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**Draft country programme document for Nigeria (2014-2017)**

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## I. Situation analysis

1. The situation of democratic governance in Nigeria has continued to improve since 1999 when the country returned to civilian rule after decades of military rule. The 2011 elections, widely acclaimed as the most credible since 1999, resulted in peaceful transfers of power from one civilian regime to another, improved strength of opposition parties and more diverse parliaments at the national and state levels. Despite improvement in the electoral process, there are challenges that need to be addressed to further improve the transparency and integrity of the process as the country moves closer to the 2015 general elections. These include institutional weaknesses of political parties as the more than 30<sup>1</sup> existing political parties are characterized by absence of internal democracy, mobilization along ethnic and regional lines, and resort to violence as a means to address political grievances. Lack of structural independence on the part of election management bodies and their weak internal capacity to effectively cope with election logistics and tabulation of results have remained additional challenges. Furthermore, the persistence of patriarchal ideology, discriminatory cultural and religious practices, exclusion of women from party governance structures, limited access to financial resources and entrenched culture of violence in politics account for marginalization of women in politics. For instance, women continue to be underrepresented in elective positions as evident in the 7 per cent representation achieved in the 2011 general elections, notwithstanding the 31 per cent in appointive cabinet positions.

2. Key governance deficits, namely, marginalization, mismanagement of public resources, social exclusion and a weak sense of national identity persist. Recent studies have also shown that enforcement of constitutional rights, law and order, and weaknesses in the judiciary, legislative oversight, vested interests and patronage continue to limit the opportunities for full transformation in governance. While civil society could be a strong, influential and credible source of pressure for reform, their capacity to engage in governance and economic empowerment processes are weak because of poor internal governance. Improving the transparency of key governance institutions is critical for improved accountability and the status of governance.

3. Major threats to Nigeria's stability, internal security and democratic consolidation persist, as evident by recurring ethno-religious violence in northern Nigeria, perpetuated by the Boko Haram extremist Islamic sect, the militant insurgency in the Niger Delta region and rampant cases of kidnapping in the south east. The widespread insecurity and growing terrorism, which expose large sections of the population to untold risks and a negative impact on the economy, are largely driven by economic and social factors (especially unemployment and endemic poverty), and rising regional and gender inequalities. Consequently, issues of national unity and cohesion remain core to national discourse, accentuating the need to strengthen mechanisms to address vulnerability and build resilience, and the agility of the United Nations in developing programmatic responses to support the country.

4. Nigeria's aspiration to become one of the world's largest economies by 2020 has led to the articulation of both long-term (Vision 20:2020) and medium-term (Transformation Agenda) development plans. These policies and strategies constitute the core of the country's national development planning and management framework and align subnational governments despite the challenges of Nigeria's federal system. However, the high dependence on oil (accounting for 75 per cent of revenue and 14 per cent of gross domestic product (GDP)) and the huge population (167 million in 2011) growing at an annual rate of 2.5 per cent are major economic challenges for Nigeria. While Nigeria has maintained a high annual average GDP growth of 7 per cent over the last five years, owing mainly to enabling policy space, including a huge buffer of international reserves and low external debt; limited economic diversification, inadequate physical infrastructure, endemic corruption and weak accountability systems hindered the translation of high growth rate into an improved living standard for its people. High poverty incidence in

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<sup>1</sup> INEC has deregistered over 30 of the 65 political parties that contested the 2011 general elections as part of the efforts to sanitize the country's party system.

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Nigeria is evident by its low human development ranking (156 of 187 countries)<sup>2</sup> and rising inequality (measured by Gini Coefficient) from 0.429 in 2004 to 0.447 in 2010.<sup>3</sup> The country's chances of achieving the Millennium Development Goals (MDGs) and targets remain slim.<sup>4</sup> Accelerated efforts and stimulus are required to address MDG challenges especially in the social services sectors. There is a high urbanization rate of 3.8 per cent with more than 50 per cent of the total population currently living in urban areas. Although the spread of the HIV/AIDS epidemic is being controlled, the prevalence rate of 4.2 per cent, which is among the highest in terms of absolute numbers and carries the highest burden in terms of mother-to-child transmission<sup>5</sup>.

5. Attempts at economic diversification have yielded marginal results because of the high dependency on oil. Agriculture, which engages 70 per cent of the population, remains mainly subsistence and climate sensitive. Nigeria's environment is under increasing threat from drought, desertification and floods, which in recent years have affected economic livelihoods, threatened food security and increased incidence of diseases through air and water pollution. Policies exist to address environmental and climate change challenges but challenges remain in translating them to action at all tiers of government. The high level of deforestation, vulnerability to climate change impact and hydrocarbon pollution, demand effective environmental management, climate change mitigation and proper disaster risk reduction measures.

## **II. Past cooperation and lessons learned**

6. The series of project and outcome evaluations and the United Nations Development Assistance Framework (UNDAF) mid-term review indicate that the upstream focus of the UNDP seventh country programme provided significant contributions to development of policies, legal frameworks and institutional effectiveness with gender, inclusion and communication technology as cross-cutting themes. Support to constitutional and electoral reforms strengthened the consolidation of democracy and contributed to the success of the 2011 elections. Support to the National Assembly is broadening citizens' engagement in the overhaul of the 1999 Constitution and other reforms. Work on the fundamentals of local governance, the Fiscal Responsibility and Public Procurement Laws at the federal and state levels contributed to improved fiscal discipline and economic management. Increased United Nations and partners' engagement with the Niger Delta amnesty programme resulted in reduced insurgency and increase in oil production. Support to policy formulation for microfinance and capacity development of microfinance institutions, resulted in increased microcredit delivery and management. UNDP supported the formulation of the Climate Change Policy and Response Strategy, approved in 2012, and now to finalize the National Adaptation Strategy and Plan of Action for Climate Change. Support in renewable energy is enhancing access to finance for off-grid power projects. Support to the national agenda for sustainability and national ownership of the response to HIV/AIDS improved the care of people living with HIV/AIDS.

7. The main lesson learned is that UNDP is most effective as a catalyst for policy and institutional reform, especially in sensitive areas that are challenging or off-limits to other partners. Access to critical national actors and strong convening power provided an excellent opportunity to facilitate development dialogue across the various tiers of government. UNDP was strong in advocacy for reforms, governance, human rights and gender equity, partnership-building, aid coordination and capacity development. South-South cooperation proved effective as Nigeria shared good practices with other countries and at the same time gained access to good practices from other countries. Building in-depth technical capacity within the country office, improving operational efficiency and

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<sup>2</sup> 2011 Human Development Report

<sup>3</sup> Nigeria Common Country Assessment (CCA), UNCT, 2012

<sup>4</sup> Nigeria MDG Report, 2010

<sup>5</sup> Global AIDS Response, Nigeria 2012 Report by National Agency for the Control of AIDS

aligning its programmes to national policies ensured maximum impact and sustainability of results.

8. Key challenges remain in gender, human rights, timeliness of programmatic response and resources. While efforts to mainstream gender and other cross-cutting issues showed some success, the absence of dedicated gender interventions and entrenched gender-biased cultural practices limited the impact of the UNDP contribution to gender equality and empowerment of women. The fluidity of situations in the country, increased economic hardship and poverty, and insecurity demanded dynamic programmatic and timely response to the acute, volatile and often violent challenges which confronted the United Nations bureaucratic processes. The United Nations and other development partners are now focusing on strengthening political and economic analysis through joint and periodic reviews of the national situation and enhanced data/statistical quality to improve on the quality of their support.

### **III. Proposed programme**

9. This programme has developed to address priorities identified in the National Vision 20:2020 and is in line with the UNDAF 2014-2017. The UNDP programme will follow the human rights-based approach and will be underpinned by the five United Nations programme principles. UNDP will focus mainly on three of the four UNDAF areas: (a) good governance; (b) equitable and sustainable economic growth; and (c) human security and risk management. Interventions will focus on upstream strategic issues with linkages to downstream implementation targeting the poor, women and youth; and capacity development for effectiveness of results and informed policies and strategies development.

10. The **governance programme** takes a holistic approach, strategically linking governance, conflict prevention and peacebuilding to address governance deficits emanating from marginalization, mismanagement of public resources, social exclusion and a weak sense of national identity. The UNDP contribution will support public accountability and strengthening anti-corruption agencies; elections and strengthening democratic institutions (national and State Assemblies, Independent National Elections Commission (INEC) and State Independent Elections Commissions (SIECs, human rights commissions, and the judiciary); local and urban governance; and evidence-based and gender-sensitive decision making. Adopting the electoral approach will ensure support in the crucial period between individual elections to further consolidate electoral democracy, including political empowerment of women, while strengthening of civil society will enhance their monitoring and oversight role. Expected results include strengthened accountability; reduced corruption and improved accountability; improved electoral processes; active citizens' participation and consolidation of democratic gains; women empowerment; improved statistical data quality; and better local government planning and service delivery.

11. The **equitable and sustainable economic growth** programme takes a comprehensive approach to reduction of poverty, focused on economic disparities and exclusion, targeting vulnerable population groups, women and youth, and the most deprived regions/states. Support will focus on the MDGs and economic management; development and gender-sensitive planning; private sector development; and HIV/AIDS response and coordination. Targeted economic analyses for improved pro-poor and gender-sensitive policies and strategies with specific focus on small and medium-sized enterprises (SMEs) to increase productive capacity, generate employment opportunities, improve income and livelihoods, and reduce vulnerability to shocks. The programme will promote economic growth through technology transfer and local capacity-building; robust public-private partnership; generate employment opportunities, particularly for youth employment to combat youth restiveness that fuels insecurity; promote pro-poor, gender-responsive and inclusive policies; and stimulate expansion of domestic and foreign trade for global competitiveness.

12. The programme **support to human security and risk management** takes a comprehensive view of human security deficit in Nigeria that involves multidimensional challenges arising from natural and man-made crises. UNDP support will take an

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integrated approach to address challenges in disaster management; environmental protection and climate change mitigation; and conflict prevention and peacebuilding. Building on the solid policy environment and the sustainable development pillar of the national Transformation Agenda, the support will focus on strengthening capacities in environmental management, climate change mitigation and disaster risk reduction. It will promote sound ecological management through adequate legal and institutional frameworks with civil society and private sector participation. Embedding participatory decision-making, sound information management and compliance to international commitments, environmental issues, disaster risk reduction and climate change adaptation will be integrated into national development frameworks to protect communities from the impact of disaster and facilitate the transition to a low-emission carbon-resilient economy. UNDP will support capacity development to formulate multi-sectoral adaptation and mitigation; expand access to cleaner energy sources; strengthen disaster risk analysis, preparedness and recovery response. UNDP support will result in reducing the causes and effects of conflicts through institutionalized, coordinated prevention and management of conflict, and the establishment of peace architecture to build resilient communities.

#### **IV. Programme management, monitoring and evaluation**

13. The country programme is nationally executed and national implementation (NIM) will be the preferred implementation modality. The UNDP programme will be carried out with close collaboration with the Government, other United Nations agencies, international development partners, civil society, the private sector and academia. The direct implementation modality (DIM) will be used where appropriate and necessary to fast-track delivery.

14. Building on the progress achieved from its recent repositioning, the country office will adjust its internal structure, exploit in a cross-practice manner skills profile to respond to new programme priorities and Nigeria's dynamic and competitive policy environment. This will streamline the office and promote efficiency gains. UNDP will leverage on the existing cooperation to inform its geographical focus, project selection, design, implementation and evaluation. Synergy between the three tiers of the federal structure will be strengthened to enhance operational and technical efficiency of public service delivery. UNDP in-house capacity, the one United Nations monitoring framework team and enhanced national statistics will ensure effective monitoring of the results and resources framework. The office will leverage additional UNDP monitoring and evaluation human and financial resources if required.

15. UNDP will pursue new funding opportunities and partnership with the private sector and potential donors. UNDP will leverage on the existing consultation platforms with government for resource mobilization. The federal and state governments and donors will continue to be important funding partners, while new partnership will be sought with other emerging and potential partners. UNDP will strengthen engagements with partners for joint monitoring and evaluation exercises; build synergy and coordination of support in research and analysis, as a foundation for its work, and support national ownership and leadership in implementing the programme. UNDP will seek opportunities to expand South-South cooperation, building on the 2011 Istanbul Action Plan and including collaboration between States and regional cooperation, leveraging the leadership role of Nigeria in West Africa and the rest of Africa. UNDP will support the Government's efforts in aid coordination and will play an active role in the development partners' forum. Within the Delivering as One context, UNDP will participate in implementing the harmonized approach to cash transfers.

## Annex. Results and resources framework for Nigeria (2014-2017)

<p><b>Strategic result 1: Support to good governance:</b> By 2020 Nigeria enjoys a just, democratic, stable society, with accountable governance and increased transparency, through trusted, regulated, participatory electoral processes and high institutional performance, governed by the rule of law, consisting of legislative processes compliant with international standards, a responsive executive, and an independent and accessible justice system, which are effectively coordinated, with human rights and gender equality institutions effectively monitoring, reporting and redressing violations, especially among the most marginalized, and people claiming their rights. <b>Outcome indicators:</b> Transparency International Corruption Perception Index; percentage women representation at national and State Assemblies; percentage of citizens engaged in the LGA governance issues</p>					
Government partner contribution	Other partners' contribution	UNDP contribution	Indicators/Baselines/Targets	Indicative country programme outputs	Regular resources (thousands of United States dollars)
<p>Government will focus on building institutional and legislative frameworks for anti-corruption and lead dialogues on new legislative framework. Ensure independence and funding of electoral management bodies. Lead reforms processes and ensure compliance to international commitment on human rights and gender equality. Support human and institutional capacity of relevant ministries for improved service delivery; Invest in statistical data generation to improve quality. Provide enabling policy, support and political for improved local governance.</p>	<p>The Department for International Development (DFID) of the United Kingdom Government and the European Union will provide financial support to the Ministry of Justice to implement the sector reform. DFID will support capacity strengthening of the House of Representatives. International Banks will provide financial and advisory support to public financial management, civil service reform, fiscal decentralization and transparency of extractives. The United Nations Office on Drugs and Crime will support capacity strengthening of anti-corruption agencies and selected civil society organizations in monitoring corruption. UNICEF and UNFPA will provide technical support to the Government of Nigeria on women and children's rights and to establish national monitoring systems to track related improvement. Civil society organizations will support civic education, elections monitoring and oversight.</p>	<p>UNDP will provide technical and advisory support for strengthened public accountability and anti-corruption agencies; INEC and SIECs to improve the quality and credibility of elections. Support political parties' reforms. Provide technical support to the national assemblies to draft key legislation, promote transparency in public service delivery and provide advisory support to key civil society organizations to strengthen their oversight function. Provide technical support to build accountability platforms and multi-stakeholders' processes to improve local governance performance management.</p>	<p><b>Indicators:</b> Number of Acts enacted by the Government to strengthen transparency with UNDP support. <b>Baseline:</b> 0 (strategy in draft) <b>Targets:</b> At least 1 related law approved by National Executive Committee.</p> <p><b>Indicators:</b> INEC/SIECs develop multi-year development plans. Number of political parties participating in the Inter-Party Advisory Council (IPAC). Proportion of seats held by women in national parliament <b>Baseline:</b> 0, 1; 7% <b>Targets:</b> 1 plan for INEC and at least 6 SIECs; at least 5 political parties and 4 meetings a year; 20%</p> <p><b>Indicators:</b> Number of States with participatory planning, budgeting and implementation. <b>Baseline:</b> 4 Local Government Administrations (LGAs). <b>Targets:</b> At least 16 LGAs in 4 States have operational plans</p>	<p>Strengthened legislative framework for improved transparency and accountability.</p> <p>INEC and SIECs successfully manage credible and peaceful elections. Improved political parties' internal democracy; and women's participation in elections.</p> <p>Improved capacity for planning, budgeting and citizens' engagement at all 3 tiers of government – federal, state and local.</p>	<p><b>Regular:</b> 15 470</p> <p><b>Other:</b> Government 25 000</p> <p>3<sup>rd</sup> party 69 000</p>
<p><b>Strategic results 2 and 3: Social capital and sustainable and equitable economic growth:</b> By 2020, Nigerians are healthy, knowledgeable, highly skilled and productive people, with positive value orientations, living in an inclusive and cohesive society; free from all forms of discrimination, violence and abuse; irrespective of sex, age, geographic location, and socio-economic status, and forming a globally competitive workforce. Nigeria attains a strong, diversified, sustainable and equitable economy driven by robust investment in human capital and infrastructure that stimulate primary production for efficient and value-adding secondary production for an unrestricted, expanded, and globally competitive trade; supported by an employment environment that is youth-inclusive, gender-sensitive with enhanced capacity. <b>Outcome indicators:</b> Percentage HIV prevalence; national unemployment rate; percentage unemployment rate disaggregated by sex.</p>					

<p>Government, through the Subsidy Reinvestment and Empowerment Programme, will expand investment in social services and infrastructure; implement the Inclusive Financial Initiative, YouWin programme and Agricultural Transformation Plan; finalize the development of the employment policy; reinforce institutional and coordination capacities, including with civil society, to increase employment and reduce poverty. National Planning Commission to lead aid coordination and Co-chair with UNDP development partners group.</p>	<p>World Bank, African Development Bank and DFID will support the financing of infrastructure; European Union supports rural infrastructure; World Bank, United States Agency for International Development (USAID) and the Global Fund will provide funding for HIV/AIDS response. World Bank to promote advocacy for aid coordination. The Food and Agriculture Organization of the United Nations will strengthen capacities of agriculture sector service institutions; the International Labour Organization (ILO) will support productivity improvement at enterprise and workplace, UN-Women will support institutions to address violence against women, economic empowerment. UNICEF will support social protection schemes for women, youth, and the disabled and vulnerable households.</p>	<p>UNDP will provide analytical, advisory and financial support for reforms, agribusiness and value chains for crops; and engage authorities to harness opportunities for job creation, poverty reduction and social protection. UNDP will provide technical and financial support to strengthen aid coordination; provide advisory support on national response mechanisms and partnerships to promote an equitable enabling environment for policy dialogue; promote strategies for enhanced value added production, driven by private sector engagement; and facilitate the development of strategies for increased employment, particularly youth employment, ensuring women have equal opportunities; promote dialogue for private-public partnerships in essential service delivery, particularly in urban areas.</p>	<p><b>Indicator:</b> Investment policy and plan developed and ready for implementation; <b>Baseline:</b> No; <b>Target:</b> Yes</p> <p><b>Indicator:</b> Number of government institutions with productivity policy developed and implemented; <b>Baseline:</b> 0 available; <b>Target:</b> 12 institutions supported to revise National Productivity policy; 80% Implementation of Strategic Framework</p> <p><b>Indicator:</b> Number of States with at least 3 functional HIV coordination and partnership platforms; <b>Baseline:</b> 6; <b>Target:</b> 10</p> <p><b>Indicator:</b> Renewable energy policy and strategy available and implemented; <b>Baseline:</b> 0; <b>Target:</b> National Policy and at least 5 States policies by 2017</p> <p><b>Indicator:</b> Percentage of youth and women accessing career advice services, vocational training services; Increased percentage of access of women to financial resources and services <b>Baseline:</b> To be determined; <b>Target:</b> 30% from baseline; 40% from baseline.</p>	<p>Gender sensitive national Productivity Policy and strategic framework in place and implemented.</p> <p>Strengthened multi-sectoral HIV partnerships and coordination.</p> <p>A renewable energy policy developed with UNDP support to increase access to renewable energy</p> <p>Employment opportunities expanded for women and youth</p>	<p><b>Regular:</b> 5 310</p> <p><b>Other:</b> Government 12 0001 3<sup>rd</sup> party 10 000</p>
<p><b>Strategic result 4:</b> By 2020 Nigeria is on a peaceful, secure and sustainable development path where disaster, environmental, climate and conflict risks and threats are mitigated by policies, laws and plans that are participatory, gender responsive, funded, monitored and enforced systematically at all levels of the federation with high levels of political will; relevant government institutions respond in timely manner, effectively, efficiently and are well coordinated (vertically and horizontally) in effective partnership with empowered civil society and utilize evidence-based early warning systems; and where the population is rights-assertive and increasingly resilient through awareness and ability to participate in preparedness and mitigation and response to threats, crises and change. <b>Outcome indicators:</b> Percentage of affected populations with timely emergency response; percentage of conflicts where escalation is prevented with the use of early warning/early action system; proportion of primary laws and policies with biodiversity mainstreamed.</p>					
<p>The Government will reinforce technical, institutional and coordination capacities, including with civil</p>	<p>World Bank, DFID, European Union, AfDB and the German Agency for International Cooperation (GIZ) support infrastructure</p>	<p>UNDP will support capacity development for disaster risk reduction and recovery of States and civil society actors; strengthening policies and laws to enable effective interventions to reduce disaster</p>	<p><b>Indicator:</b> A functioning integrated early warning system in place in the tiers of government (federal, state and local levels); Number of States</p>	<p>Improved and integrated early warning system at national, state and local government levels.</p> <p>Establishment of a National</p>	<p><b>Regular:</b> 4 408</p> <p><b>Other:</b> Government</p>

<p>society, for improved environmental and disaster risk reduction. Develop legislative frameworks on environmental pollution, climate change adaptation, disaster preparedness and mitigation; promote clean technology and low carbon-emission development. Provide funding for security, create enabling environment for reduced conflict and leadership on peace discussion.</p>	<p>and programmes on “Sustainable Energy For All”, climate change, disaster risk reduction, and build the institutional capacity for environmental protection and management of natural resources. UNEP supports clean-up of hydrocarbon pollution. FAO, United Nations collaborative initiative on Reducing Emissions from Deforestation and Forest Degradation (REDD) and the United Nations Industrial Development Organization (UNIDO) climate change adaptation, mitigation programmes. DFID supports conflict prevention project in 8 northern States; the European Union, UNESCO and the United Nations Office for Drugs and Crime support anti-terrorism. UN-Women support women in conflict programme.</p>	<p>risks and climate change impacts. Promote initiatives for access to renewable and rural energy; Build capacity to develop, coordinate and monitor energy diversification policy and strategy for equitable energy access; UNDP will contribute to reducing the effects of conflicts and violence through the institutionalized, coordinated prevention and management and by providing support in the establishment of a National Peace Architecture for resilience communities.</p>	<p>with disaster preparedness and contingency plans; <b>Baseline:</b> 1 at Federal Level; 10 States; <b>Target:</b> 36 + 1 States; 1 at all government tiers</p> <p><b>Indicator:</b> National peace policy implemented; coordinated framework for conflict prevention, mediation and peacebuilding in place; <b>Baseline:</b> 0; 0. <b>Target:</b> 1; Institutional mechanisms for effective response to potential violent tensions established and applied in at least 6 States.</p> <p><b>Indicator:</b> Number of States with SEMA; number of climate change adaptation policies in priority sector implemented; number of people accessing renewable energy; <b>Baseline:</b> To Be Determined; 10% <b>Target:</b> At least 20 States; at least 4 priority sector; 20%.</p>	<p>peace architecture leading to reduced occurrence of conflicts.</p> <p>Environmental institutions at all levels are capable of implementing policies and enforcing laws.</p>	<p>10 000 3<sup>rd</sup> party 10 000</p>
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