



Successes and Challenges of Implementing and Monitoring MDGs-related Projects



**Millennium
Development
Goals [NIGERIA]**

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Overview

- Preamble
- Virtual Poverty Fund 2006-09
- What success looks like
- What failure looks like
- Successes of the MDGs VPF
- Challenges of the MDGs VPF
- Possible Ways Forward



Preamble

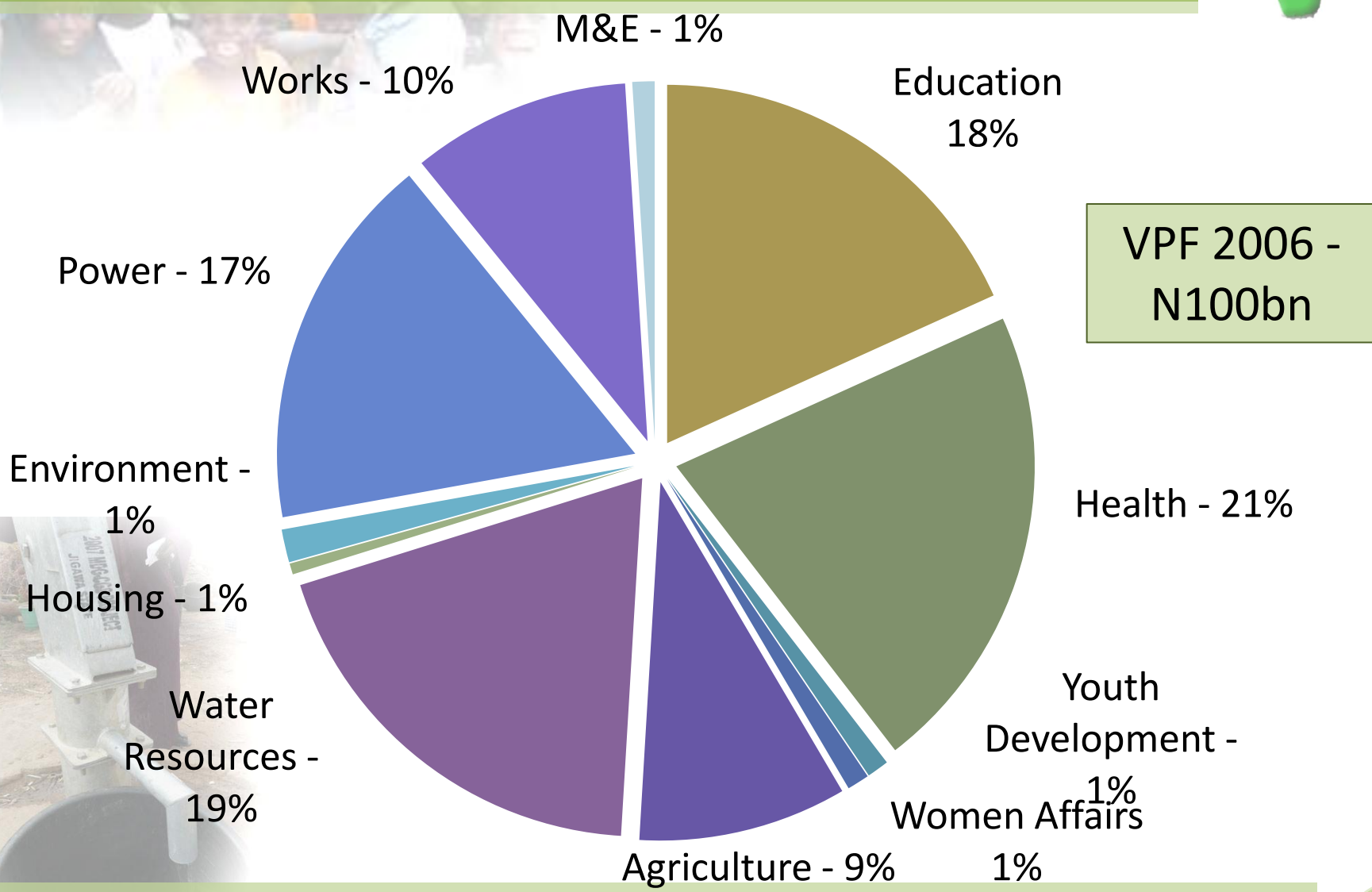
- In 2005, Nigeria negotiated debt-relief of \$18bn, translating into debt-relief gains of \$1bn each year
 - \$250m allocated to the States
 - \$750m dedicated by the FGN to the achievement of the MDGs – a Virtual Poverty Fund (VPF)
- The MDGs are a set of eight interdependent goals targeting poverty, health and education that are at the heart of Nigeria's development strategy
- Establishment of the Presidential Committee on the Assessment and Monitoring of the MDGs
- Office of the Senior Special Assistant to the President on MDGs given remit to design and guide debt-relief gains through VPF to help achieve the MDGs, reporting quarterly to the Presidential Committee

Key principles of the VPF

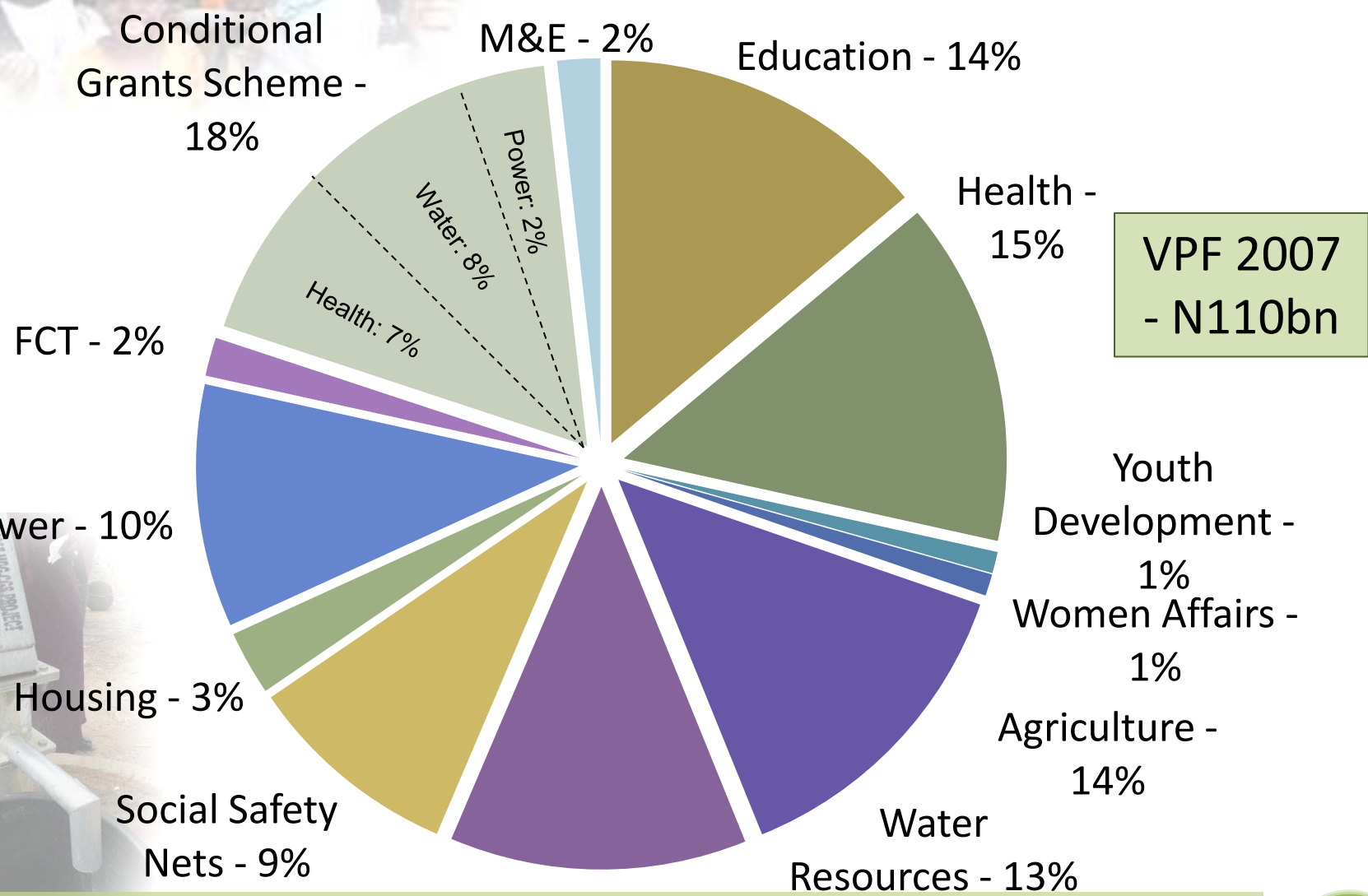
- Sourced from Nigeria's revenue and appropriated through the annual budget
- VPF to provide additionality and scaled-up resources to existing MDGs expenditures
- Intended to leverage and catalyse reform, improved governance and accountability across government
- Subject to comprehensive and objective monitoring through the OPEN M&E framework
 - Independent consultants and civil society engaged to visit all project sites and produce detailed reports
 - Templates and instruments developed in consultation with government to ensure they met our reporting needs



2006 VPF

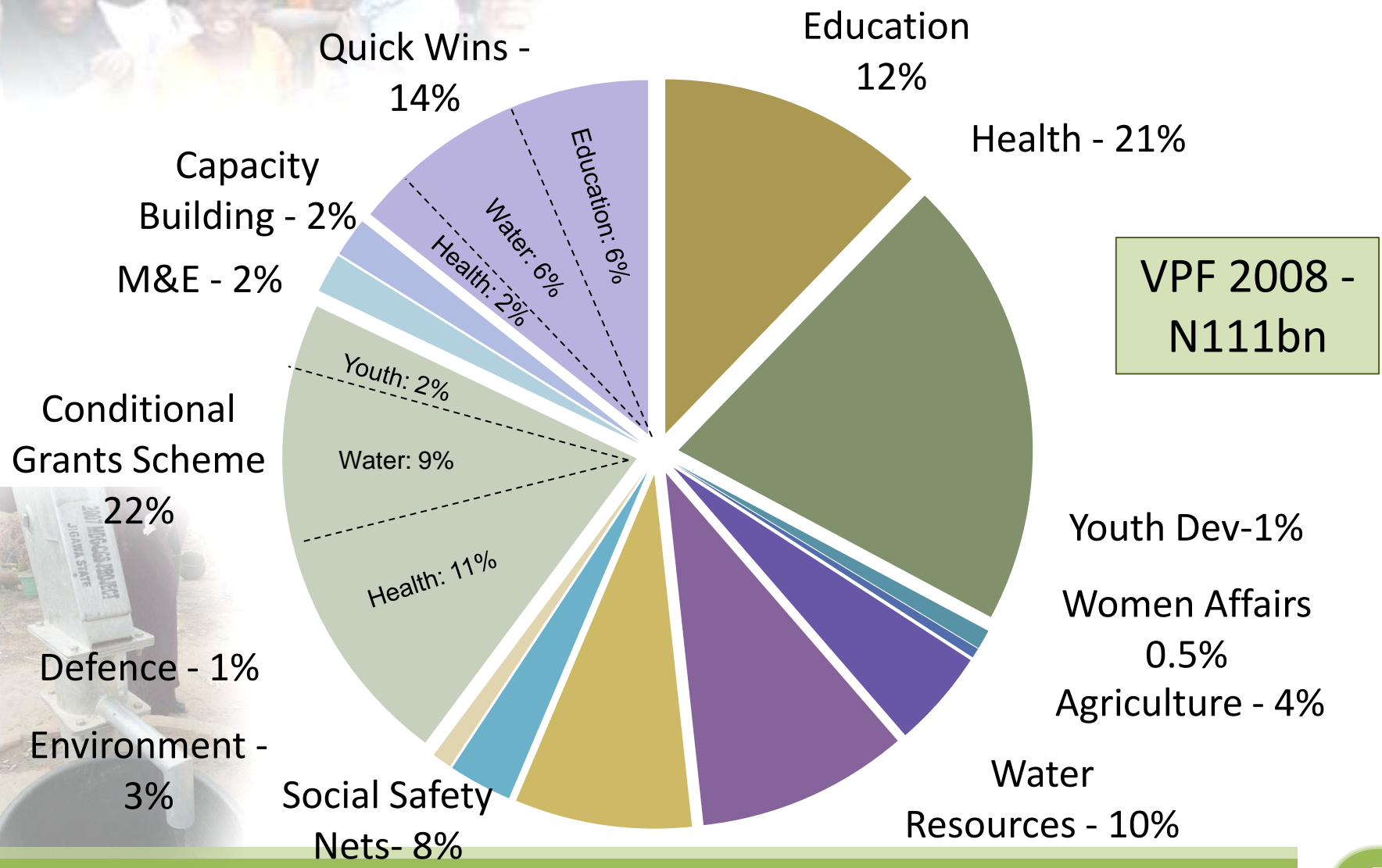


2007 VPF



VPF 2007
- N110bn

2008 VPF

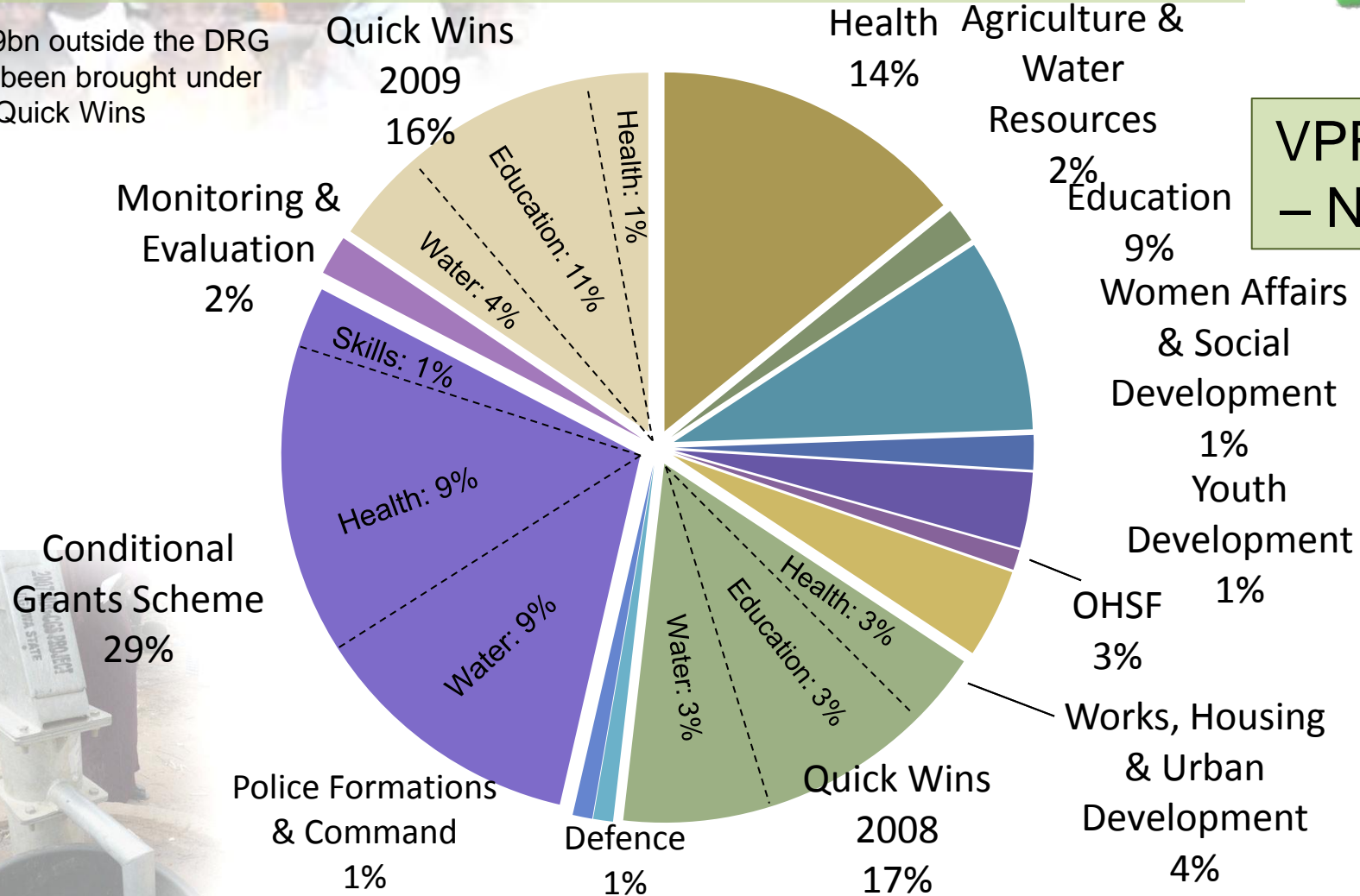


VPF 2008 - N111bn

2009 VPF

N3.9bn outside the DRG has been brought under the Quick Wins

VPF 2009
– N112bn

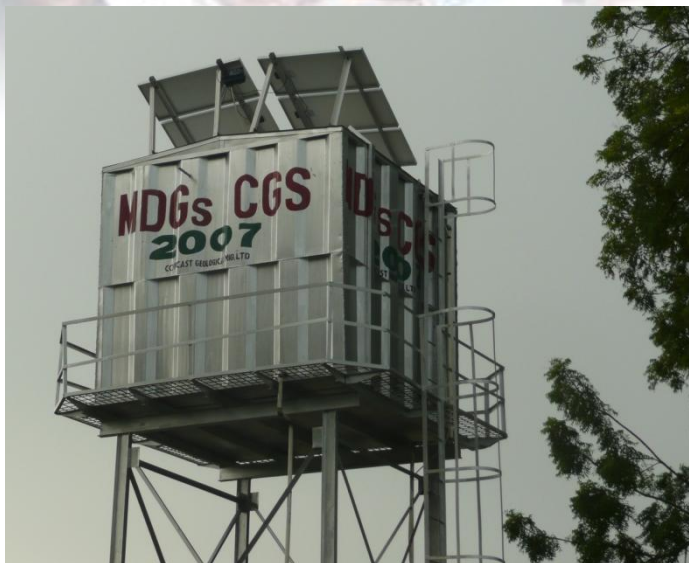


What success looks like

**Nassarawa: Eggon B PHC
and Water Supply under 2007
Conditional Grants Scheme**



What success looks like



What success looks like

- A Local and State Government priority scaled-up with Federal Government funds through the Conditional Grants Scheme
- Identified in consultation with the community to ensure ownership and utilisation
- Federal government leveraged increased expenditure by State and Local Government towards national development strategies of MDGs, 7-Point Agenda and Vision 20:2020
- A sustainability plan and clear arrangements put in place to provide for maintenance, staffing and security
- Innovative engineering solution to raise water for use in PHC and by the community, rather than simply to relocate project to an 'easier' site

What success looks like

- Clear branding of our investments
- CGS Evaluation process ensured that the project:
 - Responded to a specific need;
 - Was well-costed and offered good value-for-money;
 - Encouraged compliance with due process at State level;
- Monitoring teams inspected the site during and after construction to assess quality of work and provide feedback

What failure looks like



Abandoned Rural Electrification Project : Kanyang, Cross River

What failure looks like

A completed rural electrification project in Jigawa that had not been connected to the distribution line for months, awaiting PHCN



What failure looks like

- For rural electrification, multiplication of Federal agencies responsible for implementation but little coordination
- No consultation with State or Local Government
- Contractor claimed completion but poor supervision and no branding created difficulties in verification
- Even where work was completed, the quality was poor or not in line with community priorities
- Assessing performance is difficult where planning documentation and works specifications are not available and shared

What failure looks like

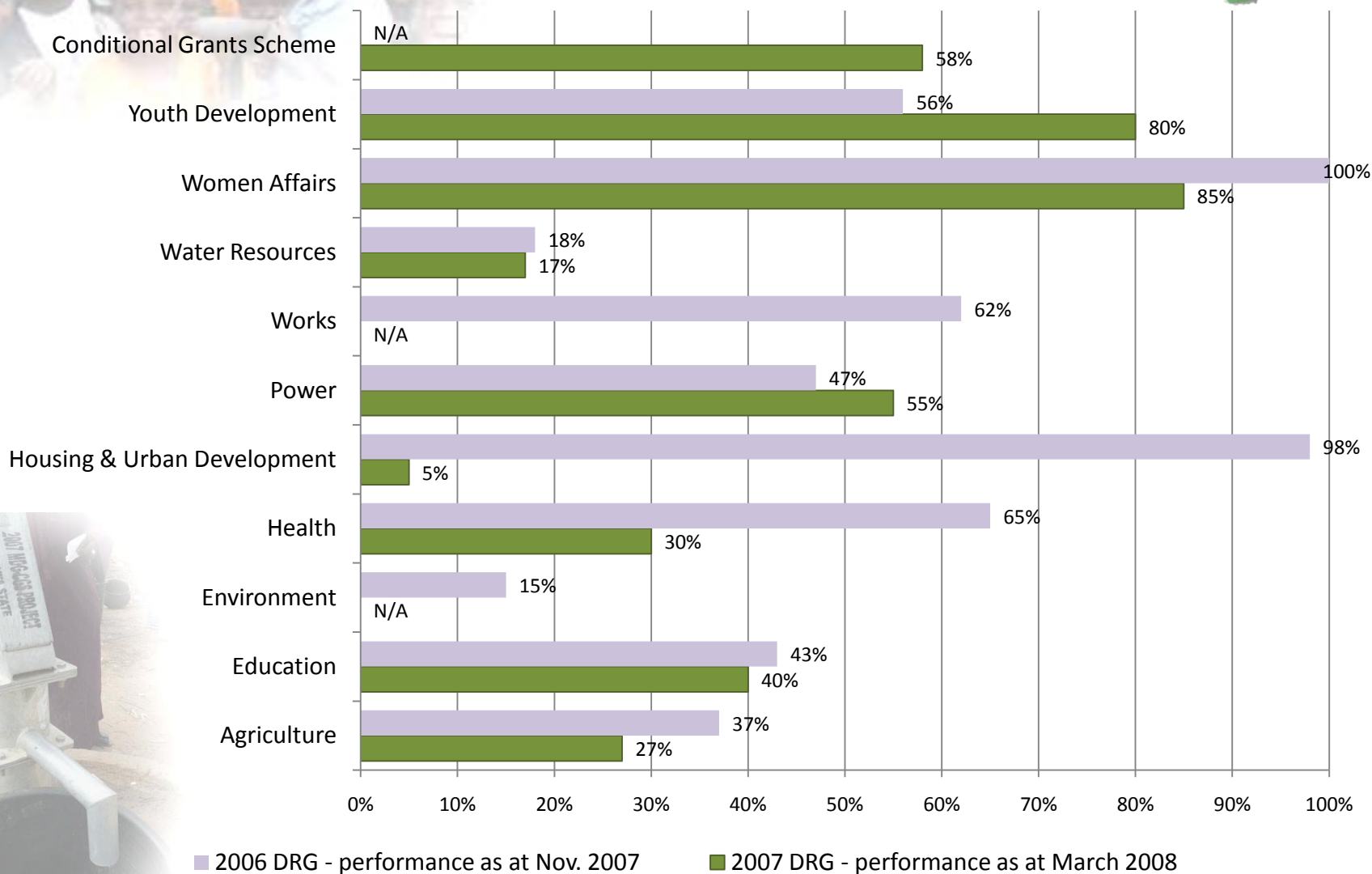
- Abandonment often due to non-payment by Federal agency – in turn reflected budgeting, procurement and administrative bottlenecks within the MDA
- Poor sustainability arrangements led to limited impact – communities were overcharged or disconnected
- Poor sensitization with community led to some communities being extorted for connections

Successes of MDGs VPF

1. Higher implementation rates than the main Federal budget, as revealed by OPEN monitoring
 - 68% of 2006-08 VPF was expended
 - 54% completion rate of 2006 VPF projects at point of assessment
 - In 2006 and 2007, close oversight of MDAs workplans by OSSAP-MDGs
 - Monitoring has pushed contractors to perform

Successes of MDGs VPF

Performance in progress in implementation



Successes of MDGs VPF

2. Value-for-money

- Clear emphasis on both the letter and spirit of due process
- Use of various benchmarks (MoWorks, BPP price list) to assess reasonableness of costings
- Auditing of State Governments by State, independent and Federal auditors
- Competition for funds through the Conditional Grants Scheme

Successes of MDGs VPF

3. Innovation, quality and relevance of design has in some cases been very high.
- Where weaknesses have been identified in supervision, desk officers have been able to intervene to demand higher quality and compliance with BOQs from contractors, eg. Wudil Police Academy
 - Innovative interventions, for example Ekiti statewide water supply scheme
 - Riverine ambulances have been adapted for use in Niger Delta
 - 79% of commenced projects are of satisfactory quality or above

Successes of MDGs VPF

4. Consultation has improved the siting, quality and sustainability of projects
 - 49% of communities had a partial or high level of involvement or awareness
 - Dialogue between implementing agencies, sustaining agencies and communities is key and needs to be encouraged as part of conditions for implementation

Successes of MDGs VPF

5. Additionality to State and Local Government investments

- Building on others' efforts has avoided day-to-day implementation complications and ensured the incentive for good supervision
- Allowing Federal MDAs to concentrate on policy framework
- Effective implementation by lower tiers of Government, allowing Federal Government to concentrate on policy
- Improved ownership
- Supporting States and Local Governments to meet their constitutional obligations to deliver on the MDGs

Successes of MDGs VPF

Provisional analysis
of OPEN data:

Implementing agency	Completed	Quality (% rated staisfactory or above)
Federal Ministry	33%	68%
Federal Agency	29%	86%
States	53%	77%

Successes of MDGs VPF

- ## 6. The feasibility of independent and objective M&E
- Knowledge that teams are coming to the field has accelerated implementation and completion
 - Independent consultants and civil society have provided clear information and feedback on our progress
 - Information provided has fed into the design of subsequent interventions
 - Has empowered OSSAP-MDGs to red-flag bottlenecks and areas of poor implementation, eg. Improved verification for participants in Federal Teachers' Scheme

Challenges of MDGs VPF

- 1. Abandoned projects, often concentrated in particular MDAs
 - Reflects delays in budget appropriation
 - Compounded by weak capacity to implement procurement processes and develop robust systems
- 2. Coordination and communication with implementing agencies is difficult.
 - Appropriation shows only a weak link between our plans (MTSS, MDGs Needs Assessment and Costing, etc.) and what is to be implemented
 - Responsiveness of MDA Management & MDGs Task Teams has reduced over time

Challenges of MDGs VPF

- 3. Project and data management in the absence of a comprehensive IT system
 - Begins with the Budget process, which can generate duplications and omissions from agreed priorities
- 4. Quality of work and equipment is highly variable.
 - This often reflects a lack of skilled human resources in rural areas and inadequate planning/specification
 - But also weak supervision and accountability

Challenges of MDGs VPF

- 5. Sustainability is weak
 - Federal MDAs are not good at consultation with communities and other tiers of government.
 - Provision for recurrent expenditure is low and poorly managed
 - Allocation of staff and consumables is sporadic and varies greatly between localities
 - At the local level there is a near absence of processes and systems
- 6. Learning on the job with new systems such as public procurement and e-payment processes has led to some delays
 - Importance of clear training and sensitization with all stakeholders on new systems
 - The need to be very pro-active to build upon our experience to further refine systems

Challenges of MDGs VPF

- 7. Non-compliance of MDAs with workplans.
 - In 2009, batch release of capital warrants to MDAs without a specific amount specified for MDGs projects has led to low prioritisation of MDGs projects.
 - Task Teams in MDAs have become less effective over time due to changes in rank and composition
 - In particular, OSSAP-MDGs is rarely invited to procurement planning meetings

Challenges of MDGs VPF

- 8. Capacity for comprehensive M&E remains low
 - Civil Society is only just beginning to build its understanding of how to assess project impact and OPEN is part of this learning
 - Consultants need to further develop analytic and reporting skills to summarize huge volumes of data
 - For 2008-09 M&E, improved tools have already been developed to improve data collection
 - Value of monitoring outputs depends on quality of project and location data provided by MDAs
 - Web portal for data recording introduced for 2008-09 M&E to improve efficiency and avoid duplication of efforts

Lessons Learned: Ways Forward

- Building upon and coordinating existing grant mechanisms to improve the allocation of funds for implementation at the State and Local Government levels
- Building on good public procurement framework to build the capacity for more systematic and efficient public procurement systems using the experience gained from our engagement so far
- Branding of projects is critical to effective distribution & monitoring
- Independent M&E as part of the national framework, building on the lessons of OPEN
- Sanctions for MDAs that do not comply with their work plan & Appropriation
- Broader national investment in human resources, enforceable standards for equipment and consumables, and public procurement systems
- Strengthening of the BOF teams and mandate in Budget preparation and implementation