



**PROVISION FOR POST PROJECT EVALUATIONS FOR THE UNITED NATIONS
DEMOCRACY FUND
Contract NO.PD:C0110/10**

EVALUATION REPORT



UDF-NIR-08-233: Nigeria Procurement Monitoring Project

Date: 09 July 2013

I. Executive Summary

i. Project Data

This report is the evaluation of the project entitled “Nigeria Procurement Monitoring Project”, implemented by the Public and Private Development Centre Ltd (PPDC), based in Abuja. Project implementation began on 13 October 2009 and was completed on 30 April, 2012 (31 months), including a 6-month extension. The project benefited from an UNDEF grant of \$325,000, with a project budget of \$300,000, plus an UNDEF monitoring and evaluation component of \$25,000.

The project was undertaken in association with the National Procurement Watch Platform (NPWP), a civil society umbrella group, closely associated with PPDC and

accurate reports. This was the driver of PPDC in designing and implementing the UNDEF Project.

Effectiveness:

PPDC's technical knowledge and organizational skills provided a solid foundation for project effectiveness, as did its credibility with both civil society organizations and government regulatory bodies. The place of the grantee at the centre of a network of like-minded organizations, bound together by a common interest and shared experience, also ensured a close link between the needs and capacity limitations of civil society concerned with procurement monitoring and the focus of the activities undertaken.

With one or two partial exceptions, the long list of project activities was completed as

in line with those projected in the initial budget. In a few cases, notably the capacity development (training of-trainers) workshop, activities were under-budgeted. This was the result of an overly-ambitious agenda, given the resources available.

Impact:

The Development Objective for the project was modest and realistic in the scope of its ambition, and it may be concluded that the project had an impact on the problem, as stated. The Nigeria Project Monitoring Project took forward the effort to enhance transparency in government decision-making. At the same time, it also demonstrated what could be done through practical action by civil society groups in building up and focusing the demand for good governance.

Sustainability:

One of the difficulties to be confronted in considering work such as that undertaken by PPDC and its allies concerns the constant need for external resources to support the continuation of activities. Given the need to maintain independence in order to ensure the credibility of its activities, accepting funding from the government is not an option. Hence, unless public or private donors are prepared to support an endowment or trust fund, the continuing struggle to survive on the basis of project funding will continue.

The project succeeded in putting in place a system for guiding and recording monitoring reporting, which has been widely accepted and endorsed. It continues to operate. Although some of the longer-established NGOs are able to support some level of monitoring activity from their own resources, inevitably, the overall level of activity will decline without additional dedicated funding. Further, there is regular turnover in CSO ranks, and the level of knowledge required to be an effective monitor is significant. Therefore, there is a need for continuous training simply to maintain current numbers.

kind of criminal enterprise.”³ While there is broad public support for the efforts of the country’s anti-corruption agencies, financed, in part, by international donors, the campaign to address corruption has lost momentum in recent years, and members of the political and economic elite have proven proficient in using the courts to mount effective defences against corruption charges.⁴

A side-effect of system-wide corruption has been the distortion of state priorities and the diversion of public resources from support to basic services. Hence, despite its oil wealth, which gives it the status of a middle-

III. Project strategy

i. Project approach and strategy

PPDC Background and the Context of the UNDEF Project: PPDC has been active in supporting and facilitating the effective implementation of a transparent, fair and consistent public procurement process since the adoption of the Public Procurement Act (PPA) in 2007.¹³ At the time of the adoption of the Act, The organization was small, and, though recognized for its technical and professional competence, needed support in building up its structure and systems. It succeeded in obtaining a series of small grants from the PACT Nigeria USAID Advance program. This support, which began in 2008, was critical in enabling PPDC to strengthen its management capacities and take on programming work in line with its ambitions.

Its key role has been in building the enabling environment for civil society organizations to play an active role in putting into practice the provisions in the PPA concerning the monitoring of government procurement processes, as well as building their capacity to contribute in this way. With PACT support, it contributed to the establishment of the National Procurement Watch Platform, a civil society coalition. It is the Platform which takes the lead in advocacy activities, while PPDC plays a research, policy and capacity development role. It also operates as a hub for information sharing and exchange and acts as a bridge between civil society and other stakeholders, notably official bodies, but also including the private sector. Beyond this, it has also supported the Bureau for Public Procurement in establishing the mechanisms to govern and facilitate the monitoring of the procurement process.

The UNDEF-financed project provided support to PPDC in its efforts to rein

professional associations;
Systematic Assessment of the Extent of Implementation of the Public
Procurement Act for two periods: 2007-2009 and 2010-2011;
Capacity Development for Legislative Committee Members and staff.

Earlier projects had enabled PPDC, working in partnership with the National Procurement Watch Platform and its organizational members, to build an initial foundation for civil society engagement in the process of documenting the procurement process and the extent to which particular cases met the required standards as set out in the PPA. An initial guide for procurement monitoring had been developed, and a number of CSO activists, including representatives of professional associations, have been trained to use it. In addition, work had been done with the Bureau for Public Procurement to ensure consistency with its own work in documenting government procurement activities.

The UNDEF project, which was larger in terms of its budget and longer in duration than project funds provided by other donors, was intended to enhance the credibility and professionalism of CSO monitoring work by: strengthening the “critical mass” of active monitors; improving methods of documentation and reporting; building a national database of monitoring reports; and, preparing and publishing reports based on s(517.39(shi)6(ng0003)A992

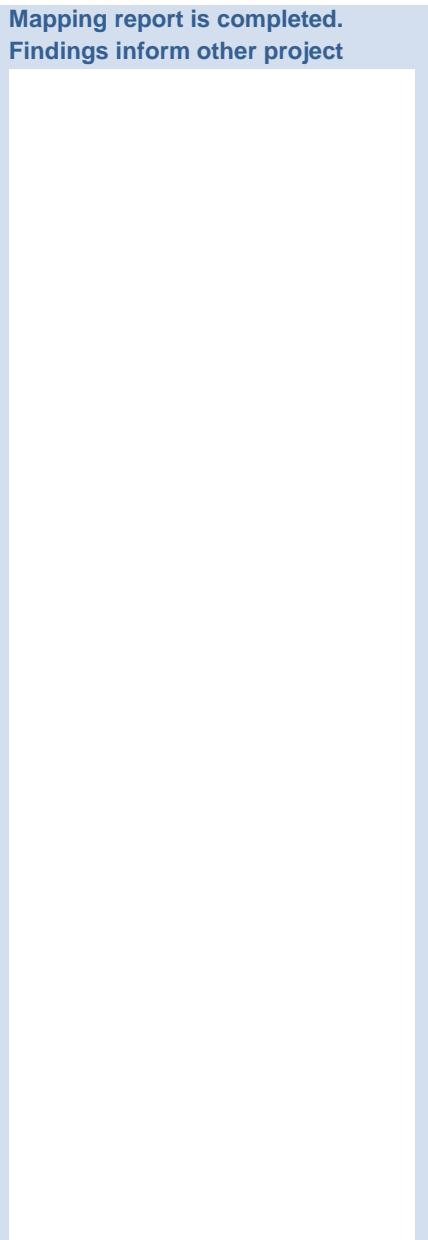
ii. Logical framework

The chart is based on detailed information included in the project’s results table and Final Report. A difficulty encountered in preparing the chart is that project documents list both a set of five outcomes, as well as four objectives. It is apparent to the Evaluation Team that the four objectives correspond to Medium-Term Impacts, and they have been used as such in the chart. Since activities are also organized in relation to the objectives in project reporting, the “outcomes” are left aside. Some activities contribute to more than one Medium-Term Impact, and, by necessity (with one exception), a decision has been made to relate activities to only one Medium-Term Impact in each case.

Mapping of non-state actors in procurement observation

Review of the existing reporting template and checklist for procurement monitoring

Consultative meeting between CSOs and the Bureau of Public Procurement (BPP)



Meeting of consultants/experts to design and develop the procurement Observation Handbook

Selection of NGOs to be trained & Delivery of TOT Workshop on procurement watch for CSOs & professional associations

state level; some states have begun process of adopting such laws

Several of those trained have begun to file completed procurement checklists with the portal on-line

PPDC has facilitated accreditation of all trained CSOs with BPP

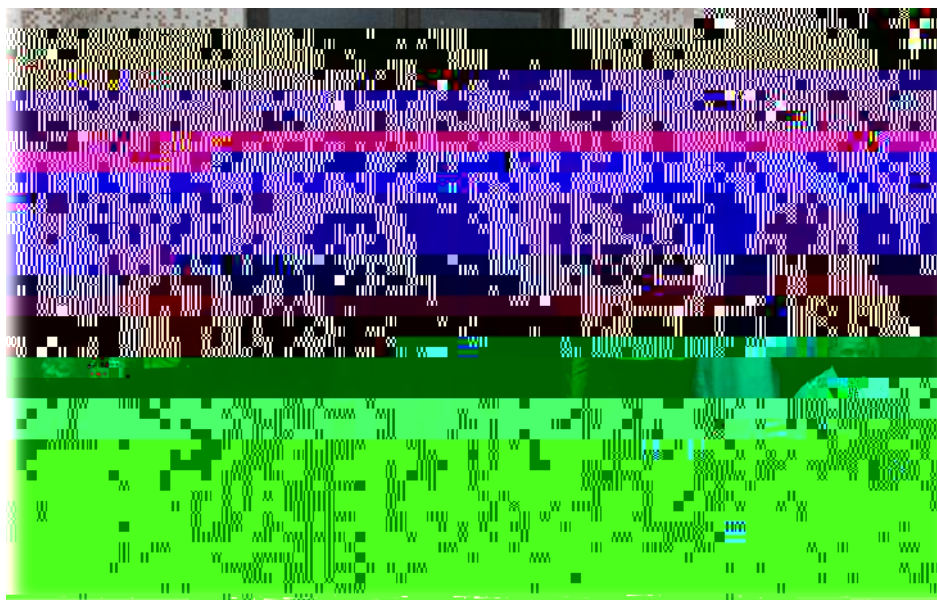
Advocacy visits to targeted legislative committees

Delivery of one capacity building workshop for 35 legislative committee members & staff

Relationship formed between PPDC & National Assembly (NA)

Ongoing contact with staff of NA

familiarity with the legal provisions of the Public Procurement Act (PPA), as well as a complex set of technical procedures. To be credible, monitoring reports, and analysis built on the reports, must demonstrate an appreciation of both context and content, understanding the key documentation required to prepare full and accurate reports. This was the driver of PPDC in designing and implementing the UNDEF Project.



Participants and Trainers at Capacity Development Workshop

Risk: The grantee did not identify risks to project results in the Project Document. However, it was very well-aware of the main threats to project effectiveness. The principal risk which was confronted was the possibility that the absence of commitment to anti-corruption at the level of Nigeria’s political leaders would result in the absence of a willingness to cooperate on the part of the Bureau for Public Procurement (BPP), the key regulatory body, the legislature and other official institutions.

It sought to mitigate this risk by continuing dialogue, and through offering a partnership in addressing some of the internal capacity development issues confronting BPP and others. By continuing to build its network, which included professional associations and the private sector and the mass media, as well as international donors, PPDC enhanced awareness of its work, as well as its professionalism. This also reduced the prospect of its being rejected, as did the demonstration, over time, of its preference for a constructive approach and the avoidance of partisanship in a highly-politicized environment.

One risk that perhaps was not fully taken into account by PPDC was the impact of an election campaign, and its results, on its efforts to cooperate with the legislature. The project suffered a significant setback as a result of the outcome of the April 2011 Federal Election, which brought about a dramatic change to the composition of the membership of both the Senate and the House of Representatives.¹⁴ Key partners, who had proved to be enthusiastic in working with PPDC, during 2010, were defeated. Their replacements, by contrast to their predecessors, had a negative view of

¹⁴ As a result of the April 2011 Elections, 72 of 109 Senators were defeated. In the case of the House of Representatives, 260 of 360 members were newly-elected. Source: “Lessons from Nigeria’s 2011 Elections”, Africa Briefing, no.81, [International Crisis Group](#), September 15, 2011.

continuing the partnership. As will be discussed below, to a degree, the project was able to compensate for this setback by building a relationship with the Parliamentary research team. The timing of the elections also conflicted with the project timetable. For budgetary reasons, it proved impossible to reschedule a major workshop intended for parliamentarians. As a result, a majority of those in attendance were researchers and administrators.

ii. Effectiveness

PPDC is a thoroughly professional organization, built on solid technical knowledge of its field of engagement. It is also the hub of broad network held together by common interest and shared experience, at least among its core members. These attributes assisted greatly in contributing to the effectiveness of the project.

Assessing the Project's Success in Achieving its Objectives: the first, and largest, set of outputs was intended to support the building of the capacity of non-state actors in procurement monitoring and observation. A difficulty which presents itself to the Evaluation Team in considering the value of these activities to the Medium-Term Impact Result derives from the fact that much of the core work of the project had been initiated under previous projects, funded by the PACT Nigeria USAID Advance Program, with in kind support from the World Bank Procurement Team in Abuja, and contributions in kind and cash from directors of PPDC and other members of the National Procurement Watch Platform as well as the critical support at the time of the Bureau for Public Procurement (BPP) www.bpp.gov.ng. These activities included: the training of civil society monitors; building cooperation with the Bureau for Public Procurement and the legislature; establishing a national network of civil society organizations committed to procurement monitoring and reporting; and producing and testing a template and checklist for reporting.

However, interviews with the World Bank and PACT indicated the satisfaction of both organizations with regard to the focusing of the UNDEF project in building on earlier work and in avoiding duplication of effort. In fact, the World Bank procurement team advised PPDC in designing its proposal to UNDEF.

An initial survey of non-state actors involved in procurement observation was of value in setting a baseline for the project and in demonstrating the continuing, substantial need for training and technical support for CSOs and professional associations in procurement monitoring. It was determined that very few individuals or organizations completing the survey had the capacity to complete monitoring reports. It was also apparent that there was a limited appreciation of what was required to monitor the complete procurement process effectively.

Another of the findings of the survey concerned the limitations of the existing reporting template and procurement monitoring checklist, both of which had been developed under an earlier PACT-funded project by the National Procurement Watch Platform. Accordingly, major Wistonal o th l hier iec13(j)-10(l) hi5(t)-4(o)el5(er 8()w()-162()-4(o)-1824o)3()rv ha

monitoring, with a focus on its acting as a platform for training-of-trainers workshops. The core sections of the document were prepared by an engineer with long experience of public procurement, with sections added by others. The Head of PPDC (whose title is Program Coordinator) took overall responsibility for quality control of the



apparent that additional resources would have enhanced its effectiveness. The nature of the material covered does not lend itself well to a two-day workshop, particularly where a key learning objective is training-of-trainers. Given the centrality of this activity to the project, it would have been sensible to eliminate at least one other activity in order to fully support this one.

The work with the legislature is the one project component which was not fully successful. This is partly because the result proposed was unrealistic, in view of the temporary character of membership of the legislature. As noted above, under Risk, good working relations were established with the legislature and a key committee. However, as a result of the 2011 Parliamentary Election, the “champions” of the committee exercising its oversight function with regard to public procurement were defeated. The working partnership with elected members ceased. In its place, PPDC succeeded in establishing a solid working relationship with the Policy Analysis and Research Project (PARP) of the National Assembly, a research and policy support body, now known as the Legislative Studies Institute. This linkage holds some promise for the

In a few cases, as noted above in the case of the Capacity Development Workshop, project activities were under-budgeted. A second case concerned funding which was set aside to provided contributions to cover the costs incurred by individuals undertaking monitoring activities and completing reports. A system was devised for accredited individuals to register individual procurement monitoring initiatives, with a funding contribution to be made on uploading of a completed report. However, the amount allocated for each payment proved to be completely inadequate. Fortunately, PACT Nigeria agreed to fill the funding gap.¹⁵



Yussuf Maitima Tuggar, at the time, Chair of Legislative Committee on Public Procurement (in white) at PPDC Advocacy Visit to the Committee.

Project management responsibilities were borne by PPDC alone. Well-qualified and experienced consultants were recruited to undertake some major substantive tasks, including the preparation of the Procurement Monitoring Handbook and the drafting of the Procurement Assessment Reports. In addition, following a competitive bidding process, a contract was awarded to a private firm for design and development of the internet Portal. Given the importance of the place of the Portal in procurement monitoring and its performance in meeting stakeholder expectations, the contract would appear to have been a solid investment.

While this could not be readily expressed on an organization chart, there is an important and essential relationship between PPDC and the other core organizations within the National Procurement Watch Platform. Working relationships among individuals are built around trust, mutual support and shared experience and commitment. Throughout the project, PPDC received substantial in-kind support from core members of the network, while extending support to them in return. These trust-based working relationships were one of the foundations of project effectiveness and

¹⁵ Costs incurred for each monitoring initiative11.e(o)-105(u)4(r)5(l316(o)btel)1.e(o) (t)9(ion)3(t)6(r)-3(act)-1T1 0e[ba)3()-319(t)-111(anr)-3(3(v)

efficiency, enabling the project to achieve more than an examination of the Project Document and budget might lead the reviewer to expect.

iv. Impact

The Development Objective for the project was modest and realistic in the scope of its ambition, and it may be concluded that the project had an impact on the problem, as stated. The Nigeria Project Monitoring Project took forward the effort to enhance transparency in government decision-making by increasing the pressure on government ministries, departments and agencies to live up to the provisions of the Public procurement Act.

The initiative to build a strong and active cadre of trained and accredited monitors, to provide broad coverage of all procurement processes, at both federal and state levels, is at an early stage. However, what PPDC and its allies have accomplished is important in building the “infrastructure” to make reaching long-term goals feasible. Significant progress was made in this regard through completion of the activities supported by UNDEF.

The project also contributed to the growing recognition of the importance of transparent procurement processes in c

v. Sustainability

One of the difficulties to be confronted in considering work such as that undertaken by PPDC and its allies concerns the constant need for external resources to support the continuation of activities. In terms of GDP, Nigeria is a middle-income country. However, as discussed above, levels of poverty are high and inequality is extreme. Except within religious communities and at local level, there is no tradition of philanthropy in the country. Those NGOs which accept financial assistance from the government lose their independence.

PPDC has succeeded in obtaining funding from PACT Nigeria (USAID), as well as the World Bank and OSIWA. However, all assistance provided has been on a project-by-project basis. The World Bank, UNDP and PACT, all appreciate the need for reliable funding to facilitate continuous support to civil society public procurement monitoring. The Bank is now funding a West Africa (four-country) project to examine the issue further. For all this, unless public or private donors are prepared to support an endowment or trust

Annex 2: Documents Reviewed

Amundsen, Inge, Good Governance in Nigeria: A Study in Political Economy and Donor Support, NORAD, August 2010.

Amundsen, Inge, "Who Rules Nigeria?"

Annex 3: Persons Interviewed and Field Mission Schedule

March 19, Tuesday
Initial meeting with Chibuzo Ekwewuo, Coordinator, PPDC; Seyi Moses and Lugman Adefohahan, Program Officers, Zero Corruption Coalition (at PPDC); Auwal Musa Ibrahim Rafsanjani, Executive Director, Civil Society Legislative Advocacy Centre (CISLAC) and National Procurement Watch Platform; Chief Bayo Awosemusi, Lead Procurement Specialist/OS Sector Leader, World Bank Nigeria Country Office.
March 20, Wednesday

Dr. Patterson Ekeocha, Economic

Annex 4: Acronyms

BPP	Bureau of Public Procurement
CD-ROM	Compact Disc-Read Only Memory
CPAR	Country Procurement Assessment Report
CSO	Civil Society Organization
DAC	Development Assistance Committee
EQ	Evaluation Question
GDP	Gross Domestic Product
GE	Gender Equality
HDI	Human Development Index
ICPC	