comprehensiveness, uniformity, and comparability of the State annual budget. The budget formulation manuals aligned to the State's fiscal planning and Medium-Term Expenditure Framework have been developed in 2018 and operationalized. The State has consistently published the annual budgets on time both in hard-form and on the State official website. However, there was a delay in publishing the FY2019 budget online. A key concern was that adherence to a strict budget preparation calendar was still weak. The State MTEF was annually approved by the State House of Assembly but not all MDAs have developed their own MTEFs/MTSS. As of October 2019, only the Health Sector had an operational MTSS/MTEF.

**Accounting, expenditure control and financial reporting:** There has been good progress under this component. All four States have produced their FY2017 and 2018 Financial Statements on time and have published them on their website. The detailed status at the State level is as follow:

**Bayelsa:** There has been progress both in the quality and timeliness of State Government's consolidated Financial Statements over the past three consecutive Financial Years (2016-2018), however these have not been published on State's official website for public scrutiny. The delayed adoption of the TSA banking mechanisms and the weak internal controls for cash advances to MDAs continued to undermine the cash management reforms. In December 2018, there were 283 active bank accounts with idle cash and bank balances amounting to N24 bn (Bayelsa State Board of Survey Report, 2018 – Office of the Accountant General). Despite the big number of bank accounts operated by various government institutions, there was no backlog in bank reconciliation. The persistence of the cash advances practice and the long delays in accounting for the advanced funds by various entities of government, especially the high spending MDAs undermined PFM reforms, and were mainly responsible for the delays in publishing government's consolidated annual financial statements.

**Delta:** As at 31st August 2019, the status was as follows: (i) Delta was using a new/modern chart of account/budget classification; ii) there was consistent publication of Audited Statutory Accounts of the State; iii) the timeliness and quality of annual financial statements produced by the Office of Accountant General has improved; iv) Delta has adopted the TSA for revenue and expenditure management; and v) the effectiveness of payroll control has improved due to employee biometric identification. A PFM Law, which was to streamline the operations of the Ministry of Finance and the Ministry of Budget and Economic Planning was enacted by the State House of Assembly late 2018 but Government was yet to approve it for implementation. Similarly, Treasury Manuals have been drafted since 2015 but awaiting approval of the State Executive Council to be operationalized.



**Edo:** In Edo State, most of the key result indicators under this sub-component have been met. These were: i) use of a new/modern chart of account/budget classification; ii) consistent publication of Audited Statutory Accounts of the State; iii) the timeliness and quality of annual financial statements produced by the Office of Accountant General; iv) implementation of the TSA for revenues and expenditures management; and v) effectiveness of payroll control by means of employee biometric attributes. There has been consistent improvement in the quality and timeliness of State consolidated Financial Statements over the past three Financial Years (2016-2018). They have been published both in hard-form and online for public scrutiny. A comprehensive Fixed Assets enumeration and valuation exercise has been conducted and the State transitioned to IPSAS Accrual basis of accounting in 2017. Manual procedures during budget execution, accounting and financial reporting have been mostly eliminated. This was mainly attributed to the implementation and rollout of the SIFMIS.

**Rivers:** A new classification scheme for revenues and expenditures has been in use since 2016 which has improved the comprehensiveness, uniformity, and comparability of the consolidated financial statements of the State; consistent publication of Audited Statutory Accounts of the State; improved quality of annual financial statements produced by the Accountant General; effectiveness of payroll internal controls for both the active civil servants and pensioners; and using the most recent treasury operations manuals. Transparency has considerably improved, the Audited Financial Statements (FY2016–2018) have been made available both in hard-form and electronically on the official Government website. However, there has been a delay in implementing the Treasury Single Account (TSA).

Generally speaking, while progress has been made on TSA implementation, budget realism needed to be improved upon if the project target of budget deviation being below 10% was to be met. Rivers, Delta and Bayelsa were substantially above this figure with Edo exactly on target, as shown below.

**Table 5.15. Percentage Deviation of Actual Aggregated Expenditure from Budgeted Expenditure**

	State	End of project target	Achieved upto Dec. 2019	Result	Status
1	Rivers	10	16	Exceeded	Red
2	Bayelsa	10	15	Exceeded	
3	Delta	10	23	Exceeded	
4	Edo	10	10.1	In line	Green
	Total	10	16	160%	

**Internal and External Audit:** State-wise detailed updates of the results and impacts are as follow:

**Bayelsa:** The Audit backlog has been eliminated since 2015 with the Audit Reports of 2015 - 2018 already published and submitted to the State House of Assembly for scrutiny within stipulated statutory timeframe. However, they have not been published on the official website of the State since the site was down for some time and the State Auditor General’s Office does not have a website. The Public Accounts Committee (PAC) of the House of Assembly has a backlog of up to three Fiscal Years (2015, 2016, 2018). The capacity of the State Auditor General’s Office has been strengthened through training, availability of Audit manuals, provision of tools and equipment, and additional manpower. The draft Audit Law Bill (2018) was being processed for approval by the SHOA before the final approval of HE the Governor.



**Delta:** The scope of external audit has significantly improved. The Auditor General’s Report covered 100% of the MDAs that received funding from Government. This has been achieved through in-year progressive audits of MDAs’ transactions. Although the quality and timeliness of the audit reports has considerably improved partly due to the operationalization of the SIFMIS, legislative scrutiny was still weak. There has not been a single House of Assembly resolution adopting the Auditor General’s recommendation. There has therefore been no follow-up with the Accounting Officers to ensure implementation of those recommendations. The Internal Audit function was less visible in MDAs during expenditure approval, processing of payments, budget performance monitoring. Additional training of the Internal Audit Cadre on pre-auditing SAP-SIFMIS transactions was needed to ensure that they could operate in the SAP-SIFMIS environment.

**Edo:** The Audited Financial Statements for FY2016–2018 were published and submitted to the State House of Assembly within the statutory timeframe. These reports have been scrutinized by the Public Accounts Committee of the State House of Assembly although its recommendations were yet to be adopted by the Assembly. A new Audit Law has been enacted in 2019 and the necessary audit manuals have been developed in 2019. Accordingly, the office of the State Auditor General has been restructured and a State Audit Service Commission was being established. The establishment of a Central Internal Office (aimed at strengthening the Internal audit functions) as required by the PFM Law (2018) was also in progress. The capacity of the State Auditor General’s Office has been strengthened through training, provision of Audit manuals, provision of tools and equipment, and additional manpower. The IDEA (Interactive Data Extraction and Analysis) tool was implemented in 2018 and the Staff in the Office of the Auditor General have been trained on how to use it.

**Rivers:** The audit reports backlog for 2017 & 2018 has been cleared as at end of October 2019. According to the Auditor General, the reports were ready within the statutory timeframe but Executive’s approval to publish the reports had not been granted. Consequently, there was a delay in submitting these reports to the State House of Assembly (SHOA). The Public Accounts Committee (PAC) had a backlog of up to 4 Fiscal Years (2015, 2016, 2017, 2018) and has not been very proactive towards follow-up on Auditor General’s recommendations. The capacity of the State Auditor General’s Office has been strengthened through training, provision of Audit manuals, provision of tools and equipment, and additional manpower. The draft Audit Law Bill (2019) has been approved by the SHOA and was awaiting approval of HE the Governor. When enacted and implemented, it is expected to strengthen the independence (financial and operational) of the Auditor General’s Office, cover local government operations, and establish the State Audit Service Commission to oversee human capital development in Auditor General’s office, among other interventions.

The key benchmark for the project was the number of months taken to submit the Annual Audited report to the State House of Assembly (SHOA). Edo and Delta have done well in this regard, but major progress was needed from Rivers and Bayelsa. Delay in these two states submitting their audit reports in time could have adverse consequences regarding their eligibility for tapping into States’ Fiscal Transparency, Accountability and Sustainability (SFTAS) project.



Table 5.16. Number of Months Taken After End of FY to Submit Annual Audited Statements to the State House of Assembly

	State	End of project target	Achieved upto Feb. 2020	%	Status
1	Rivers	6	12	200%	Red
2	Bayelsa	5	11	220%	
3	Delta	5	5	100%	Green
4	Edo	5	5	100%	
	Total	5	8	157%	

**State Integrated Financial Management Information System (SIFMIS):** Around half the funding for the PFM component was for SIFMIS. This was at the heart of the PFM reform process, and involves change in processes, systems, and power structures. Overall progress was good since all four SEEFOR States have started using the SIFMIS system. The challenge was to ensure that these systems stabilized, and that full use was made of the enormous functionality that these systems are capable of.

Table 5.17. Status of SIFMIS implementation in SEEFOR States

	State	System	Status of Go Live
1	Rivers	SAP	Sep-18
2	Bayelsa	Oracle	Apr-19
3	Delta	SAP	Dec-18
4	Edo	Oracle	2017

**Bayelsa:** Implementation of the SIFMIS, based on Oracle E-Business Suite R12 platform has progressed well. Configuration and testing of the core financials (GL, AP, AR, CE), procurement, and HRMS/Payroll modules have been completed and data migration was ongoing. Implementation of the Budgeting module on the Oracle Hyperion Planning Platform was near completion. The pending functionality configurations, mainly related to budgetary planning (MTEF, expenditure ceilings, resource envelop and budget calendar) were underway. Migration of transactional data (Jan-Oct 2019), employee biometric re-validation and the subsequent transfer to the Soft suite (HRMS/Payroll) platform were ongoing but have been delayed. This was due to operational challenges and the poor quality of data provided by MDAs. Implementation of the SIFMIS Network infrastructure linking MDAs to the SIFMIS Primary Data Centre (Network Operations Center) was 90% complete as of October 2019. Network cabling and connectivity in over 47 MDAs has been completed, these sites have been activated. The Sites pending network connectivity or activation were mainly those either located in remote areas or currently experiencing power challenges (and were not initially considered for backup power). These issues were being addressed.

**Delta:** Implementation of the SIFMIS on SAP S/4 HANA has been completed for the core modules (FI – Financial Accounting, FM-CO – Funds Management and Budgetary Control, MM – Purchasing and Inventory Management, HCM/Payroll) and the State has been using the platform since December 2018. However, its impact was less visible in MDAs due to the absence of backbone Network Infrastructure (LAN/WAN) to link the MDAs to the Primary Data Centre hosting the SIFMIS Platform. MDAs visit the common data entry area to enter their transactions due to this challenge, while budgetary control has been configured in the system to prevent any commitments that would take cumulative expenditure above the total appropriated budget on each budget line, the SIFMIS was primarily being used to post



back-log transactions. This would change once the connectivity challenge was addressed. The TSA arrangement does not cover expenditure control. There was a plan to interface SAP-SIFMIS with a payment gateway such as Inter-switch, Paydirect or expresspay to enable Straight-to-Bank payment processing direct to the ultimate beneficiary's bank account.

**Edo:** In Edo State, implementation of SIFMIS on the Oracle e-Business Suite R12 platform has progressed well. Since go-live about 3 years ago, EDO State has been able to produce the 2017 & 2018 consolidated annual financial statements and the 2019 quarterly budget performance reports on time using the SIFMIS platform. The core modules operational were; Financials – GL/AP/AR/CE, HRMS/Payroll, Purchasing, and Hyperion Planning (budgeting). Implementation of the Hyperion Planning module has been problematic, and the State has not been able to use the platform for annual budget preparation. As at October, 2019 configuration and testing of the Hyperion Module has been completed and budget balances for FY2018 and 2019 have been loaded. Full usage of the system has been hindered due to license limitations. The SIFMIS Application has been successfully migrated to newer servers following a fatal crash in September 2019 which affected the HRMS/Payroll module, data recovery was ongoing. The high Oracle License Costs was a big challenge to Edo State. Edo has a low cost ERP (Odo) solution working at the Local Government level for three years. The ERP solution was expanded beyond HR to cover accounting. Local Governments were funding the procurement of 600 licenses to cover the Accounting Module.

**Rivers:** The State went live on SAP HANA in January 2019 with 5 core modules (FI – Financial Accounting, FM-Funds Management, CO- Budgetary Control, MM – Purchasing and Inventory Management, HCM/Payroll). All the configurations have been completed and data migration was progressing well albeit with a few operational and administrative hindrances. Migration of HR/Payroll records was completed in January 2020. Implementation and rollout of the budgeting module (BPC – Business Consolidation and Planning) has been deferred to phase-2 of the implementation. Implementation of the SIFMIS Network infrastructure has been completed and over 84 MDAs were linked to the SIFMIS Data Centre ( Network Operations Center).

**Public Procurement Reform:** The detailed updated status is summarized below:

**Bayelsa:** The State passed its Public Procurement Law in 2009 and the requisite procurement manuals (guidelines) operationalizing the law were developed and adopted in 2013. A specialized procurement cadre has since been established in the civil service. The Standard Bidding Documents have been developed (April, 2019) and undergoing approval process. Although ineffective, a complaint review mechanism has been established within the procuring entities (MDAs) with escalations to the Due-Process Bureau and the State Public Procurement Council. Transparency in public procurement process was low as information about contracts above threshold awarded through open competitive bidding process was very scanty and incomplete. The State has set the threshold at too high a level at Naira 300 million.

**Delta:** The extant State Public Procurement Law 2016 seemed adequate as it included the key provisions necessary to ensure a transparent public procurement system in the State. Sensitization of the MDAs on the provisions of the law has been conducted earlier this year 2020 through the SEEFOR project. A review of the Law was underway to better align it with other PFM laws and international best practices and extend its jurisdiction to cover local government procurements. Procurement Guidelines have been developed, validated and adopted by the key stakeholders. These were before the State Executive Council. The State Public Procurement Commission has been fully established but lacked capacity to



supervise/regulate public procurement in the State, enforce compliance across the MDAs, and conduct effective project monitoring and evaluation. The establishment of a procurement cadre in the civil service was yet to be achieved. The Standard Bidding Documents (SBDs) have been developed and awaited EXCO's approval for adoption. About 83 Contracts above the monetary threshold of Naira 250 million (there was a proposal by the Procurement Commission to lower the threshold to Naira 25 million) have been awarded but evidence confirming that they were awarded through open public competitive bidding was also not sighted. The general lack of procurement plans at MDA level resulted in emergency procurements, procurements of unrequired items and procurement at higher prices than necessary. Many contracts over the threshold for competitive bidding were given out on non-competitive methods such as direct (sole supplier) procurement. This was a major source of concern.

**Edo:** The State enacted its domesticated Public Procurement Law in 2012 and procurement manuals and guidelines have been operational since 2014 and 2016 respectively. A specialized procurement officer cadre has since been established in the civil service and over 33 Procurement Officers have been posted to various MDAs. The Procurement Officers received regular training conducted by the Bureau, the most recent one was delivered in October 2019. Standard Biding Documents have been developed and published online (<http://procurement.edostate.gov.ng/>). Training on the SBDs has been provided in October 2019 mainly to the procurement officer cadres among other participants. A transparent complaint review mechanism was in place and complaints could be submitted online.

**Rivers:** The Public Procurement Law was passed in 2008 and procurement manuals (guidelines) have been operational since 2017. A specialized procurement officer cadre has since been established in the civil service and over 500 procurement officers have been deployed across MDAs. Standard Biding Documents have been developed and approved in 2017. These have also been published online (<https://www.rsboop.rv.gov.ng/>). A transparent complaint review mechanism has been established whereby complaints reporting and procurement administrative review procedures have been published online and the public could lodge their complaints online. Transparency in public procurement process was a challenge as details of contracts above threshold awarded through open competitive bidding process were not readily accessible by the public. This threshold was set at Naira 50 million.

**Reform of State Tax Authorities:** Good progress was made in support to State Revenue Authorities and project funds were used to procure much needed equipment, support training, conduct a survey of taxpayers and to expand the tax net and through this the share of Internally Generated Revenues (IGR). The detailed updated status is summarized below:

**Bayelsa:** Through SEEFOR project funding, Bayelsa State Board of Internal Revenue Service has undertaken a comprehensive taxpayers and taxable activities enumeration (survey) in 2017 and has compiled and published the harmonized tax rates (incorporating the taxes and levies collectible by local government councils) in 2018. A mass taxpayers' registration and TIN enrollment exercise was conducted in collaboration with the Joint Tax Board (JTB), this was concluded in December 2018. Collection of IGR has been streamlined through the direct-to-bank lodgment system and cash collections have been eliminated. However, IGR mobilization was still very low and far below project targets. This was partly due to the outdated Bayelsa State Board of Internal Revenue Law, 1993.

**Delta:** The Delta State Board of Internal Revenue underwent restructuring mainly to separate the operations of the Board Executive Members from those of the Technical team of the Internal Revenue



Service. To this end, the Governor has appointed Executive Directors to the Board different from the Technical Directors. A new harmonized Tax Administration Law and Tax Administration Manual have been drafted since 2017 but were yet to be approved by the State Executive Council for onward submission to the State House of Assembly. A Survey of the Internally Generated Revenue Sources has been conducted in June 2017 and new Codifications and Harmonized Revenue rates have been gazetted. The Chart of Accounts has been fully domesticated to include all the IGR sources of the State. Biometric registration of Taxpayers has been completed and every registered/verified taxpayer has been assigned a JTB TIN and a State Tax Identification Number. Delta BIR (using State funds) rolled out an in-house Integrated Revenue Administration System (IRAS) contracted to M/s ICMA Professional Services Limited using direct procurement. Although still under development, the IRAS became operational in January 2019. It allows online access for State TIN (S-TIN) registration, annual returns (for corporate taxpayers), self-assessment, online payments, requesting for tax clearance certificate, and online taxpayer profile account creation (using the State Tax Identification Number – STIN). The Delta State BIR web-portal and android mobile application enabled taxpayers to view and print tax receipts, make online payments, request and print tax clearance certificate (TCC), and perform TIN search, significantly reducing the time spent by taxpayers queuing at BIR offices. The IRAS might not be covering all the core functions of tax administration of the State. Its implementation might not have been based on a clear automation vision for the Delta BIR. Across the IGR generating MDAs, a separate system (Central MDA Billing System) was used mainly to generate demand notices (assessments) and receipting of IGR collections.

**Edo:** Excellent progress has been achieved under this sub-component. EDO State Board of Internal Revenue Service has automated most of the core tax administration functions from registration of taxpayers to revenue reporting. A new Tax Administration Law was put in place in 2012 and harmonized tax rates (incorporating the taxes and levies collectible by local government councils) have since been published online. Collection of IGR has been streamlined through the direct-to-bank lodgment system and cash collections have been eliminated. The EDO State Revenue Administration System (ERAS), a web-portal integrated with JTB, Pay-Direct Payment Gateway, State GIS, among other systems; allows e-registration of taxpayers, e-filing of tax returns, online direct (self) assessments, e-payments, e-printing of tax clearance certificate, taxpayer profiling, real-time reporting on revenue collections, e-receipting, among other functions.

**Rivers:** Commendable progress has been made under this sub-component. The Rivers State Internal Revenue Service (RIRS) has conducted a taxpayers and taxable activities enumeration (survey) and completed the biometric registration of taxpayers. A new Tax Administration Law was put in place in 2012 and harmonized tax rates (incorporating the taxes and levies collectible by local government councils) have since been published. Collection of IGR has been streamlined through the direct-to-bank lodgment system and cash collections have been eliminated. RIVTAMIS, an online web-portal which allows online registration and/or enrolment of taxpayers, filing of online tax returns, online direct (self) assessments, online payments, requesting and printing of tax clearance certificate, online taxpayer profile account creation, and printing of tax payment receipts, among other functions.



### **III Component C: Project Implementation Support and Coordination**

#### **1. Objectives and Design of Activities**

- a. **Objectives:** This component was aimed at supporting project coordination and implementation at national and state levels.

Activities included capacity building for staff of NPCU & SPCUs; monitoring and evaluation of project implementation, implementation of safeguards requirements, cost of mid-term reviews, quality assurance support to states by the NPCU, cost of external auditing, logistic support to national and state coordinating units and their operating costs and support to the Ministry of Niger Delta Affairs (in developing a public investment strategy for the Niger Delta Region and capacity building in M&E).

#### **b. Design of Activities**

Component C has three (3) main sub-components, namely C1 – Federal Level Project Coordination; C2 - Project Management and Coordination at State Level; and C3 - Support to the Ministry of Niger Delta Affairs.

##### *Sub-Component C1: Federal Level Project Coordination*

The activities included provision of technical and logistical support required for the coordination of the project at the federal level. These included: training staff of the NPCU and SPCU on procurement, financial management, monitoring and evaluation activities; external auditing of project implementation, carrying out selected number of priority and relevant cross state studies, including impact evaluation on employment, to be agreed with IDA during project implementation of SEEFOR project. The NPCU was to establish facilities to enable public access to information about the project (e.g. project website); capacity and logistic support to the Federal Ministry of Finance in its oversight role in IDA portfolio and monitoring of the project, including participation in SEEFOR implementation support missions (ISMs).

##### *Sub-Component C2: Project Management and Coordination at State Level*

Activities included provision of technical and logistical support required for the management, coordination and supervision of the execution of the project at the state level. These included: training of staff of SPCUs on procurement, financial management, M&E, environmental and social safeguards); monitoring and evaluation of project implementation, social and environmental safeguards, public access to information and complaint handling mechanisms and mid-term reviews.

##### *Sub-Component C3: Support to the Ministry of Niger Delta Affairs.*

Activities included the provision of support for design and implementation of development of a public investment strategy for the Niger Delta Region and strengthening the capacity of MNDA in monitoring and evaluation, including training of the staff.

#### **2. Assessment of Results and Impacts**



Notable results, achievements and impacts recorded at the overall and NPCU level included: several training opportunities for staff of the NPCU on procurement, financial management, project management professional, monitoring and evaluation activities, including the Kobo ToolBox/ODK Collect; national policy dialogue sessions on job creation and M&E; organized several high level policy retreats; sensitization and official launch of the SEEFOR Project; embarked on several World Bank/EU/FG joint Implementation Support Missions (ISMs); embarked on several M&E, quality assurance and advocacy missions to the project beneficiary states; designed a robust and M&E System for the SEEFOR Project; developed a comprehensive communications strategy for the Project.

The NPCU commissioned several cross-states studies (Baseline, Informal Sector, Needs Assessment, Impact Assessment, Migration, Public Investments in the Niger Delta Region and the Development of Public Investment Strategy for the Region, Federal Capital Projects in Nigeria, Debt Management in the Project beneficiary States, etc); organized external Audit on the SEEFOR Project for 2013, 2014, 2015, 2016, 2017, 2018, 2019 financial years and up to September 2020, the project closure date; produced various editions of documentary on the SEEFOR Project, mainly focusing on beneficiaries of the project from the various sub-components, such as A1, A2 and A3; carried out a Mid-Term Review on the Project towards restructuring some aspects of the Project in 2016; carried out the revision of the SEEFOR Project Implementation Manual (PIM) and the associated Handbooks; organized several clinics on M&E, FM, safeguards; established a call center where over five (5) thousand in-bound and out-bound calls were harvested; establishment of a database of over 4,000 roads (constructed and rehabilitated) under the SEEFOR Project; prompt submission of the mandatory reports, the M&E; the Internal Audit and External Audit) with the exception of Interim Financial Reports (IFRs) which experienced some delays.

The NPCU convened the meeting of Internal Auditors for the four SEEFOR PIU's on October 23<sup>rd</sup> 2019 at the World Bank and agreeing on concrete steps on how they could further professionalize their activities and improve accountability. They were advised to and writing in depth reports that could then be shared with the NPCU and through the NPCU with the Bank; working closely with the State PIU's to develop communication strategies for each state and working closely with the World Bank Communication team to ensure that they were implemented effectively through social media, local language radio stations and short videos.

The impacts of the project at the national level included: the training of 70 staff of the Ministry of Budget and National Planning on use of digital technologies – including GRID3 and Kobo ToolBox in Keffi, Nassarawa State in 2019. There has been notable improvement in the involvement of the International Economic Relations Department (IERD) of MoFBNP. IERD was fully supportive of the proposal from the SEEFOR States for extending the project closing date by one year, was completed in September 2019. IERD has also fully supported the roll out of Kobo ToolBox and undertaken missions to the States to ensure smooth implementation.

Government has elicited a lot of interest in a tool that could help them improve project performance. On 10<sup>th</sup> March 2020, Director IERD organized a meeting to discuss digital project tracking that was attended by around 50 participants. GRID3 made a presentation on how SEEFOR project data (from Kobo ToolBox) could be incorporated into GRID3 for data analytics and data visualization. Similar presentations were made to the Director of M&E in the Budget Department that is responsible for monitoring Federal Government capital projects, on 11<sup>th</sup> March 2020.



The SEEFOR Project has achieved positive results under component C2, Coordination and supervision of the Project at the State level by the SPCUs. Standard Bank tools have been continued to be used at project locations with a third part monitor being appointed and with GRM processes being followed with a register being maintained at different project locations where individuals or communities could lodge complaints with follow on responses provided by the PIUs. An examination of these registers at the various state locations showed that the bulk of these complaints related to salary issues of the workers and there were very few community related concerns that were recorded.

As a result of the numerous trainings project staff at the SPCUs and Activity Executing Agencies as well as targeted stakeholders at the Ministries have benefitted from, the capacity of staff have been built around core competence areas. This enhanced capacity has led SEEFOR State Governments to embrace global best practice approaches to governance and service delivery. The State Governments have institutionalized the systematic development of work and procurement planning, adoption of best budgeting practices, rejuvenation of M&E practice among others in the delivery of service. The SEEFOR Project has made the beneficiary Activity Executing Agencies see themselves as a team working towards the achievement of a common goal. This has created bonding and a shared sense of collective interest in the approach to Government business. There is also increased synergy and collaboration between Government Agencies.

Under Sub-Component C3, the capacity of fifteen (15) officials of the Ministry of Niger Delta Affairs (MNDA); cutting across various Departments, were enhanced in the area of monitoring and evaluation (M&E) by the West African Institute for Financial and Economic Management (WAIFEM), in Lagos. Basic essential tools such as computers and other office equipment were provided to them as well. A study on Public Investments in the Niger Delta Region and the Development of Public Investment Strategy for the region was conducted by the Nigerian Institute for Social and Economic Research (NISER). The report of the study has been circulated to the various stakeholders, including the World Bank and academic institutions. This would serve as reference materials for further and future studies and researches.

## **LESSONS LEARNED**

- The multi-Sectoral approach of the SEEFOR Project is very laudable. The Project looked at Social, Economic and governance issues. Its implementation holds opportunities for addressing issues frontally with benefits for horizontal and vertical linkages across each of the value chains. The approach helped the beneficiary States to be more systematic in their strategic planning towards the delivery of their planned aspirations, objectives and goals.
- The SEEFOR Project encouraged targeted Activity Executing Agencies to be more responsible and accountable in the delivery of their mandates. The capacity buildings, trainings and shared learning opportunities have enabled these AEAs to be more professional in their approach to work. These traits and recognition have led to the elevation of some SEEFOR Project staff to enviable positions in the public service. For example, in Edo State, the former Project Coordinator was elevated to the position of Chief of Staff to the Governor, while the former Project Accountant was appointed the Head of FPFMU, etc.
- The models used by the SEEFOR Project have been adopted by the States. For instance, under the SEEFOR small public works, it has been established that the average cost of



rehabilitating or constructing roads is far less than what it would have cost under conventional government contracting for a similar road.

- The SEEFOR Project has exposed the social, political and economic gaps inherent in the SEEFOR beneficiary States through her advocacy efforts. These continued efforts have yielded positive response by Government in rejuvenating the hitherto comatose and moribund Technical, Vocational and Agricultural training Institutions in the beneficiary States.
- The self-esteem of project beneficiaries has been enhanced. This has ultimately impacted positively in their lives and livelihoods.
- The project beneficiaries have imbibed the spirit and culture of saving money and that of banking through the instrumentality of the SEEFOR Project.
- The implementation of the Community Driven Development (CDD) sub-component of the SEEFOR Project conferred the principle of ownership and that of control on the beneficiary communities.
- The SEEFOR Project produced a repository of experienced World Bank Project team members in the four (4) SEEFOR Project beneficiary States who are champions and stand ready to embrace other emerging Bank/other donors assisted projects.
- The joint implementation support missions between the Federal partners and the World Bank/EU to the beneficiary states greatly improved the synergy among the various implementing entities, the Federal Government, the World Bank, the European Union and the implementing State Governments.
- The use of Technology, especially the introduction of the Kobo ToolBox/ODK Collect was a useful tool for both data collection and management in the execution of the SEEFOR Project. The technology has been introduced to the Federal Ministry of Finance, Budget and National Planning and the beneficiary States as a useful tool for their data collection and management.
- The initial design of the SEEFOR Project was faulty. Each of the Components/Sub-Components of the SEEFOR Project, such as sub-components, A1, Public Works and Youth Employment; A2, Grants to technical, vocational and agricultural training institutions; and A3, Grants for Community Driven Development (CDD) initiatives, qualifies as a stand-alone project, in other words, the SEEFOR Project would have been conceived as a suite of projects, that should be mutually re-enforcing and feeding into one another.
- Looking at the political economic dimension, the SEEFOR Project succeeded to a great extent in the four (4) beneficiary States because all the states share the same characteristics of the Niger Delta region and all are members of Oil Mineral Producing Area Development Commission (OMPADEC) and at one time or the other happened to belong to the same political parties, except Edo at one time.



- Experience has shown that the State Chief Executives, the Governors of the States hold the World Bank officials in high esteem and normally stand ready to implement any decision coming from the Bank side, including the payment of Government Counterpart Cash Contributions (GCCC). They prefer the Bank officials intimating them on the project than their own officials, including Hon. Commissioners, who are always afraid to talk to their Governors.
- Changes in Government during election years in project implementing states affects project delivery and timeline. This is worse off if an opposition party takes over power. This is likely to bring about drastic changes in staffing and implementation.
- The citing of the SEEFOR National Project Office in the same building with the parent Ministry goes against the practice of the World Bank. This development subjected the Project to undue influence and bureaucracy which affected the pace of project implementation and deliver timelines.
- The slow or non-release of GCCC by some beneficiary States stands to impact negatively on the sustainability strategy adopted for the project.
- The selective deployment of few Ministry staff fully on the Project as against all staff gave room for conflict of roles and disloyalty which affected project implementation and delivery timelines.
- The frequent change of Task Team Leaders (TTL) on the SEEFOR Project, though a World Bank policy would not augur well in the long run because they might give more attention to project activities that supports their professional leanings.



#### **ANNEX 6. SUPPORTING DOCUMENTS (IF ANY)**

1. Project Appraisal Document, Report No.: 63862-NG, dated February 9, 2012
2. Project Restructuring Paper, Report No. RES31705
3. Project Additional Financing Project Paper: Report No.: 89886-NG
4. Implementation Status and Results Reports: 1 through 15 (Oct. 29, 2012–April 30, 2020)
5. Aide Memories (AMs)
6. Reports prepared by Bayelsa State
7. Reports prepared by Delta State
8. Reports prepared by Edo State
9. Reports prepared by Rivers State
10. Project Closure Monitoring and Evaluation Report
11. Borrower’s Implementation Completion Report



**Appendix 1. Revision of the Results Framework**

<b>Original PDO Indicators</b>	<b>Revised PDO Indicators</b>	<b>Rationale for Change</b>
Indicator 1 (1.1: Youth Employment): - Number of people (youth) employed (employment type/gender).	Number of people employed under the project (disaggregated by type of employment and gender)	The wording was revised to correct an editorial error that included CDD in the indicator
Indicator 2 (1.2: Technical and Vocational Training) - Number of people trained in technical and vocational skills	New Indicator introduced	New indicator was introduced as a result of the shift in focus to provision of support directly to beneficiaries
Indicator 3 (1.3: CDD): - Number of people with access to services supported in targeted communities	Target value revised	Change in the project target value
Indicator 4 (Component B): - Percentage deviation of actual aggregate expenditure from budgeted expenditure in the participating States	Target value revised	Baseline study reflected correct baseline hence targets changed to reflect enhanced expenditure budget credibility
- Percentage of public contracts above threshold awarded through competitive process in each participating State	Target value revised	Baseline study reflected correct baseline hence targets changed
Indicator 5: - Direct project beneficiaries, % of which female (also disaggregated by project components and gender)	Target value revised	Change in the end of project target value
<b>Original Intermediate Results Indicators (IRI)</b>	<b>Revised Intermediate Results Indicators</b>	<b>Rational for Change</b>
<b>Component 1: Increased skills &amp; employment opportunities for youth</b>		
IRI 1 (Subcomponent 1.1): - Number of public works contracts awarded.	Target value revised	Change in the end of project target value
IRI 2 (Subcomponent 1.2): - Number of technical and vocational courses accredited in each State by the National Board of Technical Education.	Number of technical and vocational courses that are accredited in each State by National Board of Technical Education	Change in the wording of the indicator to better measure capacity of both State and non-State technical and vocational institutions
IRI 3 (Subcomponent 1.1): - Number of people trained in life skills, numeracy and entrepreneurship skills.	New indicator introduced	New indicator
IRI 4 (Subcomponent 1.3): - Number of CDPs and LDPs projects implemented according to plan under SEEFOR project	Target value revised	Change in the end of project target value



Component 2: Improved public expenditure management and financial accountability in the public sector in participating States.		
IRI 2 (Subcomponent 2.2): - Number of States publishing Annual Budget Estimates.	Number of States publishing annual budget estimates in book form and on websites	Indicator was slightly changed to specify where the annual budget estimates are published
IRI 5 (Subcomponent 2.4): - Number of months taken (after end of FY) to submit annual audited financial statements of the State to the State House of Assembly.	No change in indicator	Baseline study reflected correct baseline hence targets proposed to be changed.
IRI 6 (Subcomponent 2.4): - Number of States publishing most recent Annual Auditor General's State Report.	Number of States publishing most recent state annual audited financial statements on State official website	Indicator slightly changed to specify where the Annual audited financial statements is published
IRI 7 (Subcomponent 2.5): - Number of States that have implemented 3-5 key modules of IFMIS (FM, budget and payroll).	Number of States that have implemented 3-5 key modules of IFMIS (budget, purchasing, general ledger, accounts payable, HRMIS and payroll)	The indicator was expanded to include other areas of IFMIS coverage.
IRI 8 (Sub-component 2.6): - Percentage of public contract awards published.	Percentage of public contract awards above threshold awarded through competitive process that are published in procurement database and are reflected on State official website	Indicator changed to be in synergy with Indicator 4 (Component B) and to measure transparency through use of public procurement database and official website
IRI 9 (Subcomponent 2.6): - No of participating States using modernized Standard Bidding Documents for 100% of contracts over the threshold limits.	New indicator Number of States that are using modern Standard Bidding Documents (SBDs) for 100% of contracts over the threshold limits.	New indicator is more specific and measurable and expected to increase confidence of the bidding community in the procurement process and increase competition
IRI 10 (Sub-component 2.6): - Number of participating States that have established Complaint Review mechanism.	New indicator	New indicator expected to increase confidence in the procurement process by assuring fair, transparent and working complaint review mechanism
IRI 11 (Subcomponent 2.7): - Percentage increase in Internally Generated Revenue (IGR).	Target value revised	Changed targets expected to be more achievable given State capacity and the business environment



**Appendix 2. Overview of Project Portfolio**

DELTA								
Phases	Lots	Description	Amount (NGN)	Status	Supervisors	Beneficiaries		Length of Pavement (m)
						Male	Female	
PHASE 1 (2014)	8	Sweeping of roads, drainage desiltation, maintenance of earth roads, patching of failed sections of asphalt pavement roads works and Road Maintenance	214,493,400.30	100% completed.	8	152	238	No pavement was constructed under this phase
PHASE 2 (2015)	37	Sweeping of roads, drainage construction and desiltation, maintenance of earth roads, patching of failed sections of asphalt pavement roads and construction of 1 no road of 210m length	794,908,340.12	100% completed	37	809	1,537	210
PHASE 3 (2016)	160	Waste management contracts	1,566,921,808.89	100% completed. Waste Management Board is presently using SEEFOR model in waste management.	320	1,233	418	No pavement was constructed under this phase
PHASE 4 (2017)	12	Road maintenance contracts	410,406,481.28	100% completed	20	544	356	2,301
PHASE 5 (2018)	36	Road maintenance contracts	1,412,144,902.46	100% completed	190	1,383	1,570	3,950
PHASE 6 (2019)	13	Road maintenance contracts	549,000,000.00	100% completed	76	140	844	2,504.8
<b>TOTAL: 4,947,874,933.05</b>					<b>291</b>	<b>4,261</b>	<b>4,963</b>	<b>8965.8</b>
BAYELSA								



Phases	No. of Lots	Description	Amount (NGN)	Status	Supervisors	Beneficiaries		Length of Pavement (m)
						Male	Female	
PHASE 1 2014	15	Construction and Rehabilitation of Roads and Drains, Sandfilling, surface stabilization and placement of kerb stones and stone base	323,860,542.00	100% completed.	15	359.0	196.0	3,730
PHASE 2 -2015	45	Rehabilitation and Maintenance of Existing Roads and Drainage, Pavement Construction and rehabilitation of bridge	755,776,147.32	100% completed	45	1,153.0	420.0	No Pavement was constructed in Phase-2
PHASE 3 -2016	38	Maintenance of existing roads. Construction of Road Pavements and drainages.	660,232,710.54	100% completed	38	934.0	449.0	5,940
PHASE 4 -2017	146	Construction of Road Pavements and drainages.	2,980,701,621.88	99.9% completed	146	3,418.0	2,677.0	25,530
PHASE 5A -2019	69	Construction of Road Pavements and drainages.	1,550,912,901.51	100% completed	69	1,960.0	1,133.0	12,800
PHASE 5B -2020	90	Construction of Road Pavements and drainages.	2,183,129,073.68	99.9% completed	90	2,549.0	1,739.0	18,690
<b>TOTAL</b>	<b>403.0</b>		<b>8,454,612,996.93</b>		<b>403</b>	<b>10,373</b>	<b>6,614</b>	<b>66,690</b>



EDO								
Phases	No. of Lots	Description	Amount (NGN)	Status	Supervisors	Beneficiaries		Length of Pavement (m)
						Male	Female	
Phase 1	9	Construction of Drains on Both Sides of the Road and Pavement Resurfacing	343,652,173.42	100% completed.	9	151.00	415.00	n.a.
-2013								
Phase 2	8	Maintenance of Existing Roads, Drainage and Culverts	332,942,660.23	100% completed	8	215.00	272.00	n.a.
-2014								
Phase 3	45	Majorly maintenance of existing roads, drainages and Bridges, and Construction of 1.5km Drainage with Culvert	1,557,942,937.99	100% completed	45	1,282.00	1,632.00	50,960
-2016								
Phase 4	45	Road maintenance contracts	2,714,138,262.40	100% completed	45	2,223.00	3,339.00	27,060
-2017								
Phase 4 Extension	59	Road maintenance contracts	4,003,310,850.15	99.5% completed	59	3,999.00	3,759.00	41,750
-2018								
PHASE 5	3	Road maintenance contracts	235,731,455.75	100% completed	3	State Funded Project	State Funded Project	State Funded Project
-2019								
<b>TOTAL</b>	<b>169</b>		<b>10,562,327,033.62</b>		<b>169</b>	<b>7,870</b>	<b>9,417</b>	<b>119,760</b>



RIVERS								
Phases	No. of Lots	Description	Amount (NGN)	Status	Supervisors	Beneficiaries		Length of Pavement (m)
						Male	Female	
PHASE 1	2	Construction of Drains on Both Sides of the Road and Pavement Resurfacing	73,638,268.68	91% completed.	2	69.00	36.00	3,000
-2014								
PHASE 2	13	Maintenance of Existing Roads, Drainage and Culverts	515,283,315.70	100% completed	13	409.00	281.00	No Pavement was constructed in Phase-2
-2015								
PHASE 3	42	Majorly maintenance of existing roads, drainages and Bridges, and Construction of 1.5km Drainage with Culvert	1,289,530,416.41	100% completed	42	1,660.00	715.00	91,060
-2016								
PHASE 4	90	Road maintenance contracts	3,344,674,888.30	100% completed	90	3,781.00	1,641.00	262,400
-2017								
PHASE 5 (2018)	55	Road maintenance contracts	1,978,230,830.29	100% completed	55	2,224.00	1,029.00	85,260



PHASE 6	89	Road maintenance contracts	3,298,157,731.26	92% completed	89	3,025.00	2,069.00	40,980
-2019								
PHASE 7	12	Road maintenance contracts	126,994,978.00	95% completed	12	***	***	1,100
-2020								
<b>TOTAL</b>	<b>303</b>	<b>11,068,340,040.72</b>			<b>303</b>	<b>11,168</b>	<b>5,771</b>	<b>480,800</b>

**Appendix 3**

	<b>Key IFMIS Performance Indicator</b>	<b>Deliverable</b>	<b>Status</b>
1.	Implementation of General Ledger and Accounts Payable	SAP Financials	Achieved
2.	Implementation of Budget process	SAP Controlling and Funds Management	Achieved
3.	Implementation of Human Resources Information System (HRMIS)/Payroll	SAP Human Resources/Payroll	Achieved
4.	Implementation of Procurement process	SAP Materials Management	Achieved
5.	Implementation of Asset Management process	SAP Asset Management	Achieved
6.	Implementation of Enterprise Project Management	SAP Project Systems	Achieved
7.	Implementation of Planning & Consolidation reporting tools	SAP Business Planning	Achieved

**Other SIFMIS Program Achievement**

	<b>Deliverable</b>	<b>Status</b>	Comments
1.	Data Centre Revamp and Server Upgrade to Converge Infrastructure Architecture	<b>Achieved</b>	
2.	Power optimization at Main Data Centre	<b>Achieved</b>	
3.	Remote network connectivity assessment/upgrade (Design)	<b>Not Achieved</b>	Network assessment conducted. Initial design further refined to fit to budget. However, component not achieved because of the SEEFOR closure.



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4.	Installation of Disaster Recovery Servers at a secured site	<b>Achieved</b>	The DR assets will be redundant because of the absence of the WAN connectivity to the Main Data Centre.
5.	Optimization of Warrant Program	<b>Achieved</b>	
6.	Implementation Key of Microsoft products – Exchange Server, Microsoft Server, Active Directory	<b>Achieved</b>	

*Note:* The project is rated as Moderately Satisfactory. The reason for this rating is the time line slippages and delays in project activities approval experienced during the implementation though most of the project scope items were achieved.



**Appendix 4. Revised Project Cost Allocation and Grant Allocation (in US\$, millions) Component**

<b>Components</b>	<b>Estimated IDA Cost</b>	<b>EU Grant</b>	<b>IDA + EU</b>
<b>Component A: Youth Employment and Access to Socio-Economic Services</b>	<b>126.8</b>	<b>44.0</b>	<b>170.8</b>
A.1. Youth Employment Through Small Public Works Contracts and Institutional Strengthening	64.7	25.0	89.7
A.2. Grants to Technical, Vocational and Agricultural Training Institutions	41.2	12.0	53.2
A.3. Grants for Community Driven Development (CDD) Initiatives	20.9	7.0	27.9
<b>Component B: Public Finance Management Reforms</b>	<b>49.6</b>	<b>26.1</b>	<b>75.7</b>
B.1. Public Finance Management Legislation	3.3	0.8	4.1
B.2. Budget Reforms	7.8	1.2	9.0
B.3. Accounting, Expenditure Control and Financial Reporting	4.7	0.8	5.5
B.4. Internal and External Audit	6.7	2.5	9.2
B.5. State Integrated Financial Management Information Systems (SIFMIS)	15.5	18.0	33.5
B.6. Public Procurement Reform	7.1	1.0	8.1
B.7. Reform of the State Tax Authority (Bayelsa, Delta and Edo States)	4.5	1.8	6.3
<b>Component C: Project Implementation Support and Coordination</b>	<b>16.0</b>	<b>1.0</b>	<b>17.0</b>
C.1 Federal Level Project Coordination	5.3	1.0	6.3
C.2 Project Management and Coordination at State Level	8.6	-	8.6
C.3 Support to the Ministry of Niger Delta Affairs	2.1	-	2.1
<b>Total Base Cost (Component A+B+C)</b>	<b>192.4</b>	<b>71.1</b>	<b>263.5</b>
<b>Unallocated</b>	<b>3.1</b>	<b>3.1</b>	<b>3.1</b>
<b>Physical-Price Contingency</b>	<b>7.6</b>	<b>4.2</b>	<b>11.8</b>
<b>Total Cost (total IDA and EU Grant combined)</b>	<b>200.0</b>	<b>78.4</b>	<b>278.4</b>



## **Appendix 5. Edo Revenue Administration System (ERAS) Making the Case for Technology-for-Purpose**

### **BACKGROUND**

The Edo State Internal Revenue Service (EIRS) in achieving its Vision "**To become the most efficient and transparent revenue service in Nigeria built on integrity, accountability and taxpayer's confidence**" identified Technology, Data and People as critical success factors to optimising the independent revenues of the state.

To achieve its strategic objectives, the EIRS conceptualized, designed, developed and deployed a distributed revenue administration system leveraging big data technology and artificial intelligence to support the agency in increasing access to data, increasing inter-agency collaboration through shared technology services and enhancing citizens experience dealing with the government by providing 24/7 access. The System was procured under a Public Private-Partnership (PPP) with reputable and leading technology services providers to leverage private capital while the EIRS owns the Intellectual Property 100%. PWC were engaged to independently observe and report on the procurement process and subsequently to review the fit-for-purpose of ERAS.

The system is built around a single reference data management system upon which all revenue solutions are layered. The single data warehouse enables all government agencies to source all relevant profile or transaction information on each individual, business or asset (buildings and vehicles) data which has tremendously enhance valuable insights, data analytics and actionable tax administration intelligence. ERAS has automated the administration of government revenue streams across the board and has significantly addressed the pain points around revenue leakages from Ministries, Departments and Agencies (MDAs) as a result of manual transaction processing in the process of public service delivery.

The SEEFOR funding window significantly boosted the deployment of ERAS through the provision of Computer systems and mobile collection devices for the extension of the ERAS applications to field officers. Below are the key successes ERAS has brought to the EIRS:

#### **1) Efficient Public Administration**

##### **1.1. Single Data Warehouse**

The Reference Data Management (RDM) System is a single data warehouse of individuals, businesses and property (fixed assets and mobile assets) that has introduced significant ease of administration of income taxes, property taxes, business permits, online gaming regulation, consumption taxes, judiciary related transactions and all other MDA Services.

By layering profile information on available data, the EIRS is now truly a one-stop-shop in providing revenue services to both government and citizens.

##### **1.2. Data from Multiple Sources**

ERAS is integrated to the under listed external data sources for continuous data growth with immediate benefits to the Revenue Service:



- (a) The Joint Tax Board
- (b) Banks - New accounts opened and qualifying transactions
- (c) Corporate Affairs Commission (CAC)
- (d) Federal Road Safety Commission (FRSC)
- (e) Edo Geographic Information Service (EdoGIS)

### **1.3. Growth in number of active profiles**

Since the full implementation of ERAS, individual active data on ERAS has grown over 300% to 510,931.

### **1.4. Personal Income Taxes from the Informal Sector**

Since being the deployment of ERAS in 2018, Direct Assessment taxes have grown at a compounded annual rate of 23% with the biggest leap of 73% in 2018. One major factor that made this possible was the innovative use of tax scratch cards that were available across the state through vendors which were similar to phone cards that are widely in use. This utility made it far easier for informal sector participants to pay their taxes.

### **1.5. Transparency and Accountability**

As the Edo State Government migrates more towards a paperless environment as part of its SMART Government objective, the EIRS is in the lead to ensure a transparent and accountable process by eliminating paper treasury receipts. All government receipts are now issued electronically on ERAS to ensure that public services are recorded electronically and associated payments properly accounted for and reported.

### **1.6. Policy Regulation and Compliance Monitoring**

With the development of ERAS, the EIRS has continuously supported the improvement of public service delivery especially in the area of regulated services such as development control, education and health services. All MDAs charged with the responsibility to issue licenses and permits are now required to issue these permits and licenses as secured electronic documents with readable barcodes. These certificates are only generated from ERAS upon settlement of the liability or invoices which are also system generated on ERAS.

### **1.7. Reporting**

The ERAS aggregation system has opened a gateway for all MDAs to generate data analytics on citizens interaction with government. ERAS takes into consideration the output requirements of all 92 MDAs across the state to deliver valuable insight to the MDAs and the Executive Level of Government.

## **2) Citizen Oriented Service Delivery**

### **2.1. Single Tax Payer Liability View**



The Edo Revenue Administration model takes a single tax payer liability view to revenue administration by consolidating all taxes, charges, levies, rates and all other established liabilities accruing to each citizen across state and Local Government authorities into one single citizen liability report. This has been boosted by the development of a consolidated revenue code to ensure that the Edo Citizen can in a single report plan for the settlement of obligations ahead of the year.

## **2.2. Payment on Account**

ERAS payment on account module allows citizens to make payments at their convenience against items falling due for enforcement ahead of those dates and obtaining their electronic receipts to evidence such payments. As such there are no reconciliation challenges experienced for staggered payments. This module also enables the citizen to maintain an electronic wallet for settlement of future recurring items.

## **2.3. Ease of transacting with government**

### **(a) Secured Multiple Electronic Payment Platforms**

ERAS is fully integrated with the main payment gateways to receive payments from citizens and reconcile to assessments and service invoices real time. Active payment platforms include: Bank Channels, Web payment, PoS and USSD.

### **(b) Financial Inclusion**

To enable the unbanked transact with the government at their ease from their locations the EIRS has developed the ERAS Mobile System which extends all the capabilities of ERAS to the citizens through mobile collectors using mobile devices. For these classes of tax payers, the EIRS has deployed an innovative Revenue Scratch Card model which leverages its Mobile Aggregation System (MAS) for authentication of revenue scratch cards that are sold to tax payers by super-dealers through their retail channels.

The scratch cards are sold to dealers by the EIRS at a discount or commission. At this point the proceeds are not recognized as revenue until the scratch cards are presented to the mobile revenue collectors and authenticated by the MAS.

## **2.4. Secure Electronic Tax Clearance Certificate Issuance**

The electronic Tax Clearance Certificate (e-TCC) is the digitized secure version of the Tax Clearance Certificate (TCC) now being issued by the EIRS for all settled tax obligations since 2020. The e-TCC has a secure readable barcode and will usher other value added services such as verification by parties to whom they are presented 24/7.

## **2.5. Efficient Tax Payer Notification System**



The ERAS Notification System enables the tax-paying public to receive instant electronic notifications from the EIRS and Government MDAs for taxes paid and services delivered. The notification system also delivers service renewal reminders and Payment Notifications.

### 2.6. **Smart Motor Vehicle Administration (MVA)**

The ERAS MVA System captures all motor vehicles that are registered by the EIRS and has also introduced an insurance verification platform which has effectively eliminated the risk of invalid or fake motor vehicle insurance policies which has been a pain point of the revenue services across the country.

## 3) **MDA Services**

### 3.1. **MDA Service Efficiency**

Efficient and transparent delivery of public services by MDAs. Public services are initiated electronically, invoiced, reconciled to payment and receipt issued on ERAS.

### 3.2. **Electronic Approvals**

For approval requests, the Chief Accounting Officer of the MDA (Commissioner, Executive Chairman, Permanent Secretary, Managing Director, etc.) is required to issue the approval certificate generated from ERAS.

## 4) **Improvement on Service Delivery**

### 4.1. **Personnel performance monitoring and evaluation**

The ERAS Taxpayer Manager Tool is an internal that helps to track productivity showing assessment generation camps and settlements. This taxpayer manager tools helps in reflective monitoring of our remote tax offices and their tax officers.

### 4.2. **Institutional Restructuring**

To better deliver on its mandate, the EIRS has been restructured to take advantage of the revenue automation by repositioning staff to fit into roles leveraging technology including the mobile revenue systems that are handled by mobile revenue collectors across the state.

### 4.3. **Capacity Building**

With the development of ERAS, the ICT Unit of EIRS has become a strategic business Unit and is now a Department. Significant training needs have been identified in areas of data management and analytics, software support, etc.

## 5) **Other Value Additions**



**5.1. Enhancing the development of state level tax summaries**

Leveraging the data analytic tools and the aggregation system on ERAS, the Edo state Government will in the near term begin to produce and issue Tax Summaries to citizens to cut through the challenges of demonstrating how government delivers value-for-taxes to citizens.

**5.2. Tax Administrative Diagnostic Assessment Tool (TADAT)**

As part of its KPIs, the EIRS is preparing to subject revenue administration in Edo State to the Tax administration Diagnostic Assessment Tool (TADAT) to provide the baseline improvement areas to further prioritize, plan and implement required interventions.