# ICR Review

**Operations Evaluation Department**

**Report Number : ICRR10483**

| 1. Project Data : | |
|---|---|
| **OEDID:** | C2238 |
| **Project ID :** | P002094 |
| **Project Name :** | National Population Project (NPP) |
| **Country :** | Nigeria |
| **Sector :** | Other Population Health & Nutrition |
| **L/C Number :** | C2238-UNI |
| **Partners involved :** | |
| **Prepared by :** | Roy A. Jacobstein, M.D., Consultant, OEDST |
| **Reviewed by :** | Timothy A. Johnston |
| **Group Manager :** | Gregory K. Ingram |
| **Date Posted :** | 08/17/1999 |

## 2. Project Objectives, Financing, Costs and Components :

The project goal was to strengthen the institutional framework for the GON to undertake a large-scale intersectoral population program, and expand its capacity for doing so. The project objective was to assist Nigerian institutions to devise constructive approaches to the provision of population-related information and services. This was to be achieved by establishing a Population Activities Fund (PAF) and a Population Research Fund (PRF) within the MOH to fund population-related subprojects to be implemented by GON agencies, universities and NGOs. A Population Activity Funds Agency (PAFA) was established to administer the PAF. A sister unit within the MOH, the Department of Population Activities (DPA) would provide the technical support to the subprojects. Total project cost at appraisal was estimated at US$ 93.6 million, of which US$ 78.5 million was an IDA credit. On May 5, 1998, the Bank and the Borrower agreed to cancel US$ 60.3 million of the allocation due to Borrower non-compliance after MTR. US $10.39 million was disbursed; an undisbursed amount of US$ 2.767 was canceled. The credit was closed on Dec. 31, 1998.

## 3. Achievement of Relevant Objectives :

The overall objectives were not achieved. The project partially met several of its institution-building objectives, including the establishment of the Population Activities Fund (with Credit funds), and the Population Activities Fund Agency to administer it, as well as the establishment of a separate Population Research Fund. Different governmental units designed population-related subprojects, and some population-relevant research was conducted. The Nigerian Television Authority and Federal Radio Corporation of Nigeria established population desks. Through these and other means, the project helped bring population issues to greater national prominence, raising awareness among policy-makers, and involving various governmental agencies and NGOs in the population agenda.

## 4. Significant Achievements :

Achievements can be pointed to; none are "significant". Several study tours were made to foreign countries. Some staff were trained (though only 1/3 of planned training took place, and the majority of trainees could not use their skills due to lack of equipment and supplies.) Seven approved subprojects were undertaken (of the 36 approved); but their outputs were negligible. As noted above, the project's research component was somewhat successful, with 54 studies completed and of potential relevance to future population activities in Nigeria.

## 5. Significant Shortcomings :

With weak GON infrastructure and political support for population, the project was far too complex, its objectives too ambitious, its components too vague. Specific indicators for monitoring and supervision were lacking. Roles and responsibilities of PAFA and DPA were not clearly delineated, and in practice great conflict ensued. Major political instability--4 heads of state, 6 MOH head--exacerbated the situation. Bank performance was deficient in preparation, appraisal and supervision. Supervision was far too intermittent: gaps of 12, 15 and 18 months occurred between

missions, most of which had inadequate technical staffing. Turnover of Task Managers was high. Borrower performance led to credit disbursements being suspended 3 times, twice for financial mismanagement, once for non-compliance with the MTR. $US 2 million was lost due to unauthorized deposits in speculative financial houses that failed. Over 80% of the IDA credit was returned unused. Only two years of the project's seven-year life span were devoted to active project implementation. Given all of this, it is unsurprising the project and subprojects realized almost none of their objectives.

| 6. Ratings: | ICR | OED Review | Reason for Disagreement /Comments |
|---|---|---|---|
| Outcome: | Highly Unsatisfactory | Highly Unsatisfactory | The modest research and policy accomplishments do not compensate for other significant shortcomings. |
| Institutional Dev .: | Partial | Negligible | The project made some contributions to policy and capacity, but failure to adequately assess the institutional context makes it unlikely that they will be sustained. |
| Sustainability : | Unlikely | Unlikely | |
| Bank Performance : | Deficient | Unsatisfactory | The Bank deserves credit, however, for finally cancelling the project rather than continuing to disburse. |
| Borrower Perf .: | Deficient | Highly Unsatisfactory | The Borrower's ICR gives a more positive description of performance, but is not convincing. |
| Quality of ICR : | | Exemplary | |

**7. Lessons of Broad Applicability :**

Governance matters. Ensure political support, i.e., Borrower ownership, for a project, or it will fail. Keep projects simple in countries with weak infrastructure, and, if at all possible, avoid creating additional governmental units. Clearly delineate the roles and responsibilities of implementing organizations, and try endow them with the appropriate financial as well as technical responsibility. In such situations, intensive Bank involvement will be necessary, preferably from resident, technically qualified, staff. Measurable, baseline concrete indicators of progress and outcome are crucial for the design, management and supervision, as well as the evaluation of any project.

**8. Audit Recommended?** ○ Yes ● No

**9. Comments on Quality of ICR :**

Excellently written and organized. Candid and accurate in its assessments, with ample supporting evidence for judgments made.