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Independent UNIDO Country Evaluation

FEDERAL REPUBLIC OF NIGERIA



**UNIDO EVALUATION GROUP**

**Independent Country Evaluation**  
**Federal Republic of Nigeria**



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# Acronyms and Abbreviations

3ADI	Africa Agribusiness and Agro-industries Development Initiative
AfrIPANet	The Africa Investment Promotion Agency Network
AH	Allotment Holder
ALGA	Agatu Local Government Area
BAT/BEP	Best Available Techniques/Best Environmental Practices
BICs	Business Information Centres
BOI	Bank of Industry
CFC	Common Facility Centre
CFC	Common Fund for Commodities
COMFAR	Computer Model for Feasibility Analysis and Reporting
CP	Country Programme
CSF	Country Service Framework
CSR	Corporate Social Responsibility
CTA	Trichloroethane
DPR	Detailed Project Reports
EC	European Commission
ECN	Energy Commission of Nigeria
EDC	Enterprise Development Centre
ECOWAS	Economic Community of West African States
EMDI	Engineering Materials Development Institute
EoPSD	Employment-Oriented Private Sector Development
FAO	Food and Agriculture Organization
FMTI	(formerly Federal Ministry of Commerce and Industry)
GCLME	Guinea Current Large Scale Marine Ecosystem
GDP	Gross Domestic Product
GEF	Global Environment Fund
GF	Global Forum
GON	Government of Nigeria
HCFC	Hydro chlorofluorocarbons
IC SHP	International Centre Small Hydro Power (China)
ICT	Information and Communication Technology
IDF	Industrial Development Fund
IIC	Industrial Information Centre
IFAD	International Fund for Agricultural Development
LAWMA	Lagos State Waste Management Agency
LCCI	Lagos Chamber of Commerce and Industry
LGAs	Local Government Areas
MAN	Manufacturers Association of Nigeria
MDGs	Millennium Development Goals
MP	Montreal Protocol
NAADI	Nigerian Agribusiness and Agro-Industry Development Initiative
NAFDC	National Agency for Food and Drug Control
NASENI	National Agency for Science and Engineering Infrastructure
NBS	National Bureau of Statistics
NEEDS	National Economic Empowerment and Development Strategy
NEPC	Nigerian Export Promotion Council
NESREA	National Environmental Standards and Regulations Agency



NEXIM	Nigerian Export Import Bank
NIPC	Nigerian Investment Promotion Commission
ODG/EVA	UNIDO Evaluation Group
ODS	Ozone Depleting Substances
OPS	Organized Private Sector
PAD	Project Allotment Document
POPs	Persistent Organic Pollutants
PPP	Public Private Partnership
PRODA	Product Development Agency
PSD	Private Sector Development
RC	Regional Centre
RIDC	Regional Industrial Development Centre
RMRDC	Raw Materials Research and Development Council
RO	Regional Office
SEDI	Scientific Equipment Development Institute
SHP	Small Hydro Power
SME	Small and Medium Enterprises
SMEDAN	Small and Medium Enterprises Development Agency of Nigeria
SON	Standards Organization of Nigeria
SPX	Subcontracting Exchange Partnership
TC	Technical Cooperation
TCB	Trade Capacity Building
UEMOA	Union Économique et Monétaire Ouest-Africaine
UNDAF	United Nations Development Assistance Framework
UNHCR	United Nations High Commission for Refuges
UNICEF	United Nations International Children's Emergency Fund
UNIDO	United Nations Industrial Development Organization
UR	UNIDO Representative
WB	World Bank

## Glossary of Evaluation Terms

Term	Definition
Baseline	The situation, prior to an intervention, against which progress can be assessed.
Effect	Intended or unintended change due directly or indirectly to an intervention.
Effectiveness	The extent to which the objectives of a development intervention were or are expected to be achieved.
Efficiency	A measure of how economically inputs (through activities) are converted into outputs.
Impact	Positive and negative, intended and non-intended, directly and indirectly, long term effects produced by a development intervention.
Indicator	Quantitative or qualitative factors that provide a means to measure the changes caused by an intervention.
Intervention	An external action to assist a national effort to achieve specific development goals.
Lessons learned	Generalizations based on evaluation experiences that abstract from specific to broader circumstances.
Logframe (logical framework approach)	Management tool used to guide the planning, implementation and evaluation of an intervention. System based on MBO (management by objectives) also called RBM (results based management) principles.
Outcomes	The achieved or likely effects of an intervention's outputs.
Outputs	The products in terms of physical and human capacities that result from an intervention.
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donor's policies.
Risks	Factors, normally outside the scope of an intervention, which may affect the achievement of an intervention's objectives.
Sustainability	The continuation of benefits from an intervention, after the development assistance has been completed
Target groups	The specific individuals or organizations for whose benefit an intervention is undertaken.

# Executive Summary

## Introduction

This evaluation is one of four country evaluations conducted by ODG/EVA in 2011 and covers the entirety of UNIDO's interventions in Nigeria. UNIDO's presence in Nigeria includes the Country Programme, traditional technical cooperation (TC) projects, the UNIDO Regional Office, Global Forum (GF) activities and contributions to UN-wide mechanisms. The evaluation was carried out as a forward-looking exercise with the main purpose to feed into a future Country Programme.

The evaluation took place between July and December 2011, thus half-way through the Country Programme and served as a mid-term evaluation. It encompassed a desk review of relevant documents, interviews at UNIDO headquarters and in Nigeria, including visits to stakeholders and project sites in Abuja, Lagos, Akure, Aba, Enugu and Abakaliki. Project assessments mainly covered the period from 2004 to present and there was, in addition, a review of the existing pipeline and of recently initiated projects. An evaluation of a sub-regional Thematic Evaluation of UNIDO's work in the area of Persistent Organic Pollutants (POPs), conducted in August 2011, fed into the evaluation. The evaluation criteria of relevance, efficiency, effectiveness, sustainability and impact were used.

The exercise served as a multi-purpose evaluation and the information collected did not only serve the Nigeria country evaluation but also fed into ODG/EVA ongoing evaluations on Field Office Performance and UNIDO contributions to MDGs. The evaluation was carried out by a team of internal and external evaluators; Ms. M. de Goys, Director of UNIDO Evaluation Group, Mr. M. Hedeshi, UNIDO Evaluation Specialist, Mr. R. Luken, international evaluation consultant, Mr. B Aniakor, national evaluation consultant and Ms. K. Aston international evaluation consultant.

## Country Programme Background

The present Country Programme (CP) entitled "Economic Development through Poverty Alleviation: Promoting Competitiveness and Sustainable Export of Value Added Products", covers the period 2009-2012 but also includes projects carried over from the previous country programme modality, the Country Service Framework (CSF) II. It builds on a long UNIDO presence in and collaboration with Nigeria and attempts to consolidate and build upon the previously implemented Country Service Frameworks (Phase I and II).

The current CP's budget is approximately USD 20 million but only 33 per cent has been financed. The overall objective of the CP is to support Nigeria's industrialization efforts and the main counterpart agency is the Federal Ministry of Trade and Investment (FMTI). The CP is implemented under three themes, namely Poverty Reduction through Productive Activities, Trade Capacity Building and Energy and Environment. In all, the CP incorporates around 40 projects covering areas of industrial governance, private sector development (PSD), trade facilitation, agro-industry development, energy and environmental management. Energy and Environment interventions make up the bulk of the portfolio.

## **The Regional Office**

The Regional Office (RO) in Abuja covers Benin, Burkina Faso, Mali and Niger. However, the majority of office staff time and resources are spent on Nigeria, where UNIDO is a visible and appreciated partner. FO staff members have developed strong relationships with government counterparts, including the main counterpart (FMTI). This has clearly contributed to a high visibility of UNIDO in the country. The RO in Abuja has been part of a recent trend towards more management and decision-making in the field.

## **The Private Sector Development and Industrial Governance**

### **Background**

The private sector development components of the Nigeria CP include the Industrial Information System and Computer Refurbishment project (SF/NIR/09/A01) in support to the Federal Ministry of Trade and Investment (FMTI); the 'Survey of Enterprises in Selected ACP Regions' project (EE/RAF/08043); 'Establishing an Industrial Subcontracting and Partnership Exchange in Nigeria' (SF/NIR/07003 & SF/NIR/05M05 etc.) to support the Organised Private Sector (OPS), which acts as a common lobby for various Private Sector (PS) associations in Nigeria; capacity building collaboration with a number of Nigerian associations such as Manufacturers Association of Nigeria (MAN) and the Lagos Chamber of Commerce and Industry (LCCI); and the UNIDO-Hewlett-Packard Cooperation for Entrepreneurship and IT Education in Africa, Asia, Latin America and Middle East (TF/INT/10004), which aims to develop the entrepreneurial and IT skills of young people and women in particular. Moreover Nigeria has benefited from various competitiveness studies.

### **Relevance**

The PSD and industrial governance programmes are relevant to Nigeria's development needs on a number of levels. Research studies on various sectors

as well as the survey of investors are fed into the development of national industrial strategies. Computer Model for Feasibility Analysis and Reporting (COMFAR) training was found relevant to the needs of larger institutions such as the Nigeria Investment Promotion Commission (NIPC), the Entrepreneurship Development Centre (EDC) and FMTI. Capacity building support to the FMTI has also been in line with existing needs, while the entrepreneurship education and training components were found to be highly pertinent to the country's PSD needs.

### **Efficiency**

A common efficiency shortcoming among a number of the PSD components was use of project resources for covering recurrent costs of projects and their host institutions, for instance to cover their fuel and internet subscription costs. On the other hand, the relatively low level of funding of various projects had forced efficiencies across projects that had to 'do more with less'.

### **Effectiveness**

With most projects remaining in early stages of implementation, it was not possible to assess the achievement of outcomes. Capacity building support to the FMTI has been challenging. The investors' survey has reached around 50-70% of the intended target group, while the IT entrepreneurship training efforts had expanded to 7 States through 11 different centres by the end of 2011. In terms of job creation, however, a problem of 'attribution' remains with the IT training initiatives. Furthermore, the lack of affordable computers poses a serious challenge for IT trainees. Support to the Organized Private Sector (OPS) has proven effective particularly in regards to lobbying and advocacy.

### **Sustainability**

Of the various PSD initiatives, support to Organized Private Sector shows strong prospects for sustainability and is set to grow particularly in its lobbying and advocacy aspects in key sectors such as energy, automotive and agro-industry. Similarly, plans for mainstreaming entrepreneurship training in the school curricula as well as in Ebonyi State University enjoy indications of a national commitment to these programmes' rollout.

However, the BIC concept as practiced in UNIDO projects is unlikely to be sustainable due to competition from freely available on line search engines like Google on the one hand, and the easy availability of access to the internet for entrepreneurs through private sector providers of cellular services and internet cafes.

Despite challenges to show results, cooperation with the FMTI is set to grow due to the high commitment and determination of counterparts to continue capacity building in research and information management. COMFAR training shows good sustainability among larger institutions, but is less likely to be utilized by SMEs.

Sustainability of other PSD related projects such as the Investors Survey project and SPX is difficult to predict. They have the required funding and management set up to continue and they also show high relevance to local needs and priorities. However, local mechanisms are still to be institutionalized.

## **Trade Capacity Building**

Trade capacity building has not been a major focus of UNIDO's interventions in Nigeria. Nigeria is one of the countries included in the regional projects Competitiveness Support and Harmonization of TBT and SPS (EE/RAF/07017 and EE/RAF/07A17). However, this project has faced difficulties including unclear roles and responsibilities, budgetary constraints, poor design and delays in implementation. Moreover, the programme covered 16 countries with different needs and there was limited focus on Nigeria despite it being the by far the largest country in the region and its potential to play a catalytic role.

In addition, funds had been received by the RO Nigeria from the Standards Organization of Nigeria (SON) for the establishment of a National Metrology Laboratory but have not been used, mainly due to the absence of a project document.

The importance of trade capacity building and the need for national quality standards is, however, evident and there are currently discussions with the European Union and ECOWAS regarding projects.

## **Agro-Industry**

### **Background**

The Agricultural sector represents a large portion of both GDP and employment in Nigeria. Given the competence and experience of UNIDO in the area of agro-industry and agribusiness, specifically in the development of value chains, UNIDO is well-placed to support the Government of Nigeria (GON) in this expanding sector. The agro-industry portfolio in Nigeria is small and makes up only 17% of UNIDO's current Country Programme in Nigeria. The upcoming Nigerian Agribusiness and Agro-Industry Development Initiative (NAADI) will provide a solid framework for future projects and programmes.

## **Relevance**

Despite the small portfolio, the projects, both implemented and in the pipeline, are very relevant to Nigeria. This component is consistent with and supportive of the needs and priorities of the country and key government policies, specifically the Vision 20:2020 and the more recent Transformation Agenda, which both incorporate agro-industry, agro-processing and agribusiness in their strategies to achieve development goals and priorities.

## **Efficiency**

Project design and implementation of the agro-industry subcomponent have been piecemeal and the component as a whole lacks a clear strategy. Delays in project implementation due to coordination difficulties and outstanding counterpart contributions, including funding, have plagued the efficiency of individual projects and the component as a whole. Although, the majority of the projects are currently on-going all projects reviewed faced delays in initial implementation and throughout project.

## **Effectiveness**

The effectiveness of this portfolio was difficult to assess and there are several reasons for this. Firstly, the objectives, outcomes and outputs were often over-ambitious and not regularly reported on. In addition, many of the projects are currently on-going and, as mentioned above, have faced implementation difficulties which have negatively impacted on effectiveness.

## **Sustainability**

Sustainability is problematic for the majority of projects in the portfolio and at financial, technical and organizational levels. In general, projects within the agro-industry sub-component, lacked clear sustainability and handover strategies. Many of the project documents, including that of the Common Facility Centre (CFC), listed a handover to beneficiaries as the sustainability plan. Yet, in most cases, the beneficiaries and/or other stakeholders do not have the financial or technical capacity to take over and manage the facilities.

Limited ownership has also affected the sustainability of projects, specifically the CFC. Although, the majority of interviewees agreed that, overall, UNIDO interventions are relevant to the country and national development goals, it seems that this rarely transforms into full-fledged ownership of the project by beneficiaries. This is in part due to the fact that despite involvement in the initial design and planning of projects, many of the projects lack further decision-

making bodies, such as boards or steering committees, which maintain the involvement of stakeholders and promote buy-in.

## **Energy**

### **Background**

The CP energy component is mainly focused on the uptake of small hydro power (SHP) with its support to the Regional Centre for SHP (RC), fabrication of a turbine for SHP generation and site-specific SHP projects to encourage productive use.

### **Relevance**

SHP is one of the most appropriate, convenient and uninterrupted sources of energy for off-grid rural villages in Nigeria and other African countries. It has the demonstrated but not always realized potential to encourage productive uses, in particularly agro-industries. There is only one energy efficiency project in the CP portfolio. It supports installation of energy efficient rice milling equipment. It has yet to be completed because of delays in equipment delivery and construction of civil works needed to house the equipment.

### **Efficiency**

The RC has implemented activities in a timely manner and within the budget. It has failed however to ensure timely implementation of site-specific SHP projects because State Governments have not completed the needed civil works.

### **Effectiveness**

The Regional Centre has actively promoted SHP and monitored the almost completed first fabrication of a SHP turbine. Only one out of five completed site-specific projects supervised by the RC is, however, completed and operational.

### **Sustainability**

The Regional Centre has identified activities that will sustain its operation beyond Phase III funding from the Government and built into the site-specific projects the need for management boards that would collect tariffs to cover operation and maintenance costs.

### **Impact**

The Regional Centre has had limited success in convincing State Governments to support new site-specific SHP projects outside of those identified in its current



work programme. The impact of the one operational site-specific SHP project supported by the RC is limited because only 30% of its generating capacity is being utilized and there are only a few productive users of the electricity generated. Moreover, even if the RC were able to accelerate SHP uptake from 2MW to 4MW during Phase III of its implementation (2012-2015), this increment would hardly make a dent in the need to scale-up from the current level of 50 MW to 600 MW in 2015 of SHP and the overall country need for installed generating capacity to increase from the current level of 6,000 MW to 35,000 MW by 2020.

## **Environment**

### **Background**

Under the environment component there are only pipeline projects outside of those projects funded by the Multilateral Fund for the Implementation of the Montreal Protocol (MP) and the Global Environment Facility (GEF). The four projects funded either by the MP or the GEF were to be subject to independent evaluations.

### **Relevance**

The Nigeria Vision 20:2020 calls for sustainable use of Nigeria's natural endowments and implementation of pollution control and waste management programmes.

### **Effectiveness**

The last of the four phases of the terminal ODS phase-out umbrella project has successfully phased-out the use of carbon tetrachloride and trichloroethane. Two of the three pipeline projects have the potential to reduce the discharge of industrial pollutants and the third project has the potential, if more narrowly focused, to result in needed management of hazardous wastes.

## **The Country Programme**

UNIDO works with a number of committed counterparts and there is a high level of interest in UNIDO's programme and competence. Generally the results orientation of programme and project documents and related reporting was found to be weak. There is equally room for increased attention to gender issues.

The Country Programme touches on many sectors and issues and UNIDO is collaborating with a large range of stakeholders. Many of the counterparts show a high degree of ownership and commitment and there is, for the most part, a good level of cooperation. One example is the High Level Conference on Development

of Agribusiness and Agro-industries held in Abuja (3ADI) which gave visibility to UNIDO and other UN partners, put agro-industry development on the agenda and led to the initiation of a programme of cooperation with the GON; the Nigerian Agribusiness and Agro-Industry Development Initiative (NAADI).

The Regional Office and the UNIDO Representative perform many important functions and contribute to efficient programme and project implementation but are not always fully in the picture or consulted before new projects are initiated.

## **Conclusions**

UNIDO is an appreciated partner in Nigeria and its technical expertise is relevant and valued. The Country Programme is generally in line with national needs and priorities as well as with UNIDO strategic priorities and thematic areas. Nevertheless, in view of the actual and potential funding levels the CP lacks focus and coherence and was overly ambitious. The fact that the CP is severely under-funded, mainly due to the non-availability of counterpart funding, has had the effect of many projects being just “fully commenced” and in the end the CP did not really “take off”.

Many constraints to economic and industrial development remain and issues of environmental sustainability and energy provision need to be addressed. UNIDO’s support is wanted and old and new areas of cooperation are on the agenda. In particular the evaluation team noticed an interest in future cooperation in areas of agro-industry development, trade capacity building, investment promotion, cluster development, competitiveness studies, SME development, green industry, energy efficiency and in relation to the employment of youth. There seems to be scope for linking up many of these areas to NAADI or policy oriented interventions.

The FMTI is in the process of developing an overall strategic agenda, linked to Nigeria’s Transformation Agenda, which should be able to serve as a framework for further alignment of UNIDO interventions to the objectives of counterpart institutions. The Africa Investment Promotion Agency Network (AfrIPANet) and the NAADI could, moreover, serve as relevant entry points for UNIDO.

The PSD portfolio of UNIDO in Nigeria is relevant, but is largely compromised by design shortcomings, low funding and inefficient use of resources for recurrent costs. The ICT initiatives have benefitted greatly from close alignment and synergies with national entrepreneurship development programmes, though the Business Information Centre (BIC) concept is in need of redesign.

Considering the large role of agriculture and the opportunities for value addition, the agro-industry portfolio is extremely relevant but small. The portfolio has been designed and implemented in a piece-meal fashion and does not reflect a cohesive strategy to address the existing constraints. The renewed focus on agro-industry through the 3ADI, including the upcoming NAADI, can provide a platform for focus of future agro-industry interventions and a more comprehensive portfolio.

The major activity in the field of renewable energy is targeting SHP and the promotion of other sources of renewable energy, mainly biomass, have yet to start. The RC is actively encouraging the uptake of SHP primarily in Nigeria and to a lesser extent in the region and is monitoring the first effort to fabricate turbines for site-specific SHP. There have been delays in implementing SHP projects and the one project that has been implemented and is operational has not met expectations in regard to electricity utilization or fostering productive uses.

There are currently no completed or ongoing environmental projects in the CP outside of the two funded by the MP and the two funded by GEF. These projects are all relevant. The ODS phase-out project for CFCs and CTAs is essentially completed and a new project to phase-out HCFCs is just starting. The nipa palm demonstration project, the one national project in the Guinea Current Large Scale Marine Ecosystem (GCLME) regional project, is completed and has achieved its objectives. The POPs identification and remediation project is still on-going.

## **Key recommendations**

- More focus and concentration is needed for higher impact and efficient management and a dispersed portfolio with a multitude of small projects should be avoided.
- There is a need for increased results-orientation and project and programme design following RBM principles.
- There should be a change from activity to results based implementation, monitoring and reporting. A future country programme should have the desired outcomes as its basis and comprise a results framework with realistic but clear targets and indicators for various level objectives.
- A main principle should be that the UNIDO country programme is aligned to the objectives of the counterpart institutions and clearly contribute to the achievement of these objectives or in alleviating constraints for achieving the same.

- The UNIDO programme should link up with sectoral plans and be aligned to national budgets.
- UNIDO should support the transformation agenda and provide its competence in areas where the organization has a comparative advantage such as industrial policy, green industry (cleaner production and energy efficiency), agro-business development (linkages to policy, capacity development, trade capacity building, quality infrastructure, value-chain development, cluster development), business environment reform, CSR and youth employment and combine TC delivery and advocacy-related interventions.
- The above recommendations concern both a possible future programme and a need to review the ongoing CP, in case the counterpart funding will be forthcoming but also in order to identify priority areas for the remaining period.
- The national programme level Steering Committee should be established and discussions initiated on the use of existing and future budgetary resources.
- There should be more transparency in the use of budgetary resources, including counterpart contributions.
- Capacity building interventions should focus on enabling counterpart institutions to fulfil concrete functions and tasks and achieve their objectives and have a link to policy development or implementation.
- There should be a more systematic approach to capacity development through capacity development needs assessment and clear capacity building targets.
- Capacity development interventions should include the strengthening of capacities to manage small scale pilot projects, for instance in the areas of agro-industry development and renewable energy.
- Pilot projects should pay more attention to the intended purpose and have a longer-term and wider perspective. They need to be fully assessed in terms of the relevance and applicability of the piloted technology or technical cooperation modality and include informed recommendations as to up-scaling, dissemination or policy making or strategy formulation. They should give due attention to the future management of an established plant or centre.
- Increased attention should be given to project status and operationally completed projects should be closed in a timely

manner and allotment holders changed when staff retire or transfer.

- There is a need to address the issue of youth employment more systematically and in collaboration with national and international actors, including other UN agencies. An attempt should be made to mainstream youth employment in projects targeting private sector development.
- Increased attention needs to be given to mainstreaming gender and youth in UNIDO projects and programmes.
- The Field Office needs to be further empowered. There is a need to more clearly define the roles between HQ and RO. More authority should be given to the RO, including the direct management of projects (proximity management) but keeping existing capacities and expertise in mind and in clearing project proposals for submission to UNIDO's approval bodies.
- The AMC should not approve projects to be implemented in Nigeria and elsewhere if there is no UR endorsement and HQ missions should be cleared by the UR.
- The BIC concept should be revisited in view of the existence of private sector services and the expanding capacity of freely available search engines like Google.
- Nationally funded UNIDO programmes should not allocate resources to cover recurrent costs – such as internet connection charges and fuel - of national agencies and institution but use resources for areas in which UNIDO has a value added.
- The regional West Africa Quality Programme should be evaluated by UNIDO.
- Under the current CP, UNIDO should urge the Government to work with the RC on completing site-specific SHP projects, including the promotion of productive uses.
- While a new CP should continue support for SHP activities, both the RC and site-specific projects, it should expand efforts to utilize other renewable resources, primarily biomass, because of the abundance of unutilized crop residues and animal wastes.
- A new CP should promote industrial energy efficiency and support policy and programme formulation for decoupling energy use and industrial output and for removing barriers to energy access.
- A new country programme should include a revised national cleaner production programme that has an initial focus on industrial energy efficiency. It should build on the potential for cleaner production activities documented in the recently completed study of cleaner production in 20 factories in Nigeria.

## **Lessons Learned**

- Ownership and active participation of government counterparts and other stakeholders increases success rates of projects and programmes. Active participation in design and implementation stages by counterparts tends to increase relevance, efficiency, effectiveness and sustainability.

# 1.

## Introduction and background

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### 1.1. Introduction

This report presents the findings of the evaluation of UNIDO's interventions in Nigeria including the ongoing Country Programme (CP) and to some extent the Country Service Frameworks (CSF) Phase I and Phase II. The independent Country Evaluation was included in the ODG/EVA 2011 Work Programme, approved by the executive Board. In addition to assessing the CP and CSFs, the evaluation included an assessment of stand-alone projects, components of regional projects, the function of the Regional Office and contributions to UNIDO's Global Forum function and to Millennium Development Goals (MDGs).

UNIDO has been involved in Nigeria since 1966. The overall objectives of the present country programme mechanism, the CP, is to fast-track industrialization in Nigeria and assist the country in moving its economy towards the national goal of being in the top 20 world economies by the year 2020. The Country Programme is based on Nigeria's national development goals as outlined in the 7-point agenda, Vision 20:2020 and the National Development Plan as well as high level goals such as the Millennium Development Goals (MDGs), the Nigeria UNDAF and UNIDO's mandate and thematic priorities.

The Nigeria Country Evaluation was carried out by a team of evaluators composed of Margareta de Goys (Director of the UNIDO Evaluation Group) who functioned as the team leader and reviewed the UNIDO Regional Office, Global Forum activities and overall programme management, Massoud Hedeshi (UNIDO Evaluation Officer) who reviewed the Private Sector Development (PSD) and industrial governance portfolio, Ralph Luken (International Evaluation Consultant) who reviewed the energy and environment portfolio, Ben Aniakor (National Evaluation Consultant) who also reviewed the energy and environment portfolio and Katherine Aston (International Evaluation Consultant) who reviewed the agro-industry portfolio.

An observer from the Ministry of Foreign Affairs, Mr. Pascal Onwardi joined the mission for part of its programme. The members of the team were not involved in

the design or implementation of the programme, components or any of the underlying projects.

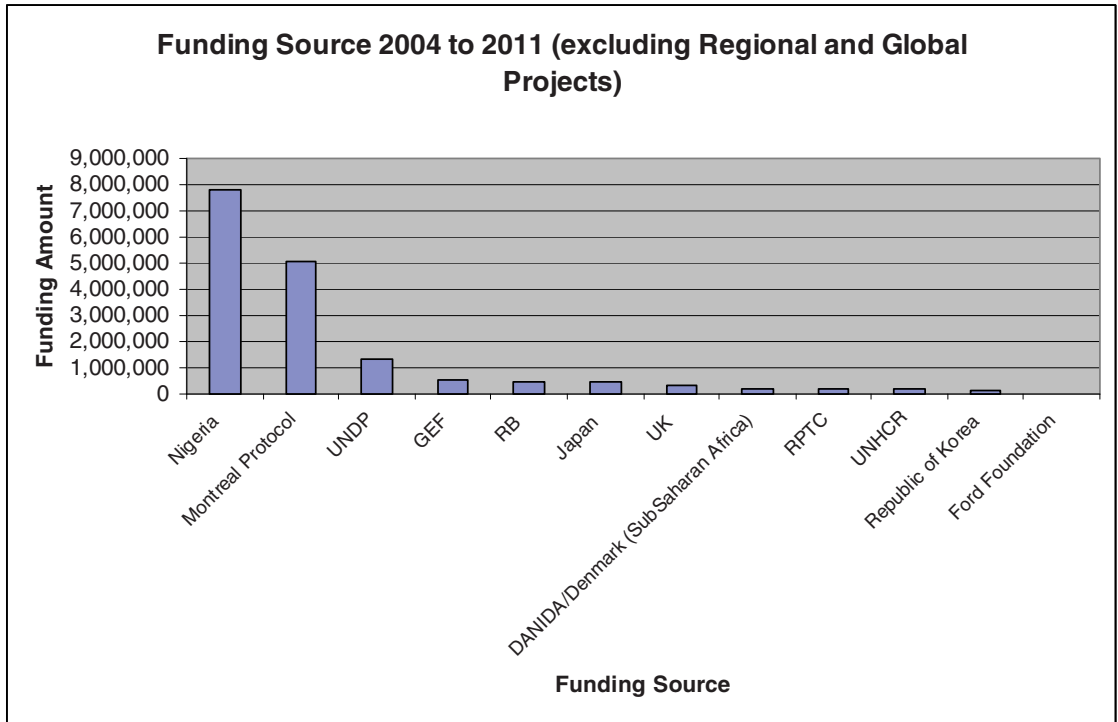
The evaluation was carried out between July and December 2011. The evaluation team undertook a field mission to Nigeria from 17 to 30 September 2011. The evaluation team would like to thank all of those who provided assistance to the team and especially the staff of the Regional Office (RO) in Abuja who operated under very difficult circumstances following the bombing of the United Nations (UN) Office in Abuja.

## **1.2. Background**

There are presently 40 on-going projects included in the Country Programme. The majority of the portfolio was to be self-financed by the recipient government but this has not materialized. Nigeria remains the single largest funder of the CP but much of the funding was allocated to projects for which implementation started prior to 2009 and that have since been added to the CP. By their own accounts, the Government of Nigeria has only provided 10% of their expected contribution to the current CP. As can be seen from Figure 3, this amounts to less than USD 2 million, including state and local government funding. When reviewing country level projects initiated during the evaluation period, next to the Nigerian government, the largest shares are financed by the Montreal Protocol (MP) and the Global Environment Facility (GEF). When it comes to regional and global projects with activities in Nigeria, the European Union (EU) is the largest funding source for the period. This is further illustrated in the graphs below. Figures 1 and 2 show funding for all projects during the 2004 to 2011 period, covering the CSF and the CP. Figure 3 illustrates the funding for projects which began after 2009.

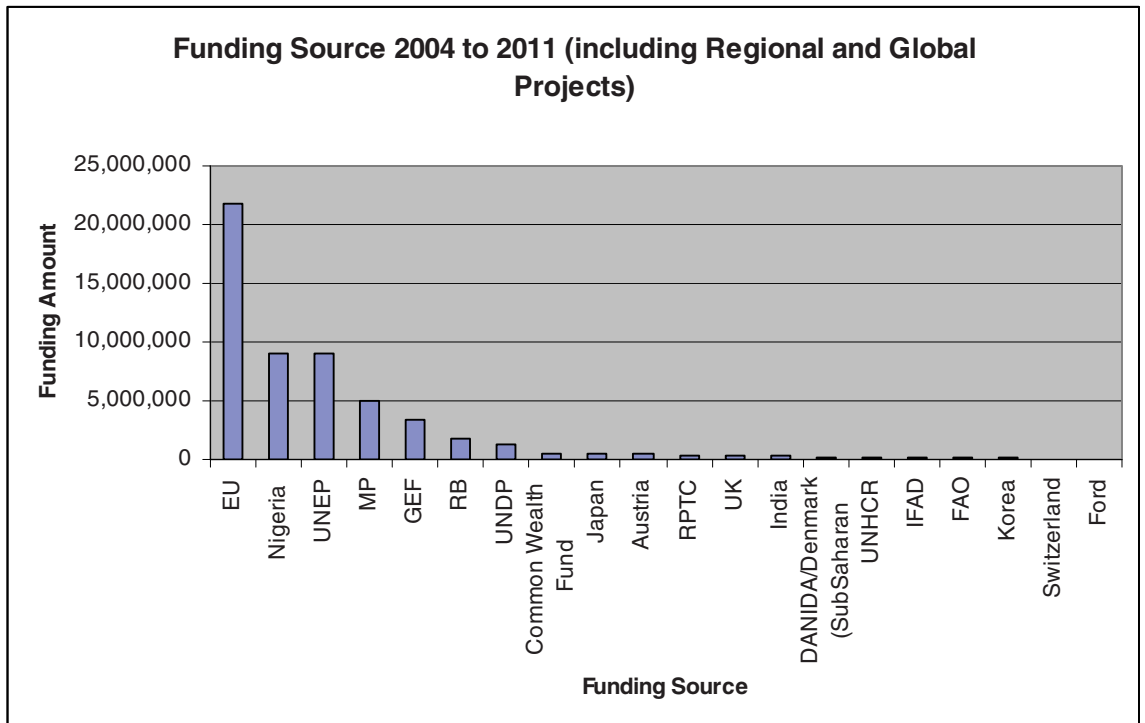


**Figure 1: Funding Source 2004 to 2011 (excluding Regional and Global Projects)**



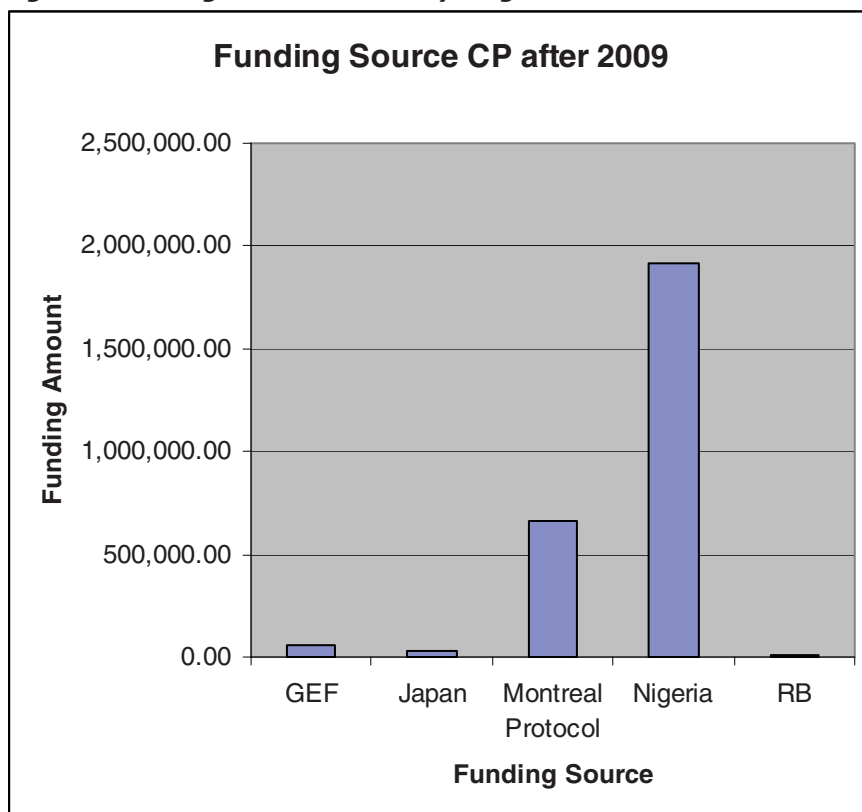
Based on Agresso data as of December 2011

**Figure 2: Funding Source 2004 to 2011 (including Regional and Global Projects)**



Based on Agresso data as of December 2011

**Figure 3: Funding Source for Country Programme after 2009**



Based on Agresso data as of December 2011

### **1.2.1. The UNIDO Country Service Framework (2001-2009)**

The CSF in Nigeria was planned and designed following a long period of declining donor support and scaled down activities in the country. In 1999, Nigeria was chosen by UNIDO as a pilot case for decentralization and to a new approach to delivering technical cooperation at the country level. The initial CSF was designed to support a shift to the non-oil sector, diversify the industrial sector and enhance productive capacity and value-addition.

The CSF was implemented in two phases over the period 2001 to 2009. CSF Phase I served as a pilot and was based on three interrelated approaches:

- The establishment of an office called the Regional Industrial Development Centre (RIDC)
- The launching of the Country Service Framework (CSF) as a new modality for the provision of technical assistance
- The appointment of a UNIDO Representative (UR)

In September 2003, the UNIDO Evaluation Group conducted an assessment of both the pilot CSF Phase I as well as of the Regional Industrial Development Centre (RIDC) in Nigeria. The assessment of the CSF I found that the CSF concept was not very different from that of the Integrated Programme and recommended that these two concepts be merged. The RIDC concept was found to be a successful response to decentralization.

The CSF II (2005-2009) built on the achievements as well as the assessment recommendations and lessons learnt from the CSF I. It was organized into sub-components referred to as Integrated Programmes (IPs). These essentially functioned as components. The CSF II included the following three IPs:

- Integrated Programme 1: Industrial Governance focusing on Trade Facilitation, Institutional Support and Public-Private Partnership
- Integrated Programme 2: Agro-Industries, Productive Capacity Enhancement and Support to Presidential Initiatives; and
- Integrated Programme 3: Environment and Energy

However, as can be seen from the Table 1 below, two of these programmes were severely underfunded and the third, although funded to a larger extent, was also not fully funded. IP I, planned for 2.5 million USD was 76% funded, while IP II planned for more than 8 million USD was funded at only 9.6% and IP III planned for 7.7 million USD was 15% funded.

**Table 1: Nigeria Country Service Framework Phase II: Planning and Allotted Budgets (excluding project support costs)**

Theme/Description	Planned Budget (USDUSD)	Allotted Budget (USD USD)	Total Disbursement (USD USD)
<b>Integrated Programme I:</b> Industrial Governance focusing on trade facilitation, institutional support and Public-Private Partnership	2,519,300	1,929,735	1,776,165
<b>Integrated Programme II:</b> Agro-industries, Productive Capacity Enhancement and Support to Presidential Initiatives	8,079,487	783,554	745,591
<b>Integrated Programme III:</b> Energy and Environment	7,773,100	1,167,564	1,089,703
<b>Total</b>	18,371,887	3,880,853	3,611,459

Source: CSF Progress Report March 2008; Infobase as of 28 June 2011

The CSF II was closed in December 2009. The Country Programme covering the years 2009 to 2012 was signed and approved by the Government of the Federal Republic of Nigeria and UNIDO in February 2009. Implementation of the Country

Programme began shortly afterwards. Unused counterpart funding as well as on-going projects from the CSF II were transferred to the CP and the first transfer of funds from the Government of the Federal Republic of Nigeria specifically for the CP occurred in March 2009.

### **1.2.2. The UNIDO Country Programme (2009-2012)**

At the closure of the CSF many projects were still on-going. In support of the UNIDO strategy to streamline activities and ensure continuity, the CSF and Integrated Programmes were moved into the subsequent overall Country Programme for Nigeria. Thus, the initial implementation of the CP focused on the completion of outstanding projects and activities carried over from the CSF II. In all, the Country Programme 2009-2012 carried over 21 ongoing projects from the CSF II and corresponding IPs. Nineteen projects have since been added making a total of 40 ongoing projects.

The majority of UNIDO's current work in Nigeria, including Montreal Protocol (MP) and Global Environment Fund (GEF) projects, is covered under the Country Programme. Only regional projects are outside of the CP. This is a change from the previous CSF in which MP and GEF projects were excluded.

The Country Programme for Nigeria had a planning budget of almost USD 21 million; including funds carried over from the CSF II and excluding support costs. However, it is currently only 33% funded which has put the implementation of planned projects at risk. The majority of UNIDO's activities in Nigeria were to be self-financed by the Nigerian government but this did not materialize and the largest external donors to the CP have been the GEF and MP.

The overall objective of the Country Programme is to support industrialization in Nigeria and help the country achieve its goal of becoming one of the 20 largest economies by 2020. In this regard, the Country Programme continues early aims of the CSF I and II to promote non-oil sector growth, diversify the industrial sector, enhance productive capacity, increase value-addition activities and promote agro-industries and energy self-sufficiency. The Country Programme follows the UNIDO thematic priorities and includes the following themes and corresponding components:

**Theme A:** Poverty Reduction through Productive Activities includes three components:

- Component A1: Governance, Research and Capacity Development
- Component A2: Agro-Industries, Value Addition and One Village One Product (OVOP)

- Component A3: Private Sector Development

**Theme B:** Trade Capacity Building includes two components:

- Component B1: Trade Capacity Building
- Component B2: Investment and Technology Promotion

**Theme C:** Energy and Environment includes two components:

- Component C1: Renewable Energy
- Component C2: Environment

An overview of the three themes and allocated budgetary resources is provided in Table 2 below. As Table 2 illustrates, underfunding is an issue and has severely impacted the programme and project implementation. Theme A planned for 5.6 million USD is 33,3 % funded at 1.86 million USD and Theme C budgeted for more than 9.2 million USD is 32% funded with an allotted budget of 2.9 million USD. The majority of funding for this theme comes from the Montreal Protocol and the Global Environment Fund (GEF). Theme B, Trade Capacity Building is better funded with 71% of the 3.4 million USD planned budget.

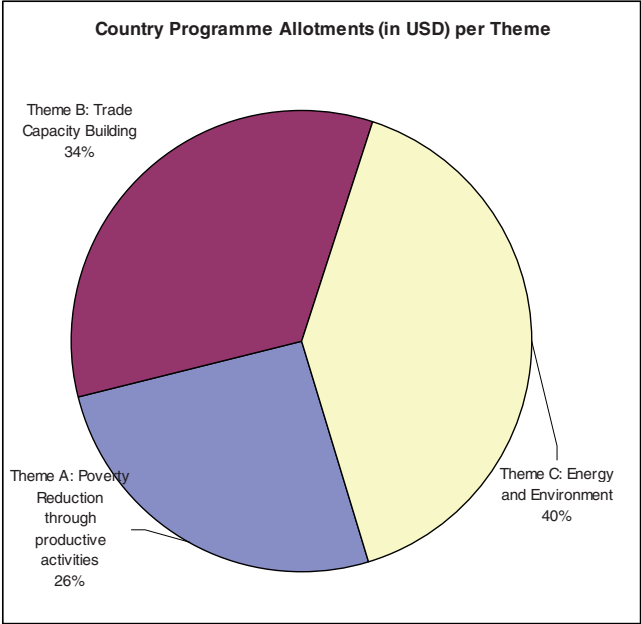
**Table 2: Nigeria Country Programme: Planning and Allotted Budgets (excluding project support costs and CSF II carry over projects)**

Theme/Description	Planned Budget (USDUSD)	Allotted Budget (USD USD)	Total Disbursement (USD USD)
Theme A: Poverty Reduction through productive activities	5,657,624	1,861,468	1,420,634
Theme B: Trade Capacity Building	3,438,880	2,451,986	2,165,755
Theme C: Energy and Environment	9,254,677	2,918,057	2,197,831
General Management	1,744,484		
<b>Total</b>	20,095,665	7,231,511	5,784,220

Source: Country Programme Progress Report March 2010; Infobase as of 28 June 2011

Energy and Environment make up the largest funded portion of the overall project portfolio. This is illustrated in Figure 4. The Poverty reduction Theme is the least funded.

**Figure 4: Nigeria Country Programme Allotments (in USD) per Theme (2009-2012)**



Source: Country Programme Progress Report March 2010; Infobase as of December 2011

## 1.3. Evaluation purpose, scope and methodology

### 1.3.1. Purpose

The country evaluation was undertaken following the completion of the Country Service Framework Phase II (2005 – 2009) and approximately mid-way through the Country Programme (2009-2012) and serves as a mid-term evaluation of this programme. In addition, planning for the next Country Programme will soon take place and findings and recommendations from the evaluation will be incorporated into the planning process for the next Country Programme.

As outlined in the Terms of Reference (ToR), included as Annex A, the evaluation is a forward-looking exercise intended to provide findings and recommendations that will draw lessons to enhance the performance of UNIDO’s programme in Nigeria.

The purpose of the country evaluation was to assess in a systematic and objective manner the relevance, efficiency, effectiveness (achievement of outputs and outcomes), impact and sustainability of the programme and its individual components. The evaluation also assessed the achievements of the interventions

against their key objectives, including re-examination of the relevance of the objectives and the appropriateness of the design. The evaluation specifically reviewed the extent to which the CP and individual projects mainstreamed gender equality and empowerment of women and youth and other cross-cutting issues as well as contribution to the achievement of MDGs. In addition, the evaluation has attempted to identify factors that have facilitated or impeded the achievement of the objectives and make recommendations based on these findings.

In summary, the main purposes of the evaluation are the following:

- To assess the progress of Technical Cooperation (TC) interventions towards the expected outcomes outlined in UNIDO project and programme documents
- To review and evaluate the efficiency and effectiveness of innovative practices in Nigeria, including self-financing
- To assess contributions to the achievement of national development objectives
- To assess the relevance of UNIDO's interventions in relation to national needs and national and international development priorities
- To assess the performance of the Regional Office Nigeria in carrying out its functions and in relation to the delivery of the RBM-based work plan
- To generate key findings, draw lessons and provide a set of clear and forward looking recommendations

The results of this evaluation also fed into several evaluations conducted by the UNIDO Evaluation Group (ODG/EVA). These include the Thematic Evaluation of the Millennium Development Goals, the Thematic Evaluation of Field Office Performance and the Evaluation of Survey of Enterprises in selected ACP regions.

### **1.3.2. Scope and focus**

The evaluation covered the full range of UNIDO's support to Nigeria, including the performance of the UNIDO Regional Centre for Small Hydro Power in Abuja and the Common Facility Centre (CFC) hosted in Aba as well as results of Global Forum activities. It represents more than a mere documentation of results by trying to assess why projects/programmes have or have not been successful. Furthermore, it has attempted to identify how this knowledge can be used to improve future UNIDO projects in Nigeria.

The evaluation reviewed the performance of UNIDO's Regional Office with regards to its contribution to developing results and through performing

convening, normative and technical cooperation functions as well as the efficiency and effectiveness of the Office in the management and implementation of projects and programmes. It also reviewed contributions to UNIDO's Global Forum function.

The evaluation reviewed individual projects but also considered the Country Programme as a whole, particularly in terms of design, relevance, the exploitation of synergies and coordination within UNIDO. Concerning the Country Programme, to the extent possible, the evaluation has assessed the achievement of outcomes as defined in the programme and related project documents. However, this was difficult due to the lack of monitoring data and progress reports related to project and programme results as well as the absence of logical frameworks outlining outcomes and objectives of interventions.

The evaluation reviewed major projects within the CSF II and Country Programme, as well as other financially and substantively significant UNIDO projects implemented in Nigeria since 2004 when the last country-level evaluation was carried out (CSF Phase I Evaluation 2004). In regard to individual projects, the evaluation reviewed the performance and impact of these in relation to the contribution of UNIDO towards the development goals of Nigeria.

The evaluation thus did not review all of the individual projects that fall under the period covered by the evaluation (2004 to present) but rather covered projects considered strategically important in relation to the purpose of the evaluation. The evaluation included a portfolio of ongoing, operationally completed and closed projects which were representative of UNIDO's activities in Nigeria. The portfolio reviewed was large enough to enable the evaluation team to understand UNIDO's role and interventions in Nigeria and to answer the questions identified in the ToR. Based on the structure of the CSF II and CP, the projects included fell into one of three clusters for evaluation:

- Poverty Reduction through productive activities with a special focus on Agro-Industry
- Private Sector Development (PSD) and Trade Capacity Building
- Energy and Environment (including Montreal Protocol and Global Environment Facility)

Given the importance and budget allocated to the Energy and Environment section, as well as the importance of energy to the national development goals, the evaluation gave a significant focus to projects within this theme.

Additionally, the evaluation considered the following UNIDO thematic evaluations that covered projects in Nigeria or addressed issues relevant to the country:



- Thematic Evaluation of the International Technology Centres (2010)
- Thematic Review of UNIDO's Agri-business/Agro-industry Development Interventions (2010)
- Independent Thematic Evaluation of the UNIDO Cluster and Networking Development Initiatives (2009)
- Independent Thematic Review of UNIDO Projects for the promotion of small hydro power for productive use (2009)

An ongoing evaluation of a GEF/POPs project also fed into the evaluation.

### **1.3.3. Evaluation approach and methodology**

The country evaluation was conducted between July 2011 and December 2011. The evaluation was conducted as an independent evaluation covering all UNIDO activities in Nigeria. It was carried out in line with the ToR for the evaluation provided in Annex A.

In terms of data collection the evaluation applied a variety of methods using primary and secondary sources. The evaluation began with a desk review of relevant data sources and documents such as project and programme documents, progress reports, mission reports, Infobase search, Agresso search, evaluation reports and information on the political, economic and social environment in the country. A list of key documents reviewed is included in Annex C.

In order to ensure a participatory approach and to triangulate information, the evaluation team also obtained the views and assessments of various stakeholders through individual interviews. These included government counterparts, representatives of the private sector, UN organizations, multilateral organizations, donors and beneficiaries as well as UNIDO and UNIDO project staff and consultants. A set of interview guidelines were developed and used to guide the individual interviews. The interview guidelines are included as Annex D and a list of persons met in Annex B.

The evaluation will also feed into the Evaluation of Field Office Performance, thus the ODG/EVA Field Office Assessment framework was used (Annex G of Terms of Reference refers). The RO completed a related self-assessment which also served as an input.

The evaluation focused on a sample of projects from each of the themes within the country programme. Projects were chosen based on their substantive,

strategic or financial significance. There were 140 projects, including regional and global projects that were either ongoing or completed during the evaluation period 2004 to 2011. The evaluation covered a total of 45 projects which was 32 % of the portfolio. Depending on the complexity and the strategic importance of each project, different approaches were used for the individual project assessments. Some projects were thoroughly assessed while others underwent a less stringent review.

A two week field mission to Nigeria was undertaken from 17 September to 30 September and included visits to Abuja, Lagos, Akure, Aba, Enugu and Abakaliki. Prior to the field mission, interviews with HQ staff were conducted. During the field mission, the evaluation team held meetings, conducted interviews and visited project sites. Some of these activities occurred jointly. However, in order to make the best use of resources and obtain the most relevant and detailed information the team also divided into smaller teams based on the thematic clusters and issues to be covered by the evaluation.

Preliminary findings were presented to stakeholders in Abuja at the end of the field mission (30 September 2011) and at UNIDO headquarters in Vienna (14 November 2011).

#### **1.3.4. Limitations of the evaluation**

The evaluation encountered three major limitations; lack of documentation, the limited time for field visits and security situations hindering visits to some project sites.

In general, project and programme documentation was difficult to obtain and in some cases non-existent. This was especially true for project documents and monitoring information such as progress reports, final reports and self-evaluations. The documents were also of varying quality and did not always provide all the needed information.

Secondly, the project portfolio was large; including 40 on-going projects and many additional operationally completed and closed projects. The projects were located in multiple states across Nigeria and it was impossible to visit all project sites or cover all projects. Priority was, as mentioned above, given to financially and strategically important projects.

Finally, due to recent security issues in the country, including the bombing of the UN House in Abuja, the movement of the evaluation team was somewhat restricted.

## 1.4. Country context

### 1.4.1. Overall Situation and trends

With approximately 154.7<sup>1</sup> million people, Nigeria is the most populous country in Africa. It has recently been categorized as a lower-middle income economy country. However, it ranks 142 out of 169 in the Human Development Index<sup>2</sup> and is thus categorized as a low human development country. Statistical databases, specifically those related to poverty, are limited and sometimes outdated and unreliable<sup>3</sup> However, current estimates place 70 % of the population in Nigeria below the poverty line. Table 3 below provides information on selected basic indicators for Nigeria.

**Table 3: Selected Indicators for Nigeria**

Indicator	Unit	2000-2009*
Population	Millions	154.7
Population Growth	%	2.3
Poverty (population below poverty line)	%	70
GDP per Capita	USD	1,118
GDP Growth	%	5.6
Agriculture (contribution to GDP)	%	31.9
Industry (contribution to GDP)	%	32.9
Services (contribution to GDP)	%	35.2
Electricity Production	billion kWh	21.92
Electricity Use	billion kWh	19.21

\*Most recent available data during period Source: CIA World Fact book, World Bank Country Indicators, IMF

Nigeria has experienced steady economic growth since 1989. For the most part, this growth has been attributed to the oil sector<sup>4</sup>. Nigeria is the largest oil exporter in Africa and the 11th largest in the world<sup>5</sup>. In addition, it has the largest gas reserves on the continent. However, due to several factors including political unrest in the Niger Delta, it has been non-oil growth that has contributed to the economic expansion in the country<sup>6</sup>. Contributions to GDP have been fairly evenly split among the agriculture, industry and services sectors<sup>7</sup> The country is expected to continue with a period of robust economic expansion at an average rate of 6.5% through to 2015<sup>8</sup>.

The service sector, which contributed 35% to Gross Domestic Product (GDP) in 2009, is expected to continue to be the major driver for economic growth in

<sup>1</sup> The World Bank Group (22 June 2011). Nigeria. Retrieved from <http://go.worldbank.org/4ANKR2VKI0>

<sup>2</sup> United Nations Development Programme Human Development Report 2010

<sup>3</sup> The World Bank Group (29 June 2011). Nigeria. Retrieved from <http://go.worldbank.org/4ANKR2VKI0>

<sup>4</sup> The Economist Intelligence Unit Limited 2011- Nigeria Country Report

<sup>5</sup> UK Foreign and Commonwealth Office- Nigeria Country Profile; retrieved 23 June 2011

<sup>6</sup> ibid

<sup>7</sup> CIA World Factbook-February 2011

<sup>8</sup> The Economist Intelligence Unit Limited 2011- Nigeria Country Report

Nigeria, mainly due to the tele-communications sector. The industrial sector, as defined by the International Standard Industrial Classification (ISIC) and as used in Table 3 above, includes mining, manufacturing, construction, electricity, water and gas (ISIC divisions 10-45). It was the second the largest contributor to GDP at 33% in 2009. The contribution of the agricultural sector was slightly less than the other two sectors but it employed the majority of the labour force (approximately 70 %) <sup>9</sup>.

The manufacturing sector described as industry in common usage and in this report, is limited to ISIC divisions 15-37. Its economic output is measured in terms of manufacturing value added (MVA). The sector contributed 4.5% to GDP in 2009, which was a significant improvement compared to 3.6% in 2000. Similarly, Nigeria's share of world MVA increased from .03% to .05% between 2000 and 2009. The annual average growth rate over the period was 9% with a low of 6% in 2002 and a high of 12% in 2001. The manufacturing sector continues to struggle in spite of these gains due to lack of appropriate infrastructure and strong external competition. It has failed to achieve sustained improvements in productivity, incomes or employment <sup>10</sup>.

The subsector data for the manufacturing sector are outdated; the latest figures reported by UNIDO are for 1996. As such it is not possible to identify the major subsector driving this growth. The more important subsectors appear to be food (ISIC 15), textiles (ISIC 17), and chemicals (ISIC 24), rubber products (ISIC 25) and fabricated metal products (ISIC 28).

Nigeria is ranked as 127 out of 133 in the Global Competitiveness Index (GCI) <sup>11</sup>. The top three problematic factors for doing business in Nigeria are, in order: access to financing, inadequate supply of infrastructure and corruption. Moreover, access to a consistent power supply and other infrastructure has constrained development. In an attempt to address this situation, the Nigerian Federal Government has included infrastructure as part of its national development priorities and policies.

Nigeria was ranked 103 out of 118 countries in 2009 by the UNIDO Competitive Industrial Performance Index. This index focuses on industrial performance, which involves a country's actual wealth creation, and not its industrial potential, which refers to factors that may ease or impede it. Not only did Nigeria have a comparatively low ranking in 2009, this ranking was lower than its 2005 ranking, 81 out of 118 countries.

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<sup>9</sup> CIA World Factbook-February 2011

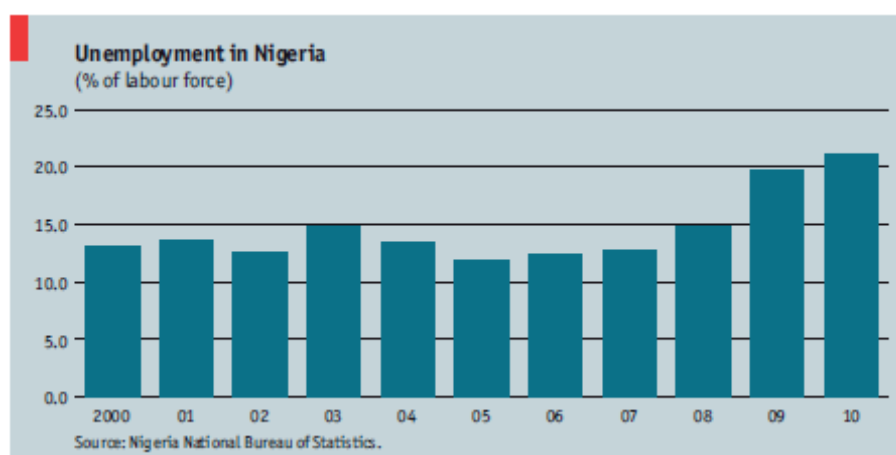
<sup>10</sup> Nigeria UNDAF II (2009-2012)

<sup>11</sup> The Global Competitiveness Report 2010-2011, World Economic Forum

Youth unemployment is a growing problem in the country. A report<sup>12</sup> by the National Bureau of Statistics (NBS) put the unemployment rate in Nigeria in 2010 at 21%, up from 20% in 2009. The report shows unemployment among 15 to 24 year olds to have been as high as 36% in 2010. For the 25-34 age group, it stood at 23%. Moreover, and despite strong GDP growth in recent years, unemployment has grown from 13% in 2000. Also important to note is the fact that there are wide regional variations in unemployment rates, with some of the country's most politically volatile areas suffering the highest unemployment. For example, in the northeastern Borno state, unemployment was at 27% of the population in 2010, compared with 8% in Lagos state, Nigeria's southern coastal commercial capital. Yobe state, neighboring Borno in the remote underdeveloped far-north of Nigeria had the worst unemployment rate in the country at 39%.

On October 11th the president launched a youth job-creation programme entitled 'Youth Enterprise with Innovation in Nigeria initiative', also known as 'YouWin!'<sup>13</sup>.

**Figure 5: Unemployment in Nigeria**



Source: EIU Country Report, November 2011, p 15.

## 1.4.2. Government Strategies and Policies

The recently elected government has developed a short term strategy entitled the Transformation Agenda, to run from 2011 until 2015. The Transformation Agenda has the goal of turning the country around by the end of 2015. This will be accomplished by focusing on a long-term perspective for development in the

<sup>12</sup> National manpower stock and employment generation survey, 2010

<sup>13</sup> Ibid, p 14.

country and by implementing and maintaining the 3 Cs (continuity, consistency and commitment) in government policies and programmes.

The Transformation Agenda is inspired by and based on the Vision 20:2020 and the first National Implementation Plan (NIP) of the Vision 20:2020. The Transformation Agenda, moreover, aims to deepen the effects of government programmes and policies and provide a sense of direction. The agenda is based on a set of priority policies and programmes which, when implemented, would transform the Nigerian economy to meet the future needs of the people.

The Vision 20:2020 outlines the long-term development strategy for Nigeria. The aim of this strategy is to move Nigeria from the 49th largest economy in the world in 2007 to the 20th largest economy by the year 2020.

The Vision 20:2020 includes two broad objectives:

- Make efficient use of human and natural resources to achieve rapid economic growth
- Translate the economic growth into equitable social development for all citizens.

The development aspirations cut across four dimensions (NPC, 2011):

- Social – building a peaceful, equitable, harmonious and just society;
- Economic – developing a globally competitive economy;
- Institutional – having a stable and functional democracy; and
- Environmental – achieving a sustainable management of the nation's natural resources.

These ambitious goals are expected to be achieved primarily through two strategic frameworks; the 7-Point Agenda and the National Development Plan.

The 7-Point Agenda includes the following areas of focus:

- The Real Sector: agriculture, land reform, manufacturing, solid minerals, oil and gas and housing
- Infrastructure: energy/power, transport and water supply and sanitation
- Human Capital Development: education, health and skills acquisition
- Security, law and electoral reform including justice
- Combating corruption and improving governance: value re-orientation, zero tolerance of corruption and effective service delivery
- Regional Development, including the Niger Delta and the environment
- Cross-cutting Issues: employment, gender and HIV/AIDS

The National Development Plan (NDP) is the successor to the National Economic Empowerment and Development Strategy (NEEDS) of 2004. It provided the medium-term framework (2008-2011) for action and includes work plans and budgets.

In order to support the needs and priorities of Nigeria, the UN Country Team (UNCT) developed the currently on-going UNDAF II (2009-2012). It is organized along four major priorities, with UNIDO focusing on the first two:

- Priority 1: Government and accountability that supports transparent, equitable and effective use of resources
- Priority 2: Productivity and employment for wealth creation with a bias towards the poor and to help build a private sector-led non-oil economy, particularly in agriculture and agro-industry
- Priority 3: Social service delivery to invest in Nigeria's human capital
- Priority 4: Reduction of the risk of crisis and conflict in the Niger Delta as well as other parts of the country

### **1.4.3. Initiatives of International Cooperation Partners**

Larger Nigerian funding partners such as the European Commission, the World Bank and the African Development Bank concentrate on knowledge management, creating a conducive environment, infrastructure support, roads, water and sanitation, and energy in particular.

The World Bank's involvement in Nigeria has focused on support to SMEs and private sector development. In this regard, the WB has recently published a *Doing Business in Nigeria*<sup>14</sup> report. This was the first study to assess the ease of doing business in all 36 states and Abuja. The report benchmarked four regulatory areas: starting a business, dealing with construction permits, registering property, and enforcing contracts.

On May 26th 2011, the Board of Directors of the African Development Bank (AfDB) Group approved:

- a sovereign guaranteed Program, in the amount of USD 500 million, to the Bank of Industry (BOI) for financing domestic-oriented Small and Medium-sized Enterprises (SMEs) in Nigeria. The funds for the Program will be channelled through BOI by way of a multi-tranche line of credit. A portion of the proceeds of the Program will be used to pay for technical assistance for capacity building at both BOI and the SMEs.
- a sovereign guaranteed Program, in the amount of USD 200 million, to the Nigerian Export-Import Bank (NEXIM) for financing export-oriented Small and Medium-sized Enterprises (SMEs) in Nigeria.

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<sup>14</sup> <http://www.doingbusiness.org/~media/fpdkm/doing%20business/documents/profiles/country/NGA.pdf>

- Moreover, the African Development Bank (AfDB) has approved a USD 34.3 million loan to Nigeria to finance capacity building for Public-Private Partnerships (PPP) in infrastructure sectors, particularly in power and transport.

The German funded development interventions span health, business promotion and vocational training and natural resource management. In a desire for sharper focus, the Nigerian and German governments agreed in 2002 to concentrate the technical cooperation on Sustainable Economic Development, from which the Employment-oriented Private Sector Development Programme (EoPSD) arose. This major and large programme aims to improve the competitiveness of micro, small and medium-sized enterprises in Nasarawa and Niger and Plateau States, in order to create income opportunities and employment. An important sector of the programme is the implementation of the Nigerian microfinance policy and consequently the support offered to the Central Bank of Nigeria in following up the qualification and certification process of the newly established Microfinance Bank.

Under the umbrella of Public Private Partnerships (PPP), the German Technical Cooperation Agency (GTZ) has cooperated directly with the private sector, e.g. supporting the work of the Nigerian Business Coalition against AIDS, which is the voice of companies such as Unilever, Guinness and the Nigerian Breweries, against the scourge of HIV and AIDS in the country. Also worth mentioning is the Cocoa Livelihoods Programme (CLP) funded by the Bill and Melinda Gates Foundation, key private companies and the German Federal Ministry of Economic Cooperation and Development (BMZ). The programme aims at promoting the competitiveness of African cocoa farmers and improving their incomes.

UNDP is implementing a USD15 million PSD programme over 2009-12 in Nigeria with 4 elements:

- Increased access to affordable and reliable sources of renewable energy for Small and Medium-scale Enterprises (SMEs), rural and urban settlements.
- Developed and/or expanded growth and linkages in agriculture and agro-industry to meet demands in domestic, regional and international markets whilst boosting productivity, value addition, employment and incomes especially in rural and peri-urban areas.
- An expanded base of private sector-based service providers targeting business and market development for SMEs, including microfinance and entrepreneurship training.



- Application of innovative corporate social responsibility (CSR) models that integrate SMEs with the core business of large and medium sized corporate organisations.

USAID's Economic Growth programme, with a budget of about USD 55 million for 2005-2012, supports the efforts of the Government of Nigeria (GON) and the country's private sector to improve agricultural productivity and market access, increase the country's energy supply, reduce obstacles to trade and expand access to clean water. The agriculture programme seeks to develop partnerships with private sector firms involved in processing and agricultural input supply and those that are interested in expanding exports to the West African region, the United States and other international markets.

The trade activities include assistance to building trade capacity at the FMTI. USAID is, moreover, supporting the GON's President's Task Force on Power Reform as well as the Nigerian Electricity Regulation Commission to better manage the sector.

The European Commission (EC) Country Strategy 2008-13 includes support to the private sector to build capacity in federal agencies in order to allow Nigeria to take full advantage of the trade diversification and trade expansion opportunities, improve the competitiveness and diversification of Nigeria's non-oil export sector and engineer capacity building support for the reduction of gas flaring and development of renewable energies.



## **2.**

# **Assessment**

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### **2.1. Performance of UNIDO TC projects**

#### **2.1.1. Private sector development and industrial governance**

##### **Introduction**

The private sector in Nigeria is recognized by most, if not all stakeholders, as the main engine for driving much needed economic growth, greater competitiveness, employment and diversity in the country.

The main components of UNIDO's PSD and industrial governance portfolio in Nigeria range from the Industrial information system and computer refurbishment project (SF/NIR/09A01), which provides support to the Federal Ministry of Trade and Investment (FMTI), to the 'Survey of enterprises in selected ACP Regions' project (EE/RAF/08043), which is a regional project covering 19 African countries. In Nigeria, the latter is implemented in collaboration with the National Bureau of Statistics (NBS) and a host of other institutions and associations collaborating in the industrial survey process. Together, these projects aim to enhance the knowledge base in Nigeria regarding various industrial sectors, with the overall aim of reducing poverty through pro-poor industrialization strategies.

UNIDO has, furthermore, provided support to industrial governance through the Organized Private Sector (OPS), which acts as a common lobby for various Private Sector (PS) associations in Nigeria and has a rotating Secretariat among them. Currently, the Manufacturer's Association of Nigeria (MAN) holds the chairmanship. UNIDO also has a decade-long capacity building collaboration with a number of Nigerian PSD-related associations such as MAN and the Lagos Chamber of Commerce and Industry (LCCI) and institutions such as the Small and Medium Enterprises Development Agency of Nigeria (SMEDAN).

In addition, the UNIDO-Hewlett-Packard Cooperation for Entrepreneurship and IT Education in Africa, Asia, Latin America and Middle East project (TF/INT/10004) aims to develop the entrepreneurial and IT skills of young people and women in

particular, working with a cross section of industrial associations (MAN, LCCI, SMEDAN), entrepreneurship training centres (CENSIRT, EDC) and Ebonyi State University.

## **Relevance**

The Country Programme's PSD and industrial governance programmes are relevant to Nigeria's development needs on a number of levels. The research studies conducted by UNIDO on key sectors enhance the knowledge base for sound industrial policy formulation. Likewise, capacity building support to national institutions such as the FMTI's industrial information center (SF/NIR/05N05) on the one hand, and the Organized Private Sector (OPS), on the other, are relevant to enhanced knowledge generation and management and public private partnership development. COMFAR training, equally provided through UNIDO, is relevant to the larger institutions' investment feasibility analysis needs, particularly with the Bank of Industry, the Nigerian Investment Promotion Council, the Enterprise Development Council and FMTI.

Effective industrial development and investment promotion policies are invariably based on sound context-based information. Hence, the Investors Survey project (EE/RAF/08043) is aligned with needs on the ground, particularly in the absence of quality industrial statistics. Furthermore, UNIDO's Subcontracting Partnership Exchange (SPX) initiative (JE/RAF08021) is potentially an important tool for forging linkages between foreign and domestic firms, and for reducing over-reliance on imports.

UNIDO's pipeline project; 'Entrepreneurship Curriculum Support for Secondary Schools' is equally relevant for the development of the private sector particularly as the role of the State in providing direct employment has been diminishing. In the same light, HP-LIFE projects that provide a mix of information technology training with entrepreneurship courses is relevant to the youth and university graduates in particular. The GET-IT programme, on the other hand, is more focused on IT training alone, and is therefore more relevant when provided in conjunction with entrepreneurship training.

Given the key role of agro-industries for enhancing Nigeria's industrial diversification and development, the CP's targeted support to the leather and garments sectors with a clustering approach within the Common Facilities Centre (CFC) is also relevant to the country's priorities, particularly as local producers have been in retreat in the face of cheap Asian imports.

The CP originally also included a number of other components dealing with energy policy, cleaner production, trade capacity building and corporate social

responsibility, which were not implemented due to lack of funds. The relevance of all of these to Nigeria's PSD needs remains.

### **Efficiency**

With overall weak results in respect to funds mobilization, the efficiency of all projects, PSD ones included, has been hampered to varying extents with relatively long delays in implementation.

Of the allotments issued, the rate of financial delivery among various PSD components ranges from 50% to 95% for the period with the SPX project (UERAFO8021 & SFNIR07003) recording the lowest delivery rate around 50% and the Investors Survey project delivering around 70%. This is largely due to: a) delays in the provision of counterpart contributions, b) SPX company profiles have been slow to complete, and c) full SPX implementation is contingent on the completion of the Investors Survey.

The highest financial delivery is evident in the first phase of the Industrial Information Project (SF/NIR/05N05) at a rate of around 95% of funds delivered since its launch in 2008, while the second phase (SF/NIR/09A01) has a delivery rate close to 60% as of November 2011.

Shortage of CP funds has led to forced efficiencies in doing more with less, relying more on local expertise, and sharing resources with partners and across projects in an ad hoc rather than strategic manner. The PSD projects were therefore found to be relatively cost-effective, but shrinking budgets resulted in fewer outputs being delivered on time.

The highest efficiencies were evident in Ebonyi State where an outstanding level of national ownership and leadership has embedded UNIDO's project inputs into local programmes, blurring the line between UNIDO and government inputs, with clear efficiencies through the sharing of resources. At the same time, it is quite unclear what UNIDO financial inputs have been used for in respect to GET-IT and HP-LIFE initiatives with CENSIRT and Ebonyi State University.

The quality of UNIDO's expertise was in general found to be satisfactory by the counterparts. Institutions that had received training, be it COMFAR training for the National Investment Promotion Council, or entrepreneurship/IT training across several counterpart institutions in Abuja, Lagos and Ebonyi State, all reported good or outstanding quality.

On the other hand, use of UNIDO's scarce resources for the provision of recurrent costs such as internet connectivity and computers for counterparts like

the FMTI or MAN was found to be inefficient and riddled with unexpected delays. In principle, one would have to question the intended efficiency in having Government funds transferred to UNIDO for the recurrent costs of governmental and quasi-governmental agencies. UNIDO staff provided justifications for such involvement, largely centered on the idea of boosting access to web-based resources and industrial information. In practice, however, UNIDO did not bring much added value and the activity was rather causing delays and misunderstandings with the counterparts' internet access reportedly being down for long periods at a time. At the time of the evaluation mission, neither FMTI nor MAN had access to the internet. The latter indicates pitfalls in service delivery of an unusual kind and in areas not directly related to UNIDO's mandate or comparative advantage, particularly when there are ample private sector internet service providers available.

The above issue also concerned the concept of Business Information Centres (BICs). Given the utility of Google as a search engine for industrial and commercial information, and considering the abundance of privately run internet cafes in all major Nigerian urban centres, the efficiency of UNIDO's BIC support is questionable. During the evaluation mission, the team did not come across any fully functioning BICs whether based in private sector associations or with the public sector. Where there was such a service, as in the case of the Lagos Chamber of Commerce and Industry, Business, Education, Service and Training Unit, the BIC was run like a training centre rather than a dedicated industrial research facility or 'business clinic'.

In places where the BIC concept was more efficiently implemented, it was in conjunction with the entrepreneurship training that was covered under the GET-IT and HP-LIFE programmes. The latter, however, are geared towards a commercial approach using existing and free search engines available anywhere on line without any particular business sector focus. This was particularly the case with the Enterprise Development Centre<sup>15</sup> (EDC) in Lagos and CENSIRT in Abakaliki that concentrated on entrepreneurial skills development rather than sectoral business/industrial information services.

SMEDAN in Abuja was found to be running a fairly efficient BIC concentrating on individual support to young entrepreneurs with personalized services through a 'business clinic', though this was not related to UNIDO, which provided coordination support to SMEDAN's nascent GET-IT and HP-LIFE unit.

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<sup>15</sup> [http://edc.edu.ng/index.php?option=com\\_content&view=article&id=27&Itemid=65](http://edc.edu.ng/index.php?option=com_content&view=article&id=27&Itemid=65)

## Effectiveness

The ‘Survey of Enterprises in Selected ACP Regions’ project (EE/RAF/08043) – hereafter referred to as the ‘Investors Survey project’ is a regional project covering 19 African countries. Currently, it remains in mid-implementation across the region, approaching the achievement of Output 1, which was originally termed as the ‘2009 Investor Survey’. The project has several sub-Outputs listed in the table below. Given the status of the project, and the fact that the regional project is due for an in-depth mid-term evaluation upon the completion of the Survey, this report will concentrate on the Sub-Outputs of Output 1 related to Nigeria alone. What transpires from reviewing the terminology used in the description of the Outputs is that most of them would be better described as activities.

**Table 4: Effectiveness of Investors Survey Project**

Outputs	Status/Assessment
<b>1.1 Project teams and national capacities for data maintenance and updating</b>	A survey Implementation Committees was established, Country Team Leader selected, and a regional Conference of African Ministers of Industry approved the project by October 2008. The Nigerian Bureau of Statistics was the counterpart institution, as required by the countries laws on company surveys, and survey teams were recruited and trained. A second Team Leader was selected to divide the work that has been carried out across 7 different States working with 6 national institutions, including the NIPC and SMEDAN (Quasi-governmental) and 3 associations.
<b>1.2: Sensitization</b>	Despite good success at sensitization on a regional level, there was less evidence of any concerted effort at sensitization at the country level in Nigeria. Nor was there a national ‘Champion’ appointed for the project. Moreover, buy-in from private associations and targeted companies were found to be less than optimal. This was assessed to have been a contributing factor to delays and low response rates by targeted companies.
<b>1.3 Compilation of business directory and sampling frame</b>	Achieved, though with long delays. This was attributed to the complexity of the tasks involved in a dynamic and changing environment, and reflected an underestimation of the time and effort needed at the design stage.
<b>1.4 Data collection and quality check</b>	Ongoing. Around 60% of originally planned target of 1,000 companies successfully surveyed so far.
<b>1.5 Finalization of the Survey Report</b>	Survey Report is expected in February 2012
<b>1.6 Survey Report dissemination at the country-level</b>	Pending.

The SPX project (UE/RAF/08021 & SF/NIR/07003) is closely linked to the above Investor Survey project, and has similar Outputs and sub-Outputs for the current phase of implementation but with a smaller set of targets (4 4 SPX centers in Africa). Its target companies – local manufacturers and workshops that can cater to the needs of larger foreign and domestic companies – are more specific and smaller in number. The sample size for the SPX portion of the company surveys in Nigeria was set at 300. At the time of the evaluation mission, around 70 companies had been successfully approached, mainly in the Lagos area, with around 50 company profiles completed. Implementation of Output 2 of the project (establishment of SPX centres linked to the investment monitoring platform) was planned for the first quarter of 2012.

One of the most notable findings of the evaluation mission was the fact that both projects' survey teams had significant difficulties in accessing target companies due to transportation challenges as well as difficulties in gaining the confidence of enterprises. This was reported as a consequence of the following shortcomings in project design:

- Given the large size of Nigeria, there was a need for a comprehensive sensitization campaign to gain buy-in from local firms from the start, but funding shortages limited the scope of advocacy initiatives.
- There is an element of survey fatigue among local companies coupled with a lack of trust in surveyors who are often treated more like tax revenue surveyors than UNIDO project staff. Despite the involvement of SMEDAN, MAN and NBS, local producers do not appear to be prepared to receive surveyors.
- The private sector in Nigeria is becoming increasingly vociferous in demanding infrastructural services from the Government, and they are reluctant to provide information to surveyors when their perception is that they get little in return
- Larger companies are, in general, more reluctant to cooperate as they have less need for help with engaging in backward or forward linkages in the value chain. On the other hand, smaller companies that are on the rise are often keen to enjoy the benefits of the partnership and exchange platform, and more willing to share information
- The survey questionnaire is too long for the Nigerian context, and asks too many financial questions that many companies refuse to share. The lack of project vehicles with clearly visible UN logos Salary payments to enumerators were delayed

The UNIDO-Hewlett-Packard Cooperation for Entrepreneurship and IT Education in Africa, Asia, Latin America and Middle East (TF/INT/10004 & TF/RAF/08016 &



TF/INT/09003) consists of a series of near-identical annual projects started in 2008 with the latest project code for the 2011 phase being TF/INT/11015. The annual funding modality is a requirement of HP, and shows increasing levels of financial contributions to UNIDO since its launch in 2008 when close to USD 67,000 was raised, followed by USD 193,000 in 2009 and USD 230,000 in 2010. The 2011 project has mobilized close to USD 325,000.

This annually funded global project runs in 14 countries<sup>16</sup>, including Nigeria, where the budget is rather small. Its association with the wider entrepreneurship training in Nigeria is strategic and constitutes a useful complement.

**Table 5: Effectiveness of the UNIDO-HP Cooperation for Entrepreneurship and IT Education**

Planned results	Status/Assessment (in Nigeria)
Outcome: Alleviated poverty and raised socio-economic living standards of people, in particular young people and women who will have developed entrepreneurial and related IT skills	Despite positive feedback on enhanced income levels from a number of beneficiaries interviewed in the Ebonyi State, there is a problem of attribution in that the IT training side of the total training they had received was relatively small though highly useful. The utility of the training was related to a) marketing, b) research and business solutions, and c) networking. Without a detailed survey of beneficiaries it is not possible to make a fair assessment of the intended project Outcome. However, there were some positive signs in this area. No specific focus on gender issues was evident in the training provided.
Output 1: Strengthening the existing training center and network in Africa and Middle East	The number of training centres in Nigeria has grown steadily, and is expected to reach a total of 11 in 7 states by end 2011. In addition, the capacity and impact of training have been improved through the delivery of training in institutions that directly link the IT training to entrepreneurship training or advisory services, as is the case in CENSIRT, EDC and SMEDAN. Furthermore, the content of training has been strengthened with greater emphasis on entrepreneurial skills development under HP-LIFE as compared with GET-IT. The effectiveness of GET-IT or HP-LIFE training in traditional manufacturing associations was less evident. Further training of trainers is required in several counterpart institutions for upgrading to HP-LIFE and for preparing for the roll out of the entrepreneurship curriculum in Ebonyi State University.
Output 2: Launching the entrepreneurship education programme in Latin America	N.A.
Output 3: Promoting the entrepreneurship education programme in Asia	N.A.

<sup>16</sup> Algeria, Brazil, China, Egypt, India, Kenya, Morocco, Nigeria, Saudi Arabia, South Africa, Tunisia, Uganda & United Arab Emirates.

The project's promotional pamphlets report that thousands of jobs have been created in Lagos (especially through EDS) and Abakaliki (CENSIRT). Closer examination in the field found this level of reported impact to be exaggerated for two main reasons. Firstly, the number of those who receive GET-IT training within the above mentioned institutions is about one tenth of those who receive entrepreneurship training, while the success reported by them relates to the latter rather than the former. Any major success should therefore be attributed to entrepreneurship training rather than GET-IT. Secondly, there is no systemic and reliable monitoring system in place to confirm the success stories. What the institutions report is based on what could be described as an educated guess. It would be preferable to determine the effectiveness and impact of the training with a control group.

As an example, interviews with a group of 6 'Songhai Digital Farmers' trainees in Abakaliki showed unanimous appreciation of the one-week GET-IT training they had received in CENSIRT following their three-month long training in Songhai, Benin. GET-IT had helped them with on line networking, business solutions (using Google or other search engines) and marketing. Most of them reported some level of success with their chosen agri-business project (poultry, fish, rice and pig farms) helped by the training in Songhai and some start-up capital, both of which were provided by the Ebonyi State. However, none of them had the necessary funds for purchasing a computer, and all complained of high transportation costs and fees involved in getting to and using internet cafes in urban centres. According to the IMF, access to the internet in Nigeria rose to close to 16% of the population in 2008, up from 0.1% in year 2000. It is clear therefore that access to such services in rural areas remains far lower than the national average, as interviews with CENSIRT's trainees and a general lack of electricity supply to rural areas indicate.

In order to address the issue of high computer costs, discussions are ongoing with the Niger Delta Development Commission and Enugu State government to establish local and regional e-waste recycling facilities for the production and provision of affordable hardware and software.

The Industrial Information System and Computer Refurbishment project (SF/NIR/09A01) has no project document and therefore no formulated outputs or outcomes. The documentation available shows a close alignment with its predecessor project 'Establishment of the Nigerian Integrated Information Network' (SF/NIR/05N05), which in turn was a follow-up to an earlier initiative under CSF Phase I, which, according to a project information note, "the Industrial Information Centre (IIC) was established at the then Ministry of Industry (FMI) now Federal Ministry of Commerce and Industry (FMCI) and became operational

on 19th July 2004”<sup>17</sup>. An ‘initial project document’ dating back to 2004 and entitled “Information networking for SME development in Nigeria” provides a framework for various phases of implementation with the following project objectives:

- Strengthening the capacities of existing SMEs and facilitating SME sector development nationwide.
- Enhancing information flow within and outside the country through shared industrial and market information to facilitate production, investments, exports and access to best practices.
- Enhancing the capability of SMEs to generate the value-added products for increasing competitiveness in international markets.
- Strengthening the dissemination of information on SME policies, regulations, industrial cooperation and other vital industrial activities so as to support sourcing of new technologies and marketing activities.
- Reducing poverty by creating increased employment opportunities enhanced business activity and increased inflow of investment and technology.

The relationship between these objectives and activities carried out since is not clear, and the refurbishment project does not have a logical framework nor established indicators. However, the project progress reports have the following Outputs listed:

**Table 6: Effectiveness of the Industrial Information System and Computer Refurbishment Project**

Planned results	Status/Assessment
Outputs	
<p><b>OUTPUT 1:</b> ICT capacity building for staff of Federal Ministry of Commerce and Industry (FMCI)</p> <p>Subscription for Internet connection</p>	<p>Activities in this field date back to 2003, predating the ‘initial project document’ mentioned above. Over a hundred Ministry staff has been trained in various aspects of IT and industrial information management. However, the impact of this training is unclear after around 7 years of cooperation. The Ministry’s web site does not appear to be functional, and at the time of the evaluation mission, there was no internet connectivity. While a core group of staff remain in the unit, the hardware provided was reportedly in need of upgrading, and some of the software required for industrial research was not yet installed. Challenges identified during the evaluation mission include:</p> <ul style="list-style-type: none"> <li>- lack of Ministry funding for maintaining the centre</li> <li>- movement of some trained staff to other units or institutions</li> <li>- non-closure of older projects delaying handover of equipment and services, leading to the absence of budget allocations for their maintenance</li> </ul>

<sup>17</sup> Algeria, Brazil, China, Egypt, India, Kenya, Morocco, Nigeria, Saudi Arabia, South Africa, Tunisia, Uganda & United Arab Emirates.

<p><u>OUTPUT 2:</u> Strengthen BICs Network and Linkages</p>	<p>Three BICs have been established in Lagos in the Manufacturing Association of Nigeria, the Lagos Chamber of Commerce and Industry and the Enterprise Development Centre. Of these, the EDC's BIC is most active with a large number of young entrepreneurs trained in entrepreneurship while around 10% also opt for GET-IT training. The centre also runs business advisory services, and is in the main funded and monitored by the Central Bank of Nigeria. The LCCI has a functioning BIC, though this is run much like a free 'internet café' service for their members and ad hoc users. The line between this project output and the above mentioned HP project is rather blurred with interlinked use of equipment, repairs and training across the projects.</p>
<p>Other key activities</p>	<p>The same project has provided a substantial amount of investment feasibility analysis (COMFAR) training to a range of national institutions. COMFAR training for the NIPC dates back to 2001. Since then 18 staff have been trained in Abuja &amp; 5 ToTs in Lagos). In 2010, NIPC supported COMFAR training for Enterprise Development Centre in Lagos and FMTI in Abuja. All in all, it is estimated that over 100 people have been trained in COMFAR in Nigeria. The counterparts found COMFAR effective for larger institutions dealing with investment projects. At the level of SMEs and entrepreneurs, however, the utility of COMFAR is rather limited with several counterparts indicating the 'Key' cost as a prohibitive factor for small businesses.</p>

Repeated initiatives with the Ministry since 2003 aiming at setting up a 'Trade and Industrial Information Centre' do not seem to have been fully effective. The provided computers are old, the web site is not functioning, and the generator provided for the centre in the first phase has been vandalized. It is clear that a large portion of UNIDO inputs was spent on equipment and recurrent costs (e.g. internet subscription) without sufficient attention to technical capacity development.

Presently, the Ministry is strongly interested in setting up a virtual One-Stop Shop for SMEs and potential entrepreneurs interested in industrial and business start-up information. The relationship between UNIDO and the Ministry remains strong and the cooperation is set to grow. There is a potential for UNIDO to provide additional value added through working in a more coordinated manner with the Ministry and increasingly contributing to the achievement of its results and targets.

## **Sustainability**

Of the various interventions, support to Organized Private Sector shows strong ownership and is set to grow particularly in its lobbying and advocacy aspects in key sectors such as energy, automotive and agro-industries.

Similarly, plans for mainstreaming entrepreneurship training in the school curricula as well as in Ebonyi State University show good sustainability due to a strong commitment to these programmes' rollout and a willingness to provide funding. However, the BIC concept is unlikely to be sustainable due to competition from freely available on line search engines like Google easy access to the internet, for entrepreneurs, through private sector providers of cellular services and internet cafes.

Despite its repeated problems in showing strong results, cooperation with the FMTI is set to grow due to the high commitment and determination of counterparts to continue capacity building in research and information management.

COMFAR training shows good sustainability when targeting larger companies, but is less likely to be utilized sustainably by SMEs. Larger institutions such as investment promotion agencies, investment banks, ministries, training institutions (such as EDC) and others have a strong need for investment feasibility analyses and appreciate the COMFAR tool. However, smaller businesses and individual entrepreneurs find the 'Key' cost and the amount of training needed to properly use the tool to be prohibitive. The evaluation team did not come across any cases of entrepreneurs or SMEs utilizing COMFAR while the NIPC, EDC and the Bank of Industry are regular users of the tool.

Sustainability of other PSD related projects such as the Investors Survey project and SPX is difficult to assess. A number of counterparts, such as the NIPC felt that such surveys and services should become mainstreamed and performed regularly so as to help enhance the national knowledge base on dynamic and ever-evolving sectors. These factors bode well for the continuation of the activities. The sustainability of the SPX beyond the project period will largely depend on the actual results.

### **2.1.2. Trade Capacity Building**

Trade Capacity Building has, so far, not been a major area of intervention for UNIDO in Nigeria. There is, however, a Nigerian component of the regional West African Quality Programme (EE/RAF/07071) and Competitiveness Support and Harmonization of TBT and SPS (EE/RAF/07A17) with ECOWAS and UEMOA as

counterpart institutions. This is a large-scale programme with a budget amounting to about Euros 14 million, where evaluation is under the responsibility of the EU but unfortunately the mid-term evaluation was not conducted as planned and evaluative evidence is missing.

The Programme covers 16 diversified countries and the specific needs of Nigeria in its position as the largest country in the region and in view of its potential to play a catalytic role have not been fully considered. National interventions have focused on laboratory accreditation and enterprise certification with SON as the main Nigerian counterpart. Various implementation challenges have appeared, such as delays in procurement and in the fielding and national clearance of the national technical coordinator and other consultants, budgetary constraints as well as delays in upgrading the necessary infrastructure, the latter under the responsibility of the Government and affecting the delivery of the provided equipment.

It is expected that the West Africa Quality Programme will be extended for one year and that additional funding (about Euros 2.9 million) will be forthcoming. Indications are that roles need to be clarified and the modus operandi revisited and this concerns the UNIDO and ECOWAS cooperation as well as cooperation between ECOWAS and UEMOA. So far, UEMOA has been the main lead and signatory. ECOWAS would, however, like to see more consultation and to be more involved in the implementation of the programme. In 2009, the Programme Support Unit moved from Accra to Abuja. Possibly, the Steering Committee could be increasingly used as a management and coordination mechanism.

As already mentioned, the evaluation of this regional programme is not under the responsibility of UNIDO and the country evaluation limited its assessment to a review of progress in relation to the Nigerian component.

Indications are that the European Union will finance a national quality programme in Nigeria, with ECOWAS as executing agency and UNIDO as implementing agency. A formulation mission for this new and large-scale regional programme has been launched and it seems that the focus will continue to be on the development of quality infrastructure and upgrading of enterprises.

The Nigerian standards organization (SON) moreover, about two years ago agreed to fund a USD 2.0 million project and versed funds through the UNIDO Regional Office amounting to USD 689,000 to cover support of UNIDO for the establishment of a National Metrology Laboratory. Unfortunately the project had not been cleared by the TCB Branch and there was no project document at hand. The project has not yet started as there is still not a project document available and the project development has been delayed because of difficulties in fielding a

qualified international consultant and in reaching an agreement with SON on the scope of the mission.

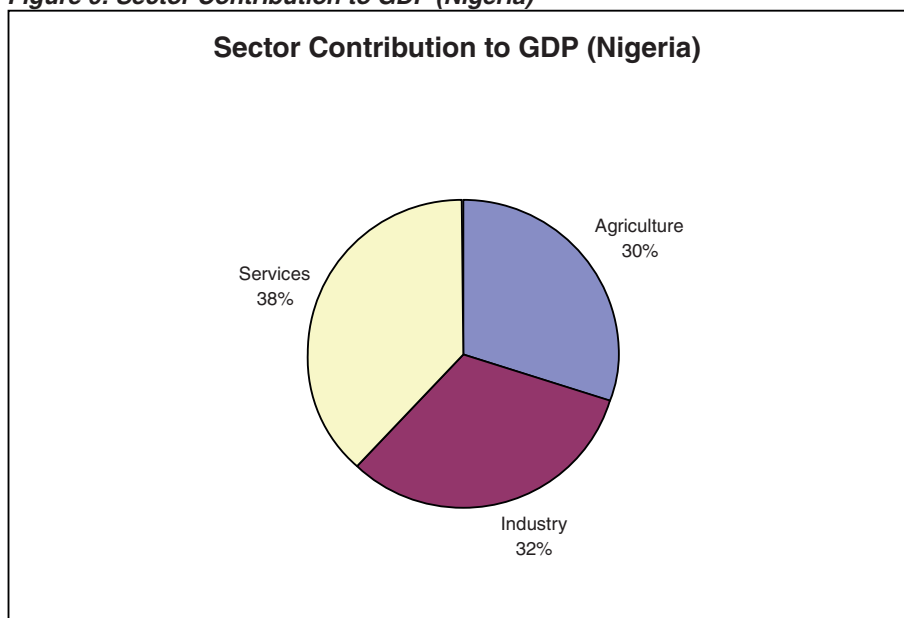
The project is expected to come under the strategic guidance of the UR and under the direct supervision of the West Africa Quality Programme Manager. The delay in launching the preparatory activities has meant that the counterpart funding has been sitting idle for about two years and there is a high level of frustration at the level of the counterpart. It should, however, be noted that the Nigerian counterpart has also not fulfilled its obligations as the building to house the laboratory has yet to be constructed. The observed weaknesses could probably have been avoided if proper procedures for project design, appraisal and approval had been followed.

### 2.1.3. Agro-Industry

#### Introduction and background

Agriculture and agro-industry are essential for Nigeria and not the least in relation to obtaining its development goals as outlined in the Vision 20:2020. Agriculture contributed approximately 30% to GDP<sup>18</sup> in 2010 and was one of the driving forces behind the economic growth experienced by the country in 2010 and recently, in the third quarter of 2011, contributed 44% to GDP.

**Figure 6: Sector Contribution to GDP (Nigeria)**

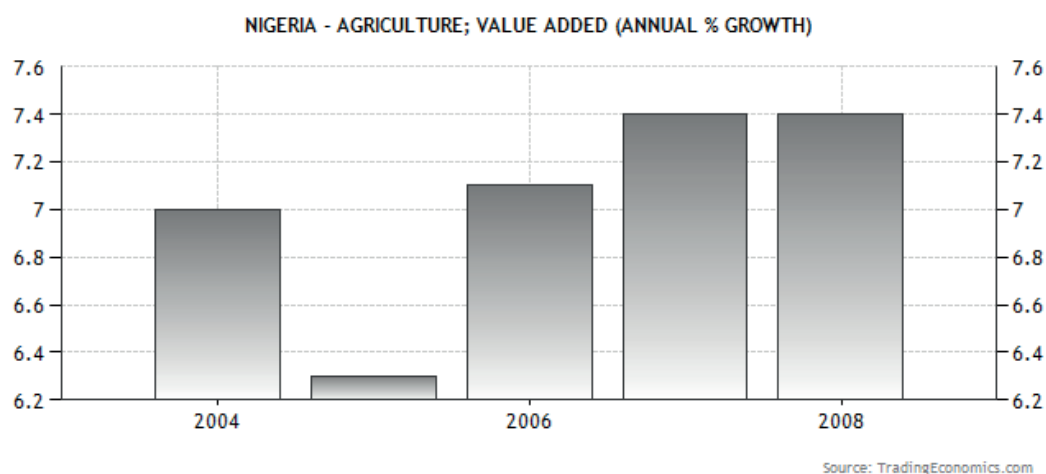


Source: CIA World Fact book as of 2010

<sup>18</sup> Economic Indicators- Nigeria, Earthtrends

In addition, the importance of agriculture to the Nigerian economy can be seen by the fact that it employs approximately 70% of the population<sup>19</sup>. This is mostly related to the processing of raw products and thus presents a good potential for value addition<sup>20</sup> and the growth of agro-industry. Nigeria is the largest producer of cassava on the continent. However, cassava is mostly consumed in the raw form and thus provides little value-added for the producers. Yet, cassava offers many possibilities for value addition including, storage for later sale, cassava flour and livestock feed. The potential for agricultural value addition and the creation of value chains is substantial from both the supply and demand side. However, as can be seen from the two graphs below, the growth of value added agriculture has been somewhat stagnant and has declined as a percentage of GDP in recent years.

**Figure 7: Annual Growth of Value Added Agriculture in Nigeria**

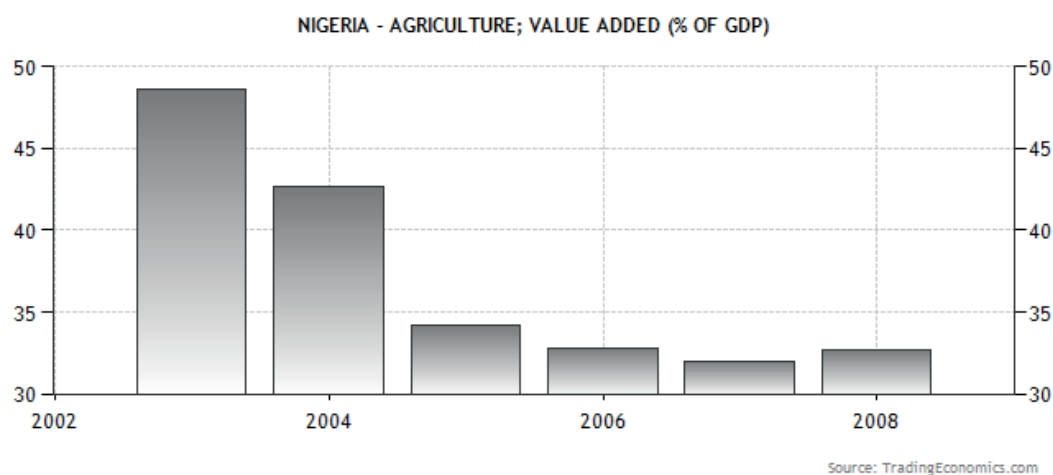


<sup>19</sup> CIA World Fact book

<sup>20</sup> Nigeria Vision 20:2020 Abridged Version, December 2010



**Figure 8: Value Added Agriculture as % of GDP in Nigeria**



Given the competence and experience of UNIDO in the area of agro-industry and agribusiness development, specifically in the development of value chains, UNIDO is well-placed to support the GON in growing and expanding the sector. Agro-industry is currently addressed as a component of the Poverty Reduction through Productive Activities theme in the UNIDO Country Programme (CP) for Nigeria. The component includes Agro-industries, Value Addition and One Village One Product (OVOP) interventions.

The overall objective of the component is to promote industrialization, rural development and economic empowerment in Nigeria by adding value to the country's abundant agro resources.

The evaluation reviewed a sample of agro-industry projects that were on-going or completed during the evaluation period of 2004 to present. Considering the importance of agro-industry to Nigeria and Nigerian development goals the agro-industry portfolio is small, only 17 per cent of the total CP portfolio. Currently, the Poverty Reduction through Productive Activities theme makes up only 27% of the total Country Programme portfolio.

Of the 110 projects which were on-going or completed during the evaluation period of 2004 to present, 19 were under the agro-industry theme. In addition, 12 pre-pipeline and pipeline agro-industry projects exist. The average budget for implemented agro-industry projects is USD 143,992. Many of the projects have been extended and information regarding total project duration was difficult to obtain. This was in part due to the overall lack of project documentation. In addition, however, many of the projects had initial phases which began in the CSF I or II and for which information was no longer available.

Of the portfolio, the evaluation reviewed 11 on-going or completed projects covering the following: leather and garment Common Facility Centre (CFC) in Aba, rice processing, salt manufacturing, oil palm processing and cassava processing. Four of these were reviewed comprehensively and the findings of the analyses are found below. As many of the projects related to the agro-industry portfolio are pipeline and have yet to be implemented some evaluation criteria, specifically effectiveness and impact were not used.

#### Common Facility Centre

(SF/NIR/01D01, SF/NIR/09B01, SF/NIR/05C05, SF/NIR/09C01):

The Common Facility Centre (CFC) in Aba, Abia State is a shared facility for the improved production and knowledge of the leather and garment clusters also located in Aba. Clusters of various sectors are numerous and well-established all over Nigeria and cluster development is promoted by the GON. Being located in close proximity to existing clusters, the Common Facility Center was to provide training and improve skills of the entrepreneurs belonging to the clusters and thus improve the production quality.

The large number of entrepreneurs working in the leather and garment clusters in Aba means that the CFC has potential to reach a significant number. However, various issues plague the project including the lack of a board or other decision making body, inappropriate staffing in both number and qualifications and a lack of committed funding.

The Common Facility Center (CFC) in Aba, is the result of multiple projects (SF/NIR/01D01, SF/NIR/09B01, SF/NIR/05C05, SF/NIR/09C01) addressing the leather and the garment/textile sectors in the region. The leather component was initiated under the project SF/NIR/01D01 entitled Assistance to the Leather Industry Cluster in Aba. It was followed by the project SF/NIR/05F05 of the same name, implemented under the Country Service Framework (CSF) II and later moved to the CP.

The garment and textile portion of the project was also implemented through projects. SF/NIR/01C01 entitled Nigerian Textile Cluster Development was followed by SF/NIR/05C05 which was implemented under the CSF II and entitled the Garment Industry Training and Support Centre in Aba. The most recent project implemented in relation to the garment and textile portion of the CFC is, S/FNIR/09C01, entitled Aba Textile Project was included in the Country Programme (CP). The budget for the CFC as a whole, including all related leather and garment/textile projects is about than USD 2.4 million. Currently, approximately Naira 5 million or approximately USD 31,000 is still outstanding

from the Nigerian Export Promotion Council (NEPC) contribution to the CFC. The funding was meant as seed money to assist the CFC in getting started.

Like the majority of projects in the Country Programme, the CFC was to be host country funded with the majority of funding coming from state and local government. However, funding for the CFC has yet to be provided.

#### Rice Processing (DG/NIR/10A06):

The project, Supporting Integrated and Comprehensive Approaches to Climate Change Adaptation in Africa- Promoting and integrated approach to adaptation in Nigeria through building the governance system, empowering children as change agents and demonstrating adaptation benefits in the agricultural sector, is a regional project led by UNDP and jointly implemented by UNDP, UNICEF and UNIDO. The UNIDO portion of the project in Nigeria – Rice Processing (DG/NIR/10A06) - addresses adaptation to climate change through the introduction of Small Hydro Power (SHP) which will be used to support agro-industry in the community. This project is related to DG/NIR/10006 which is discussed in the energy and environment section of this report. Agricultural engineering and mechanization to increase sustainable production and improve post-harvest storage and processing retail the agricultural engineering subcomponent of the UNIDO led portion of the project.

Although part of the same larger regional project, DG/NIR/10006 and DG/NIR/10A06 have been planned and are implemented independently. However, the electricity harnessed from the SHP as part of DG/NIR/10006 will eventually be used to power the rice mill being installed by DG/NIR/10A06. Until the SHP is available the rice mill will use a stand-by diesel generator.

The project is funded by the Government of Japan with funds being dispersed through a trust fund by UNDP. UNIDO was to receive USD 454,545 for the agricultural mechanization portion of the project. Land for the building of the rice mill will be provided by the Agatu Local Government Area (ALGA) located in the Obagagi village and the civil works for the project will be provided by the cooperative and ALGA. The main beneficiary is the Ehowodo Farmers Cooperative which has approximately 300 members.

#### Women's Salt Project in Ebonyi State:

UNIDO has undertaken several interventions in Nigeria related to salt processing and most recently through a project in Ebonyi State; Betterment of the Livelihoods of Women through Adoption of Improved Salt Processing Technology in Ebonyi State, which was designed and implemented under the One Village

One Product Scheme within the Agro-industry component of the Country Programme. It does not have a separate project number, project document or PAD. A concept paper serves as the foundation of the project. This concept paper lists the project goal as enhanced productivity for wealth creation and enhanced development, of women in Uburu communities of Ebonyi State, by increasing the quantity and improved quality of salt production.

The salt processing project, under the present CP, began in March of 2009 and was completed in March of 2010. It was funded primarily by the Japanese Government through their Grant Assistance to Grassroots Human Security Project (GGP) programme. The total cost of the project was USD 91,633. The Government of Japan provided USD 87,939 with the remaining USD 10,720 to off-set the cost of the equipment being funded by UNIDO.

The three sites located in Ebonyi State are the communities of Uburu, Okposi and Idembia Ezza. Each site is located next to a salt source, either a small pond or lake. Each site also serves between 4 and 5 cooperatives with each cooperative representing approximately 45 members. UNIDO was originally involved with these communities in 2002 through the procurement and provision of solar stills for solar crystallization of the salt as part of project Productivity and Profitability Improvement of Five Salt Manufacturing Communities in Uburu Salt Lake in Ebonyi State using Solar Energy (TF/NIR/04004). This project also attempted to improve the traditional processes used for salt processing by eliminating firewood and using solar technology. The solar technology proved to be too slow and only able to be used seasonally. The process was abandoned by the cooperatives in favour of their prior methods.

#### Oil Palm (SF/NIR/09F01):

The regional project improving the Income Generating Potential of the Oil Palm in West and Central Africa is made up of four separate projects. FC/RAF/09032 YA/RAF/10004 is financed by the Common Fund for Commodities (CFC). SF/NIR/09F01 is the Nigerian portion of the project, self-financed by the Government of Nigeria and project SF/CMR/09004 is the Cameroon portion of the project self-financed by the Government of Cameroon. The planned contributions were as follows: CFC USD 2.6million; UNIDO USD 300,000; Nigeria USD 500,000 and Cameroon USD 800,000. The long term objective of the project is to promote the development of a sustainable oil palm sector for income generation and poverty alleviation in the West and Central African Region. The project aims to accomplish this by introducing technologies and equipment to promote competitive raw material production, effective and efficient palm oil processing and oil palm by-product utilization.

There will be pilot activities at two sites in Nigeria. The first site in Akwa Ibom state will include the refurbishment of an oil palm processing facility donated by the local government and not currently in use. The site will include a palm oil pilot processing centre, a nursery and a model farm of oil palm will be established within the same geographical area.

The second site in Ondo state is located on land, within an oil palm cluster, which has been donated by the local government. The project will construct an oil palm processing facility, an oil palm seedling nursery as well as a pilot oil palm farm.

Both sites were visited, inspected and the cooperatives assessed on their ability to support the project. Following these visits both sites were approved. A third site in Imo State is currently being considered.

### **Relevance and Ownership**

Despite the small portfolio, the projects, both implemented and in the pipeline, are relevant to Nigeria. This component is consistent with and supportive of the needs and priorities of the country and key government policies and specifically the Vision 20:2020 and the more recent Transformation Agenda which incorporates agro-industry, agro-processing and agribusiness in their strategies to achieve development goals. The Vision 20:2020 plan includes a specific strategy to stimulate the manufacturing sector and to strengthen its linkages to agriculture. Nigeria specifically plans to transform the agricultural sector through increases in yield/productivity and the production of the required raw materials for value addition leading to the export of processed agricultural products.

To accomplish this, the Vision 20:2020 prioritized several manufacturing sub-sectors to be developed for export in the short and medium term. This prioritization was based on the availability and potential of markets, availability of raw materials, technology, manpower and profitability of the sub-sector. Within these specific sub-sectors, high priority was given to the following two sub-sectors: food, beverages and tobacco; and textiles and leather products with the GON explicitly targeting several products for manufacturing, processing, value-addition and export, including: rice, ready-to-wear garments and leather products. These products are all represented within the UNIDO agro-industry portfolio.

In addition to export, there is a large untapped domestic and regional market for the identified processed agricultural products (cassava, oil palm, rice, leather). Through its development agenda the GON also aims to reduce the volume of value-added imports and meet domestic needs through sectoral specialization in specific regions.

The importance of agro-industry was also given renewed focus during the 3ADI Conference held in Abuja in March 2010. During the consultative meeting for the conference, there was agreement with the FMTI to align 3ADI with government initiatives, to support specific commodities and to concentrate efforts on production, agro industry, markets and trade, services and private investment. UNIDO continues to lead the coordination of the 3ADI in Nigeria and is responsible for negotiations and collaboration with the FMTI including work on the Nigerian Agribusiness and Agro-Industry Development Initiative (NAADI) with the aim to support the efforts of the Government of Nigeria in developing the agribusiness and agro-industries sectors.

Activities related to 3ADI also include the identification of value chains for development and UNIDO was specifically identified to address industry and marketing. The assessment of potential value chains found cassava, rice and cereals to be interesting. UNIDO currently has on-going projects in both cassava and rice.

The agro-industry portfolio has experienced active participation of all stakeholders in the design and implementation of the individual projects. However, participation in steering committees and the materialization of counterpart inputs have not developed as expected. Due to this actual ownership must be questioned, in particular in the case of the CFC and the Ebonyi Salt Project.

The individual projects and the CFC, as a whole, have strong relevance to both the community and the development goals of the country as well as being well aligned with the UNIDO mandate and thematic priorities. The Government of Nigeria is interested in the development of industrial parks and/or enterprise zones. UNIDO has vast experience in cluster development, including within leather and textile sectors and has successfully implemented CFCs in several countries. To this end, the further development of clusters and Common Facility Centers is quite relevant to the overall development goal for the country and the work of UNIDO.

Aba is home to several clusters including large leather and garment/textile clusters. As of the start of the project in 2001 there were approximately 55,400 entrepreneurs working in the various zones of the leather cluster and production of footwear and other leather goods for the clusters was approximately 75,000 pieces. However, very few entrepreneurs were equipped with machinery and the capacity to develop and implement new and fashionable designs was very limited.

The Government of Nigeria has identified the garment industry as an area of focus within the manufacturing sector in order to increase employment, contribute to the national economy and enhance export. The textile and garment sector in Nigeria faces many challenges including competition from illegal imports and absence of market demand due to poor product quality and an abundance of second hand garments. To address this, SF/NIR/05C05, Nigerian Textile Cluster Development, produced a technical report on the textile and garment industry sector in Nigeria, which included a revitalization plan complete with a blue print and action plans. Given the difficulties for the textile and garment sectors it will be imperative that the action plans be implemented in order for the CFC to remain relevant to a potentially shrinking industry.

Despite the clear relevance of the CFC, ownership has been problematic and affected the success of the project. The failure of the materialization of funding and the failure of counterparts to meet obligations are examples of this. In addition, difficulty in obtaining support and active participation from the garment and leather associations are other indications of declining ownership.

Many of the ownership issues on the part of the association and individual entrepreneurs can be attributed to the lack of success in moving the project forward and addressing specific problems in relation to the CFC. However, the few technical staff currently working in the CFC are dedicated and have been actively proposing solutions and action plans to tackle the problems faced by the centre.

The rice processing project has targeted Benue State and specifically the Obagagi village for implementation of the project. The project is to provide a small scale pilot rice processing plant including storage facilities. The project will also introduce advanced technologies and mechanization to increase production and reduce post harvest losses.

Benue state is one of the largest rice producing states in Nigeria. Additionally, the Agatu Local Government Area (ALGA), which includes the project site of Obagagi Village, is a major rice producing area and produces approximately 10% of the total rice production in Benue State. Despite this, they are unable to meet the production capacity of the proposed mill. FAO, in collaboration with UNIDO, are to work with the farmers on introducing higher yield rice varieties, new planting processes and new agronomy practices.

Currently, with the exception of a few families, there is no opportunity for value addition and many farmers do not have access to processing equipment and sell their rice in an unprocessed, raw form. In addition, they do not have access to storage facilities. With the installation of storage and improved processing

facilities managed by the farmers' cooperative, it is expected that members will be able to upgrade their rice, improve the quality and make use of by-products such as rice bran, which have a high market demand.

Much of the rice processing occurring in Nigeria includes parboiling with firewood. As an additional benefit relevant to the country and the individual beneficiaries, the introduction of improved rice processing equipment and techniques, including SHP will eliminate the use of firewood in the processing of rice.

The relevance of the salt project is also quite high. The project aims to improve the income and livelihoods of salt processing women and their families. Ebonyi State is referred to as "the salt of the nation" due to the large salt deposits in Okposi and the Uburu Salt Lakes. Salt manufacturing is the primary occupation and represents the sole source of income for many women in the area. The traditional method of salt manufacturing involves an exceptionally laborious and time-consuming process beginning with hauling brine from the source to the women's homes and collecting firewood to heat the brine. The process is rudimentary and produces low-quality salt that is not iodized and thus has little value in the local market.

In addition, the project is relevant to the state and national objectives of reducing poverty and increasing agro-industry. The Ebonyi Salt project has had active participation in the initial planning of the project by all stakeholders, including the cooperatives. It is not clear whether participation by stakeholders continued throughout the project, specifically with the final design of the processing equipment. The dissatisfaction of the women and the communities with the current status of the project could negatively influence ownership of the project.

Finally, the Oil Palm project was found to be extremely relevant to the communities as well as the national development goals of Nigeria. Until the 1960s Africa contributed the majority of oil palm production in the world. Oil palm production has since declined significantly. Current processing techniques are rudimentary and the quality of the palm is low. The project is to improve the technologies available to the farmers and the overall quality of the final product. GON has identified oil palm as a focus commodity and the project will work in cooperation with the Presidential Initiative on Palm Oil.

### **Efficiency**

Project design and implementation of the agro-industry subcomponent has been piece meal and the component as a whole lacks a clear strategy. Delays in project implementation due to coordination difficulties and outstanding counterpart contributions including funding have plagued the efficiency of



individual projects and the component as a whole. Although the majority of the projects are currently on-going, all projects reviewed faced delays in initiation and implementation.

The efficiency of the CFC has suffered due to a lack of clarity of focus for the CFC. The CFC, specifically in regards to the garment segment of the project, was to address training needs of the entrepreneurs. However, the focus of the CFC has evolved into one of direct production. This ambiguity meant that equipment needs have been assessed multiple times and new equipment requested. None of the leather projects related to the CFC are currently on-going. Therefore the equipment needed for the CFC to initiate commercial leather related production will not be provided as part of these projects. The garment portion of the project is currently reviewing equipment needs. However, the current state of the CFC and low usage of the CFC by garment entrepreneurs will need to be reviewed prior to the procurement of additional equipment.

Moreover, the CFC is currently located outside of both the garment and leather clusters. Although, this is sub-optimal in general, as a training center it would be less problematic and entrepreneurs would only periodically need to arrange for transportation to the centre. As a production centre, transportation between the CFC and the clusters will be a recurrent issue.

The absence of staff with appropriate technical qualifications has also been a constraint and has affected the operation of the CFC. The assignment and payment of staff of the CFC is under the responsibility of the Abia State Government. Although a detailed request for specific technical staff was submitted by the CFC Manager, the majority of staff provided to the CFC by Abia State is administrative. On a positive note, the current CFC manager is very experienced and dedicated. In addition, from the large number of administrative staff provided by Abia State, a core group of four technical leather experts are also employed for the benefit of the CFC. However, currently there are no garment or textile experts employed at the CFC.

Finally, although regular reports were provided by the CFC manager and there appear to have been communication between headquarters (HQ) staff, RO staff and CFC staff, there does not seem to have been active involvement of the UNIDO staff in decision making or problem solving.

The rice processing project initially faced some difficulties and delays in implementation and started one year behind schedule. This delay was due to late receipt of funding from UNDP. A one year project extension has recently been approved and the project appears to be on track to complete project activities and outputs on time.

Project activities and outputs, which have been completed thus far; including the technical report provided by an international expert in rice processing and the assessment of agricultural mechanization in the area, have been beneficial and executed in a cost effective manner.

Currently, the project is in the process of reviewing bids for the rice processing equipment. Funds left after procuring this equipment will be used to purchase additional equipment, such as tractors, in order to further address agricultural mechanization.

The project budget for the salt project was small but with the potential to have high impact and thus created the opportunity for immense cost-effectiveness. However, the efficiency of the project is low as the installed equipment is not being used nor have the traditional processes been improved. Two sites, Uburu and Idembia Ezza, were abandoned due to the extensive processing times required with the new equipment and the difficulty in collecting firewood and hauling the brine. One site, Okposi, has never been used due to a collapsed foundation that rendered the equipment unusable. The original Salt Project in Ebonyi State, project TF/NIR/04004, addressed the use of firewood in salt processing. This was a significant benefit to the women and provided a needed improvement in the processing of salt. Unfortunately, the new equipment did not address this issue and still requires the use of firewood.

The project aimed to promote indigenous technologies and worked with the Raw Materials Research and Development Council (RMRDC) and the Federal Polytechnic, Nasarawa State to develop and fabricate equipment that would mimic but improve the traditional local processing method. The equipment was developed by the Polytechnic and subsequently tested and endorsed by the cooperatives. Following the approval by the cooperatives an agreement to fabricate three units for Ebonyi state was reached. However, prior to fabrication the design was changed to include the production of distilled water. It is unclear why this change was introduced. It is also unclear whether market studies for the distilled water or feasibility studies for the project were conducted. The evaluation team learned that the decision to include distilled water was based on a technical study but was not provided a copy. What is clear at this point is that the women are not using the current equipment due to the increase in processing time since the addition of the distilled water functionality. The project has not been a benefit to the communities identified.

## **Effectiveness**

As this evaluation is serving as a mid-term evaluation of the Country Programme, it is expected that some results in relation to the portfolio have been achieved. However, this is difficult to ascertain for several reasons. The first difficulty in determining the effectiveness of the portfolio is the weak logical framework for projects in the agro-industry component. The objectives and outcomes outlined are overly ambitious and do not provide a baseline or targets. It is also not clear that data for the performance indicators included for this component of the CP are being collected regularly and are actually available for review and analysis. The outcomes and indicators reported in CP progress reports are not those included in the CP document, listed below. Moreover, the performance indicators are not SMART (Specific, Measurable, Achievable, Realistic, Time-bound) and were difficult to verify. Therefore, it was problematic to determine whether the outcomes and objectives of the component had been met and whether the results could be attributed to UNIDO's interventions.

Below is the logical framework for the agro-industry portfolio, as included in the Nigeria CP document. A column for "results achieved/status" has been added to assess the current status of the project regarding achievement of outcomes using the information available to the evaluation team.

Component A2: Agro-Industries, Value Addition and One Village One Product (OVOP)			
Component Objective: To fast-track Nigeria's industrialization by adding value to the abundant agro and non-agro resources for rural development and economic empowerment			
Sub-Component	Outcomes	Performance Indicators	Results Achieved/Current Status
A2.1 Promotion of Agro-Industries through preservation, processing and packaging	<p>Post harvest losses of agricultural products reduced</p> <p>Increased income of farmers and employment generation at farm and enterprise levels</p> <p>Growth of agro-industrial subsector</p>	<p>Increase quantity of processed agricultural products</p> <p>Share of agro-industrial products in GDP</p> <p>Number of farmers living under poverty line</p> <p>Number of agro-processing industries in the country</p>	<p>Not possible to assess status as baseline data is not available and regular monitoring data has not been collected. Although the outcome includes indicators it fails to identify quantitative targets. Without targets it is not possible determine if the outcome has been achieved or if progress has been made toward the outcome. In addition, it is difficult to attribute any change in the performance indicators to specific UNIDO interventions</p>
A2.2: Increasing Industrial Production through the Value Addition Strategy	<p>Nigerian economy export selected manufactured products</p> <p>Manufactured value added (MVA) increased</p> <p>Capacity of small and medium enterprises (SMEs) for value addition strengthened</p> <p>Increased and improved infrastructure (e.g. Common Facility Centre) for sector specific manufacturers established</p>	<p>Reduction in trade deficit</p> <p>Amount of foreign exchange earnings from manufacturing exports</p> <p>Number of Common Facility Centres (CFCs) for specific product development</p> <p>Number of entrepreneurs patronizing the services of the CFCs</p> <p>Increase utilization of local raw materials</p>	<p>It is difficult to attribute any change in the performance indicators related to trade deficit and foreign exchange earnings to specific UNIDO interventions</p> <p>One CFC in Aba has been constructed and is in use to some degree. A second CFC in Kano will be under construction soon.</p> <p>No baseline data available for comparison. However, the CFC Aba has 14 entrepreneurs operating at less than 20% capacity as reported in December 2010.</p> <p>Data regarding utilization of raw materials is not available</p>
A2.3 Promoting Rural Industrialization through the OVOP Scheme	<p>Nigerian public is sensitized to the OVOP scheme for rural industrialization</p> <p>Capacity of local communities to generate</p>	<p>Number of communities implementing the OVOP scheme in the country</p> <p>Availability of agreements between</p>	<p>No communities are actively implementing OVOP scheme. 3 communities were identified for OVOP through the Salt project but none of these communities are actively</p>

	<p>employment, create wealth and improve standard of living developed</p> <p>Capacity of local communities to be self-reliant strengthened</p> <p>Rural-urban drift stemmed</p>	<p>Federal, State and local governments and development partners on the OVOP Scheme</p> <p>Reduction in youth restiveness in crisis-prone communities</p> <p>Improvement in the quality of products produced in the communities</p> <p>Increased visibility of local products making the export list</p> <p>Number of rural dwellers living above the poverty line in selected communities</p>	<p>using the supplied equipment.</p> <p>An agreement with the Government of Japan is in place for the development of indigenous technologies for cassava flour production.</p> <p>An assessment of the Mango subsector in Oyo State was completed under the OVOP scheme. However, a project based on this assessment has yet to be developed.</p> <p>At the closing of the salt project the quality of the salt produced by the women had not been improved as they were not using the equipment</p> <p>No products from the OVOP scheme are being exported</p> <p>Information regarding rural dwellers living in poverty is not available</p>
Development of Agro-Machinery Industrial System (AMIS)	<p>Indigenous equipment fabricators are kept abreast of best practices in agro-industrial equipment development</p> <p>Standardization of agro-machinery</p> <p>Business opportunities within the (AMIS) value chain created</p> <p>Local fabricators' capacity to develop efficient agro-processing equipment strengthened</p>	<p>Number of requests to UNIDO from local fabricators for collaboration and support on agro-processing equipment development</p> <p>Increase in the number of locally developed efficient agro-processing equipment</p> <p>Number of trained technical personnel</p> <p>Increased demand (local and international) for locally produced agro-processed products</p>	<p>Currently there are no projects implemented within this subcomponent</p>

In summary, the logframe completed for the CP is not reflective of the interventions implemented under the CP. Based solely on the outcomes and indicators it is not possible to determine which projects can be expected to achieve foreseen results.

The visibility of results is further hampered by the fact that many of the projects in the portfolio are in the early stages of implementation and effectiveness is not yet able to be determined. As to the oil palm and rice projects, some activities have been completed and procurement of equipment has been initiated. These recent developments in both projects are expected to put the projects on track to achieve outputs and outcomes.

### Common Facility Centre: Leather

The leather projects under the CFC are completed and a final self evaluation report has been issued. The projects were expected to achieve one objective and five outputs as identified in the project document for SFNIR01D01, which is inclusive of the leather portion of the CFC, are outlined in the table below. The project document does not address outcomes. The main output; the physical infrastructure has been successfully completed. The CFC building is well designed and built and appropriate for the functions of the CFC. The remaining four outputs have been achieved to varying degrees. The specific achievements in relation to each output are outlined below.

Development Objective: to establish a Common Facility Centre adequately equipped and furnished to provide training and in house demonstration of enhanced production technologies for the large numbers of footwear and leather goods manufacturers located primarily in Aba and assist them in to increase their contribution in further development of the leather industry sector in Nigeria.	
<b>Immediate Objective:</b> Improve performance (product range, quality and productivity) of footwear and other leather products manufactured by small-scale entrepreneurs of the Aba leather industry sector of Nigeria.	
Expected Outputs:	Results Achieved/Current Status
Infrastructure of the Common Facility Centre (CFC)	The Common Facility Centre (CFC) has been constructed and is in use.
Set of equipment and tools required for servicing the selected cluster	An assessment of equipment needs was completed and equipment supplied for the CFC. Some of the equipment is currently not functioning and no maintenance process in place. In addition, it has been reported that the facility lacks specific equipment to make the CFC competitive and that is required for commercial production.
Trained local personnel capable of operating the CFC	The lack of qualified staff has been a hindrance in the success of the CFC. Although some staff seconded from the Abia State Government have received training, there are not enough staff with the specific technical skills necessary for working with the entrepreneurs or administrative skills to ensure internal controls and transparency in accounting and administration.
Capacity to assist local cluster in pattern engineering and size grading	The CFC has trained staff available to assist entrepreneurs in design and pattern engineering. However, at present, the software necessary for the designing section has not been installed.
Enhanced NASMSLAPI (functions, services, management, etc)	The CFC has organized several trainings in both technical skills related to leather work and management training. In addition, entrepreneurs from the CFC have participated in a government sponsored exhibition. The CFC has also supported several missions of local and international experts and one mission for CFC staff and entrepreneurs to the CFC in Kenya. The association is well organized and able to promote the CFC among members and beneficiaries. However, the association does not have the financial or technical capacity to take over and manage their CFC on their own.

In regards to the immediate objective, it is difficult to determine whether this has been achieved or not. The entrepreneurs now have access to equipment that was previously unavailable. In addition, several resident entrepreneurs have obtained contracts for large orders of school uniform shoes and military boots. During an exhibition in which the CFC was able to promote their products, entrepreneurs made contact with potential distributors. However, the achievement of the immediate objective of improving performance in terms of quality, product range and productivity, is not obvious. As all necessary equipment for production is not available or functional many of the entrepreneurs continue to use previous methods, which in many cases is manual. Without the ability to access the necessary equipment for mass production of leather goods from start to finish, it will be difficult for the entrepreneurs to improve their performance enough to compete commercially.

### Common Facility Centre: Garment

The garment portion of the project is expected to be completed in December 2012. It is currently more than half-way through. The logical framework for SF/NIR/05C05 which addresses the garment portion of the project includes three immediate objectives and four associated outputs. The table below outlines the progress achieved thus far in the project.

Development Objective: Reduction of poverty and improved livelihoods through enhanced capacity of micro and small-scale operators in selected sectors to access markets with products of adequate quality	
Immediate Objective 1: Creation of a coordination and implementation framework to steer and implement the project Immediate Objective 2: Establishment of institutional mechanisms for training of the CFC staff and the installation of equipment. Training the staff/trainers and up-grading existing entrepreneurs technical and management skills in ready-made garment sector. Immediate Objective 3: To improve the capacity of support institutions and to provide services in entrepreneurial , technical and management training	
Output:	Results Achieved/Current Status
1.1 Implementation arrangements and coordination framework	Three of the seven activities associated with this output have been completed. These include the allocation and equipment of offices for CFC. In addition, the project employed a garment production expert for 1.5 months in the Spring of 2010. However, the other four activities have not been completed. The steering committee, as outlined in the project document, has yet to be organized and officials have not been appointed to assist with the coordination of the CFC.
2.1 Institutional mechanism for training of (TtTs) created and its capacity strengthened.	One pilot training for entrepreneurs has been completed. Currently, many of the machines necessary for training are not working and skilled staff to demonstrate them is not available. A training plan and curriculum is also outstanding. The CFC is in negotiations with organizations and schools to determine the feasibility of identifying training partners.
2.2 Strengthened institutional network: a network among enterprises, support institutions and raw material suppliers.	At the time of evaluation activities supporting this output had not been undertaken. This output is also hampered by the lack of buy-in and ownership of many entrepreneurs.
3.1 Tailor-made training programmes for entrepreneurs (200-400) and trainers of partner institutions (100)	Some training has taken place, including the training of 42 garment entrepreneurs at the NEPC/AGOA training center in Lagos. However, the CFC does not currently have the physical space or technical capacity to provide trainings for entrepreneurs.

As mentioned earlier, one result of the garment project was an analysis of the garment and textile sector in Nigeria which included an action plan for revitalizing the sector. The government has taken several steps using the garment and textile assessment produced under SF/NIR/05C05 in order to strengthen the textile sector. In the meantime, several entrepreneurs have been successful in obtaining contracts for uniforms, both government and school uniforms. This market as well as for higher end garments, such as suits do not face the same competition from foreign imports and smuggled goods and have the potential to be profitable for the entrepreneurs.

### Women's Salt Project:

The salt project has been completed and thus the effectiveness can be assessed. Although this project does not have a project document, a concept note was prepared for the project and the objectives, outcomes and outputs associated with the project are included in the table below. The table also addresses the current status of each of the outputs and outcomes.

Objectives:	
I. Develop the capacity of the women around the salt lake communities of Ebonyi State through the use of modern technologies for salt processing;	
II. Promote public-private partnership in a modified OVOP scheme for salt production, processing and marketing; and	
III. Facilitate women salt producers' access to improved funding for their business.	
Outcome:	Results Achieved/Current Status
i. Enhance productivity of women salt producers around the salt lake communities	Productivity has not improved
ii. Employment generation for inhabitants of the salt lake communities	The project has not led to increased employment for the communities
iii. Wealth creation opportunity identified among women and men in the communities	The women along with the state government have identified several potential markets for salt, including use in animal feed and export for snow removal. Both of these opportunities are not affected by the lack of iodization. However, currently, the women are not able to meet the demand these opportunities would create.
iv. Poverty reduction in individual and community life	Poverty reduction has not occurred due to the project
v. Improved revenue for Ebonyi State and the Nigerian economy through foreign exchange earnings	Currently salt produced by the women's cooperative is being sold on the local market and there are no foreign exchange earnings.
Output:	
i. An organized productive community of salt producers and marketers	The women's cooperatives are strong and well-organized. They have well-established systems in place for use of the equipment and access to the salt ponds/lake.
ii. An established gender responsive and modern facility for salt processing	The facility provided for salt processing is not gender responsive. The use of firewood means that the women must collect or purchase firewood. The women must also climb a flight of stairs with the buckets of brine to pour the brine into the still. This is very difficult and laborious work.
iii. Increased output and improved quality of salt.	The equipment provided at each site does improve the quality of the salt. However, the slow processing time precludes the women from using the salt and thus quantity and quality have not been improved.



In terms of results, it should be emphasized that despite some repetition between the outcomes and outputs of the project in the logical framework, the overall goal of the project as outlined in the concept paper was to enhance the productivity for wealth creation and enhanced economic development of women in Uburu communities of Ebonyi State by increasing the quantity and improved quality of salt production. This has not been achieved.

The women cooperatives were provided with new equipment for salt production but this equipment is not being used as it does not meet their needs. The result is that the equipment, which was the main component of the project, did not lead to the outcomes or overall objective identified in the project.

### **Sustainability**

Sustainability is problematic for the majority of projects in the portfolio due to the absence of financial, technical and organizational sustainability. In general, projects within the agro-industry sub-component, lacked clear sustainability and handover strategies. Many of the projects, including the CFC, included a handover to beneficiaries as the sustainability plan. Yet, in most cases the beneficiaries and/or other stakeholders do not have the financial or technical capacity to take over and manage the projects.

Ownership has also affected sustainability of projects, specifically the CFC. This is in part due to the fact that despite involvement in the initial design and planning of projects, many of the projects lack decision-making bodies, such as boards or steering committees, that maintain the relationships with stakeholders and ensures that the project remains relevant.

In addition, discussion and cooperation with relevant partners have been good but collaboration on specific projects has been weak. During interviews, the evaluation team met with many agencies and departments that are interested in developing projects with UNIDO. In many cases, such as with the RMRDC and the Ministry of Agriculture, specific proposals have been submitted to UNIDO but have not been followed up on. Collaboration on specific projects with these agencies can assist to promote ownership and also ensure that the whole value chain is being addressed and thus improve the sustainability of projects. The benefit of this can be seen through the collaboration with FAO in the Benue State rice project. Additionally, collaboration with the energy and environment portfolio could greatly increase the sustainability of many projects. As described in the energy and environment section of this report, alternative energy generation for productive uses, including from agro-waste, is vital for agro-industry.

### Common Facility Centre

The sustainability of the CFC at this point is questionable. Without clear support and movement towards implementing many of the recommendations outlined in various reports and work plans the CFC is likely to collapse.

The CFC is currently receiving financial support in the form of staff from Abia State and the payment of the CFC manager is covered by UNIDO. Seed money and additional funding to support the project has not been provided. The CFC has sustained operations through income generated. This income allows only for basic operations and does not provide for re-investing in the facility. Entrepreneurs have had some success in obtaining contracts with schools, the GON and various private contractors. However, many are hesitant to use the services of the CFC because it requires travel between the cluster and the CFC to complete the products. This involves additional costs and time for the entrepreneurs. Income generated by the CFC is low because it does not offer starting to finish production facilities, which is deemed necessary for competitiveness.

Sustainability of the project could also be affected by loss of staff. Lack of progress to implement work plans and recommendations has created low morale among the few experienced and dedicated staff members of the CFC. Loss of these few staff would be detrimental to the long-term success of the CFC. The fact that the CFC has only a limited number of staff that are knowledgeable and experienced in leather production and no staff knowledgeable and experienced in garment production is a concern.

### Rice

The project is still in an early stage. In spite of this, the sustainability of the project may be enhanced by the cooperation with FAO to improve production and yield. Collaboration with FAO on crop production and yield should assist in ensuring that the beneficiaries are able to provide enough rice to make the rice mill profitable.

All stakeholders appear to be aware of the importance of ownership and management. Although neither a board nor exit strategy exist as of yet, measures are in place to advance on this. The cooperative which will eventually take over the management of the centre are involved and active in decision making, including the selection of the centre manager. This is likely to promote ownership and ideally lead to greater sustainability.

### Women's Salt Project

The sustainability of the project is weak. The women are not using the equipment and this is a major issue but the cooperatives involved in the project are strong, well-organized and motivated. In addition, there is strong ownership by the local and state governments and communities. However, without functioning equipment, the project will not be sustained and the women will continue to process salt in the traditional manner. Several risks to the success and sustainability of the project were identified in the original concept note. However, it is not clear that mitigation strategies were developed to address these risks.

The solar method implemented with the previous salt project (TF/NIR/04004) addressed the problematic use of firewood in the traditional process but proved to be ineffective due to low productivity and only seasonal use. Unfortunately, rather than incorporate the removal of firewood into the new project, the project re-instituted the use of firewood in the process which reduces the chances for environmental sustainability. This project offers a good opportunity for engaging the energy portfolio. Use of agro-waste for fuel, rather than firewood, would very likely increase the sustainability of the project. In fact, the cooperatives have been in discussions with the RMRDC regarding the use of alternative fuel for use in the salt processing.

### Oil Palm

The project is only in the beginning phase and sustainability cannot be determined. However, many of the processes which lead to sustainability such as feasibility studies and active participation of counterparts are in place.

### **Impact**

Of the projects reviewed for this sub-component, only two have been completed. Due to this it is difficult to assess actual impact of the portfolio. However, both of the completed projects, the project for Betterment of the Livelihoods of Women through Adoption of Improved Salt Processing Technology in Ebonyi State and the Assistance to the Leather Industry Cluster in Aba, had the potential to have great impact on the communities and beneficiaries involved. These projects were meant to improve product quality and thus increase the income generation potential for the beneficiaries. Both projects also had large numbers of potential beneficiaries. The expected impact has not materialized as of yet.

## **2.1.4. Energy and Environment**

### **Introduction**

The energy and environment theme of the Country Programme (CP) has two components. Component C.1 is renewable energy for productive uses and industrial energy efficiency. The component objective is building national capacities for the development of renewable energy resources for energy production, power generation and sustainable energy management. There are four sub-components—biomass, small hydro power, solar power and industrial energy efficiency.

Component C.2 is environment and its objective is strengthening national capabilities in industrial and urban pollution control and waste management, industrial productivity and profitability improvement through conservation of resources and implementation of multilateral environmental agreements. There are five sub-components—pollution control; waste management and transfer of environmentally sound technology; capacity building and development of framework for sustainable integrated municipal waste management; mitigating the impact of climate change and strengthening capacities to benefit from the Clean Development Mechanism of the Kyoto Protocol; enabling activities for the early implementation of the Stockholm Convention on Persistent Organic Pollutants (POPs); and implementation of the Montreal Protocol for the phase-out of Ozone Depleting Substances (ODS).

This evaluation focuses primarily on on-going and recently completed projects under the energy component because under the environment component there are only pipeline projects outside of those projects funded by the Multilateral Fund for the Implementation of the Montreal Protocol and the Global Environment Facility. Instead, in the environmental field, this evaluation briefly describes and then comments on pipeline projects for which Summary Service Sheets have been prepared and reviews the status of projects funded by the Multilateral Fund and the Global Environment Facility – one national project under the regional Guinea Current Large Scale Marine Ecosystem project and the regional project on Persistent Organic Pollutants (POPs) contaminated site identification and remediation in Nigeria and Ghana.

## **ENERGY**

### **Background**

In Nigeria, only 40% of the total population, the majority living in urban areas, has access to electricity. Less than 20% of the rural households have access to

electricity. The electricity that is being supplied is unreliable and of inferior quality for the end users due to frequent breakdowns and grid failures.

Most manufacturing establishments are not connected to the national grid and those connected receive electricity only for a few hours per day. Hence, most establishments depend on their own backup diesel generators for their electricity needs. Due to diesel usage, the electricity costs for industries are very high resulting in increased production costs affecting their competitiveness. Roughly speaking the cost per kWh of diesel generated electricity is about double the cost of electricity provided by the national grid. This limits the growth of industry and hinders the overall development of the country. In addition to poor service, just getting access to the electricity is challenging compared to most other countries. Nigeria ranks 177 out of 183 based on the difficulty of electricity access in terms of time, number of procedures and costs, according to the most recent "Doing Business 2012" (IFC, 2011).

Presently, the electricity demand in Nigeria is over 15,000 MW whereas the installed capacity is around 6,000 MW and the actual generation is only between 3,600 MW and 4,000 MW. This large gap is being met by using individual diesel generating sets installed by the industrial and commercial sectors and also by a few households.

There are a large number of identified Small Hydro Power (SHP) sites, approximately 400, with potential for supporting micro-hydro (less than 100 kW) and mini-hydro (between 500 kW and 5,000 kW) schemes in all 774 Local Government Areas (LGAs). Of these sites, about 100 have been studied in some detail and of these bankable detailed project reports (DPR) (feasibility studies) have been prepared for 13 sites.

The country is endowed with significant biomass energy resources that are not being utilized. The country's biomass energy resources have been estimated to be 83 million tons of crop residues per year and 61 million tons of animal wastes per year. Most of these wastes are either dumped or burnt.

The Government has power and energy as foremost on its agenda to facilitate industrialization and rural development. The Nigeria Vision 20:2020 for making Nigeria one of the top 20 global economies calls for an installed capacity of 35,000 MW. However, the country has only about 6,000 MW installed capacity as of now with a contribution from renewable energy of about 60 MW. Of this about 50 MW of power are generated by SHP. As part of its measures to achieve the objective mentioned above, the Federal Ministry of Power plans to scale-up SHP from its current level to 600 MW by 2015 and 2,000 MW by 2025, which is in line with the Renewable Energy Master Plan (UNDP/ECN, 2005). In the 2010

Appropriation Act, the National Assembly approved nine new SHP projects with a combined installed capacity of 150 MW in support of the 2015 objective.

### **UNIDO Services**

The three UNIDO energy related services are:

- renewable and rural energy for productive uses - demonstration of the potential of new and renewable resources to support productive uses in rural areas;
- industrial energy efficiency - technical assistance on energy management standards, energy system optimization and deployment of new energy-efficient technologies; and
- energy policy - advice on appropriate policies and partnerships for long-term solutions to energy needs.

The energy theme in the CP is mainly supportive of renewable and rural energy projects, mostly for the utilization of hydropower resources and less so for those that utilize biomass resources. There are six SHP projects in the CP, one biomass project and one State Government funded project that include both biomass and solar activities. There is only one project supporting improvements in industrial energy efficiency for agro-processing. There is no support for reviewing the energy policy. Below follows the assessment of the reviewed projects

### **Operationalization of the UNIDO Regional Centre for Small Hydro Power in Africa, Abuja, Nigeria—Phase II (TFNIR07001 and TF/NIR/08/005)**

Budget—USD 330,000 under the CP; the Abuja Federal Capital Territory Authority provides office space. Start date 2008—End date 2011.

### **Project Description**

The Regional Centre for Small Hydro Power in Africa (RC) started in 2005 under the aegis of the Energy Commission of Nigeria (ECN). The development objective of the RC is to increase the share of SHP in the energy mix in Nigeria and other Sub-Saharan African countries. Activities undertaken include awareness raising, training, site selection for SHP and preparation of DPR and information dissemination. The RC started with a core staff of three in 2005 and at the end of 2011 had two staff members.

### **Relevance**

SHP is one of the most appropriate, convenient and uninterrupted sources of energy for off-grid rural villages. It has the demonstrated but not always realized

potential to support productive activities, particularly those related to agro-industries. Sustainable agro-industries in rural areas need power that is reliable at all times (above 95% availability over the year) and high quality (i.e. voltage and current stable), which is often not the case with power from the national grid. However, SHP is approximately 1.5 to 1.8 times more expensive than power from the national grid, which is highly subsidized and has not been price adjusted for several years.

A high percentage (50%-70%) of the total population living in rural areas in African countries has limited access to electricity, which can be provided at a reasonable cost by SHP.

### **Efficiency**

The RC has been responsible for numerous training programmes in Nigeria and elsewhere in the region, have prepared detailed project reports, have monitored the training for and fabrication of a small turbine in Nigeria and have supervised SHP procurement, installation and testing at five SHP sites. This indicates efficient use of the limited resources.

### **Effectiveness**

A review of the activities and outputs reveals that a lot was accomplished in Phase II. The RC accomplished most of the outputs listed in the Phase II project document except for the launching of five new SHP sites in Nigeria. Two of the sites launched were already started during Phase I.

The outputs/outcomes of RC activities in Phase II fall into four categories. First, training activities appear to have increased awareness of SHP potential in Nigeria and several countries in Sub-Saharan Africa, abilities to operate and maintain one operating SHP plant and the skills of eight Nigerian engineers to fabricate small turbines. The evaluation team observed that the fabrication skills are being used to fabricate a turbine in Nigeria. Second, the RC completed DPRs for five sites, where SHP installations are at various stages from turbine procurement (two sites), turbine delivery (one site) and turbine installation (two sites) as described in later sections of this report. Third, the RC sponsored activities at the International Centre for SHP (IC-SHP) in China, the Alternative Hydro Energy Centre in India and the International Centre for Hydropower in Norway have resulted in a network of trained professionals with the capacity to assist in site selection for and installation of SHP plants. However, the evaluation team could not ascertain the extent to which the enhanced skills of members of this network have been utilized in the region. Fourth, RC activities resulted in several publications, primarily proceedings of various workshops, and an operational

website where these publications can be found as well as information about site specific projects and forthcoming events. The evaluation team could not assess the extent to which these publications and the website are being used in the region.

### **Sustainability**

As stated above, Phases I and II have been funded by the Federal Government of Nigeria and it is anticipated that it will fund Phase III for three years, starting in 2012.

The RC has formulated a strategy for attaining sustainability beyond Phase III. It consists of aggressive marketing of SHP projects for implementation by both public and private investors. It aims at developing a strategic alliance with professional associations; NGO's and national experts specialized in energy infrastructure development. In order to facilitate this process, it will be necessary to sustain the capacity building activities, such as national seminars, workshops and training courses. To a great extent, these will be sponsored by regional and sub-regional partners, stakeholders, donors and relevant agencies in other countries.

The other equally important strategy is the agreement in principal by the African Energy Commission to sign a Memorandum of Understanding with the RC, which ultimately portends the acceptance of the RC as one of its organizations. Similarly, the Regional Centre for Renewable Energy and Energy Efficiency, an Economic Community of West African States (ECOWAS) centre in Cape Verde facilitated by UNIDO, has signed a Memorandum of Understanding with the RC to be the operational arm for SHP activities in member states of the ECOWAS.

### **Impact**

To-date the impact of the RC within Nigeria has been limited in terms of the uptake of SHP. Of the five projects with which it has been involved (Amoke, Bauchi, Enugu, Ikeji-Ile and Tunga), only the Bauchi SHP is regularly generating electricity. The Enugu SHP, while completed, has yet to produce electricity on a sustained basis.

The RC is playing a major role in initiating the manufacture of micro hydro turbines in Nigeria, (see "technical assistance in the fabrication of micro turbines in Nigeria" below).



## **Technical Assistance in the Fabrication of Micro Turbines in Nigeria**

(SF/NIR/05/P05).

Budget - USD 270,000 funded as follows: USD 40,000 from NASENI, USD 120,000 from PRODA and USD 110,000 under the CP;

Start date 2009—End date 2012.

### **Project Description**

The objective of this project is to create local capacity for the manufacture of micro turbines in Nigeria. Specifically it is supporting two parastatals- the National Agency for Science and Engineering Infrastructure (NASENI) and its two associated institutes, the Scientific Equipment Development Institute (SEDI) and the Engineering Materials Development Institute (EMDI), and the Product Development Agency (PRODA) to transfer micro-turbine technology to Nigeria.

Major components of the project are the purchase of a license from a Swiss company, ENTEC Engineering and Consulting, a study tour in 2010 to the ENTEC manufacturing facility in Indonesia during which eight engineers from Nigeria fabricated one 75kW turbine based on the Swiss design and fabrication of a second 75kW turbine and associated control panel in Nigeria. Fabrication of turbine components is ongoing at the three locations in Nigeria and it is anticipated that the components will be assembled at the Engineering Materials Development Institute in early 2012. The two turbines will then be installed at Ikeji-Ile in Osun State, where they will provide electricity to identified communities and a ten hectare industrial cluster for SMEs set aside by the Osun State Government.

### **Relevance**

The RC identified, in 2007, the lack of local manufacturing of micro turbines as a major constraint in the promotion of SHP. Subsequently, the RC and the project counterparts, NASENI and PRODA, along with UNIDO prepared the project document for this project.

Currently, more than 18 state governments are working towards the deployment of SHP for electricity generation in their states. Thus the demand for SHP turbines is expected to increase drastically. Currently, turbine systems are imported from various countries, mainly China. In this context, a micro hydro turbine fabrication facility has the potential to reduce the costs of SHP equipment. The demand for the electricity generated by the two installed turbines (the one fabricated in Indonesia and the one currently being fabricated) at Ikeji-Ile, Osun State may be limited given that the area is served by the national grid.

## **Efficiency**

The ENTEC turbine design is appropriate, geared to be low cost and easily manufactured, for small-scale hydro activities in developing countries. The IC-SHP design is also fine, but geared more for batch production, which suits large scale manufacturing in China for supply to the Chinese and Asian market. The ENTEC design was also the better choice in this case because the company offered a training programme in English and operated a facility for demonstrating the fabrication of a cross flow turbine in Indonesia.

## **Effectiveness**

The project is expected to achieve three outputs— sufficient human capacity built for the design and fabrication of micro-hydro turbines, an established micro-hydro turbine manufacturing facility and one operational SHP plant using a locally fabricated turbine. Sufficient human capacity was achieved by training eight engineers and fabricating one turbine in Indonesia; this turbine was subsequently shipped to Nigeria. The counterparts, NASENI and PRODA, split the fabrication of a second turbine among several locations, which is probably not optimal for least cost manufacturing. The fabrication of the turbine is underway and is expected to be assembled at EMDI by the end of the year. The RC has identified the project site for installation of the two turbines (75 kW each) and prepared a DPR. Construction of the engineering works was anticipated to start in early 2012.

The Ministry of Works and Transport of the Osun State Government has prepared a plan for an industrial estate and purchased a 10 hectare plot in the local community.

The project is expected to ensure the following outcomes: local capacity to manufacture micro turbines up to 125 kW; reduction in the lead time and expenses for SHP turbines compared to imported ones and increased access to clean and reliable electricity in rural areas.

## **Sustainability**

The capacity to build micro turbines will only be sustained if there are domestic and regional orders for turbines. The extent to which that happens depends on whether one or a combination of the locations now fabricating the first turbine can produce cost competitive turbines. At this stage of the project, it is not possible to estimate the cost of local turbine manufacture and compare the cost to a similar turbine imported from China along with its associated shipping costs and delays in delivery.

The Osun State government has set up a management arrangement for operation and maintenance of the SHP plant, which bodes well for its continuing operation.

### **Impact**

To the extent that locally manufacturing capability reduces the cost of providing off-grid electricity, which is yet to be known, there would be accelerated uptake of SHP plants that would serve the rural population and productive users with reliable power.

#### **150 kW SHP project in Waya, Bauchi (SF/NIR/05/GO5)**

Budget - USD 150,000 under CSF II.

The Upper Benue River Basin Authority was financially responsible for construction of the civil works and electricity distribution system.

Start date 2004 - End date 2008.

### **Project Description**

This project as well as the completed one in Enugu was initiated as a collaborative effort between UNIDO and the Energy Commission of Nigeria (ECN). In line with its mandate, the ECN wanted to increase the number of operational SHP plants in rural areas. It approached UNIDO to draw on the services of the IC-SHP in China. A team from ECN, UNIDO and IC-SHP inspected four potential sites with existing dams and selected two, one in the north of the country (Bauchi) and the other in the south of the country (Enugu). The IC-SHP, working with the RC and the Upper Benue River Basin Authority prepared a DPR for installing a 150 kW micro hydro station at the Waya dam site. The dam was built in 1992 to supplement domestic water supply to the Bauchi LGA and to irrigate about 100 hectares downstream of the dam by gravity.

### **Relevance**

As described in more detail under the relevance section for the RC, SHP is one of the most appropriate, convenient and uninterrupted sources of energy for off-grid rural villages in Nigeria. The Waya dam site was an appropriate location for the 150kW hydro station as there is sufficient water flow.

### **Efficiency**

The project was finished within budget but significantly later than planned because of delays in the civil works related to the refurbishment of the existing dam.

## **Effectiveness**

The project output; installation of an operational 150KW hydro station, was achieved. The project outcomes have been less than anticipated. First, only 30% of the electricity generation potential is being utilized and mainly for domestic lighting. Second, there are only limited productive uses of the electricity—pumping water for a fish farm, informal agro processing and a local pharmacy.

## **Sustainability**

There is a management board in place and chaired by the Upper Benue River Basin Authority. The major function of the board is to set a tariff and to collect fees, which has yet to happen and calls into question the sustainability of the SHP plant.

## **Impact**

The impact has been less than expected as evidenced by the fact that only 30% of the electrical generation potential is being utilized to electrify three communities. Electricity is provided during the evenings from 6-10 pm. A gradual increase in capacity utilization is anticipated. The expectation was that that the Ministry of Rural Development of Benue State would construct facilities and provide services that would encourage productive activities, such as an agro processing centre. This did not happen. There was no base line measurement of productive activity before the project was completed. Currently electricity is being provided to a fish farm, informal agro processing and a local pharmacy.

### **35 kW SHP project in Ngbowo, Enugu State (SF/NIR/05/G05)**

Budget - USD 70,000 under CSF II.

The Anambra-Imo River Basin Development Authority was financially responsible for construction of the housing for the SHP unit, the ICT centre and the agro processing facility.

Start date 2005 - End date 2008.

## **Project Description**

This project as well as the completed one in Bauchi was initiated as a collaborative effort between UNIDO and the ECN. In line with its mandate, ECN wanted to increase the number of operational SHP plants in operation in rural areas. It approached UNIDO to draw on the services of the IC-SHP. A team from ECN, UNIDO and IC-SHP inspected four potential sites with existing reservoirs and selected two, one in the north of the country (Bauchi) and the other in the south of the country (Enugu). Currently at the site there are a power house with the installed turbine, water supply sedimentation and purification tanks, pump

house, generator house for the water supply system, a newly constructed but empty building for an ICT centre and an agro-processing house with four separated rooms with yet to be used equipment for maize threshing, palm kernel cracking, grain drying and garri processing.

The installed turbine first operated in 2008, but was used only then and has not been operational since 2010. The problem is that there is not sufficient water in the reservoir for continuous operation of the turbine. In addition, rodents have eaten the wiring in the control panel, which also limits the use of the turbine. The Authority is seeking funds to construct a gravity-fed diversion channel from another river to supplement the water volume in the reservoir, but so far has not received the funds to construct it. It has also requested SEDI to repair the control panel.

In 2010 the area was connected to the national grid, which provides electricity but neither on a reliable basis nor sufficient level for operating the ICT centre and agro processing facility.

### **Relevance**

As described in more detail under the relevance section for the RC, SHP is one of the most appropriate, convenient and uninterrupted sources of energy for off-grid rural villages in Nigeria.

### **Efficiency**

The project was completed within budget and with only a small delay. The turbine, generator and control panel were purchased from China based on a competitive bid.

### **Effectiveness**

The project output, installation of an operational 35KW SHP plant, was achieved. Given that the SHP plant is not operating, the outcomes of the project, an operational ICT centre and an agro processing facility with electricity generated by the SHP plant, have yet to be achieved. However it appears that the support facilities could be used if they were connected to the existing national grid.

### **Sustainability**

There is not yet a designated management board for the SHP operation, the ICT centre nor the agro processing facility.

**Empowerment of Returnees and other Communities in Sardauna Local Government of Taraba State (FB/NIR/06002)**

Budget - USD 220,000 from UNHCR.

Start date 2006 - End date 2010 but still ongoing.

**Project Description**

The UNHCR enrolled several UN agencies to implement interventions that would promote empowerment of returnees to the Sardauna LGA of Taraba State Government. UNIDO was requested to provide technical assistance for the following components: (a) establishment of two micro hydro power plants with installed capacity of 430 kW and 230 kW at the Tunga Dam; (b) provision of support for small agricultural processing units and women's entrepreneurship development and (c) provision of support for a small milk processing and dairy unit. UNDO received funds only for component (a), which covered the costs of a feasibility study, purchase and delivery of the two SHP units and installation and testing of the units once the civil works were completed. The Highland Tea Company is responsible for construction of the civil works and distribution network.

**Efficiency**

In spite of the difficulty in reaching the site (a two day drive from Abuja), the RC completed a feasibility study in a timely manner and ensured that the turbines and associated equipment were delivered to the site. Installation and testing of the SHP plant are on hold. The two turbines were delivered in 2009 but cannot be installed and tested until the Highland Tea Company completes the civil works, which seems not to be possible given its financial situation. Recently, the African Business Roundtable has prodded the Taraba State Government to make funds available for completion of the civil works, which would then allow equipment installation.

**Effectiveness**

There is every reason to believe that the two turbines delivered to the site would generate the electricity needed for domestic lighting and processing at the tea factory. Most certainly the tea factory could reduce its energy cost. However the planned productive activities, agro processing and dairy, will probably not take place as there are no longer funds available to initiate these activities.

**Sustainability**

Payments for the electricity by the tea factory should cover all operation and maintenance costs.

### **Climate Change African Adaptation Programme - 1.2 MW Power Plant in Benue (DG/NIR/10006)**

Budget - USD 5.5 million from the Government of Japan; UNIDO's share is USD 1.0 million. The Government of Nigeria is providing N100 million for an environmental impact assessment. The Benue State Government is financially responsible for the civil works and distribution system.

Start date 2010 - End date 2011.

#### **Project Description**

The project would promote an integrated approach to climate change adaptation through building a governance system, empowering children as change agents and demonstrating adaptation benefits in the agricultural sector. The project is being led by UNDP and will draw on the services of UNICEF and UNIDO. UNIDO is responsible for the installation of the SHP plant (three turbines of 435 kW) and will take the lead in linking the SHP plant to flood control, to electricity access for ten communities, to expanded options for post harvest storage and processing and to support for entrepreneurial activities in the agricultural machinery sector.

#### **Relevance**

The project is supportive of the priorities set out in the 2009-2012 UNDAF. As identified in the UNDAF, the activities in the project will address key shortfalls mentioned in the 7-Point Agenda and the National Development Plan. There is a plan to link the electricity generated to productive uses. UNIDO has undertaken a study of the rice growing potential that is needed to fully utilize the planned rice processing facility. The national grid already supplies electricity to the Apa and Agatu LGAs. UNIDO has responsibility not only for promoting productive uses, but also for increasing agricultural productivity, which seems as more suitable for FAO.

### **Mini-Grid Based Renewable Energy (Biomass) Sources to Augment Rural Electrification (GF/NIR/09004).**

Budget - USD14.7 million - GEF financing is USD 2.7 million and co-financing is USD 11.9 million as follows: Federal Ministry- USD 2.5 million in kind and USD 20,000 in cash; UNIDO - USD 60,000. Approved by GEF IV in December 2011.

#### **Project Description**

A 5 MW rice husk-based power generation plant and mini grid would be installed within the Ikow rice mill cluster in Ebonyi State. The plant would provide electricity for several rice mills with a total rice processing capacity of 34 tons per hour, a

large stone crushing industry cluster, a university hospital and a government house. The electricity would replace existing diesel generators.

### **Relevance**

There is a clear need for accessing electricity, cheaper than that being generated by diesel, to power the rice mill cluster and other entities.

### **Sustainability**

Rice growing in the cluster results in around 64,000 tons of rice husks per year. This amount should be sufficient for power generation, the annual rice husk requirement being around 45,000 tons per year.

**Technical assistance in energy efficiency improvements in rice mill cluster in Abakiliki;** CSF II-IP3 Component 3.2. / CP.1 Promotion of Industrial Energy Efficiency (US/NIR/08002) Budget - USD 109,503 from the Industrial Development Fund of the Ebonyi State Government.

Start date 2008 - planned end date was 2011

### **Project Description**

The project was initiated and funded by the Ebonyi State Government. Originally, the project was to install a three ton per hour energy efficient rice mill at the existing rice processing cluster in Abakaliki Township. This is a cluster with about 580 small milling machines of various capacities and 11 destoning machines. The rice milling machines are diesel powered and obsolete (50-70 years old). The capacity utilization is about 10% and the efficiency of the power generation is quite low. The resulting air pollution from the milling and destoning machines and the accumulated rice mill husks brought the State government to designate three new rice milling clusters, to locate an energy efficient rice mill in one of the three new clusters and to propose closing the rice processing facility in Abakaliki Township. At the time of the evaluation mission (September, 2011), the State Government was still constructing the housing for the rice milling equipment, which remains in a shipping container at the site.

### **Relevance**

A three ton per hour modern rice mill would demonstrate the viability, profitability and productivity of an efficient rice milling operation. It should lower the cost of milling, which is now powered by diesel generators, and allow for a transfer of rice milling activities from the Abakaliki Township site, which would eliminate air pollution in the area and the accumulation of rice husks.



### **Efficiency**

The modern efficient rice mill was procured at a reasonable cost, 50% less costly than the other technically acceptable offer. Unfortunately, the equipment manufacturer experienced financial difficulties and the energy efficient rice mill arrived at the project site two years late. In addition, project completion was delayed as the equipment provider sent incomplete specifications to the State Government, responsible for constructing the building that will house the rice mill. At the time of the evaluation mission, the building was not yet completed.

### **Sustainability**

Given the cost savings advantages of an efficient rice mill, its operation should be sustainable.

### **Impact**

The cluster approach based on an efficient mill has the potential to increase the quality of the milled rice, thus ensuring better prices for farmers and millers.

## **ENVIRONMENT**

### **Background**

#### **Environmental Situation**

No systematic data on industrial environmental pollution in Nigeria, neither from the Federal Ministry of Environment nor international organizations, such as the World Bank and UNEP, are available to describe the current magnitude of or damage from industrial pollution.

However, there is a UNIDO report on industries discharging into Lagos Lagoon (2005) and a State of the Environment Report for the State of Lagos (2010). The State of Lagos accounts for approximately 70% of the non petroleum industrial output of the country. There are no quantitative data in these reports on the magnitude of industrial or any other sources of pollution. Rather there are the following qualitative descriptions:

- The State has the largest concentration of industries within a fixed land area in the country. Most of these industries still discharge their effluents into public drains, gorges and water bodies of the state untreated. The contamination of our water bodies with toxic chemicals and heavy metals such as lead and mercury has been proven scientifically;

- Air pollution is coming from three main sources, one of which is various industrial activities; and
- Soil pollution is resulting from the illegal disposal of toxic and hazardous wastes by industrial activities;

In addition, the Lagos State Environmental Protection Agency has characterized some dimensions of industrial environmental management as follows:

- Effluent data show that discharges from 57% of the establishments were within the effluent limitation standards, while 43% were not.
- Industrial monitoring showed that only 25% of the industrial establishments have pollution abatement equipment in place. While the Agency has directed all industrial establishments to put in place adequate abatement measures i.e., functional effluent treatment plants, there is still low compliance. One promising action is the construction of a central effluent treatment plant at the Ikeja Industrial Zone.
- The Agency states that it professionally destroys or disposes of expired raw materials and unwanted finished products of a hazardous nature from manufacturing activities. However there is no hazardous waste disposal site in the State.

Probably the best and most current overview of environmental pressures in Nigeria is to be found in the 2012 Environmental Performance Report (Yale, 2012). The Report, which includes 132 countries, describes environmental performance in 2010 and on trends in performance for the period 2000-2010.

The Environmental Performance Index (EPI) score for Nigeria in 2010 was 40.1, ranking it 119 out of 132 countries (Figure 9). This score placed it near the bottom of the weaker performance group, but kept it above the group of weakest performers, those with a score of less than 40. Countries with similar levels of performance were Togo, Ghana, Ethiopia, Pakistan and Benin. Its pilot trend EPI rank placed Nigeria 59 out of 132 countries, placing it among those with little or no change in performance between 2000 and 2010.

Also relevant is Nigeria's performance on environmental health, which is affected by industrial pollution. Here Nigeria's performance is almost the worst among all countries with a score of 16.5, ranking it 131 out of 132 countries.

**Figure 9: Nigeria's Environmental Performance Index**

Level of Aggregation	Performance		Performance Score with Trend Shading			Pilot Trend Results	
	Score	Rank	0	50	100	Score (-50 to 50)	Rank
<b>Environmental Performance Index</b>	<b>40.1</b>	<b>119</b>				<b>5.8</b>	<b>59</b>
<b>Environmental Health</b>	<b>16.5</b>	<b>131</b>				<b>13.1</b>	<b>55</b>
Air (Effects on Human Health)	29.6	124				<b>6.2</b>	42
Environmental Burden of Disease	12.7	130				<b>21.9</b>	44
Water (Effects on Human Health)	11.2	125				<b>2.3</b>	81
<b>Ecosystem Vitality</b>	<b>50.3</b>	<b>61</b>				<b>-0.1</b>	<b>52</b>
Agriculture	66.7	26				<b>0.0</b>	58
Air (Ecosystem Effects)	62.6	20				<b>50.0</b>	1
Biodiversity and Habitat	52.7	81				<b>0.0</b>	88
Climate Change	60.0	41				<b>6.7</b>	55
Fisheries	30.5	37				<b>-8.0</b>	71
Forests	33.3	120				<b>-33.3</b>	120
Water Resources (Ecosystem Effects)	27.1	78				<b>-36.5</b>	78

The environmental pollution problem in Nigeria indicated by the EPI score is confirmed by Babanyara et al (2010). The intensity of environmental pressures, based on secondary data sources, is reported to be increasing due to poor sanitation, inadequate solid waste disposal, effluent discharge, rapid and unplanned urbanization, mining and increasing use of chemical fertilizers and insecticides. More specifically:

- Toxic and non-toxic wastes from industrial and other sources degrade the land and render most surface and underground waters around urban areas unsafe for human, agricultural or recreational uses. Some industrial facilities bury their expired and hazardous chemical wastes on their premises, which threatens ground water quality
- Textile plants, breweries, slaughterhouses, sugar refineries, pulp and paper plants and petroleum industries discharge raw, untreated and often toxic liquid effluents into open drains, channels, streams and lagoons.
- In places like Kano, Kaduna, Lagos and Port Harcourt colored, hot and heavy metal-laden effluents especially from the textile, tannery and paint subsectors are discharged directly into open drains and water channels.

The Nigeria Vision 20:2020 encapsulates the key principles and thrusts of the National Economic Empowerment and Development Strategy and the Seven Point Agenda (2007 – 2011), situating both within a single, long term strategic planning perspective. Fundamental to the Vision are two broad objectives – optimizing human and natural resources to achieve rapid economic growth, and

translating that growth into equitable social development for all citizens. These aspirations are defined across four dimensions—social, economic, institutional and environmental. The environmental dimension calls for sustainable use of Nigeria’s natural endowments.

More specifically the Vision calls for:

- incorporating extensive pollution control and waste management programmes such as the provision of sewage treatment plants for major cities; remediating of POPs in contaminated sites; installing medical waste management incinerators in federal medical institutions and ensuring integrated waste management facilities in all the states;
- ensuring local manufacturing capacity for basic water supply and sanitation equipment;
- developing training schemes for state water supply agencies that would co-ordinate the activities of local artisans and mechanics in the provision of services to the water supply and sanitation sector;
- compliance, monitoring and enforcement of appropriate standards towards creating changes in attitudes and
- Enlightening citizens and corporate organisations on ways and methods to go green that would reduce waste and pollution.

A later section in the Vision calls for adequate water and sanitation facilities at industrial parks and clusters.

## **UNIDO Services**

The four UNIDO environment related services are:

- cleaner and sustainable consumption for promoting resource efficient and low-carbon industrial production;
- water management for improving the management of large scale marine ecosystems;
- Montreal Protocol for phasing-out ozone depleting substances; and
- Stockholm Convention for reducing the health and environmental damages of persistent organic pollutants.

## **Projects reviewed**

As stated earlier in this report, there are no on-going or recently completed environmental projects other than those funded by the Multilateral Fund for the Implementation of the Montreal Protocol and the GEF. There are seven project proposals, of which there are clearly in line with UNIDO’s capabilities. These

three; establishments of Best Available Techniques/Best Environmental Practices for Industry, institutional strengthening of the National Environmental Standards and Regulation Enforcement Agency and policy and institutional support for solid waste management are discussed below.

Only brief project descriptions and observations are made about the implementation of UNIDO projects funded by Multilateral Fund for the Implementation of the Montreal Protocol and the GEF because these are or will be evaluated by others. The Montreal Protocol Secretariat will evaluate the almost complete phase-out of carbon tetrachloride and trichloroethane and has just approved a new phase-out project for hydrochlorofluorocarbons (HCFC). UNEP is conducting an evaluation of the GEF Guinea Current Large Scale Marine Ecosystem project that involves 16 countries. The evaluation includes the two regional activities centered in Nigeria (Environmental Information Management and Decision Support System housed at the University of Lagos and the Pollution Monitoring hosted by the Imo State Environmental Protection Agency in Owerri) as well as a national mangrove restoration project, which is commented upon in this evaluation. The UNIDO evaluation unit is conducting a mid-term evaluation of the GEF funded regional project to build capacities for identifying sites contaminated by POPs in Nigeria and Ghana.

**Establishment of Best Available Techniques (BAT) and Best Environmental Practices (BEP) Programme for Industry.**

Proposed level of funding - USD 3.5 million to be requested from GEF.

This project proposal is essentially a repackaging of an earlier project proposal to establish a National Cleaner Production Programme in Nigeria. The earlier project proposal was prepared in response to the CP but failed to attract funding from the Government. The new project proposal is focused on reduction/elimination of unintentionally produced POPs. UNIDO has submitted a revised project identification form and a project preparation grant request to GEF for the formulation of a project document.

The Federal Ministry of Environment expressed interest in cleaner production activities during the evaluation mission and mentioned an almost completed report on cleaner production potential in 20 plants (16 food and beverage and 4 leather).

The earlier project proposal is still relevant as industrial pollution discharge is still largely uncontrolled. The proposal calls for a strong sectoral approach, concentrating mainly on the food processing, textile, leather, chemical, petrochemical, paper and pulp, and metal processing sectors. The programme could play an important role in coordinating all national cleaner production efforts

and promote partnership links between public and private institutions at national and state levels.

### **Institutional Strengthening for the National Environmental Standards and Regulations Enforcement Agency.**

Proposed level of funding - USD 2.0 million

The original project proposal (document written in 2009) called for enhanced national capacities in environmental assessment, compliance monitoring and enforcement, all of which are needed at both the Federal and State (particularly Lagos) levels. The proposed counterpart is the National Environmental Standards and Regulations Enforcement Agency (NESREA), a parastatal under the Federal Ministry of the Environment. The project proposal is a follow-up to the study tour, organized by UNIDO for senior officials of NESREA, to Singapore and Japan in 2008 for information exchange, experience-sharing and international networking/partnership. The identified outputs under the project are based on the findings of the study tour.

NESREA has issued guidance for a permitting and licensing system and promulgated pollutant discharge limitations for several manufacturing sub-sectors. However, interviews at the Federal Ministry of the Environment, NESREA, the Lagos State Ministry of the Environment and the Lagos State Environmental Protection Agency revealed limited use of the permitting and licensing system and more importantly insufficient compliance with pollutant discharge regulations by, the more than 3,000, identified industrial establishments.

More recently (2010) the proposal has morphed into a “programme of implementation of the green industry concept for POPs pollution prevention and reduction”. The counterpart is still NESREA, which has confirmed its readiness to fund the project, but would appreciate any additional funding that UNIDO could mobilize.

### **Development of Policy and Institutional Framework for Sustainable Integrated Municipal Solid Waste Management**

The project proposal is based on a request from the Federal Ministry of Environment for UNIDO’s assistance in developing a policy and institutional framework for sustainable municipal solid waste management in Nigeria. The project has been designed based on a 2009 study carried out by UNIDO Regional Office in Nigeria in cooperation with the UNIDO Regional Office in India on the feasibility of replicating Indian best practices in Nigeria and a follow up

2010 study tour to Japan by officials of Federal and Lagos State Ministry of Environment on development of the eco-town concept.

The project proposal calls for several activities; training in solid waste management, development of an eco-town concept, transfer of technology, installation of air pollution control devices and waste stream segregation.

An interview with the Lagos State Waste Management Authority (LAWMA) revealed a reasonably well functioning solid waste collection and disposal system given the magnitude of the waste problem in Lagos. What is missing in their system are properly managed solid and hazardous waste disposal sites. The Authority mentioned that there had been a World Bank proposal to build a proper disposal site, but it never came to fruition.

Any UNIDO follow-up in this area ought to be taken only after a thorough review of support being provided to LAWMA by its many partners, including the World Bank, United Nations Development Programme and the United States Agency for International Development and to focus on collection and disposal of industrial and other (such as spent oils from transport related activities) hazardous wastes.

#### **Phase-out of Ozone Depleting Substances (ODS) in Nigeria.**

Budget USD 1.5 million. Start date 2004 – End date 2011.

UNIDO implemented the phase-out of ODS use only in the refrigeration, aerosol and solvents sector while UNDP implemented the phase-out for other sectors. The UNIDO project purchased 16 ultra sonic cleaning machines, six fast hydro-carbon cleaning machines and one solvent recycling machine, which are operational at the Scientific Equipment Development Institute in Enugu.

As the chemicals for the ultrasonic machines need to be imported and are expensive, the National Ozone Office undertook a study to assess whether the needed cleaning chemicals could be manufactured in Nigeria. The assessment has yet to be completed, but most likely will find that the chemicals could not be manufactured at a competitive cost because of the limited demand.

The project is essentially completed with total phase out of 177 tons of carbon tetrachloride and 33 tons of trichloroethane. A project completion report will be prepared by the end of 2011 at which time the remaining funds will have been spent to purchase and install the needed replacement parts for the solvent recycling machine.

The Montreal Protocol Secretariat recently approved a project for the phase-out of HCFCs in the solvent sector. In addition, it approved projects for demonstration

of ODS destruction technologies and replacement of carbon tetrachloride chillers, the latter being a regional project involving five other African countries.

**Nypa Palm Clearance and Mangrove Replacement Demonstration Project in Nigeria.** Budget - USD 230,000. Start date 2006 – End date 2011.

The nypa palm project was one of the 16 demonstration projects funded under the GCLME project. After a feasibility report and a study tour to Thailand, the main purpose of the demonstration project was changed from nypa palm eradication to one that demonstrated how the use (harvesting) of nypa palms could reduce their propagation capacity. Thus the project focused on both re-forestation of native mangrove and utilization of nypa palm as a measure to control infestation in the Cross River Estuary in south-east Nigeria. The demonstration project was undertaken over a two year period - January 2010 to December 2011. It successfully cleared a small area of nypa palms and replanted it with native mangroves. It also successfully showed local villages that nypa palm propagation could be limited by using nypa seeds for eating and making charcoal.

**Regional Project (Nigeria and Ghana) to Develop Appropriate Strategies for Identifying Contaminated Chemical Listed in Annexes A, B and C of the Stockholm Convention.** Budget - USD 4.7 million  
Start date 2007 - End date 2011.

A mid-term evaluation was ongoing at the time of the country evaluation. The project aims to build capacity in Nigeria and Ghana to develop strategies for identifying and managing sites contaminated with POPs and focusing on Polychlorinated Biphenyls (PCBs).

It is supporting efforts to develop a systematic approach for identifying contaminated sites, to collect data on contaminated sites, to set up an Information Management System on contaminated sites, to identify, monitor and analyze samples from PCBs contaminated sites and to develop a decision support system for selection of appropriate environmentally and economically acceptable remediation technologies for POPs contaminated sites.

A UNIDO evaluation team presented its findings of the mid-term evaluation of the project in both Nigeria and Ghana at UNIDO Headquarters, in October 2011. Some key findings presented were; positive activities to develop appropriate national policies; limited movement towards implementation and enforcement due to political changes and deployment of staff; need for increased local training and awareness of health and environmental risks from POPs and limited involvement of industry and the private sector in the project. The team also noted some



opportunities to build bridges to other existing efforts/initiatives such as the pilot destruction project in Nigeria.

In addition to the findings of the mid-term evaluation, it should be pointed out that the project has established linkages with other ongoing capacity building projects. First, it utilized the capacity already built under the GCLME project at the Regional Centre for Environmental Information Management located at the University of Lagos. It provided both hardware and software to the Centre and used it to train project counterparts from Ghana and Nigeria on the use of information management systems, to implement the information management component of the project.

Second, it opted for building on existing structures and facilities at the Centre for Cleaner Production and Hazardous Waste Management at the University of Ibadan rather than upgrading an existing laboratory at the Lagos State Environmental Protection Agency, which would have eliminated the need to transport soil samples to another state and could have been the first step in the proposal, described above, to support institutional strengthening of NESREA. Instead it established a Geoenvironmental Laboratory within the Centre, which is a centre of excellence for research and development activities on POPs and other hazardous substances. Involvement of the Centre also links Stockholm Convention related activities and the Basel Convention because the Centre is the regional coordinating centre for the Basel Convention.

## **2.2. Global Forum functions and related activities**

The 3ADI meeting which took place in Abuja in March 2010 was a well organized and highly visible event with a large and broad participation. The event was jointly organized by UNIDO, FAO and IFAD, with UNIDO in the lead, and was perceived as very useful. It clearly put agro-industry development on the agenda, in Nigeria and elsewhere in Africa, and was constructive in ventilating pertinent and commonly prevailing issues.

Issues, statements, decisions and expressed commitments were brought forward in the upcoming Nigerian value chain programme, the NAADI, see below, but to what extent there have, generally, been a follow up to the decisions made in terms of policies, strategies and actions in other countries is difficult to say. A publication, with papers presented at the conference at its base – Agribusiness for Africa – has been launched.

Coming back to Nigeria, a committee of agri-business stakeholders was established through a UNIDO initiative and a strategy document - the NAADI - was prepared and presented to the Ministry of Agriculture and the FMTI. FAO and UNIDO are now promoting the inclusion of NAADI in the plans of their respective counterpart ministries.

The 3ADI conference was the main global forum function event implemented by UNIDO in Nigeria during the last few years. The global forum function has, furthermore, been promoted through the Organized Private Sector (OPS) dialogues facilitated by the RO and the quarterly briefings and the information shared and presentations made are highly appreciated. For instance the results of the competitiveness study have been presented in this forum. Generally, the OPS platform gets praise from stakeholders and is considered as very useful but the need to increase the capacity of the OPS for efficient lobbying and advocacy was equally raised. It is also difficult to assess what the improved public/private dialogues concretely resulted in and there is a need for targets and increased results-orientation also for this modality. The competitiveness analysis and the textile survey were often highlighted as examples of UNIDO contributing to increased knowledge and related dialogue. Nigeria has also benefitted from various international conferences organized by UNIDO such as the Vienna Energy Forum.

There seems, however, to be room for and scope to reinforce the global forum function of the Regional Office and not the least in areas of green industry,

including cleaner production and energy efficiency, CSR and anti corruption. In fact, many stakeholders met during the evaluation mission signalled the need for advocacy and awareness raising in areas falling into UNIDO's sphere of competence and in relation to international conventions, norms and standards (such as ISO).

## **2.3. Performance in cross-cutting issues**

### **2.3.1. Gender**

The Vision 20:2020 specifically addresses gender equality and the empowerment of women. The strategy includes efforts to systematically include women in programmes and increase in the number of women in top positions in the workplace. Yet, gender has not been mainstreamed in the UNIDO Country Programme and there has not been a cohesive strategy to address gender.

The agro-industry portfolio provides a good but untapped opportunity to mainstream gender as women are, to a large extent, involved in agriculture in Nigeria. The extent to which women are involved can be seen by the reference to cassava, rice and maize as being "women crops". Food processing is traditionally women's work in Nigeria. Given this, the failure to systematically address gender issues in the agro-industries portfolio is a missed opportunity. However, there are a few specific initiatives targeting women, such as the salt project, mentioned earlier.

The rice project in Benue State (DGNIR10A06) specifically addresses gender equality and youth employment. Women are the primary workforce in planting and will be actively involved in the training provided by the project. In addition, women are active members of the farmers' cooperative. The agricultural mechanization portion of the project specifically emphasizes gender equality and youth employment. There is little or no consideration of a specific gender strategy in any of the PSD projects or energy and environment projects.

### **2.3.2. South-South cooperation**

The UNIDO Centre for South- South Industrial Cooperation (UCSSIC) is implementing two projects in Nigeria. The first one, a Neem Bio pesticide project, has completed a preparatory phase and a project document for the main phase is under development. Proposed counterparts are the Institute for Agricultural Research, Ahmadu Bello University, Zaria and the College of Agriculture, Katsina. Both counterparts are located in the north of Nigeria, where field visits were not possible under the country evaluation and not warranted at this stage.

The second project, Biomass gasification, involves the installation of gasifiers in Ebonyi State (and in the Songhai Centre in Benin). Initial training has been conducted and the sub-contract for the equipment, installation and commissioning issued. However, as the equipment was not yet in place, it was too early to assess any results of this project.

There is little consideration to south-south cooperation in PSD projects. This is rather surprising in the context of Nigeria whose trade and investment trends have, in line with most other African nations, become predominantly 'south' oriented.

### **2.3.3. Contribution to MDGs**

The Country Programme document stated the ambition to support efforts towards the achievement of national MDGs but it is not clear what exactly was targeted and there was no information available on actual achievements.

The 3ADI concept which is at the origin of the NAADI specifically target MDG 1: eradicate extreme poverty and hunger by improving income levels and food security and supports MDG 3 : Promote gender equality and empower women by mainstreaming gender in the development of agro-industries, as well as MDG 7: Ensure the use of environmentally sustainable production and marketing practices and MDG 8 Development of Global Partnerships for development through the promotion of inclusive trading systems in LDCs. However, these and other initiatives with MDGs as higher level objectives have not reached the maturity necessary to make any assessment of actual contributions.

There is some potential support to MDG 1 from employment generation possibilities under the Investors Survey and SPX projects, but this remains to be determined.

### **2.3.4. Environment**

The pipeline e-waste project that is designed to make affordable computers and software available to SMEs has environmental concerns that must be addressed before and during implementation but this is not addressed in the project document. Otherwise environment issues are addressed in the energy portfolio and there is, of course, an environment component of the CP.

## **2.4. Performance of the Country Programme**

### **2.4.1. Design**

The development of the Country Programme (CP) followed a consultative and participatory approach and there was a good level of involvement of main counterpart agencies and not the least the main counterpart, the Ministry of Trade and Investment (at the beginning of the programme, the Federal Ministry of Commerce and Industry. Various studies, for instance, in relation to the textile sector and a strategic action plan for the development of the Nigerian Cassava Industry, were initiated at preparatory stages and later used in project design and implementation.

The Country Programme document encompassed a results framework but this was unrealistically wide and large in scope. The CP can be described as an over-encompassing document, covering many components and subcomponents, including almost all service areas of UNIDO, thus functioning more as a catalogue of UNIDO technical cooperation areas than a realistic and coherent planning framework.

The difficulty in getting a true picture of the full portfolio of projects in Nigeria should also be mentioned. Much of this can be attributed to the large number of pipeline and pre-pipeline projects that never materialized as well as the multitude of projects with less than 10% of the budget left and could be considered as operationally completed, but which were not closed. It was, in line with the above, difficult to get a clear picture of which projects were actually on-going.

A closer review also reveals that outcomes were formulated in vague terms and that quantitative or qualitative indicators were rare. There were as many as 100 outcomes in the CP document. As most of the components and sub-components have not been implemented, the evaluation team has not resorted to assess achievement in relation to this framework. Moreover, the fact that the results-orientation of the programme document is weak has negatively affected implementation and reporting and there was little programme level information to be assessed and validated. Country Programme progress reports have been scarce and only issued in May 2009, March 2010 and September 2010. Moreover the reports focused on activities, including future ones and there was little information about results actually achieved.

As mentioned earlier, a large share of the CP was to be financed through Nigerian government counterpart funding but only a minor share, about 32 per

cent, of the foreseen budget of USD 20 million (excluding support costs) was financed, which led to a heavily under-funded CP. Since May 2009 no counterpart contribution has been forthcoming and in total the Nigerian Government has provided less than USD 2 million towards the CP budget. Why this situation arose is not easy to clarify.

The fact is that many efforts were made on behalf of the former and existing UR, representatives of the Ministry of Trade and Investment, the National Planning Office and with the Ministry of Finance to remedy the situation. However, these efforts, for the most part, bore no fruit. There is still a hope that due amounts will come forward and, if this is the case, the intention of the MTI is to have the programme extended. It also needs to be mentioned that the high share, in the CP, of counterpart funding is an effect of the relatively small donor presence in Nigeria and the fact that the programmes/projects that are being financed and implemented mainly focus on social sectors. It is doubtful that the donor conference, envisaged in the CP document but that never materialized, would have rendered any significant result.

In fact contributions foreseen from bilateral donors never materialized and neither did envisaged contributions from local oil companies or other private sector entities. There was instead substantive funding from the GEF and the Multilateral Fund. It is, however, somewhat surprising that the country programme was not revised in the light of its severe under-funding. This can possibly be attributed to the fact that neither the overall Country Programme Steering Committee nor the foreseen Programme Implementation Committees were put in place. Even though, as rightly pointed out by various stakeholders, there hasn't been that much "to steer", a steering committee could still have been useful for assigning priorities and for making strategic decisions about the use of the funding available.

The transformation agenda of the new Government, as described earlier, has triggered new discussions between UNIDO and the Government regarding UNIDO's support and one area highlighted has been industrial policy and strategy.

## **2.4.2. Management**

The overall management of the CP was entrusted to the UNIDO Representative. At the same time, there was little decentralization of actual TC funds or PADs to the level of the field office and, for the most part, projects have been initiated and managed by headquarters staff and sometimes without due consultation with the UR/FO. At times UNIDO has entered into somewhat informal agreements and

because roles, responsibilities or even what a project should actually do were not clear the project did not “take off” and this caused tension between UNIDO and its national and international partners. One example of this is the agreement with the Standards Organization of Nigeria (SON) to construct a metrology laboratory and the transfer of funding to UNIDO but without a Memorandum of Understanding or a project document. Also the relationship with the Japanese Embassy has suffered from the lack of clarity and signed documents as to what UNIDO was supposed to deliver and failure of UNIDO to mobilize funding to complement the Japanese funding of a TC project.

There is now a move towards more decentralization to the FO and this is positive in many ways but care needs to be exercised so that the FO does not overstretch its rather limited capacity. Discussions on whether or not the implementation of a project should be entrusted to the field or to headquarters are common, whereas there seems to be room for a division of responsibilities and PADs assigned to both.

### **2.4.3. Relevance and ownership**

The Country Programme was found to be relevant to the Nigerian Government and in line with national strategies and plans and related priorities. The current UNIDO Country Programme (CP) 2009-2012 is guided by the National Development Plan (NDP) along with the Vision 20-2020 and the 7 Point Agenda as well as the Nigeria UNDAF II (2009-2012). Furthermore it is in line with Government strategies such as the National Economic Empowerment Development Strategy (NEEDS).

There is a close relationship between UNIDO and the counterpart ministry and continuous consultations and discussions have taken place. There is, likewise, a high level of ownership for many projects executed at both national and state levels. The evaluation team was in particular, impressed by the high level of ownership and contributions to efficient implementation by partners in the Ebonyi State. However, the delay in the payment of the counterpart contribution poses some questions as to how relevant or important the CP really is to the Nigerian Government. There seems to have been no real effort to solve this issue whose resolution demands concerted efforts of the Ministries of Trade and Investment, Finance and Economic Planning. It is recognized that the present UR has been making renewed efforts to address the issue.

The Country Programme was set out to address core problems such as the absence of an enabling business environment, an under-developed industrial sector, limited value-addition in productive sectors, inadequate institutional

capacities for industrial sector development, inadequate supply of energy, including for productive use and insufficient attention to environmental concerns. The focus on the generation of employment and the creation of wealth for sustainable livelihood and poverty reduction was relevant and needed and this can also be said for the other areas.

The Country Programme is, moreover, aligned to UNDAF and more specifically to two of its four priorities; priority (i) governance and accountability and (ii) productivity and employment for wealth creation. In fact the CP has the same four year duration as UNDAF (2009-2012) and of the National Development Plan.

Many of the components or projects of the CP play a catalytic role, for instance the textile study leading to various plans including an Industrial Development Bank (IDB) credit facility to revive this sector. The potential synergies of IDB financial resources for many of the sectors supported by the CP are strengths. Generally, UNIDO's present and foreseen involvement in the agro-industry sector is appreciated and in line with FMTI/MTI priorities.

In view of critical and identified industry-related problems, the absence of concrete projects in the area of cleaner production and energy efficiency is noteworthy. There are also areas where an interest in future collaboration has been voiced by national stakeholders. The Ministry of Trade and Investment expressed interest in a broader collaboration in the areas of green industry and industrial policy but also the need for internal capacity building was mentioned.

The Country Programme is directly aligned to UNIDO's three thematic areas and the relevance to UNIDO is high. The fact that UNIDO's strategic priorities, to a large extent, correspond with those of the Government/MTI, including the recently developed Overall Strategic Agenda, focusing on attracting investments, boosting industrialization, increasing trade and exports and developing SMEs and vocational training, makes UNIDO an attractive partner and ensures ownership of present and future programmes.

The large majority of implemented interventions have been in line with UNIDO thematic priorities and sphere of competence. Exceptions are projects in the field of municipal waste management, not really targeting industrial waste and sea/lagoon sediment/cleanup. There is also a doubt as to whether a zero emission industrial park is a priority at the present time. None of these interventions have taken off, however.



#### **2.4.4. Efficiency**

The implementation of the CP has been hampered by frequent changes of staff in counterpart agencies and institutions. This has also reduced the effects of institution- building initiatives.

UNIDO has traditionally and this is still the case, had a privileged relationship with the counterpart Ministry and the support to the establishment of the Industrial Information Centre (IIC) is proof of this. The opportunity to link the IIC and the generation of data, including industrial statistics to sectoral projects in for instance textiles and leather, or more general PSD interventions such as the AFRIPANET and to have knowledge generated by both TC interventions and research feed into policy seems, however, to be untapped.

Support to the FMTI/MTI is a major element of the CP and the need for capacity building has been and continues to be stressed. Capacity building has been promoted through short-term training programmes and study tours, mainly to Japan, but often not in a holistic or systematic manner. Quite a large number of study tours have formed part of implemented interventions and a surprisingly high share of these study tours have been to Japan.

However, capacity building efforts do not seem to be based on capacity needs analysis and objectives. The training of 140 staff members in computer and internet appreciation is certainly very useful but does not seem to be comprehensive enough. The evaluation also took note of training programmes (industrial statistics) organized in and study tours (for instance industrial and trade governance and legislation) undertaken to Japan but the cost-effectiveness of these initiatives is somewhat doubtful.

Many projects, in the CP have been going on for a long time, some started under CSF II and some have been almost completed for a long time but are still kept open. Of the 140 projects from the evaluation period, 32 are either ongoing or operationally completed with less than 10% of funding left. The majority of these have been operationally completed for more than one year. In 23 projects, their completion date was 2009 or prior. Cases when the changes of project manager had slowed down implementation were equally signaled.

Most projects have been implemented as stand-alone activities and there were both at the design stage and during implementation little attention to holistic issues or synergies. To reduce the support to the IIC to computer appreciation and COMFAR training for its staff seems suboptimal and in particular considering that the IIC is linked to the Policy and Research Unit of the Ministry.

UNIDO has also been the go-between of a Japanese-funded support project targeting grass-roots organizations according to the One Village/One Product modality. The projects for salt and cassava processing are small in scale; each around USD 100,000. For one project (Cassava) a UNIDO matching contribution, through the Industrial Development Fund never materialized and the Japanese Embassy would have appreciated more information and communication on why not. It is, in addition, doubtful that an international agency like UNIDO is the most efficient channel for managing these kinds of rural-based, small scale and NGO-type initiatives.

Some linkages have been established between different components of the CP and for instance between renewable energy and agro-processing. It also seems that clearer linkages could have been established between the projects SF/NIR/05N05 Nigerian Integrated Information System and TF/NT/10004 Industrial Information System and the regional EE/RAF/08043 Survey of Enterprises (AfrIPANet) for which Nigeria is one of the partners. Common denominators are the training in survey analysis, establishment of information platforms, and generation of industrial data on competitiveness.

At times there seems to have been a need for more preparatory activities and additional information and awareness raising in relation to UNIDO programmes and for instance SPX and the AfrIPANet survey where the purposes do not always seem to be fully understood. Moreover, it seems that in relation to the AfrIPANet survey a mapping of existing databases and relevant information could have been done at the inception phase, though this would have required adequate time and funds.

Good examples of interventions working strategically, with high level of cost-effectiveness and with a potential for impact (especially if linked to national strategy and policy making) is the textile survey, initiated in 2009. The Government is satisfied with the survey and intends to use it to revive the sector and have it feed into policy. UNIDO follow-up support is also envisaged but it is not sure what this will consist of.

Stakeholders generally expressed satisfaction with UNIDO experts and consultants both in relation to internationals and nationals. A few cases of insufficient developing country perspective or experience and deficient language skills were reported. The balance between international and national experts was considered to be appropriate.

Procurement (HQ-based) is an issue due to long delays, as an example the procurement of rice processing equipment took about 10 months and the

purchase of one vehicle about 10 months. At the same time HQ procurement was felt to bring down costs in comparison to national execution.

As mentioned above, the fact that the Nigerian counterpart contribution, amounting to about USD 10,380,116 is, for the most part, still outstanding has severely affected programme implementation. Similarly, State Governments did not, at any significant level enter into IDF agreements and raise funds for project implementation in their states.

Finally, 40 ongoing projects and many other kinds of initiatives have resulted in a scattered programme with limited impact and heavy and costly administration.

### **2.4.5. Effectiveness**

The Country Programme objective, aligned to the Vision 20:2020, was to support Nigeria to become one of the 20 largest economies. This is a “relative” objective whose achievement does not only depend on the performance of the Nigerian economy but also on the performance of other economies and thus difficult to monitor and is not only dependent on the performance of the Nigerian economy. Moreover, this objective could not be achieved within the time-frame of the CP as one would have to wait until 2020 to assess it.

Looking at the problems the programme was to address and primarily poor economic management, absence of an enabling environment and the absence of a vibrant industrial sector there has only been limited contributions and progress and not the least because these are systemic issues that need to be addressed systematically and comprehensively. There has been progress in some areas however, the PPP has been activated and contributed to an improved public/private sector dialogue, and user-friendly information has been made available for industrial development (textile sector study, competitiveness data and through the AfrIPANet survey). The industry-related environmental problems have, however, not been addressed in any holistic manner although there are positive developments in the area of POPs, the pipeline project providing support to NESREA and the establishment of a Best Available Technology Programme.

National counterparts, with a few exceptions, expressed a high level of satisfaction with UNIDO services. The Ministry of Environment stressed that UNIDO was chosen for its technical competence and track record on performance and that it was a reliable partner. The MP projects were found to have been successful and established targets for phase-out to have been reached.

The value chain approach promoted by the Abuja conference and NAADI is appreciated and felt to have a potential to increase efficiency and effectiveness through a more systematic and holistic approach to agro-industry sector development. Various synergies are also promoted through different ministries working together as well as between different branches and units within UNIDO.

The fact that many long-term UNIDO partners, public and private, evoke the need for further capacity building poses some question as to the effectiveness and sustainability of past support.

#### **2.4.6. Sustainability**

A few Centres established under this and previous CSFs are struggling in terms of technical and financial sustainability. To this category belong the CFC for textile and leather in Aba and the IIC.

As said earlier, UNIDO has a long history in Nigeria and comparing present objectives and ongoing projects with those carried out 10 to 15 years ago, there is a lot of similarity; competitiveness studies and enterprise surveys are still being carried out, public-private sector consultations are still ongoing, SME development is still high on the agenda and so is investment and technology promotion. The IIC Centre was established and is to some extent operational but far from being sustainable. Generally there are still serious resource constraints facing many of UNIDO's partners and the need and wish for capacity building is evident.

## **2.5. UNIDO's participation in UN-wide mechanisms and interagency cooperation**

The above mentioned 3ADI conference is an example of efficient and constructive interagency cooperation and where the UNIDO/FAO/IFAD partnership brought value added to the initiative. The FAO programme in Nigeria focuses on agriculture and food processing with many potential areas for cooperation with UNIDO. Cooperation has also been initiated, felt to be useful and constructive and in addition to the 3ADI conference has focused on rice processing and the oil palm sector. ILO is equally working in areas close to UNIDO's mandate, for instance, women's entrepreneurship, putting a great deal of focus on the development of a value-chain programme and this is also the

case of FAO, however with a somewhat different angle and more focus on agricultural processing.

The UNDAF is providing an overall framework for the UN and collaboration between UN agencies is increasing but has not yet reached the stage as what could be defined as a joint programme or joint implementation. Many interviewees were of the opinion that there was scope for more collaboration between UN agencies, that there were untapped potentials for synergies and that the UNDAF needs to become a stronger instrument in this sense and for joint programme implementation. The possibility of working along a value chain with agencies being responsible for assisting in addressing various constraints is being discussed.

In relation to the present UNDAF, covering the period 2009-2012, UNIDO is leading the component on productivity and employment and has actively promoted the inclusion of productive sectors in the UNDAF. UNIDO has, furthermore, assumed a coordinating function in one of the UNDAF States (Imo).

There is a UN Country Team and a UN Programme Management Team in place and UNIDO plays an active role and especially when it comes to the productivity theme and employment issues and has a voice in the energy area. Furthermore, its role in the areas of climate change, environmental sustainability, and alternative sources of energy is visible and recognized.

Nigeria is now embarking on its third UNDAF with themes similar to the previous one. One theme, wealth creation for youth will be added. Indications are that for the new UNDAF, ILO will be the lead agency for the employment theme.

## **2.6. Field Office performance**

The UNIDO Office in Abuja is a Regional Office covering Benin, Burkina Faso, Mali and Niger. It also facilitates the implementation of regional projects in collaboration with the ECOWAS Commission but has not yet been formally accredited to the latter.

The Field Office is manned by 2 international and 7 national staff members (2 Secretaries, 2 Drivers and 4 National Project Officers, out of which one is under recruitment). The Office, in addition, draws on a pool of consultants and a few with long-term contracts and could be considered as semi-permanent. There is, since 2003, a liaison office in Lagos, staffed by a general service (project) staff member and from where a few long term consultants operate. Presently, an SPX

and two AfrIPANet consultants also operate out of this office. It is also used by staff, during what can be considered as frequent visits to Lagos.

In view of the present portfolio of about 40 projects, the human resources are quite stretched and also considering that Nigeria is a large country with 36 States and with substantial decentralization to the state level and keeping in mind that the office is serving four additional countries. Many of the presently ongoing Nigerian projects are small in value but labour intensive.

About 70 per cent of the staff time is spent on Nigeria with the remaining 30 percent on the other countries in the region. The Office in Nigeria thus benefits primarily Nigerian partners due to accessibility of FO staff and proximity to government counterparts. It also facilitates cooperation with UN and private sector partners in Nigeria. It has enabled UNIDO to assume a leading role in UNDAF. On the other hand, results in terms of funds mobilization have been disappointing.

There has, over the last decade, been a general shift towards management and decision-making at the field level and the fact that the UR is the team leader for the CP is an example of this. The evaluation of the CSF I found that overall the RIDC concept as a response to decentralization was successful in Nigeria. This was in large part due to the fact that the concept piloted in Nigeria included several interrelated decentralized functions (Director of RIDC, UR and Team Leader). In addition, the evaluation found that greater impact is achieved when field activities are carried out together and are led by the field.

This is consistent with the findings and recommendations of this evaluation. However, looking at the very large and wide number of tasks assigned to this (and other) field office and the limited resources, it is difficult for the RO to efficiently deal with all and there is a need to prioritize. Priority has been given to the provision of advisory and technical services to the counterpart ministry and to facilitating and contributing to the implementation of ongoing TC projects. In respect to the latter the Office provides administrative, technical and logistical support. The FO is also the allotment holder for a limited number of projects but the majority of the projects continue to be managed from HQ.

A high degree of attention is also given to the representative function and this contributes to a high level of visibility of UNIDO in Nigeria. The provision of advice is figuring prominently and mainly to the counterpart ministry. The reporting back to UNIDO has been more limited and needs assessments or flagging priorities do not really seem to be a driving force behind the missions to or initiatives launched by HQ-based staff in Nigeria. Its role in the identification or formulation of TC programmes mainly took place at the time of the design of the

country programme. The reporting on the status of TC implementation has been relatively weak and as mentioned earlier only three progress reports have been developed since the start of the CP. No CP progress report was issued in 2011; the reason given was that this had not been requested by headquarters.

The Office prepared RBM-based work plans in 2008 but did not closely monitor or report on implementation. There was no RBM-based work plan prepared for 2011; the reason given was that the Office was not requested to prepare one. In fact the latest RBM Work Plan seems to date back to 2008. This brings out some doubt as to the utility of the RBM-based work plan. The 2008 Work Plan was quite detailed and ambitious and only partly implemented.

As mentioned above, the UR is the team leader for the CP and the Field Office contributes to the implementation of UNIDO's TC projects but has only to a very limited extent been allotment holders (AH) and directly responsible for the interventions. At the time of the evaluation, the UR was the AH for 5 projects which were all related to 3ADI and one additional project related to the cassava processing. There are no projects with a National Programme Officer as AH. The role of field office staff has rather been more of a facilitating kind and with some attention to monitoring at the level of results. Valuable support is, however, provided for the recruitment of national experts and consultants and in ensuring that project-related equipment arrives and in accordance with the decided quality and quantity. Some monitoring visits to project sites take place but this is not a major activity. The members of the Office are, generally, competent and motivated and it is a cost-effective operation when considering how much is being done with a relatively small human resource base.

There seems to be a certain disconnect between the HQ and the field and the FO would like to see more consultation before various initiatives are launched in order to foster more demand-driven interventions. It was noted that project proposals are being submitted to the AMC without formal endorsement of the UR.

The Field Office is a well-established office which maintains a good level of cooperation with relevant public and private actors. In particular, it maintains a close relationship with the counterpart ministry, the MTI, and is regularly solicited for the provision of advisory or analytical services. At the time of the evaluation mission, the Office was involved in the development of an investment strategy, including the provision of guidance on the Export Processing Zone concept and in the launching of NAADI. It should be mentioned that about a 15 years ago the UNIDO Office in Nigeria was designated (and functioned as) a Regional Industrial Development Centre and served as a resource centre for the provision of short-term advisory services. There is thus a tradition of the counterpart Ministry to rely

on the Office for advisory services and this is still done although this function was more predominant in the late 90s.

The visibility of the office in Nigerian media is high. UNIDO is a well-known industry sector advocate and participates in the National Council on Commerce and Industry. The Office was instrumental in promoting the inclusion of the productive sector in UNDAF and is actively participating in the Programme Management Team. It plays a leading role in one of the six selected States, the Imo State. FO staff is active, respected and articulate members of the UNCT and have developed constructive working relations with many UN agencies, including IFAD, UN Women and ILO. Its contributions to UN wide committees and frameworks are distinct and valued.

Financial transactions went through UNDP until 2004 when the FO was endowed with an Imprest account. This has rationalized financial procedures and significantly reduced payment periods and speeded up implementation. Costs have also been somewhat reduced since there are no more transaction fees. The Imprest account is functioning in a satisfactory manner. The present UR should be commended for having introduced the “four eyes” principle for all financial transactions. Quite a lot of time is spent on procurement of items below the USD 20,000 limit. The evaluation mission noted that at the time of evaluation 9 PADs were still in the name of the former UR, now retired from UNIDO.



# 3.

## Conclusions, recommendations and lessons learned

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### 3.1. Conclusions

#### Overall Conclusions

UNIDO is an appreciated partner in Nigeria and its technical expertise is relevant and valued. The Country Programme is, generally in line with national needs and priorities but, in view of the actual and potential funding levels, lacks focus and coherence and was overly ambitious. It is in line with UNIDO strategic priorities and thematic areas. However, the fact that the CP is severely under-funded, mainly because of the non-availability of counterpart funding, has had as an effect that many projects are just “fully commenced” and the CP did not really “take off”.

The foreseen CP Steering Committee has not been put in place and there have been insufficient consultations between the government and UNIDO on how to use available resources and on how to make a concerted effort to mobilize the Nigerian contribution to the Industrial Development Fund. There is also a need to initiate a dialogue about the objectives and emphasis of a future programme.

The Country Programme touches on many sectors and issues and UNIDO is collaborating with a large range of stakeholders. Many of the counterparts show a high degree of ownership and commitment and there is, for the most part, a good level of cooperation.

The FO contributes to UNIDO visibility in Nigeria, provides efficient support to project implementation, has ensured that the CP is in line with national strategies and needs and enables an effective and efficient participation in UNDAF and the UNCT. It played an instrumental role in the organizing of and follow-up to the Abuja Conference and the related publication but other than that has not actively promoted global forum functions. The Regional Office and the UR perform many important functions but are not always fully in the picture or consulted before new

projects are initiated. Moreover, a portfolio of 40 projects, often small but resource intensive, stretches the relatively small human resource base of the RO. The Abuja meeting on agro-industry development (3ADI) gave visibility to UNIDO and other UN partners, put agro-industry development on the agenda and led to the initiation of a programme of cooperation; the NAADI.

Many constraints to economic and industrial development remain and issues of environmental management and energy provision or efficiency need to be addressed more systematically. UNIDO's support is still wanted and old and new areas of cooperation are on the agenda. In particular the evaluation team noticed an interest in future cooperation in areas of agro-industry development, trade capacity building, investment promotion, cluster development, competitiveness studies, SME development, green industry, energy efficiency and in relation to the employment of youth. There seems to be scope for linking up many of these areas to NAADI. Capacity building of the MTI continues to be a priority.

The MTI is in the process of developing an overall strategic agenda, linked up to Nigeria's Transformation Agenda and which should also be able to serve as a framework for UNIDO. The vision is to promote economic growth through wealth and job creation and the mission to formulate and implement policies and programmes to attract investment, boost industrialization, increase trade & exports and develop enterprises. The AfrIPANet and the NAADI could be relevant entry points for UNIDO. In fact, the latter is already mentioned as a component of the Strategic Agenda. Another component is to facilitate export of focus sector and a sector, textile, is mentioned and this is a sector which UNIDO has already been involved in.

Moreover, development of SME's through entrepreneurship support is emphasized. There is also a potential for UNIDO to add value to the promotion of industrial standards and consumer protection.

## **PSD**

The PSD portfolio of UNIDO in Nigeria is relevant, but is largely compromised by design shortcomings, a rather large number of small projects and low funding and inefficient use of resources in covering recurrent costs. The ICT initiatives have benefitted greatly from close alignment and synergies with national entrepreneurship development programmes, though the BIC concept is still to prove itself.

Capacity building for the FMTI has been challenging and is in need of a comprehensive review and identification of core capacity building needs. In contrast, support to the Organised Private Sector has proven effective particularly

in lobbying and advocacy, with low overall costs. The OPS/Public sector dialogue has been found to be a constructive mechanism and the quarterly briefing/presentation appreciated.

### **Trade Capacity Building**

Trade capacity building has not been a major focus of UNIDO's interventions in Nigeria. Nigeria is one of the countries included in the regional project Competitiveness Support and Harmonization of TBT and SPS (EE/RAF/07017 and EE/RAF/07A17). However, this project has faced difficulties including unclear roles and responsibilities, budgetary constraints, poor design and delays in implementation. Moreover, the programme covered 16 countries with different needs and there was limited focus on Nigeria despite it being the by far the largest country in the region and its potential to play a catalytic role.

In addition, funds had been received by the RO Nigeria from the Standards Organization of Nigeria (SON) for the establishment of a National Metrology Laboratory but have not been used, mainly due to the absence of a project document.

The importance of trade capacity building and in particular the existence of national quality standards is, however, evident and there are currently discussions with the European Union and ECOWAS regarding future projects.

### **Agro-industry**

Considering the large role of agriculture and the opportunities for value addition and agro-industry development, the agro-industry portfolio is highly relevant but small. The portfolio has been designed and implemented in a piece-meal fashion and with the absence of a cohesive strategy. The renewed focus on agro-industry through the 3ADI, including the upcoming NAADI, should allow for increased focus and a more holistic approach to the development of the sector.

The projects within the agro-industry sector address a clear need for value addition in the Nigerian manufacturing sector. However, many factors including unclear roles and responsibilities, lack of funding and lack of strategic coherence could be detrimental to the potential impact of the individual projects and this component as a whole.

### **Energy**

Regarding renewable energy based on SHP, there is a well designed programme managed by the RC. The programme is serving primarily Nigeria, but is now starting to reach out to other countries.

There are several problems with implementation of the site specific SHP projects:

- Only one of the two projects with installed turbines, Bauchi, is generating electricity and in its case only 30 % of its capacity is utilized.
- The one project with a delivered but not installed turbine, Tunga, appears to be indefinitely stalled.
- At the three sites with installed or delivered turbines, there have been significant implementation delays due to the failure of state governments to fund completion of the needed civil works. (There is the same problem at the site for the energy efficient rice mill in Ebonyi State.)
- At three of the five sites, on-grid power is available. While this source of electricity may be intermittent, it should be sufficient to support some productive activities.
- There are only limited or no productive uses at the two completed project sites. At Bauchi, no plan for productive uses was prepared and there are currently only a few productive activities. At Enugu, there are facilities for productive uses, but they are not being utilized because the SHP plant is not operating due to water shortage.
- At Ikeji-Ile, there is only a designated site for SME activities and no micro enterprise support program that would encourage use of the designated site.

The CP is only to a limited extent promoting the use of other renewable resources. There is one promising project that will use biomass resources (rice husks) for energy production. Another biomass project is the anticipated use of wood chips in a 25 kW gasification unit. There are only two small scale efforts to use solar power, both of which are being financed by the Ebonyi State Government.

The most neglected and probably the most needed activity in the energy field is the provision of additional capacity for electricity generation. Throughout the country, the manufacturing sector receives only limited and unreliable electricity supply. While UNIDO does not have the capacity to directly address this concern, it does have the capacity to support activities that would improve energy use and efficiency, which would reduce the need for energy, and reduce barriers to energy access. However, this potential is not being tapped. There is only one ongoing project in the CP that addresses energy efficiency, the Abakaliki rice mill cluster but implementation is seriously delayed. The energy conservation centres and training activities proposed in the CP did not materialize.

## **Environment**

There are currently no completed or ongoing environmental projects in the CP outside of those funded by the Multilateral Fund and the GEF. The ODS phase-out of carbon tetrachloride and trichloroethane solvents is essentially completed, objectives have been achieved and a new project to phase-out HCFCs is just starting. The nypa palm demonstration project is completed and has achieved its objectives. The POPs identification and remediation project is still on-going and has been subject to an independent UNIDO evaluation.

The revised BAT/BEP pipeline project will be aligned to the resource efficient and cleaner production concept that includes energy efficiency, energy conservation and renewable energy development, all of which should contribute to the development of a green industry policy and strategy for Nigeria. These energy related issues were incorporated in the revised request for GEF funding.

## **3.2. Recommendations**

### **General**

- More focus and concentration is needed for higher impact and efficient management and a dispersed portfolio with a multitude of small projects should be avoided.
- There is a need for increased results-orientation and project and programme design following RBM principles.
- There should be a change from activity to results based implementation, monitoring and reporting. A future country programme should have the desired outcomes as its basis and comprise a results framework with realistic but clear targets and indicators for various level objectives.
- A main principle should be that the UNIDO country programme is aligned to the objectives of the counterpart institutions and clearly contribute to the achievement of these objectives or in alleviating constraints for achieving the same.
- The UNIDO programme should link up with sectoral plans and be aligned to national budgets.
- UNIDO should support the transformation agenda and provide its competence in areas where the organization has a comparative advantage such as industrial policy, green industry (cleaner production and energy efficiency), agro-business development (linkages to policy, capacity development, trade capacity building,

quality infrastructure, value-chain development, cluster development), business environment reform, CSR and youth employment and combine TC delivery and advocacy-related interventions.

- The above recommendations concern both a possible future programme and a need to review the ongoing CP, in case the counterpart funding will be forthcoming but also in order to identify priority areas for the remaining period.
- The national programme level Steering Committee should be established and discussions initiated on the use of existing and future budgetary resources.
- There should be more transparency in the use of budgetary resources, including counterpart contributions.
- Capacity building interventions should focus on enabling counterpart institutions to fulfil concrete functions and tasks and achieve their objectives and have a link to policy development or implementation.
- There should be a more systematic approach to capacity development through capacity development needs assessment and clear capacity building targets.
- Capacity development interventions should include the strengthening of capacities to manage small scale pilot projects, for instance in the areas of agro-industry development and renewable energy.
- Pilot projects should pay more attention to the intended purpose and have a longer-term and wider perspective. They need to be fully assessed in terms of the relevance and applicability of the piloted technology or technical cooperation modality and include informed recommendations as to up-scaling, dissemination or policy making or strategy formulation. They should give due attention to the future management of an established plant or centre.
- Increased attention should be given to project status and operationally completed projects should be closed in a timely manner and allotment holders changed when staff retire or transfer.
- There is a need to address the issue of youth employment more systematically and in collaboration with national and international actors, including other UN agencies. An attempt should be made to mainstream youth employment in projects targeting private sector development.

- Increased attention needs to be given to mainstreaming gender and youth in UNIDO projects and programmes.
- The Field Office needs to be further empowered. There is a need to more clearly define the roles between HQ and RO. More authority should be given to the RO, including the direct management of projects (proximity management) but keeping existing capacities and expertise in mind and in clearing project proposals for submission to UNIDO's approval bodies.
- The AMC should not approve projects to be implemented in Nigeria and elsewhere if there is no UR endorsement and HQ missions should be cleared by the UR.

## **PSD**

- A greater allocation of resources to 'conducive business environment' issues (e.g. energy policy and strategy, cleaner production, TCB & CSR) is highly recommended for the next CP.
- The BIC concept should be revisited in view of the existence of private sector services and the expanding capacity of freely available search engines like Google.
- The Investors Survey and SPX projects should be provided with additional support for the survey teams to have better access to targeted companies. While the survey design should ensure adequate comparability across countries, future surveys should devote more efforts to stakeholder participation and advocacy/awareness raising in enterprise survey designs and prior to implementation.
- Nationally funded UNIDO programmes should not allocate resources to cover recurrent costs – such as internet connection charges and fuel - of national agencies and institution but use resources for areas in which UNIDO has a value added.
- Design of a planned secondary schools' entrepreneurship curriculum development project should be concluded at the earliest opportunity in order to maintain the momentum gained. Similarly, further training is needed for counterpart institutions to move from GET-IT training to HP-LIFE, particularly with the Ebonyi State University and the EDC.
- The HP-LIFE project should expand its training of trainers and master trainers in anticipation of the rollout of entrepreneurship education in schools and at Ebonyi State University.
- The next CP should promote PPP initiatives for reducing the cost of computers as well as for soft business start-up loans for students and young entrepreneurs.

- UNIDO should partner with the World Bank and specifically its support project for MSMEs, currently under implementation with the NIPC.

### **Trade Capacity Building**

- The regional West Africa Quality Programme should be evaluated by UNIDO.
- The preparatory activities for the establishment of the National Metrology Laboratory should be completed. This and other projects promoting quality infrastructure should reflect industry needs and the recommendations of the thematic SMTQ evaluation.
- There should be more collaboration between PSD, Agro-industry and Trade Capacity Building Projects.

### **Agro-Industry**

- Future projects should be aligned to the upcoming NAADI and have a more holistic and strategic approach.
- The portfolio should foster collaboration with other international organizations (FAO, IFAD) to ensure that constraints are addressed along the entire value chain. In addition, cooperation with energy and environment projects should be explored.
- The Common Facility Centre (CFC) for Leather and Garments in Aba should have a board of trustees or another decision making body constituted immediately. UNIDO HQs and RO should increase their involvement in the project to further drive decision making and progress towards sustainability.
- The RO should work with stakeholders on the materialization of the pipeline project for the second phase of the Ebonyi Salt project. A second phase should accomplish the following: reduced processing time, elimination of firewood from the process, iodization of salt, quality improvement and a marketing plan for the salt produced.

### **Energy**

- Under the current CP, UNIDO should urge the Government to work with the RC on completing site-specific SHP projects, including the promotion of productive uses.
- RC planning for new SHP installations should 1) identify areas that are not and will not soon be connected to the national grid, 2)



incorporate specific plans to support productive uses and 3) secure dedicated funding from state governments for the needed civil works.

- While a new CP should continue support for SHP activities, both the RC and site-specific projects, it should expand efforts to utilize other renewable resources, primarily biomass, because of the abundance of unutilized crop residues and animal wastes.
- A new CP should promote industrial energy efficiency and support policy and programme formulation for decoupling energy use and industrial output and for removing barriers to energy access.

### **Environment**

- A new country programme should include a revised national cleaner production programme that has an initial focus on industrial energy efficiency. It should build on the potential for cleaner production activities documented in the recently completed study of cleaner production in 20 factories in Nigeria.
- A new country programme should include a revised BAT/BEP pipeline project that incorporates the greening of industry concept. A revised project would then be in line with the call for a green economy in the Nigeria Vision 20:2020 and UNIDO's intention to initiate green industry strategies in several countries.

## **3.3. Lessons learned**

Ownership and active participation of government counterparts and other stakeholders increases the success rate of projects and programmes. Active participation in design and implementation stages by counterparts tends to increase relevance, efficiency, effectiveness and sustainability.



# Annex A: Terms of Reference



UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

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## TERMS OF REFERENCE FOR THE INDEPENDENT COUNTRY EVALUATION IN THE FEDERAL REPUBLIC OF NIGERIA

### I. BACKGROUND AND CONTEXT

An independent evaluation of the United Nations Industrial Development Organization's (UNIDO) activities and involvement in the Federal Republic of Nigeria was proposed by the UNIDO Executive Board. The Nigeria Independent Country Evaluation was subsequently included in the ODG/EVA Work Programme 2010/2011 approved by the Executive Board.

In addition to assessing the implementation and results of country programme mechanisms (CSF Phase II and CP) this independent country evaluation will also include an assessment of stand-alone projects, including Montreal Protocol (MP) and Global Environment Facility (GEF) projects, components of regional projects, the function and performance of the Regional Office, Global Forum activities and contributions of the country programme to the attainment of the Millennium Development Goals (MDGs). In addition, findings from past and current relevant evaluations will be considered.

**UNIDO** has been involved in Nigeria since 1966 with the first project beginning in 1968. In all, UNIDO has implemented more than 400 projects with a total allotment of more than USD 237 million. There are presently 39 on-going projects. The majority of the portfolio has been self-financed by the recipient government.

With approximately 154.7<sup>21</sup> million people, Nigeria is the most populous country in Africa. It has recently been categorized as a lower-middle income economy country. However, it ranks 142 out of 169 in the Human Development Index<sup>22</sup> and is thus categorized as a low human development country. Statistical databases, specifically those related to poverty, are limited and sometimes outdated and unreliable<sup>23</sup>. However, current estimates place 70 % of the population in Nigeria living below the poverty line. Table 1 below provides information on selected basic indicators for Nigeria.

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<sup>21</sup> The World Bank Group (22 June 2011). Nigeria. Retrieved from <http://go.worldbank.org/4ANKR2VKI0>

<sup>22</sup> United Nations Development Programme Human Development Report 2010

<sup>23</sup> The World Bank Group (29 June 2011). Nigeria. Retrieved from <http://go.worldbank.org/4ANKR2VKI0>

**Table 1: Selected Indicators for Nigeria**

Indicator	Unit	2000-2009*
Population	Millions	154.7
Population Growth	%	2.3
Poverty (population below poverty line)	%	70
GDP per Capita	USD	1,118
GDP Growth	%	5.6
Agriculture (contribution to GDP)	%	31.9
Industry (contribution to GDP)	%	32.9
Services (contribution to GDP)	%	35.2
Electricity Production	billion kWh	21.92
Electricity Use	billion kWh	19.21

\*Most recent available data during period Source: CIA World Factbook, World Bank Country Indicators, IMF

Nigeria has experienced steady economic growth since 1989. For the most part, this growth has been attributed to the oil sector.<sup>24</sup> Nigeria is the largest oil exporter in Africa and the 11<sup>th</sup> largest in the world<sup>25</sup>. In addition, it has the largest gas reserves on the continent. However, due to several factors including political unrest in the Niger Delta, recently, it has been non-oil growth that has contributed to the economic expansion in the country<sup>26</sup>. Contributions to GDP, however, have been fairly evenly split among the agriculture, industry and services sectors<sup>27</sup>. The country is expected to continue with a period of robust economic expansion at an average rate of 6.5% through to 2015<sup>28</sup>.

The service sector is expected to continue to be a major contributor to economic growth in Nigeria, in large part due to the telecommunications sector. On the other hand, the majority of the labour force (approximately 70 %)<sup>29</sup> is still employed in agriculture.

The industrial sector currently makes up approximately 32.9%<sup>30</sup> of GDP but continues to struggle due to lack of appropriate infrastructure and strong external competition. Despite the previous and forecasted economic growth Nigeria has failed to achieve sustained improvements in productivity, incomes or employment<sup>31</sup>.

Nigeria is ranked as 127 out of 133 in the Global Competitiveness Index (GCI)<sup>32</sup>. The top three problematic factors for doing business in Nigeria are, in order: access to financing, inadequate supply of infrastructure and corruption. Moreover, access to a consistent power supply and other infrastructure has constrained development. In an attempt to address this situation, the Nigerian Federal Government has included infrastructure as part of its national development priorities and policies.

The long-term development strategy for Nigeria is outlined in the Vision 2020 document. The goal of this strategy is to move Nigeria from the 49<sup>th</sup> largest economy in the world in 2007 to the 20<sup>th</sup> largest economy by the year 2020. This very ambitious goal is expected to be achieved primarily through two strategic frameworks; the 7-Point Agenda and the National Development Plan.

<sup>24</sup> The Economist Intelligence Unit Limited 2011- Nigeria Country Report

<sup>25</sup> UK Foreign and Commonwealth Office- Nigeria Country Profile; retrieved 23 June 2011

<sup>26</sup> *ibid*

<sup>27</sup> CIA World Factbook- February 2011

<sup>28</sup> The Economist Intelligence Unit Limited 2011- Nigeria Country Report

<sup>29</sup> CIA World Factbook-February 2011

<sup>30</sup> *ibid*

<sup>31</sup> Nigeria UNDAF II (2009-2012)

<sup>32</sup> The Global Competitiveness Report 2010-2011, World Economic Forum

The 7-Point Agenda includes the following areas of focus:

- I. The Real Sector: agriculture, land, reform, manufacturing, solid minerals, oil and gas and housing
- II. Infrastructure: energy/power, transport and water supply and sanitation
- III. Human Capital Development: education, health and skills acquisition
- IV. Security, law and electoral reform including justice
- V. Combating corruption and improving governance: value re-orientation, zero tolerance of corruption and effective service delivery
- VI. Regional Development, including the Niger Delta and the environment
- VII. Cross-cutting Issues: employment, gender and HIV/AIDS

The National Development Plan (NDP) is the successor to the National Economic Empowerment and Development Strategy (NEEDS) of 2004. It provides the medium-term framework (2008-2011) for action and includes work plans and budgets.

In order to support the needs and goals of Nigeria, the UN Country (UNCT) Team developed the currently on-going **UNDAF II** (2009-2012). It is organized along four major priorities, with UNIDO focusing on the first two priorities:

- Priority 1: Government and accountability that supports transparent, equitable and effective use of resources
- Priority 2: Productivity and employment for wealth creation with a bias towards the poor and to help build a private sector-led non-oil economy, particularly in agriculture and agro-industry
- Priority 3: Social service delivery to invest in Nigeria's human capital
- Priority 4: Reduction of the risk of crisis and conflict in the Niger Delta as well as other parts of the country

## **II. UNIDO Presence in Nigeria**

Given the development priorities of Nigeria, UNIDO is well placed to assist the country in achieving its goals. UNIDO's activities in Nigeria were previously organized into two phases within a Country Service Framework (CSF). Currently interventions are organized within a Country Programme (CP).

### **a. The UNIDO Country Service Framework (2001-2009)**

UNIDO's **Country Service Framework (CSF)** has been implemented in two phases over the period 2001 to 2009.

In 1999, Nigeria was chosen as a pilot case for decentralization and UNIDO's new approach to delivering technical cooperation at the country level. The Country Strategic Framework (CSF) Phase I was implemented as a pilot based on three interrelated approaches:

- The establishment of an office called the Regional Industrial Development Centre (RIDC)
- The launching of the Country Service Framework (CSF) as a new modality for the provision of technical assistance
- The appointment of a UNIDO Representative (UR)

In September 2003, the UNIDO Evaluation Group conducted an assessment of both the pilot CSF Phase I in Nigeria as well as the Regional Industrial Development Centre (RIDC) in Nigeria. The evaluation found that overall the RIDC concept as a response to decentralization was successful in Nigeria. This was in large part due to the fact that the pilot included several interrelated decentralized functions (Director of RIDC, UR and Team Leader). In addition, the evaluation found that greater impact is achieved when field activities are carried out together and are led by the field. The assessment also specifically found that the CSF concept was not very different from the Integrated Programme concept and recommended that these two concepts be merged.

The CSF II (2005-2009) built on the achievements as well as the assessment recommendations and lessons learnt from the CSF I. The CSF II was organized into sub-programmes referred to as Integrated Programmes (IPs). These essentially functioned as components. The CSF II included the following three IPs:

- Integrated Programme 1: Industrial Governance focusing on trade facilitation, institutional support and Public-Private Partnership
- Integrated Programme 2: Agro-Industries, Productive Capacity Enhancement and Support to Presidential Initiatives; and
- Integrated Programme 3: Environment and Energy

However, as can be seen from the table below, two of these programmes were severely underfunded and the third was also not fully funded. IP I, planned for 2.5 million USD was 76% funded, while IP II planned for more than 8 million USD was funded at only 9.6% and IP III planned for 7.7 million USD was 15% funded.

**Table 2 Nigeria Country Service Framework Phase II: Planning and Allotted Budgets (excluding project support costs)**

Theme/Description	Planned Budget (USD\$)	Allotted Budget (USD \$)	Total Disbursement (USD \$)
<b>Integrated Programme I:</b> Industrial Governance focusing on trade facilitation, institutional support and Public-Private Partnership	2,519,300	1,929,735	1,776,165
<b>Integrated Programme II:</b> Agro-industries, Productive Capacity Enhancement and Support to Presidential Initiatives	8,079,487	783,554	745,591
<b>Integrated Programme III:</b> Energy and Environment	7,773,100	1,167,564	1,089,703
<b>Total</b>	18,371,887	3,880,853	3,611,459
<i>Source: CSF Progress Report March 2008 ; Infobase as of 28 June 2011</i>			

The CSF II was closed in December 2009. The Country Programme covering the years 2009 to 2012 was signed and approved by the Government of the Federal Republic of Nigeria and UNIDO in February 2009. Implementation of the Country Programme began following the approval/signing of the CP and the closure of the CSF II.

## **b. The UNIDO Country Programme (2009-2012)**

In support of the UNIDO strategy to streamline activities, the CSF and Integrated Programmes were moved into the subsequent overall Country Programme for Nigeria. The initial implementation of the CP focused on the completion of outstanding projects and activities carried over from the CSF II. In all, the Country Programme 2009-2012 carried over a total of 21 on-going projects from the CSF II and corresponding IPs. An additional 18 projects have since been added making a total of 39 on-going projects included in the Country Programme.

The current UNIDO **Country Programme (CP) 2009-2012**, entitled Economic Development through Poverty Alleviation: Promoting Economic Competitiveness and Sustainable Export of Value Added Products, is guided by the National Development Plan (NDP) along with the 7 Point Agenda and the Vision 20-2020 as well as the Nigeria UNDAF II (2009-2012). The Country Programme was launched in 2009 following the end of the Country Service Framework and the corresponding Integrated Programmes of the CSF.

The majority of UNIDO's current work in the country is covered under the Country Programme including Montreal Protocol (MP) and Global Environment Fund (GEF) projects. This is a change from the previous CSF in which MP and GEF projects were regarded as stand-alone projects.

The Country Programme for Nigeria has a current planning figure of USD 20,035,665, excluding support costs. However, it is currently only 16% funded putting the implementation of planned projects at risk. The majority of UNIDO activities in Nigeria are self-financed by the Nigerian government. Considering this, it will be important to review the materialization of funding for planned projects during the evaluation. Specifically, given the information presented in Table 2 above and Table 3 below, it will be important to look into the reasons and causes of the severe underfunding of the CSF II and CP, including the individual IPs and components.

The overall objective of the Country Programme is to support industrialization in Nigeria and help the country achieve its goal of becoming the 20<sup>th</sup> largest economy by 2020. The Country Programme follows the UNIDO thematic priorities and includes the following themes and corresponding components:

**Theme A:** Poverty Reduction through Productive Activities includes three components:

- Component A1: Governance, Research and Capacity Development
- Component A2: Agro-Industries, Value Addition and One Village One Product (OVOP)
- Component A3: Private Sector Development

**Theme B:** Trade Capacity Building includes two components:

- Component B1: Trade Capacity Building
- Component B2: Investment and Technology Promotion

**Theme C:** Energy and Environment includes two components:

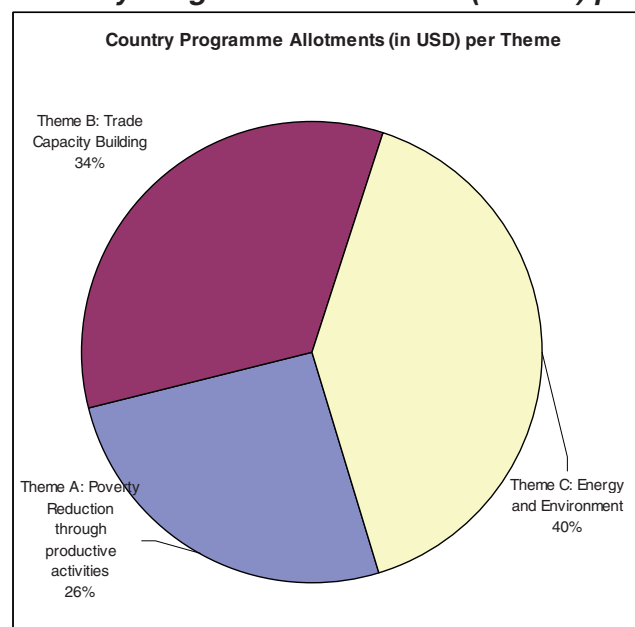
- Component C1: Renewable Energy
- Component C2: Environment

An overview of the three themes and allocated budgetary resources is provided in Table 3 below. As Table 3 illustrates, underfunding continues to be problematic in the Country Programme. Theme A planned for 5.6 million USD is 32.9% funded at 1.86 million USD and Theme C planned for more than 9.1 million USD is 31.7% funded with an allotted budget of 2.9 million USD. Theme B, Trade capacity is better funded with 71% of the 3.4 million USD planned budget being allotted.

**Table 3 Nigeria Country Programme: Planning and Allotted Budgets (excluding project support costs and CSF II carry over projects)**

Theme/Description	Planned Budget (USD\$)	Allotted Budget (USD \$)	Total Disbursement (USD \$)
Theme A: Poverty Reduction through productive activities	5,657,624	1,861,468	1,420,634
Theme B: Trade Capacity Building	3,438,880	2,451,986	2,165,755
Theme C: Energy and Environment	9,194,677	2,918,057	2,197,831
General Management	1,744,484		
<b>Total</b>	<b>20,035,665</b>	<b>7,231,511</b>	<b>5,784,220</b>
<i>Source: Country Programme Progress Report March 2010; Infobase as of 28 June 2011</i>			

**Figure 1: Nigeria Country Programme Allotments (in USD) per Theme**



*Source: Country Programme Progress Report March 2010; Infobase as of 28 June 2011*

A detailed list of the individual projects included is provided in Annex E (*List of UNIDO Projects in Nigeria*).



### **c. UNIDO Regional Office and technical centres**

UNIDO's **Regional Office (RO)** in Abuja covers Nigeria, Benin, Burkina Faso, Mali, and Niger. The RO currently employs a UNIDO Representative/Director, one regular professional staff member (P-staff) two National Officers and five administrative staff. The current UNIDO Representative and Director of the Regional Office was assigned in 2011. In addition, the Regional Office in Abuja employs a number of independent contractors and consultants.

The UNIDO network in Nigeria also includes the following Centres:

- Regional Centre for Small Hydro Power located in Abuja
- Common Facility Centre (CFC) for Shoe Manufacturers in Aba, Abia State

### **III. The Evaluation - RATIONALE AND PURPOSE**

The country evaluation is being undertaken following the completion of the Country Service Framework Phase II (2005 – 2009) and approximately mid-way through the Country Programme (2009-2012). In addition, planning for the next Country Programme will soon take place. Findings and recommendations from this evaluation will be incorporated into the planning process for the next Country Programme.

As mentioned above, the evaluation was requested by the UNIDO Executive Board and included in the ODG/EVA Work Programme for 2010/2011. The evaluation will be a forward-looking exercise and seeks to identify best practices and areas for improvement in order to draw lessons to enhance the performance of UNIDO's programme in Nigeria.

The country evaluation will attempt to assess in a systematic and objective manner the relevance, efficiency, effectiveness (achievement of outputs and outcomes), impact and sustainability of the interventions under evaluation. The evaluation will assess the achievements of the interventions against their key objectives, including re-examination of the relevance of the objectives and the appropriateness of the design, specifically in regards to gender equality and empowerment of women. It will identify factors that have facilitated or impeded the achievement of the objectives.

In summary, the main purposes are the following:

- To assess the progress of Technical Cooperation (TC) interventions towards the expected outcomes outlined in UNIDO project and programme documents
- To review and evaluate the efficiency and effectiveness of innovative practices in Nigeria, including self-financing
- To assess contributions to the achievement of national development objectives
- To assess the relevance of UNIDO's interventions in relation to national needs and national and international development priorities
- To assess the performance of the RO Nigeria in carrying out its functions and in relation to the delivery of the RBM-based work plan
- To generate key findings, draw lessons and provide a set of clear and forward-looking recommendations

#### IV. SCOPE AND FOCUS

The evaluation will cover the full range of UNIDO's support to Nigeria, including the performance of the UNIDO Regional Centre for Small Hydro Power in Abuja and the Common Facility Centre (CFC) for Shoe Manufacturers hosted in Aba in addition to results of global forum activities. It should go beyond a mere documentation of results by trying to assess why projects/programmes have succeeded or failed. As well it will identify how these successes and failures can be used to improve future UNIDO projects in the country. The evaluation will consider major projects within the CSF II and Country Programme, as well as other UNIDO projects implemented in Nigeria since 2004 when the last country-level evaluation was carried out (CSF Phase I Evaluation 2004). The evaluation will assess the performance of UNIDO's Regional Office with regards to its contribution to developing results and through performing convening, normative and technical cooperation functions as well as the efficiency and effectiveness of the office and management and implementation of projects and programmes.

Concerning the Country Programme, the achievement of outcomes as defined in the programme document will be assessed. The programme will thus be reviewed as a whole, particularly in terms of design, relevance, the exploitation of synergies and coordination within UNIDO.

The evaluation will also review the performance and impact of individual projects in relation to the contribution of UNIDO to the development goals of Nigeria. The evaluation will not review all of the individual projects that fall under the period covered by the evaluation (2004 to present) but will cover projects considered strategically important in relation to the purpose of the evaluation. The evaluation will assess a portfolio that is representative of UNIDO's activities in Nigeria since the last country evaluation, in 2004, and that is large enough to enable the evaluation team to understand UNIDO's role and activities in Nigeria and to answer the questions identified in the ToR. Based on the structure of the CSF II and CP the projects included will fall into the following clusters:

- Poverty Reduction through productive activities with a special focus on Agro-Industry
- Trade Capacity Building
- Energy and Environment (including Montreal Protocol)

Country Programme interventions are located within five states in Nigeria. Interventions from all 5 states should be considered for inclusion. The reasons for selection or exclusion of certain interventions will be explained in the inception report. For that purpose basic evaluability assessments will be carried out if necessary.

In addition, given the importance and budget allocated to the Energy and Environment section, as well as the importance of energy to the national development goals, the evaluation will include a significant focus on projects within this theme.

The evaluation will take into consideration the following UNIDO thematic evaluations that covered projects in Nigeria or addressed issues relevant to the country:

- Thematic evaluation of the International Technology Centres (2010)

- Thematic Review of UNIDO's Agri-business/Agro-industry Development Interventions (2010)
- Independent Thematic Evaluation of the UNIDO Cluster and Networking Development Initiatives (2009)
- Independent Thematic Review. UNIDO Projects for the promotion of small hydro power for productive use (2009)

In particular, the country evaluation should assess whether recommendations have been adhered to.

The evaluation will be used for and feed into the following UNIDO thematic evaluations that will include projects in Nigeria or address issues relevant to the country:

- Thematic evaluation of UNIDO's work in the area of Persistent Organic Pollutants (POPs) (2011)
- Thematic evaluation of UNIDO Field Office Performance (2011)
- Thematic evaluation of UNIDO's contribution to MDGs (2010/2011)
- Evaluation of Survey of Enterprises in selected ACP regions (2011)
- Thematic Evaluation of UNIDO initiatives related to competitiveness and enterprise upgrading ("mise à niveau")

The exact scope of the country evaluation will be decided during the inception period.

The evaluation will be participatory and involve stakeholders, including national counterparts, donors and beneficiaries as well as UNIDO and project staff.

## **V. EVALUATION ISSUES**

### **A. General evaluation criteria and cross-cutting issues**

In general, the country evaluation will consider the DAC Criteria (relevance, efficiency, effectiveness, sustainability, impact). In addition, specific evaluation criteria and cross-cutting issues will be mainstreamed in the evaluation of the Country Programme, individual projects, and the performance of the Regional Office. These are:

- Contribution to empowerment of women and gender equality
- Contribution to environmental sustainability
- Fostering of South-South cooperation

### **B. Issues concerning UNIDO's Presence (Post 2004) and country level programmes**

It is important to again note that the assessment of UNIDO's country presence will not simply address individual projects but will consider synergies and complementarities between projects as well as how individual projects contribute to larger objectives. It will include an assessment of the design and implementation of the programme with regards to:

- strategic objective,
- geographic priority,
- subsector focus,

- collaboration with and role of counterpart institutions and
- programme management and coordination.

Identified evaluation issues in relation to the different OECD/DAC criteria are provided below;

### **Relevance**

*The degree to which the design and objectives of UNIDO's country programme is consistent with the needs of the country and with development plans and priorities as well as with UNIDO's strategic priorities.*

The extent to which the country programme was relevant to:

- the development challenges facing the country,
- national and international development priorities (Vision 20-2020, 7 Point Agenda, National Development Plan and Nigeria UNDAF II (2009-2012)),
- UNIDO's strategic priorities (Programme and Budget, Medium Term Strategic Framework, etc.),
- the target group and UNIDO's counterparts,
- UNIDO's policy on Gender Equality (GE) and the Empowerment of Women.
- The green industry agenda; and
- The creation of synergies between environment and development projects by including MP and GEF projects in the CP

### **Efficiency**

*Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs.*

The extent to which:

- UNIDO provided high quality services (expertise, training, equipment, methodologies, etc) that led to the production of outputs;
- the resources and inputs were converted to results in a timely and cost-effective manner
- coordination amongst and within components of the programme lead to collaboration and cooperation among stakeholders and to the production of outputs
- the same results could have been achieved in another, more cost-effective manner; and
- Objectives, outcomes and outputs were achieved on time

### **Effectiveness**

*The extent to which the programme achieved its objectives and major factors influencing the achievement or non-achievement of the objectives*

The extent to which

- outputs and objectives established in programme documents were achieved and
- women and men benefitted equally from the projects/programme.

### **Sustainability**

*Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.*

The extent to which

- there is continued commitment and ownership by the government and other stakeholders and
- changes or benefits can be maintained in the long term.

### **Impact**

*The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.*

The extent to which the programmes contributed

- to developmental results (economic, environmental, social); including
- to the achievement of the MDGs and national development goals
- Gender Equality (GE) and Empowerment of Women.

### **Country Programme management**

The extent to which:

- efficient cooperation arrangements between the projects and with the Regional Office were established;
- UNIDO's Regional Office supported coordination, implementation and monitoring of the programme;
- UNIDO HQ based management; coordination and monitoring have been efficient and effective.

### **Partnership and coordination**

*UNIDO's contribution to coordinating external assistance and to building government and country ownership*

The extent to which

- effective coordination arrangements with other development partners were established;
- UNIDO participated in the UNDAF and other UN coordination mechanisms; and
- The UNIDO CSF and CP adhered to the principles of the Paris Declaration on Aid Effectiveness (i.e., government ownership, alignment with government strategies, results orientation, program approaches, use of country systems, tracking results, and mutual accountability).

## **C. Evaluation of individual projects and regional project components**

### **Project design**

The extent to which

- a participatory project identification process was instrumental in selecting problem areas and counterparts requiring technical cooperation support;
- the project has a clear thematically focused development objective, the attainment of which can be determined by a set of verifiable indicators;
- the project was formulated based on the logical framework approach
- the role of self-financing assisted in the design and implementation of specific projects, and

- the project/programme appropriately reflected the needs and priorities of women, girls, boys and men in the design.

### **Relevance**

The extent to which

- the project/component was formulated with participation of the national counterpart and/or target beneficiaries, in particular the industrial stakeholders.
- the counterpart(s) has (have) been appropriately involved and was (were) participating in the identification of their critical problem areas and in the development of technical cooperation strategies, and were actively supporting the implementation of the component.
- the project/component is relevant to the higher-level programme-wide objective
- the project/component is relevant to national and international strategic priorities (MDGs, etc.)
- the outputs as formulated in the project document are necessary and sufficient to achieve the objectives

### **Efficiency of implementation**

The extent to which

- UNIDO and Government/counterpart inputs have been provided as planned and were adequate to meet requirements;
- UNIDO provided high quality services (expertise, training, equipment, methodologies, etc) that led to the production of outputs;
- operationally completed projects are closed in a timely manner; and
- resources and inputs were converted to results in a timely and cost-effective manner.

### **Effectiveness of the project**

The extent to which

- outputs and objectives established in the project document were achieved
- women and men benefitted equally.

### **Sustainability**

- Assessment of the probability of continued long-term benefits

### **Impact**

- Assessment of the developmental changes (economic, environmental, social) which have occurred or are likely to occur
- Assessment of contribution to MDGs

## **D. Assessment of the Regional Office in Nigeria**

UNIDO's Regional Office will be assessed with regards to its contribution to UNIDO's convening, normative and technical cooperation functions and the implementation of its RBM-based Work Plan.

The assessment will be an organizational or functional assessment as opposed to a staff assessment focusing on individuals. It will not include all the activities for which the Regional Office is responsible, but cover only those pertaining to Nigeria.

The assessment of the RO will review both administrative and substantive functions of the office and its work. As the Nigeria RO covers both Francophone and Anglophone countries, the evaluation should consider the impact and appropriateness of this structure. Specifically, the evaluation should review any impact or limitations in relation to project design and implementation based on this structure. The RO assessment related to the Country evaluation will not replace the audits performed by UNIDO's Office of Internal Oversight Services (IOS).

The performance of the Regional Office will be assessed in relation to three evaluation criteria:

- Relevance
- Effectiveness and
- Efficiency

The detailed approach that will be used can be found in Annex G.

### **E. Evaluation of Technical Centres**

As mentioned above, UNIDO activities in Nigeria include the following two technical centres:

- Regional Centre for Small Hydro Power located in Abuja
- Common Facility Centre (CFC) for Shoe Manufacturers in Aba, Abia State

These centres will be reviewed, visited during the field mission and included in the Independent Country Evaluation of Nigeria. In addition, related projects and project sites, including small hydro facilities in Enugu and Bauchi and Taraba states will also be considered for inclusion and visit during the field mission.

### **F. Evaluation of Global Forum activities**

Global Forum (GF) activities will also be addressed as part of the country evaluation. GF activities are those which are initiated by UNIDO (or the United Nations system) to exchange and disseminate knowledge and information, as well as facilitate partnerships. They intend to produce an “output”, without a pre-identified client, which increases understanding of sustainable industrial development issues. Global forum activities have informative, advocative and normative functions.

The assessment of global forum activities will include:

- UNIDO GF activities nurturing national knowledge and dialogue globally and with regard to industrial development and, at the same time,
- activities at the national level, including TC projects, contributing to UNIDO GF activities and products

The selection of global forum activities to be assessed and the methodology to be used will be defined in the inception report. This should be done, considering the framework in Annex F.

The evaluation team should consider including the following Global Forum activities that have been implemented in Nigeria since 2008:

- YARAF10006-High Level Conference on Development of Agribusiness and Agro-Industries in Africa (HLDC-3A), Abuja, 8 to 10 March 2010
- FBRAF10007- Africa and the Global Industry Economy: Strategies for Prosperity HLCD-3A
- TRAF09024- Africa and the Global Industry Economy: Strategies for Prosperity HLCD-3A
- YARAF08033- Africa and the Global Industrial Economy: Strategies for Prosperity
- FBRAF09033- Africa and the Global Industrial Economy: Strategies for Prosperity

## **VI. EVALUATION APPROACH AND METHODOLOGY**

This ToR provides some information as regards the methodology but this should not be regarded as exhaustive. It is instead meant to guide the evaluation team in elaborating an appropriate evaluation methodology that should be proposed, explained and justified in the inception report.

In terms of data collection the evaluation team should use a variety of methods ranging from desk review (project and programme documents, progress reports, mission reports, Infobase search, Agresso search, evaluation reports, etc) to individual interviews, focused group discussions, statistical analysis, surveys and direct observation at project sites.

The evaluation team should ensure that the findings are evidence based. This implies that all perceptions, hypotheses and assertions obtained in interviews will be validated through secondary filtering and cross checks by a triangulation of sources, methods, data, and theories.

While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all stakeholders. These include government counterparts, private sector representatives, other UN organizations, multilateral organizations, donors, beneficiaries as well as UNIDO- and project staff.

Depending on the complexity and the strategic importance of each project/activity, different approaches can be used for the individual project assessments which will be included in the evaluation:

### **a) Fully fledged Independent Project Evaluations**

For projects/programmes that are due for a mandatory evaluation<sup>33</sup> within the same timeframe as the country evaluation and for other projects that are considered strategically important (explanation in the inception report) a fully fledged

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<sup>33</sup> For which an evaluation is mandatory according to UNIDO and/or donor requirements, or in accordance with the evaluation provisions in the project document.



independent evaluation, with separate ToR, will be carried out. The methodologies applied will be described in the corresponding evaluation ToR.

The corresponding findings, conclusions and recommendations will be used as inputs with the country evaluation.

For the following projects fully fledged project evaluations are currently scheduled to be undertaken in parallel to the country evaluation:

**Table 4: Projects with fully fledged independent project evaluations**

Cluster/ Theme	Number	Related Projects	Project Name	Dates	Budget Info (USD\$): Allotment	Budget Info (USD \$): Disbursement	Comments
Poverty Reduction through productive activities	EERAF08043	XXRAF07X09 XXRAF09X16 YARAF09025	Survey of Enterprises	12/08 to 12/12	3,114,452	2,260,276	
Trade Capacity	EERAF07017	EERAF07A17	Competitiveness Support and Harmonisation of TBT and SPS Measures	06/07 to 12/11	7,271,578	5,249,281	This project will be evaluated by the EU
Energy and Environment	GPRAF04004	GPRAF04001 EGRAF04001	Combating Living Resource Depletion (GCLME)	11/04 to 2/11	8,063,194	7,923,959	This project will be evaluated by UNEP in November
	GPRAF08004	<a href="#">UEKEN10010</a> <a href="#">XPRAF09009</a> <a href="#">YARAF09002</a> <a href="#">YARAF10003</a>	Demonstrating and Capturing best practices and technologies for the reduction of land-sourced impacts resulting from coastal tourism	01/08 to 11/13	2,439,380	1,346,762	This project will be evaluated by UNEP
	GFRAF07024	TFRAF09008 YARAF09005	Regional Project to Develop Appropriate Strategies for Identifying Sites Contaminated by Chemicals Listed in Annexes A, B and/or C of the Stockholm Convention- Nigeria and Ghana	12/07 to 06/11	2,000,000	776,244	This project will be analyzed as part of the Thematic Evaluation of UNIDO's interventions in phasing out Persistent Organic Pollutants (POPs).

b) In-depth project assessment:

An in-depth project assessment will be done for major projects that have not had a formal independent evaluation or that are not yet due for evaluation, but for which a comprehensive assessment is regarded important. The projects which will undergo an in-depth project assessment will be those that are significant because of their size or subject. Suggested projects for in-depth project assessments are listed in the table below.

Table 5: Projects proposed for project assessment

Cluster/ Theme	Number	Related Projects	Project Name	Dates	Budget Info (USD\$): Allotment	Budget Info (USD\$): Disbursement	Comments
Poverty Reduction through productive activities	TFINT10004	<a href="#">TFINT09003</a> <a href="#">IFRAF08016</a> YARAF08018 <a href="#">XXINT11X05</a>	UNIDO-Hewlett Packard (HP) Cooperation for Entrepreneurship and IT Education in Africa, Asia and Latin America	5/10 to 12/11	230,000	130,356	HP partner project. The project includes multiple training centres that are used by many different projects. The CENSIRT site in Abakaliki serves multiple projects and will be visited as part of the field mission.
	SFNIR09A01	SFNIR09001 SFNIR09B01 SFNIR09C01 SFNIR09D01	Industrial Information System and Computer Refurbishment	7/09 to 12/12	\$280,000	\$146,399	
	SFNIR05F05		CSF of Nigeria- Leather Industry	8/05 to 12/10	\$354,155	\$350,013	
	SFNIR09F01	<a href="#">FCRAF09032</a> <a href="#">SFCMR09004</a> <a href="#">SFNIR09001</a> <a href="#">YARAF10004</a>	Improving the Income Generating Potential of Oil Palm in West and Central Africa Region (Cameroon and Nigeria)	1/10 to 12/12	\$110,619	\$36,650	Requested to be included by Africa Regional Programme staff.
Trade Capacity	SFNIR07003/ SFNIR05M05		SPX Nigeria- Assistance in Establishing an Industrial Subcontracting and Partnership Exchange in Nigeria	03/08 to 12/11	\$145,412	\$67,827	Includes a business development centre in Lagos
<b>Energy and Environment:</b>							
Small Hydro Power	FBNIR06002		Empowerment of Returnees and Other Communities in Sardauna Local Government of Taraba	12/06 to 12/10	196,906	152,632	400 kW Small hydro project implemented with funding from UNHCR to provide energy to the only tea

					State, Nigeria						factory in Nigeria and surrounding communities majority of them are IDPs. Installation and commissioning still pending due to default of commitment by major beneficiary (Tea Factory)
	SFNIR05G05				Country Service Framework for Nigeria- Energy Component			08/05 to 10/10	189,995	189,995	Includes: A) 150 kW SHP established at Waya Dam, Bauchi State B) A small 30 kW micro hydro and productive uses established in Enugu State
Biomass	GFNIR09004	YANIR10001 YANIR09003			Mini-Grids Based on Renewable Energy (Small Hydro and Biomass) Sources to Augment Rural Electrification-Preparatory Assistance			05/09 to 12/11	60,000	49,712	Project led to a 14 million USD GEF project. Project document for establishing a 5 MW rice husk power plant currently under approval process.
Montreal Protocol	MPNIR07002				Terminal ODS Phase Out Umbrella Project in the Solvent Sector –Fourth Tranche			8/07 to 12/11	300,546	273,391	This project should be assessed in relation to the overall MP portfolio in Nigeria.

\* Regional Project

Source: Infobase June 2011

The following methodological components will be applied: an assessment of the project documentation including an assessment of project design and intervention logic; a validation of available progress information through interviews with key stakeholders and beneficiaries; a context analysis of the project to validate implicit and explicit project assumptions and risks, including interviews with government agencies and donors regarding the developments and tendencies in the project-specific environment. Other methods will be applied as appropriate.

c) Reviews:

For projects that are likely to start soon, that have started very recently or that are considered important for other reasons a review will be carried out. The following methodology will be applied: a review of the available documentation, including the project document; a validation of the foreseen intervention logic/design with a special focus on the relevance to national priorities and to the country programme or UNIDO's strategic priorities.

The following projects may be considered for a project review:

Table 6: Projects proposed for project review

Cluster/ Theme	Number	Related Projects	Project Name	Dates	Budget Info (USD Allotment)	Budget Info (USD Disbursement)	Comments
Other	SFNIR09001		CP for Nigeria 2009-2012	5/09 to 12/12	804,132	593,030	This project administratively supports the Country Programme
Poverty Reduction through productive activities	SFNIR05N05	<a href="#">SFNIR05005</a>	CSF II- Nigerian Integrated Info Network	7/08 to 12/12	182,000	170,087	
	DGNIR10A06	<a href="#">DGNIR10006</a>	Supporting Integrated and Comprehensive Approaches to Climate Change Adaptation in Africa-Promoting an integrated approach to adaptation in Nigeria through building the governance system, empowering children as change agents and demonstrating adaptation benefits in the agriculture sector	12/10 to 12/11	\$454,545	\$5,927	DGN10006 and DGNIR10A06 are part of the same project. DGNIR10006 is the procurement of a turbine and is part of the Environmental and Energy Theme. DGNIR10A06 is the accompanying project and is covered under Agro- Industry. Together the project is over 1million USD and may need to have an independent project evaluation. Both projects should be covered by the country evaluation. These projects are implemented and managed from the Regional Centre for Small Hydro Power in Abuja.
Trade Capacity	TFNIR04001/ SFNIR01P01		2004 Survey of Manufacturing firms in Nigeria	9/04 to 9/08	104,034	104,304	
Environment and Energy:							

UNIDO Regional Centre for SHP	XPNIR05002	YANIR05001	Establishing the Regional Centre for Small Hydro Power in Abuja	3/05 to 06/10	77,905	77,995	Establishing phase of the SHP Regional Centre
	YANIR05001	XPNIR05002	Establishing the Regional Centre for Small Hydro Power in Abuja	03/05 to 12/06	33,533	33,529	
	TNNIR07001	SFNIR05K05 TFNIR08005	Operationalization of the UNIDO Regional Centre for Small Hydro Power in Africa, Abuja, Nigeria- Phase I	06/07 to 12/10	72,436	71,419	
	TFNIR08005	TNNIR08005	Operationalization of the UNIDO Regional Centre for Small Hydro Power in Africa, Abuja- Phase II	11/08 to 12/10	265,830	264,052	Strengthening phase of the SHP Regional Centre in Abuja
<b>Total for all SHP RC Projects :</b>							
Small Hydro Power Projects	DGNIR10006	DGNIR10A06	Supporting Integrated and Comprehensive Approaches to Climate Change Adaptation in Africa-Promoting an integrated approach to adaptation in Nigeria through building the governance system, empowering children as change agents and demonstrating adaptation benefits in the agriculture sector	12/10 to 12/11	\$909,901	\$85,635	DGN10006 and DGNIR10A06 are part of the same project. DGNIR10006 is Component 1: establishing 1.2 MW mini hydro in Benue state DGNIR10A06 is Component 2: Agro development in the area These projects are implemented and managed from the Regional Centre for Small Hydro Power in Abuja.
	SFNIR09002	SFNIR05P05 SFNIR10004	Technical Assistance in Fabrication of Micro Hydro Turbines in	08/09 to 07/12	46,885	39137	Includes the following activities: 1. Transfer to turbine technology from Switzerland; 2. Training of Nigerians in fabrication in Indonesia; 3. Demonstration of locally mfgd turbines
	SFNIR10004	SFNIR09002 SFNIR05P05	Technical Assistance in Fabrication of Micro Hydro Turbines in Nigeria	06/10 to 06/12	110,620	25,256	
Biomass	XXNIR09X01	GFNIR09004 YANIR09003 YANIR10001	Mini Grid Based on Renewable Energy (Biomass) Sources to Augment Rural Electrification	1/11 to 12/12	14,818,980	0	Rice Husk Mill project that resulted from earlier projects. Currently awaiting GEF approval.

Trust Fund Projects	USNIR08002	Country Service Framework Phase II IP3 Component 3.2 Technical Assistance in Energy Efficiency Improvements in Rice Mill Cluster in Abakiliki	06/08 to 12/11	109,503	19,429	A 3 tons/hr efficient rice mill to be established. Machines delivered to site
	USNIR08003	Country Service Framework, Phase II-IP3 Component 4 Technical Assistance in Promoting Locally Available Renewable Energy Resources for Productive Use	06/08 to 12/11	174,075	96,004	Includes the following activities: 1. Fuel switching in traditional salt making; 2) establishing a biomass gassifier in Mbow market; 3) local fabrication of solar lanterns to provide clean lighting in villages
Montreal Protocol	MPNIR06001	Terminal ODS Phase out umbrella project	7/06 to 12/11	425,000	417,744	This project should be assessed with the overall MP portfolio in Nigeria.
	MPNIR04073	Terminal ODS Phase out umbrella project	7/04 to 5/07	530,000	530,000	
	MPNIR05003	Terminal ODS Phase out umbrella project	07/05 to 09/08	317,000	317,000	
	MPNIR10007	HCFC phase-out management plan (Stage I- first tranche)	12/10 to 12/11	550,000	53	This project has UNDP as the lead and implementer

Source: Infobase June 2011



In addition, Nigeria has a large portfolio of pre-pipeline and pipeline projects. These projects should be reviewed as a whole. Specific issues which will be of importance include the rate at which pre-pipeline and pipeline projects materialize and are implemented as well as whether or not these projects are representative of the national development priorities.

A final list of projects to be included in the evaluation will be provided in the inception report.

## VII. TIME SCHEDULE AND DELIVERABLES

The country evaluation is scheduled to take place between September and December 2010. A two-week field mission evaluation is envisaged for September.

<b>Activity</b>	<b>Estimated month</b>
Collection of documentation by ODG/EVA	July/August 2011
Desk review by members of evaluation team	August/September 2011
Initial interviews at HQ and development of evaluation methodology and time plan	September 2011
Inception report	September 2011
Field work in Nigeria (2 weeks)	19 to 30 September 2011
Presentation of preliminary findings to the FO and to the Government	September 2011
Presentation of preliminary findings at HQ	October 2011
Drafting of report	October 2011
Collection and incorporation of comments into report	November 2011
Preparation of evaluation brief by evaluation team	November and December 2011
Issuance of final report and evaluation brief	December 2011

## VIII. EVALUATION TEAM COMPOSITION

The evaluation team will include:

- 1) one Senior International Evaluation Consultant with extensive experience in evaluating energy and environmental projects;
- 2) one Junior International Evaluation Consultant;
- 3) two National Evaluation Consultants familiar with evaluation techniques and pertinent sectors and issues
- 4) two ODG/EVA staff members one of whom will also act as evaluation manager and be responsible for the FO component and the review of Global Forum functions

The international and national consultants will be contracted by UNIDO. The tasks of the consultants are specified in their respective job descriptions, attached to this ToR as Annex A.

All members of the evaluation team must not have been involved in the design and/or implementation, supervision and coordination of any intervention to be assessed by the evaluation and/or have benefited from the programmes/projects under evaluation.

One member of UNIDO's Evaluation Group will manage the evaluation and act as a focal point for the evaluation consultants. Additionally, the Regional Office in Nigeria will support the evaluation team and assist in planning and coordinating the evaluation mission.

A proactive involvement of the national counterpart could be envisaged through a secondment of its own evaluators as members of the evaluation team. The national counterpart will be informed that such a joint evaluation is a possibility. The necessary funding should be set aside by the national counterpart in advance and outside the UNIDO evaluation budget.

## IX. EVALUATION PROCESS AND REPORTING

The evaluation team will use a participatory approach and involve various stakeholders in the evaluation process. The responsibilities for the various evaluation stages are outlined below:

	ODG/EVA	PTC	RSF/ Regional Office	Government of Nigeria	Evaluation team
Selection of consultants	✓			✓	
Self-assessment by project managers		✓	✓		
Review of background documentation					✓
Interviews at UNIDO HQ		✓	✓		✓
Inception report					✓
Comments on inception report	✓				
Evaluation mission			✓	✓	✓
Presentation of preliminary findings in the field					✓
Presentation of preliminary findings at HQ					✓
Drafting of evaluation report					✓
Comments on draft report	✓	✓	✓	✓	
Final evaluation report					✓
Evaluation brief					✓

The evaluation team will present its preliminary findings to the Government, to Regional Office staff, to programme and project staff and staff at UNIDO Headquarters. A draft evaluation report will be circulated for comments and factual validation. The reporting language will be English.

The ToR and the draft report will be shared with the national counterparts, the main donors and relevant UNIDO staff members for comments and factual validation. This consultation also seeks agreement on the findings and recommendations. The evaluators will take comments into consideration when preparing the final version of the report. The final evaluation report will serve as a basis for the preparation by the

evaluation team of the evaluation brief, which is to be submitted together with the final evaluation report to ODG/EVA for final review and approval.

The final evaluation report will be submitted 6-8 weeks after the field mission, at the latest, to the Government of Nigeria, the donors and to UNIDO.

## **X. DELIVERABLES**

- Inception report
- Draft report
- Final report
- Evaluation brief

## **XI. QUALITY ASSURANCE**

All UNIDO evaluations are subject to quality assessments by the UNIDO Evaluation Group. Quality control is exercised in different ways throughout the evaluation process (briefing of consultants on EVA methodology and process, review of inception report and evaluation report). The quality of the evaluation report will be assessed and rated against the criteria set forth in the Checklist on evaluation report quality in Annex B. The applied evaluation quality assessment criteria are used as a tool to provide structured feedback.

## **XII. ANNEXES**

- A. Job descriptions for team members
- B. Checklist on evaluation report quality
- C. Tentative evaluation report outline
- D. Reference documents
- E. List of UNIDO projects in Nigeria
- F. Framework for assessment of Global Forum activities
- G. UNIDO Field Office Performance: Generic Assessment Framework
- H. Map with project locations

## ANNEX A: Job Descriptions for team members



### INDEPENDENT COUNTRY EVALUATION IN THE FEDERAL REPUBLIC OF NIGERIA

#### JOB DESCRIPTION

<b>Post title:</b>	Senior International Evaluation Consultant – Energy and Environment
<b>Post number:</b>	YA/NIR/1102-8211-2011
<b>Duration of contract:</b>	30 days spread over 2 months
<b>Entry on duty date:</b>	12 September 2010
<b>Duty station:</b>	Federal Republic of Nigeria, Vienna HQ and home based

#### Duties:

The international consultant will carry out the evaluation of UNIDO's environmental interventions in Nigeria according to the Terms of Reference for the Nigeria Country Evaluation. She/he will be a member of the evaluation team which will include an additional international consultant, two members of the UNIDO Evaluation Group (EVA) responsible for covering trade capacity development and a national consultant. The international evaluation consultant will perform the following tasks:

Duties	Duration	Location	Results
<b>Preparatory phase</b> <ul style="list-style-type: none"> <li>○ Study programme and project documentation (including project and progress and evaluation reports)</li> <li>○ Study relevant country-level background information (national policies and strategies, UN strategies and general economic data etc.)</li> </ul>	5 days	Home base	Analytical overview of available documents and of UNIDO activities in Nigeria Interview guidelines for HQ interviews
<ul style="list-style-type: none"> <li>○ Briefing with Evaluation Group at HQ</li> <li>○ Briefing of and interviews with project managers and other key stakeholders at HQ</li> </ul>	3 days	Vienna, UNIDO HQ	Key issues of evaluation identified; Scope of evaluation clarified;
<ul style="list-style-type: none"> <li>○ Develop methodology and interview guidelines for the field mission</li> <li>○ Prepare inception report</li> </ul>			<b>Inception report</b> , including the proposed methodology, approach, interview guidelines and evaluation programme

## Annex A – Terms of Reference

<p><b>Field mission in Nigeria</b></p> <ul style="list-style-type: none"> <li>○ Carry out meetings, interviews with UNIDO staff and consultants and national stakeholders (including direct beneficiaries) according to the evaluation programme</li> <li>○ Drafting preliminary findings, conclusions and recommendations, and present them to stakeholders</li> <li>○ Development of the report outline/structure</li> </ul>	<p>14 days (including travel)</p>	<p>Abuja and Lagos, with in-country travels in Nigeria</p>	<p>Information gathered on issues specified in ToR</p> <p>Draft findings, conclusions and recommendations</p> <p>Draft report outline with assigned responsibilities</p>
<p><b>Debriefing at HQ</b></p> <ul style="list-style-type: none"> <li>○ Present preliminary findings, conclusions and recommendations to staff at headquarters and to the Nigeria Permanent Mission</li> </ul>	<p>2 day</p>	<p>Vienna, UNIDO HQ</p>	<p>Feedback on preliminary findings</p>
<p><b>Drafting of evaluation report</b></p> <ul style="list-style-type: none"> <li>○ Prepare the evaluation report in close consultation/cooperation with the UNIDO Evaluation Group; supervise production of relevant chapters of the report by the other team members</li> <li>○ Integrate comments from UNIDO Evaluation Group and stakeholders and edit the language and form of the final version according to UNIDO standards</li> <li>○ Prepare evaluation brief</li> </ul>	<p>6 days</p>	<p>Home base</p>	<p><b>Draft report</b></p> <p>Feedback on draft report</p> <p><b>Final report</b> <b>Evaluation brief</b></p>
<p><b>Total</b></p>	<p><b>30 days</b></p>		

### Qualifications

- advanced university degree in engineering, environmental science, environmental technology, environmental engineering or other relevant fields;
- extensive knowledge and experience in the field of renewable energy and environmental projects (waste management, cleaner production, energy efficiency),
- knowledge in the field of Montreal Protocol and Global Environmental Facility projects;
- extensive experience in evaluation of technical cooperation programmes and projects;
- knowledge of UNIDO activities an asset;
- working experience in Nigeria an asset.

**Language:** English

**Background information:** see the Terms of Reference attached

**Impartiality:** According to UNIDO rules, the consultant must not have been involved in the preparation, implementation or supervision of any of the programmes/projects under evaluation.



## INDEPENDENT COUNTRY EVALUATION IN THE FEDERAL REPUBLIC OF NIGERIA

### JOB DESCRIPTION

<b>Post title:</b>	Junior International Evaluation Consultant
<b>Post number:</b>	
<b>Duration of contract:</b>	30 days spread over 2 months
<b>Entry on duty date:</b>	12 September 2010
<b>Duty station:</b>	Federal Republic of Nigeria, Vienna HQ and home based

#### **Duties:**

The international consultant will carry out the evaluation of UNIDO's agro-industry interventions in Nigeria according to the Terms of Reference for the Nigeria Country Evaluation. She/he will be a member of the evaluation team which will include a second international evaluation consultant (responsible for energy and environmental projects), two members of the UNIDO Evaluation Group (EVA) responsible for trade capacity and two national consultants. The majority of the tasks to be performed include collecting data and information, background research, participating in field visits and drafting the evaluation section related to field office performance.

In addition, the international evaluation consultant may perform the following tasks:

Duties	Duration	Location	Results
<b>Preparatory phase</b> <ul style="list-style-type: none"> <li>○ Study programme and project documentation (including project and progress and evaluation reports)</li> <li>○ Study relevant country-level background information (national policies and strategies, UN strategies and general economic data etc.)</li> </ul>	5 days	Home base	Analytical overview of available documents and of UNIDO activities in Nigeria Interview guidelines for HQ interviews
<ul style="list-style-type: none"> <li>○ Briefing with Evaluation Group at HQ</li> <li>○ Briefing of and interviews with project managers and other key stakeholders at HQ</li> </ul>	3 days (including travel)	Vienna, UNIDO HQ	Key issues of evaluation identified; Scope of evaluation clarified;
<ul style="list-style-type: none"> <li>○ Develop methodology and interview guidelines for the field mission</li> <li>○ Prepare inception report</li> </ul>			Inception report, including the proposed methodology, approach, interview guidelines and evaluation programme

## Annex A – Terms of Reference

<p><b>Field mission in Nigeria</b></p> <ul style="list-style-type: none"> <li>○ Carry out meetings, interviews with UNIDO staff and consultants and national stakeholders (including direct beneficiaries) according to the evaluation programme</li> <li>○ Drafting preliminary findings, conclusions and recommendations, and present them to stakeholders</li> <li>○ Development of the report outline/structure</li> </ul>	<p>14days (including travel)</p>	<p>Abuja and Lagos, with in-country travel in Nigeria</p>	<p>Information gathered on issues specified in ToR</p> <p>Draft findings, conclusions and recommendations</p> <p>Draft report outline with assigned responsibilities</p>
<p><b>Debriefing at HQ</b></p> <ul style="list-style-type: none"> <li>○ Present preliminary findings, conclusions and recommendations to staff at headquarters and to the Nigeria Permanent Mission</li> </ul>	<p>2 days (including travel)</p>	<p>Vienna, UNIDO HQ</p>	<p>Feedback on preliminary findings</p>
<p><b>Drafting of evaluation report</b></p> <ul style="list-style-type: none"> <li>○ Prepare the evaluation report in close consultation/cooperation with the UNIDO Evaluation Group; supervise production of relevant chapters of the report by the other team members</li> <li>○ Integrate comments from UNIDO Evaluation Group and stakeholders and edit the language and form of the final version according to UNIDO standards</li> <li>○ Prepare evaluation brief</li> </ul>	<p>6 days</p>	<p>Home base</p>	<p><b>Draft report</b></p> <p>Feedback on draft report</p> <p><b>Final report</b> <b>Evaluation brief</b></p>
<p><b>Total</b></p>	<p><b>30 days</b></p>		

**Qualifications:**

- Advanced university degree in international relations, public administration, development studies or other relevant fields;
- Extensive experience in evaluation of technical cooperation programmes and projects
- Knowledge of UNIDO activities will be an asset;

**Language:** English

**Background information:** Please see the Terms of reference enclosed

**Impartiality:** According to UNIDO rules and in line with the UNIDO Evaluation Policy, the consultant must not have been involved in the preparation, implementation or supervision of any of the programmes/projects under evaluation.



## INDEPENDENT COUNTRY EVALUATION IN FEDERAL REPUBLIC OF NIGERIA

### JOB DESCRIPTION

<b>Post title</b>	National Consultant
<b>Duration</b>	20 work days, spreading over 2 months
<b>Started date</b>	12 September 2011
<b>Duty station</b>	Home based, Abuja, Lagos and various locations in Nigeria

#### Duties

As a member of the evaluation team and under the supervision of the evaluation team leader, the consultant will participate in the independent country evaluation in Nigeria according to the Terms of Reference attached. In particular, he/she will be expected to:

Main duties	Duration/ location	Deliverables
<p>Review relevant programme and project documentation including progress reports and documentary outputs related to agro-industry, trade capacity, energy and other issues as outlined in the evaluation TOR;</p> <p>Review relevant background information (national policies, international frameworks, etc) related to agro-industry, trade capacity, energy and other issues as outlined in the evaluation TOR;</p> <p>Assist in the preparation of the inception report</p> <p>Support the UNIDO Nigeria Regional Office in planning the evaluation field mission and organizing meetings related agro-industry, trade capacity, energy and other issues as outlined in the evaluation TOR;</p>	<p>5 days</p> <p>Home base</p>	<p>Analytical overview of available documents; list of issues to be clarified;</p> <p>background data needed for evaluation collected at field level; inputs to inception report, evaluation mission programme related to agro-industry, trade capacity, energy and other issues covered by the evaluation</p>
<p>Participate actively in meetings, visits and interviews according to the evaluation programme related to agro-industry, trade capacity, energy and other issues as outlined in the evaluation TOR;</p>	<p>10 days</p> <p>Various locations in Nigeria (including</p>	<p>Notes, tables; information gathered on issues specified in TOR</p>



Main duties	Duration/ location	Deliverables
Participate in drafting the main conclusions and recommendations, and present them to stakeholders in accordance with the instructions of the team leader	travel days)	Draft conclusions and recommendations to stakeholders
Participate in the preparation and revision of the report according to the instructions of the team leader	5 days Home base	Inputs to the report
<b>TOTAL</b>	<b>20 days</b>	

**Qualifications:**

- Advanced university degree in development studies or other relevant fields;
- Knowledge of and experience in agro-industry, trade capacity, environment, energy and other issues as outlined in the evaluation TOR;
- Experience in evaluation of agro-industry, trade capacity, environment , energy and other issues as outlined in the evaluation TOR;
- Knowledge of UNIDO technical cooperation activities an asset.

**Language:** English

**Absence of Conflict of Interest:**

According to UNIDO rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project (or theme) under evaluation. The consultant will be requested to sign a declaration that none of the above situations exists and that the consultants will not seek assignments with the manager/s in charge of the projects and programmes before the completion of her/his contract with the Evaluation Group.

## ANNEX B: Checklist on evaluation report quality

Report quality criteria	UNIDO Evaluation Group Assessment notes	Rating
a. Did the report present an assessment of relevant outcomes and achievement of programme objectives?		
b. Were the report consistent and the evidence complete and convincing?		
c. Did the report present a sound assessment of sustainability of outcomes or did it explain why this is not (yet) possible?		
d. Did the evidence presented support the lessons and recommendations?		
e. Did the report include the actual programme costs (total and per activity)?		
f. Quality of the lessons: Were lessons readily applicable in other contexts? Did they suggest prescriptive action?		
g. Quality of the recommendations: Did recommendations specify the actions necessary to correct existing conditions or improve operations ('who?' 'what?' 'where?' 'when?'). Can they be implemented?		
h. Was the report well written? (Clear language and correct grammar)		
i. Were all evaluation aspects specified in the ToR adequately addressed?		
j. Was the report delivered in a timely manner?		

Rating system for quality of evaluation reports

A number rating 1-6 is used for each criterion: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1, and unable to assess = 0.

ANNEX C: Tentative evaluation report outline

**Acronyms and Abbreviations**  
**Glossary of Terms**  
**Executive Summary**

**MAIN REPORT:**

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**I. BACKGROUND**

**1. Background and introduction**

- evaluation objectives
- methodology
- evaluation process
- limitations of evaluation

**2. Country context**

- historical context
- brief overview of recent economic development
- industrial situation and relevant sector specific information
- development challenges facing the country
- relevant Government policies, strategies and initiatives
- initiatives of international cooperation partners

**3. Description of UNIDO activities in the country**

- major TC components, main objectives and problems they address
- brief overview of other important activities (Global Forum)

**II. ASSESSMENT**

**4. Performance of TC activities**

- Private sector development
- Trade capacity building
- Energy and Environment

**5. Global Forum activities**

**6. Performance in cross-cutting issues**

- gender
- environment
- South-South cooperation

**III. MAIN CONCLUSIONS AND RECOMMENDATIONS**

- Main conclusions from section II will be used as a basis for recommendations.

**IV. LESSONS LEARNED**

**V. ANNEXES**

- Annex A: Terms of Reference
- Annex B: List of persons met
- Annex C: Bibliography
- Annex D: Project Assessments and reviews
- Annex E: Country Map and project sites

## ANNEX D Reference documents (preliminary)

### Background reading for relevance chapter

- **Vision 2020**
- **7 Point Agenda**
- **National Development Plan (2008-2011)**
- **UNDAF (2009-2012)**
- **Economist Intelligence Unit: Country Profile (2011)**

### UNIDO project and programme documents

#### Relevant UNIDO evaluation reports

- Thematic evaluation of the International Technology Centres (2010)
- Thematic evaluation of UNIDO Field Office Performance (2011)
- Thematic Review of UNIDO's Agri-business/Agro-industry Development Interventions (2010)
- Independent Thematic Evaluation of the UNIDO Cluster and Networking Development Initiatives (2009)
- Implementation of the Cooperation Agreement between the United Nations Industrial Development Organization and the United Nations Development Programme (2009)
- Independent Thematic Review. UNIDO Projects for the promotion of small hydro power for productive use (2009)
- Comparative Review of Lessons Learned from 20 UNIDO Integrated Programmes (2007)

#### Relevant other evaluation reports

#### Interesting Websites

#### Evaluation information

- **UNIDO Evaluation Policy (2006)**
- **DAC Evaluation Quality Standards (2006)**
- **DAC Glossary of Key Terms in Evaluation and Results Based Management (2002)**



## ANNEX E: Project List

## Environment management: Implementation of multilateral environmental agreements

## Montreal Protocol projects

Project No.	Pro(T)	Projstat	Date from	Date to	Impl/ah(T)	Donor(T)	Theme (T)	Currency type(T)	Allotments \$ (a)	Disbursements \$ (e)
MP/NIR/10/007	HCFC phase-out management plan (Stage I, first tranche)	O	12/23/2010	12/31/2011	PRODAN, Sergiy	Montreal Protocol	Energy and Environment	Rates to USD	550,000	53
MPNIR07002	MPNIR07002: TERMINAL ODS PHASE -OUT UMBRELLA	O	08/09/2007	12/31/2011	SOROKIN, Yury	Montreal Protocol	Energy and Environment	Rates to USD	300,546	273,391
MPNIR06001	MPNIR06001: TERMINAL ODS PHASE-OUT UMBRELLA PROJECT	C	07/28/2006	12/31/2011	SOROKIN, Yury	Montreal Protocol	Energy and Environment	Rates to USD	425,000	417,744
MPNIR04073	MPNIR04073: TERMINAL ODS PHASE OUT UMBRELLA PROJEC	G	07/14/2004	05/16/2007	OSHIMA, Ryuichi (retired from UNIDO)	Montreal Protocol	Energy and Environment	Rates to USD	530,000	530,000
MPNIR05003	MPNIR05003 Terminal ODS phase-out umbrella project	G	07/19/2005	09/11/2008	SOROKIN, Yury	Montreal Protocol	Energy and Environment	Rates to USD	317,000	317,000

## Stockholm Convention projects

Project No.	Pro(T)	Projstat	Date from	Date to	Impl/ah(T)	Donor(T)	Theme (T)	Currency type(T)	Allotments \$ (a)	Disbursements \$ (e)
GFRAF07024	Regional Project	O	12/03/2007	06/30/2011	EISA, Mohamed	Global Environment Facility	Energy and Environment	Rates to USD	2,000,000	776,244

TFRAF09008	TFRAF09008	02/18/2009	06/30/2011	EISA, Mohamed	<b>Nigeria</b>	Energy and Environment	Rates to USD	<b>1,049,887</b>	518,450
GFRAF05001	Regional project to develop appropriate strategies	07/25/2005	06/30/2011	EISA, Mohamed	<b>Global Environment Facility</b>	Energy and Environment	Rates to USD	<b>622,644</b>	622,644

**Resource-efficient and low-carbon industrial production**  
Renewable energy for productive use

Project No.	Pro(T)	Projstat	Date from	Date to	Impl/ah(T)	Donor(T)	Theme (T)	Currency type(T)	Allotments \$ (a)	Disbursements \$ (e)
GPRAF04004	Combating Living Resource Depletion	<b>O</b>	11/08/2004	06/30/2011	SUSAN, Christian	<b>UNEP</b>	Energy and Environment	Rates to USD	<b>8,063,194</b>	7,101,605
EGRAF04001		<b>O</b>			SUSAN, Christian		Energy and Environment	Rates to USD		

**Private Sector Development**  
Industrial strategy and business environment

Project No.	Pro(T)	Projstat	Date from	Date to	Impl/ah(T)	Donor(T)	Theme (T)	Currency type(T)	Allotments \$ (a)	Disbursements \$ (e)
SFNIR05N05	CSF-II Nigerian Integrated Info Network	O	07/08/2008	12/31/2012	KREISSLER, Barbara	Nigeria	Poverty Reduction through Productive Activities	Rates to USD	182,000	170,087
SFNIR09A01	Industrial Information System	O	07/08/2009	12/31/2012	KREISSLER, Barbara	Nigeria	Poverty Reduction through Productive Activities	Rates to USD	280,000	107,443
TFINT10004	UNIDO-Hewlett Packard (HP) Cooperation for Entrepreneurship and IT Education in Africa, Asia and Latin America	O	5/27/2010	12/31/2011	KREISSLER, Barbara	HPC	Poverty Reduction through Productive Activities	Rates to USD	230,000	130,356

**Agro-Industry**

Project No.	Pro(T)	Projstat	Date from	Date to	Impl/ah(T)	Donor(T)	Theme (T)	Currency type(T)	Allotments \$ (a)	Disbursements \$ (e)
Textile										
SFNIR05C05	SFNIR05C05 - CSF for Nigeria (Phase II)	O	09/05/2005	12/31/2012	LEE, Yuen-hoi	Nigeria	Poverty Reduction through Productive Activities	Rates to USD	310,000	252,516
SFNIR09C01	ABA Textile Project	O	07/08/2009	12/31/2012	LEE, Yuen-hoi	Nigeria	Poverty Reduction through Productive Activities	Rates to USD	150,000	27,804
Leather										



SFNIR05F05	SFNIR05F05 - CSF of Nigeria - Leather Industry	C	08/17/2005	12/31/2010	KRAL, Ivan	Nigeria	Poverty Reduction through Productive Activities	Rates to USD	354,155	350,013
Agro industry										
DGNIR10A06	Supporting Integrated and Comprehensive Approaches to Climate Change Adaptation in Africa - Promoting an integrated approach to adaptation in Nigeria through building the governance system, empowering	O	12/01/2010	12/31/2011	SAMARAKOON, Namal	UNDP	Excluded from the Approval Committees	Rates to USD	454,545	5,927
SFNIR09F01	Improving income generating potential of the oil palm in West and Central Africa Region, CP component A2.1.1.	O	01/25/2010	12/31/2012	BOKANGA, Mpoke	Nigeria	Poverty Reduction through Productive Activities	Rates to USD	110,619	28,488

### Industrial Governance and Statistics Regional Prog. & Country-level & Reg.

#### Coherence

Project No.	Pro(T)	Projstat	Date from	Date to	Impl/ah(T)	Donor(T)	Theme (T)	Currency type(T)	Allotments \$ (a)	Disbursements \$ (e)
TFNIR04001	2004 Survey of Manufacturing Firms in Nigeria	G	09/03/2004	09/10/2008	MATSUSHITA, Masayoshi	United Kingdom	Trade Capacity Building	Rates to USD	104,304	104,304
SFNIR01P01	SFNIR01P01 - IP in Nigeria	G	09/03/2004	12/30/2008	MATSUSHITA, Masayoshi	Nigeria	Trade Capacity Building	Rates to USD	59,507	59,507

## Quality and compliance infrastructure

Project No.	Pro(T)	Projstat	Date from	Date to	Impl/ah(T)	Donor(T)	Theme (T)	Currency type(T)	Allotments \$ (a)	Disbursements \$ (e)
EERAF07017	Competitiveness Support and Harmonisation of TBT and SPS Measures	○	06/21/2007	12/31/2011	KAESER, Steffen	European Union, € a/c	Trade Capacity Building	Rates to Euro	7,271,578	5,249,282
EERAF07A17	Competitiveness Support and Harmonisation of TBT and SPS Measures	○	08/24/2007	12/31/2011	BAU, Bernard	European Union, € a/c	Trade Capacity Building	Rates to Euro	6,400,704	4,946,782

## Investment and Technology Promotion

Project No.	Pro(T)	Projstat	Date from	Date to	Impl/ah(T)	Donor(T)	Theme (T)	Currency type(T)	Allotments \$ (a)	Disbursements \$ (e)
EERAF08043	Survey of enterprises	○	12/20/2008	12/31/2012	KULLUR, Mithat	European Union, € a/c	Poverty Reduction through Productive Activities	Rates to Euro	3,114,452	2,260,277
SFNIR07003	SFNIR07003 - SPX Nigeria	○	03/03/2008	12/31/2011	KRATZSCH, Stefan	SMEDAN, Nigeria	Poverty Reduction through Productive Activities	Rates to USD	145,412	45,473

**Investment and Technology Promotion**  
Regional Prog. & Country-level & Reg.  
Coherence

Project No.	Pro(T)	Projstat	Date from	Date to	Impl/ah(T)	Donor(T)	Theme (T)	Currency type(T)	Allotments \$ (a)	Disbursements \$ (e)
SFNIR09001	SFNIR09001 - CP for Nigeria 2009-2012	O	05/01/2009	12/31/2012	MATSUSHITA, Masayoshi	Nigeria	Other/Executive Board	Rates to USD	804,132	593,030
SFNIR05A05	SFNIR05A05 - CSF of Nigeria - Central Budget	O	08/22/2005	12/31/2012	MATSUSHITA, Masayoshi	Nigeria	Poverty Reduction through Productive Activities	Rates to USD	1,025,458	966,185

**Regional Office in Nigeria**

Project No.	Pro(T)	Projstat	Date from	Date to	Impl/ah(T)	Donor(T)	Theme (T)	Currency type(T)	Allotments \$ (a)	Disbursements \$ (e)
TNIR07001	Operationalization of the UNIDO Regional Centre	C	06/22/2007	12/30/2010	MATSUSHITA, Masayoshi	Nigeria	Poverty Reduction through Productive Activities	Rates to USD	72,436	71,419

## Global forum activities

Project No.	Pro(T)	Projstat	Date from	Date to	Impl/ah(T)	Donor(T)	Theme (T)	Currency type(T)	Allotments \$ (a)	Disbursements \$ (e)
YARAF10006	High-Level Conference on Development of Agribusiness and Agro-Industries in Africa (HLDC-3A), Abuja, 8-10 March 2010	O	02/03/2010	03/31/2011	KORMAWA, Patrick	Regular Budget	Poverty Reduction through Productive Activities	Rates to Euro	153,955	122,129
FBRAF10007	Africa and the global industry economy: strategies for prosperity HLCD-3A	O	03/11/2010	05/31/2011	KORMAWA, Patrick	IFAD	Poverty Reduction through Productive Activities	Rates to USD	181,818	140,181
TFRAF09024	TFRAF09024	C	11/03/2009	12/31/2011	KORMAWA, Patrick	Nigeria	Poverty Reduction through Productive Activities	Rates to USD	200,000	187,363

YARAF08033	Africa and the global industrial economy	C	12/18/2008	12/31/2010	KORMAWA, Patrick	Regular Budget	Poverty Reduction through Productive Activities	Rates to Euro	378,844	364,417
FBRAF09033	Africa and Global Industry Economy	C	12/30/2009	12/31/2010	KORMAWA, Patrick	FAO	Poverty Reduction through Productive Activities	Rates to USD	97,772	78,542

### Additional Environment and Energy Projects

Project No.	Pro(T)	Projstat	Date from	Date to	Impl / ah(T)	Donor(T)	Theme (T)	Currency type(T)	Allotments \$ (a)	Disbursements \$ (e)
YANIR05001	Establishing the UNIDO Regional Centre for Small H	G	03/17/2005	12/31/2006	ALI MOHAMED, Fatin	Regular Budget	Energy and Environment	Rates to Euro	33,533	33,529
XPNIR05002	XPNIR05002 - IP Nigeria	C	03/31/2005	06/30/2010	ALI MOHAMED, Fatin	Regular Programme Of Technical Cooperation	Energy and Environment	Rates to Euro	77,905	77,995
SFNIR05L05	SFNIR05L05 - CSF for Nigeria (Phase II)	C	10/11/2007	10/02/2010	THOMAS, Jossy	Nigeria	Energy and Environment	Rates to USD	78,746	78,046
YANIR08001	Establishing a local manufacturing facility	C	04/21/2008	12/31/2010	THOMAS, Jossy	Regular Budget	Energy and Environment	Rates to Euro	33,039	32,979
YANIR09003	Mini-grids based on renewable energy	C	07/06/2009	12/31/2010	THOMAS, Jossy	Regular Budget	Energy and Environment	Rates to Euro	52,719	52,843
SFNIR05K05	Operationalization of the UNIDO Regional Centre	O	06/22/2007	09/30/2010	MATSUSHITA, Masayoshi	Nigeria	Energy and Environment	Rates to USD	0	0
GFNIR09004	GFNIR09004	O	05/14/2009	12/31/2011	THOMAS, Jossy	Global Environment Facility	Energy and Environment	Rates to USD	60,000	49,712

SFNIR05P05	SFNIR05P05 - Assistance in Nigeria	0	07/15/2009	12/31/2010	THOMAS, Jossy	Nigeria	Energy and Environment	Rates to USD	109,567	63,430
SFNIR09002	SFNIR09002 - Technical Assistance in Nigeria	0	08/03/2009	07/31/2012	THOMAS, Jossy	NASENI, National Agency for Science & Engineering Infrastructure	Energy and Environment	Rates to USD	46,885	39,137
SFNIR09E01	SFNIR09E01 - CP for Nigeria 2009-2012	0	10/06/2009	12/31/2012	THOMAS, Jossy	Nigeria	Energy and Environment	Rates to USD	160,000	0
SFNIR10004	Technical assistance in fabrication of micro hydro turbines in Nigeria	0	06/29/2010	06/30/2012	THOMAS, Jossy	PRODA/Projects Development Institute	Energy and Environment	Rates to USD	110,620	25,256
TFNIR08005	TFNIR08005 + TNNIR08005 (no data available)	0	11/11/2008	12/31/2010	THOMAS, Jossy	Nigeria	Energy and Environment	Rates to USD	265,830	264,052
USNIR08002	country service frame work	0	06/05/2008	12/31/2011	THOMAS, Jossy	Nigeria/Ebonyi Sate	Energy and Environment	Rates to USD	109,503	19,429
USNIR08003	COUNTRY SERVICE FRAME WORK PHASE II	0	06/05/2008	12/31/2011	THOMAS, Jossy	Nigeria/Ebonyi Sate	Energy and Environment	Rates to USD	174,075	96,004

Annex A – Terms of Reference

YANIR10001	MINI-GRIDS BASED ON RENEWABLE ENERGY (SMALL-HYDRO AND BIOMASS) SOURCES TO AUGMENT RURAL ELECTRIFICATION - PREPARATORY ASSISTANCE	O	03/03/2010	02/28/2011	THOMAS, Jossy	Regular Budget	Energy and Environment	Rates to Euro	8,716	931
USRA09015	Renewable energy for productive uses	O	08/11/2009	10/31/2011	THOMAS, Jossy	Govt for India South-South Industrial Cooperation	Energy and Environment	Rates to USD	300,000	19,188
YANIR08004	Technical assistance in energy generation	C	06/05/2008	12/31/2010	THOMAS, Jossy	Regular Budget	Energy and Environment (HSP)	Rates to Euro	34,552	34,533
SFNIR05G05	SFNIR05G05 - CSF for Nigeria - Energy Comp.	G	08/12/2005	10/01/2010	ALI MOHAMED, Fatim	Nigeria	Poverty Reduction through Productive Activities	Rates to USD	189,995	189,995
TNNIR07001	Operationalization of the UNIDO Regional Centre	C	06/22/2007	12/30/2010	MATSUSHITA, Masayoshi	Nigeria	Poverty Reduction through Productive Activities	Rates to USD	72,436	71,419
FBNIR06002	Empowerment of returnees and other communities	O	12/20/2006	12/31/2010	THOMAS, Jossy	UN High Commissioner for Refugees	Poverty Reduction through Productive Activities	Rates to USD	196,906	152,632
TFNIR04005	Sustainable Energy Development Programme	G	11/15/2004	09/27/2007	MATSUSHITA, Masayoshi	United Kingdom	Trade Capacity Building	Rates to USD	98,024	98,024

## Annex F: Framework for assessment of global forum activities

GF contributions to national experience		National experience contributing to GF	
Indicators	Means of verification	Indicators	Means of verification
<p><b>Regional forums and conferences</b></p> <ul style="list-style-type: none"> <li>Confirmed learning effects of participants</li> <li>GF contents (e.g. standards) included in national policies</li> </ul>	<ul style="list-style-type: none"> <li>Interview participants of such conferences from the country (incl. IDB, GA, etc.)</li> <li>National policy documents</li> </ul>	<ul style="list-style-type: none"> <li>TC projects in country provided evidence for papers presented</li> </ul>	
<p><b>Working/expert groups</b></p> <ul style="list-style-type: none"> <li>Confirmed learning effects of participants</li> <li>Expert group outputs used for national policies/programmes, including TC projects<sup>34</sup></li> </ul>	<ul style="list-style-type: none"> <li>Interviews of experts</li> </ul>	<ul style="list-style-type: none"> <li>Experts from country participate</li> <li>TC projects in country provided evidence for work groups</li> </ul>	
<p><b>Active participation in United Nations activities</b></p>	<p>Not so relevant for country level effects; difficult to link with country concerns (would need a list of major events to be used as checklist)</p>	<ul style="list-style-type: none"> <li>Importance of country case studies used at such meetings</li> </ul>	<p>Rather difficult to trace, but if a significant contribution is claimed by UNIDO or country:</p> <ul style="list-style-type: none"> <li>Random interviews of selected participants to rate importance</li> </ul>
<p><b>Presentations at external meetings</b></p>	<p>Not so relevant for country level effects; difficult to link with country concerns (would need a list of major events to be used as checklist)</p>	<ul style="list-style-type: none"> <li>Importance of country case studies used at such meetings</li> </ul>	<p>Rather difficult to trace, but if a significant contribution is claimed by UNIDO or country:</p>

<sup>34</sup> An example for this is the expert groups arranged in the POPs field for non-combustion technologies, which later were used in several TC projects.



GF contributions to national experience		National experience contributing to GF	
Indicators	Means of verification	Indicators	Means of verification
<b>Publications</b>	<ul style="list-style-type: none"> <li>Demand for publications in country</li> <li>Use of publications by local counterparts (e.g. manuals, tool boxes)</li> <li>Use of UNIDO statistics for national policy making</li> </ul>	<ul style="list-style-type: none"> <li>UNIDO data on publication sales to the country (compared to average)</li> <li>Interviews with project partners and other relevant institutions</li> <li>Interviews with ministry of industry and similar institutions</li> </ul>	<p>Random interviews of selected participants to rate importance</p> <ul style="list-style-type: none"> <li>ADR references to country</li> </ul>
<b>Statistics and data collection</b>		Not relevant	
<b>Conventions, norms and standards</b>	<ul style="list-style-type: none"> <li>Norms and standards promoted by UNIDO are used in TC projects (e.g. COMFAR for feasibility studies; CP methods, PSD tool box; (this might require a list of such norms and standards that need to be checked)</li> </ul>	<ul style="list-style-type: none"> <li>Review of TC projects</li> <li>Interviews with project partners</li> </ul>	<ul style="list-style-type: none"> <li>UNIDO facilitates participation of country institutions in international standard setting (e.g. in MEA like Stockholm convention<sup>35</sup>)</li> <li>Interviews with project managers and counterpart staff</li> </ul>
<b>Partnerships and networks including research agreements</b>	Does not seem to be relevant	Does not seem to be relevant	
<b>GF contributions to national experience</b>		<b>National experience contributing to GF</b>	
<b>Indicators</b>	<b>Means of verification</b>	<b>Indicators</b>	<b>Means of verification</b>

<sup>35</sup> The Stockholm convention has several technical committees. E.g. one of them decides on standard “emission factors” that are permissible under the convention for different industrial activities. The committees usually have representatives from different countries. A UNIDO POPs TC project could facilitate the inclusion of experts into such committees as a result of the experience gained in UNIDO projects.



# Annex G: UNIDO Field Office Performance: Generic Assessment Framework

## Contents

1. Introduction
  2. Background
  3. Purpose
  4. Scope and focus
  5. Criteria and issues
  6. Approach and methodology
- Annex 1. Field Office Evaluation Matrix

## 1. Introduction

1.1 This document outlines a generic framework for the evaluation of UNIDO field office performance in the context of comprehensive country evaluations that also cover technical cooperation (TC) projects/ programmes and Global Forum activities. Adjusted to the requirements of a particular country evaluation, it can be incorporated with the TOR for that evaluation. A generic TOR for UNIDO country evaluations can be downloaded from the ODG/EVA intranet page.

1.2. Field office performance assessments are integral parts of country evaluations. Embedded in evaluations that also assess TC projects/programmes and Global Forum activities, they examine the role and contribution of the field office in a wider perspective but also more specifically in relation to TC delivery and management and Global Forum activities.

## 2. Background

2.1 UNIDO's field representation has been progressively transformed and strengthened since UNIDO was first established in 1966. Originally integrated with the field representation of UNDP and in part financed by UNDP, it now, in 2010, consists of 10 regional offices, 19 country offices, 18 UNIDO desks in UNDP offices, five UNIDO focal points operating from a counterpart institution, and one centre for regional cooperation. Altogether, UNIDO is represented in more than 50 countries around the world. Since the late 1990's, the field organization has been fully financed from UNIDO regular budgets, with some cost sharing and contributions by host governments.

The gradual expansion of UNIDO's field organization reflects changes within the UN-system towards closer cooperation of agencies at country level as well as a more general shift of development cooperation management and decision-making towards the country level. Field offices/desks are intended to make UNIDO more accessible to partner country clients and stakeholders, while helping UNIDO itself to ensure that its services are well tailored to partner country needs and priorities. They are also intended to facilitate interaction with the UN country-level teams and bilateral and multilateral donors. Field presence is regarded as a precondition for efficient participation in joint UNCT planning and programming, and is normally required for leading a joint UN programme initiative. In some cases it is also required by donors.

However, the expected returns on investments in UNIDO's field representation do not come by themselves. Some field offices turn out to be more useful to UNIDO and partner countries than others, and some field offices are more efficient in, for instance

funds mobilization, than others. An assessment conducted by the Office of the Comptroller General of UNIDO in 2004 found that field offices generally spent relatively little time and effort on coordination with the local UN team, although UN country level integration was already at that time a UN priority issue.<sup>36</sup> It also found that while field offices gave much importance to supporting TC activities, they were often more concerned with the administration and monitoring of ongoing TC activities than with the development of new ones. Since identification and formulation were activities for which field offices were considered particularly well positioned, this was not quite expected.

A more recent evaluation that deals with the performance of UNIDO desks confirms that it can be difficult for UNIDO's field representation to live up to headquarter expectations.<sup>37</sup> Although for the most part quite positive in its assessments, it notices that in some respects objectives are not fully achieved. With regard to facilitating access of stakeholders to UNIDO expertise, for example, the performance of the UNIDO desks is said to be uneven, and a similar assessment is made of desk contributions to the implementation of TC projects. According to the evaluation, these shortcomings in desk performance are to a large extent due to a mismatch between a very demanding set of responsibilities and the limited resources made available for their fulfillment.

What all this goes to show is that the performance of UNIDO field offices needs to be continuously monitored and periodically evaluated in greater depth. The performance assessments for which this document provides generic guidance are intended to fill this evaluation gap. Field office assessments are expected to be useful one by one, but will also serve as inputs to a thematic evaluation. A thematic evaluation of field office performance will be conducted in 2011.

### **3. Purpose**

3.1. Field office assessments are assessment of the performance of field offices in conducting their mandated functions and achieving stated objectives. They are organizational or functional assessments as opposed to staff assessments focusing on individuals.

Like the comprehensive country evaluation of which it forms a part, a field office assessment serves purposes of both learning and accountability. It is intended to be useful to managers and staff at UNIDO headquarters who call on field offices for services or inputs as well as to the field offices themselves. It is also expected to be useful to UNIDO's governing bodies and to external partners interested in UNIDO's field organization.

### **4. Scope and focus**

4.1. A field office assessment covers the main functions of a UNIDO field office.

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36 Report on the Assessment/Evaluation of UNIDOs Field Representation. Office of the Comptroller General. 2004. V.04-51638.

37 Joint Terminal Evaluation of the implementation of the cooperation agreement between the United Nations Industrial Development Organization and the United Nations Development Programme. UNIDO Evaluation Group/UNDP Evaluation Office, 2009.

In case the field office is a regional office serving several countries, the assessment will not include all the activities for which it is responsible, but cover only those pertaining to the country in focus for the country evaluation.

The list of field office responsibilities presented below is based on UNIDO/DGB/(0).95/Add 7. dated 26 February 2010, IDB. 37/6/Add. I, dated 20 April, 2010, UNIDO's TC Guidelines of 2006, and other documents describing the responsibilities of UNIDO's field representation.

These are;

- Formally represent UNIDO among clients and stakeholders as appropriate.
- Help create/increase knowledge about UNIDO among potential clients and other interested groups in the country in order to stimulate demand for UNIDO services. This is an important marketing function. In UNIDO's standardized format for field office (FO) work plans it is referred to as 'enhancing the visibility' of UNIDO and is one of five main field office outcome areas.
- Promote and facilitate Global Forum activities. The role of the field office can be that of a knowledge broker facilitating exchange of information and knowledge between national counterparts and stakeholders and transnational UNIDO networks. On the one side, the field office helps national stakeholders to get access to transnational knowledge networks. On the other side, the field office makes national expertise and experience accessible to transnational networks.
- Provide advice to national stakeholders in UNIDO's areas of expertise as requested. To a large extent UNIDO advice flow through the channels of TC programmes/projects and specific Global Forum activities. However, advice can also be provided to national stakeholders, including the national government, through other types of contact and upon a direct request.
- Keep UNIDO headquarters informed of national developments in UNIDO's areas of specialization through continuous liaising with national counterparts and stakeholders as well as representatives of international development organizations.
- Contribute to the identification and formulation of new UNIDO TC projects/programmes. In cooperation with the Regional Programme, the field office gathers information relevant to the identification and formulation of new country programmes as well as of national or regional projects. It paves the way for the formulation mission both substantively and logistically. It is expected to play an important role in ensuring that the programme to be proposed to the national government is aligned with national priorities and can be incorporated within the wider UN assistance frameworks.
- Help mobilize resources for TC interventions from the national government, international donors, and other interested actors. Conducted with support of UNIDO headquarters, the participation of field offices in resource mobilization is especially important in countries where there is a joint financing mechanism for the UN-system and/or donors have decentralized funding decisions to the country level.
- Contribute to ongoing UNIDO TC activities in the country/region through monitoring and support to implementation and evaluation. In the monitoring of programmes, field offices should regularly review implementation status with counterparts and stakeholders, brief and debrief experts and consultants, attend review meetings, and report back to the programme team on accomplishments and the possible need for remedial action. At project level,

the main FO task is usually to provide administrative, technical and logistic support to project managers and experts based at UNIDO headquarters. In some cases, however, projects are directly managed by FO staff members who are then also allotment holders. Field offices also provide support to evaluation missions.

- Contribute to gender mainstreaming of TC activities at all stages.
- Support UN integration at country level through active participation in the United Nations Country Team (UNCT), and contribute as appropriate to joint UN country-level initiatives (Common Country Assessments (CCAs), United Nations Development Assistance Frameworks (UNDAFs), Delivering as One (DaO), etc.). Act as champion of UNIDO thematic interests and UNIDO itself in the UNCT.

4.2 Field office assessments do not replace the audits performed by UNIDO's Office of Internal Oversight Services (IOS). While internal audits tend to focus on compliance with UNIDO rules and regulations, the quality of systems of internal control, etc., field office assessments are more directly concerned with the contributions of field offices to development cooperation or in fulfilling UNIDO's mandate. Financial control, contracts, procurement, travel and general administration are matters that typically belong to auditing. Such matters may figure in field office assessments as variables influencing technical cooperation (TC) delivery (efficiency aspects) and results (effectiveness aspects), but would not be examined in their own right or in respect to adherence of rules and regulations.

4.3. Field office assessments are also not intended to replace the reporting by the field offices themselves on activities and results in accordance with their annual results-based management (RBM) work plans. While the RBM work plan and the monitoring of its implementation are integral elements of field office management, a field office assessment is an independent evaluation of field office functioning. In a field office assessment both the design and the implementation of the RBM work plan are assessed. The work plan's standardized causal logic of outputs and outcomes is regarded as a hypothesis to be interpreted and validated rather than as an established fact.

In the standard RBM work plan framework for UNIDO field offices the following are currently (2010) the main outcomes:

1. UNIDO visibility enhanced at global, regional/sub-regional and country levels.
2. Responsiveness of UNIDO to national/regional priorities:
  - TC programme and project development
  - Fund raising
3. Effective participation in UN initiatives at country level, including UNDAF, PRSP, UNDG, One UN, etc.
4. Promoting Global Forum activities with direct link to UNIDO priorities and to the potential increase of UNIDO portfolio in the region and worldwide.
5. Effective management of technical cooperation activities and the UNIDO office.

Field office assessments should review the appropriateness of this categorization of outcomes and the rest of the standard RBM work plan framework (outputs, indicators, etc.) for guiding the activities listed in section 4.1 above and reporting on their results. Questions regarding the appropriateness and actual and potential use of

the work plan framework are included in the attached field office evaluation framework (Annex 1).

## 5. Criteria and issues

5.1 Field office performance is assessed in relation to three evaluation criteria:

- Relevance
- Effectiveness,
- Efficiency

The following paragraphs define these concepts and explain how they are intended to be applied in field office assessments. Standard evaluation questions relating to each of the criteria can be found in the attached field office evaluation matrix (Annex 1).

5.2. **Relevance** is defined in much the same way as in the OECD/DAC Glossary of Key Terms in Evaluation and Results Based Management. The main difference is that while the OECD/DAC definition refers to the relevance of a specific development intervention, a field office assessment is concerned with the relevance of a subdivision of a larger organization. In both the cases, however, relevance is a criterion for assessing the extent to which the evaluated unit matches the needs and priorities of its clients or target groups. Most of the questions about relevance in the attached evaluation matrix concern the extent to which field office services are consistent with needs and priorities formulated in the partner country PRSP and other national policy documents and are considered useful by national counterparts and stakeholders. There is also a question about the consistency of the field office work programme with UNIDO strategic priorities. Is the field office doing what it should, given UNIDO priorities in relation to the country in question?

5.3. **Effectiveness** is a criterion for assessing the extent to which an entity has achieved, or is likely to achieve, its objectives or fulfill its mandate. OECD/DAC defines it as 'the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.' In an assessment of field office performance, however, it is better understood as 'the extent to which an organization, or organizational unit, has achieved, or is expected to achieve its objectives or fulfill its responsibilities, taking into account their relative importance.' So defined, effectiveness refers to achievement of objectives and/or fulfillment of responsibilities in relation to most of the field office functions listed in section 4.1 above, including that of contributing to the effectiveness of TC projects/programmes.

Note that assessments of field office effectiveness should focus on the achievement of outcome-level results, rather than the performance of activities and the delivery of outputs. The key question is always the same: has delivered outputs been useful to clients or target groups as intended, and/or is it likely that they will achieve their intended effects in the future? In a field office assessment, the client or target group is in many cases another UNIDO functional unit for which the field office provides supportive services. In other cases, the client is a partner or stakeholder outside UNIDO.

In the attached evaluation matrix (Annex 1) the effectiveness criterion is applied to all the field office functions listed in section 4.1 above one by one. With regard to each of the functions there is a package of questions covering the following points:

- Activities and outputs: What has the field office actually done in relation to the function in question during the assessment period? What were the activities? What were the outputs? Who were the target groups or clients?
- Gender mainstreaming: How were gender equality issues taken into account by the field office in these activities?
- Performance monitoring: How has the field office monitored and measured the implementation and results of its own activities in relation to this function during the assessment period?
- Observed/inferred outcomes of field office outputs: What have been, or seem to have been, the outcomes of field office services for clients and target groups?
- Achievement of objectives/fulfillment of responsibilities: How do the observed/inferred outcomes for clients and target groups compare to intended outcomes? Are outcome-level results satisfactory in relation to field office mandates, plans and expectations?
- Capacity to respond to Government expectations: Is the Field Office able to cope with the country's expectations and does it effectively and efficiently respond to Government priorities? What is the added value of UNIDO's field office for the Government?
- In case intended outcomes for clients and target groups were not achieved or mandates not fulfilled: What is the explanation for the gap between intended and achieved results?
- Ways by which the field office could make its operations pertaining to this function more effective, if required.
- Ways by which UNIDO head quarters could support field office efforts to make these operations more effective, if required.

An assessment of the overall effectiveness of a field office is a synthesis of function-by-function assessments that takes the relative importance of functions into account.

5.4. While effectiveness is about results, primarily outcomes, **efficiency** is about inputs and outputs and the relation between them. According to OECD/DAC, efficiency is 'a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.' As long as the word 'results' is taken to refer to outputs alone, this is an appropriate definition for field office assessments. Efficiency in this restricted sense is also known as input-output efficiency.

Since a field office provides a variety of services, most of which are non-standardized and difficult to measure, its efficiency in converting resources into outputs is not readily reduced to numbers and not easily compared to that of other field offices or other organizations. In large part, however, an assessment of field office efficiency is concerned with the quality of management systems and practices and the delivery of outputs according to plans, resources and budgets. It also covers efforts to achieve higher productivity, maintain or improve quality of outputs, and reduce the costs of resource inputs. The attached evaluation matrix includes standard questions (Annex 1).

5.5. An assessment of field office performance must be grounded in an accurate appreciation of field office capacity in relation to its mandate and resource



endowment and factors in the environment that may influence performance. The task of a field office assessment is not just to assess performance in relation to a set of standardized criteria, but to find explanations for differences in performance levels and constructively suggest remedies where performance seems to fall short of expectation and to identify good practices and benchmarks.

If a field office fails to achieve planned results, or does not achieve them well enough, it is perhaps because the objectives were unrealistic given the constraints of the local environment or the limitations of field office capacity. It may also be because the existing field office capacity is not well utilized, or it is perhaps due to a combination of all of these factors. Whatever the problem, it is the task of a field office assessment to come up with a useful and forward-looking diagnosis.

Similarly, when a field office is found to perform very well, a field office assessment should not be content with putting its achievements on record, but should try to identify factors explaining the good performance and draw conclusions that can be usefully applied elsewhere.

### **6. Approach and methodology**

6.1. Field office assessments are part of country evaluations and should be planned and implemented accordingly. The evaluation team responsible for the country evaluation is usually also in charge of the field office assessment. Findings from assessments of TC project/programmes and activities pertaining to the Global Forum provide essential inputs to the field office assessment. Questions about field office contributions to TC interventions or Global Forum initiatives cannot be adequately answered without prior assessments of these activities themselves.

6.2. Field office assessments are conducted with the active participation of field office staff. They begin with a self-evaluation where field office staff members are asked to describe the functioning of the field office and make their own assessments of results in relation to the evaluation criteria explained above. In a second step the results from the self-evaluation are used as a platform for discussions between the FO staff and the evaluation team.

6.3. Data for field office assessments are also collected from actual and potential recipients of field office services inside and outside UNIDO. Since field offices are service organizations, opinions regarding the usefulness of their services to clients, as well as information on actual client satisfaction with services rendered, are essential for assessments of field office performance.

6.4. The selection of clients or target group representatives to be interviewed in connection with a field office performance assessment is made by the evaluation team in accordance with the requirements of the case at hand. The evaluation team is also responsible for other aspects of the evaluation methodology. A description of the proposed methodology should be included in the country evaluation inception report.

# ANNEX H: Map with project sites



Map No. 4228 UNITED NATIONS  
 Department of Peacekeeping Operations  
 Cartographic Section  
 October 2004

- SFNIR05G05: Pilot SHP Project Site- Waya Dam

- UNIDO Regional Office SHP TC
- Federal Ministries
- UN Offices

- DGNIR1006/DGNIR10A 06- Turbine and Agro project

- SFNIR05G05:Pilot SHP Project Site
- MP Project site SEDI
- Various counterparts

- FBNIR06002- UNHCR SHP Project

- HP Project and Business Center - CENSIRT
- GFNIR09004/YANIR10001/X X09X01- Biomass Project
- Multiple Trust Fund Projects
- Ebonyi: Salt Processing Project

- Textile and leather projects
- Common Facility Centre (CFC) for Shoe manufacturers

- Oil Palm Project

- GCLME\*

- POFS Laboratory at Ibadan University

- SFNIR09002/SFNIR10004- Local Manufacturing of SHP Turbines

- SFNIR07003- SPX Project
- Chamber of Commerce
- Various Counterparts

- NIFOR- Oil Palm Counterpart

## Annex B: Organizations visited and persons met

Name	Position	Organization
<b>Government Nigeria</b>		
Maria Oyeyinka Laose	Ambassador of Nigeria to Austria and Slovakia, Permanent Representative to International Organizations in Vienna	Embassy of Nigeria
S.D. Umar	Minister/Counsellor	Embassy of Nigeria
A.F Olumodimu	Director	Federal Ministry of Trade and Investment/Policy, Standards, Research and Statistics
M.C. Amadi	Chief Stats Officer	Federal Ministry of Trade and Investment/Policy, Standards, Research and Statistics
A.S. Mohammad	PAO UNIDO Desk Officer	Federal Ministry of Trade and Investment/Policy, Standards, Research and Statistics
B.D. Elisha	Head ICT	Federal Ministry of Trade and Investment/Policy, Standards, Research and Statistics
A.O. Bello	CAO/P UNIDO Desk Officer	Federal Ministry of Trade and Investment/Policy, Standards, Research and Statistics
Omololu Bunmi Ope-Ewe	Director	Federal Ministry of Trade and Investment/ Commodities and Products Inspectorate
Umar Goni Ahmed		Federal Ministry of Trade and Investment/ Commodities and Products Inspectorate
Engr. (Dr.) A.A Esan	Technical Director	Regional Center- SHP Abuja
Engr.(Dr ) Adegidzi	Asst. Technical Director	Regional Center- SHP Abuja
Prof. A.S. Sambo	Director General	Energy Commission of Nigeria Abuja
Dr. R. Kela		Energy Commission of Nigeria Abuja.
Abdul-Kazeem Bayero	Dep. Director/Head of Ozone Office	Fed. Min. of Environment Abuja
Aanu Sodeko-Basil	Asst. Director/National Coordinator. POP sites	Fed. Min. of Environment Abuja
Charles Kanu Ikeah	Asst. Director National Ozone Office	Fed. Min. of Environment Abuja
Hon (Engr) Shabi R. Adebola	General Manager	LASEPA Lagos State
Grace I. Yahaya	DHMMD	LASEPA Lagos State
Dr Titi Aniababa	Permanent Secretary	Lagos State Min of Environment .
Prof. Peter Nwilo	Director GCLME Unilag Center	University of Lagos Nigeria
Dr. E.A. Ajao	Director	Nig. Inst. Of Oceanography & Marine Research. Lagos
Engr. B. A. Olunlade	Director	EMDI-NASENI Akure
Engr. W. O. Ajayi	Director	M. W& T. Osogbo

Annex B: Organizations visited and persons met

Engr. Onu C. Eluwa	Managing Director	Anambra/Imo River Basin Authority Owerri.
Engr. Mike C. Nwachukwu	DD/HOD (IWRM)	Anambra/Imo River Basin Authority Owerri
Prof. C.O. Nwajagu	Director/CEO	SEDI Enugu
S.I. Chiedu	Deputy Director	SEDI Enugu
Chief Fidelis O. Mbam	The Secretary To Ebonyi State Government	Government House Ebonyi State, Abakaliki
M.O.Okechi	Permanent Secretary	Government House Ebonyi State, Abakaliki
Chukwu Ibe-Euao	Permanent Secretary	Min of Public Utilities Ebonyi State, Abakaliki
Emeka Eme	Energy Efficiency Manager	UNIDO Project Office Ebonyi State, Abakaliki
Halima Bawa	Project Desk Officer	GCLME Project Office Fed. Min. of Environment. Abuja
Mustafa Bello	Executive Secretary/CEO	Nigerian Investment Promotion Commission (NIPC)
Obinna E. Iwauanyanwu	One-Stop Investment Centre (OSIC)	Nigerian Investment Promotion Commission (NIPC)
Shina Emmanuel	Deputy Director, Policy Advocacy and External Relations	Nigerian Investment Promotion Commission (NIPC)
Ako A. Leva	Director (Bilateral and Multilateral Trade Dept.)	Nigeria Export Promotion Commission (NEPC)
M. Olajide Ibrahim	Director (Special Services, Office of the CEO)	Nigeria Export Promotion Commission (NEPC)
Muammah Nadada Umar	Director General/CEO	Small and Medium Enterprises Development Agency of Nigeria (SMEDAN)
Wale Fasanya	Director, Strategic Planning, Policy & Coordination	Small and Medium Enterprises Development Agency of Nigeria (SMEDAN)
Kayode S. Meyanbe	ICT Unit	Small and Medium Enterprises Development Agency of Nigeria (SMEDAN)
Yinka Fisher	Centre Manager, Materi Business Support Centre	Small and Medium Enterprises Development Agency of Nigeria (SMEDAN)
Bodunrin Dawodu	Executive Manager, SPX Nigeria	Small and Medium Enterprises Development Agency of Nigeria (SMEDAN, Lagos)
Joseph Ikemefuna Odumodu	Director General/Chief Executive	Standards Organization of Nigeria (SON)
Luqman Mamudu	Director, Policy and Planning	Federal Ministry of Trade and Investment, National Automotive Council
Aminu Jalal	Director General	Federal Ministry of Trade and Investment, National Automotive Council
Ola Oresanya	Managing Director	Lagos Waste Management Authority
Olufunke O. Babade	AG. Director	Federal Ministry of Environment, Department of Pollution Control and Environmental Health

Annex B: Organizations visited and persons met

M.A.A. Adewuyi	Director	Federal Ministry of Agriculture, Agro-processing
K.I Babangida	Deputy Director	Federal Ministry of Agriculture, Agro-processing
Engr. Amos O. Afowowe	Deputy Director (Export Conditioning Centre)	Federal Ministry of Agriculture, Agro-processing
Engr. O.B. Jatto	Head (Quality Control Division)	Federal Ministry of Agriculture, Agro-processing
Engr. Innocent Uche Nwamkro	Cottage Industry Division	Federal Ministry of Agriculture, Agro-processing
Engr. Moses A.A. Adewuyi	Director (Agro-processing and Marketing)	Federal Ministry of Agriculture, Agro-processing
Suleiman S. Alijn	Assistant Chief Technical Officer (Export Crop Handling and Conditioning Centres)	Federal Ministry of Agriculture, Agro-processing
H.D. Ibrahim	Director	Raw Materials Research and Development Council
Ebele Nwokemodo		Raw Materials Research and Development Council
Rachel Kotso	Desk Officer, International Collaboration	Raw Materials Research and Development Council
Professor Victor Chude	Head, Agricultural Productivity Enhancement	National Programme for Food Security
Evang. Chukwuma Elom (JP)	Ebonyi State UNIDO Coordinator/Manager	Ebonyi State
Fergus U. Onu	Director, ICT/Research Centre	Ebonyi State University
Aanu Sodeko-Basil	Asst. Director/National Coordinator. POP sites	Fed. Min. of Environment Abuja
<b>Regional and International Organizations</b>		
Patricia Wills-Obong	Programme Assistant	IFAD Country Office in Nigeria
Benjamin Odoemena	Country Programme Officer, West and Central Africa Region, Programme Management Department	IFAD
Rabe I. Mani	Assistant FAO Representative in Nigeria	FAO
Mensan Lawson-Hechelli	Director	ECOWAS Commission, Industry and Mines
<b>Donors</b>		
<b>Japan</b>		
Takeshi Hagino	First Secretary	Embassy of Japan
Tomiko Ichikawa	Minister	Embassy of Japan
Yudai Maeda	First Secretary (Economic Cooperation Section)	Embassy of Japan
Tsuyoshi Yamamoto	Minister	Permanent Mission of Japan to the International Organizations in Vienna
<b>Norway</b>		
Ashild S. Vigtel	Senior Adviser, Department for Private Sector Development and the Environment	Norwegian Agency for Development Cooperation (NORAD)

Annex B: Organizations visited and persons met

Per Lindgärde	Ambassador	Embassy of Sweden
<b>Private Sector</b>		
Abdul-Guniyu O. Mohammed	Regional Head (North)	Bank of Industry
Waheed A. Olagunju	General Manager, Strategic Planning, Corporate Communications and Corporate Secretariat	Bank of Industry
Austin Jo-Madugu	General Manager	Bank of Industry
Akinyele Aluko	Consulting Manager, SMEs	Lagos Chamber of Commerce and Industry, Business, Education, Service and Training Unit
Jide A. Mike	Director General	Manufacturers Association of Nigeria (MAN)
Ambrose Oruche	Assistant Director (Resource Centre/Sectoral Matters)	Manufacturers Association of Nigeria (MAN)
Rasheed Adegbenro	Director (Corporate Affairs)	Manufacturers Association of Nigeria (MAN)
Aluwaseyi Adegbite	Assistant Manager (Resource Center)	Manufacturers Association of Nigeria (MAN)
Joseph Ifejika	Director (Field Services)	Manufacturers Association of Nigeria (MAN)
Cynthia Simon-Aneke	Data Analyst	Manufacturers Association of Nigeria (MAN)
Eke U. Ubiji	Executive Secretary	Nigerian association of Small & Medium Enterprises (NASME, Lagos)
Samson Gbadamosi	Head, Finance & Admin	Nigerian association of Small & Medium Enterprises (NASME, Lagos)
Ezenduka Joe John Val	Technical Manager	Haier-Paterson Zochonis (PZ) Ltd.
Ojekunle Adeoba	Programme Manager	Entrepreneurship Development Centre
<b>Beneficiaries</b>		
Emmanuel Maduiké		National Association of Small and Medium Scale Leather/Allied Products Industrialists (NASMSLAPI)
Onyebuchi Nwaigwe	Managing Director	Association of Tailors and Fashion Designers (ATFAD)
Ekpe	Entrepreneur	
Cosmos Nwogugu	Entrepreneur	Cosy Shoes
Samuel Egbe	Entrepreneur	Samek Shoes
Okoro	Entrepreneur	
Chinomso	Entrepreneur	Legend Shoes
Anita Joe	Entrepreneur	Fidvanjoe
Christina Anyigor	Salt Producer/Member of Salt Cooperative	Idembia Community Salt Project
Elder Ochale Emeka	Community Elder	Idembia Community
Hon Aja Obisinni	Community Leader	Okposi Community
Ukpa Nnenna	Salt Producer/Member of Salt	Okposi Community Salt Project

Annex B: Organizations visited and persons met

	Cooperative	
Margret Ogbou	Salt Producer/Member of Salt Cooperative	Okposi Community Salt Project
Anthonia Agwu	President Salt Women Cooperative	Uburu Community Salt Project
Celestina Oje	Salt Producer/Member of Salt Cooperative	Uburu Community Salt Project
Elize Nwaze	Salt Producer/Member of Salt Cooperative	Uburu Community Salt Project
Victoria Aja	Salt Producer/Member of Salt Cooperative	Uburu Community Salt Project
Chief Silvest Odi	Minister	Uburu Community
Ikenna Christian Ituma	Master Trainer	CENSIRT, Abakaliki
Icheku Emmanue	Trainer	CENSIRT, Abakaliki
Onwe Augustine	Trainer	CENSIRT, Abakaliki
Onwe Mary	Trainer	CENSIRT, Abakaliki
Ituma Nkemjika Lynder	Trainer	CENSIRT, Abakaliki
Odeh Grace	Trainer	CENSIRT, Abakaliki
Ugbo Ejike Henry	Trainee (Songhai Digital Farmer)	CENSIRT, Abakaliki
Oke John Ogbonna	Trainee (Songhai Digital Farmer)	CENSIRT, Abakaliki
Agala Christopher	Trainee (Songhai Digital Farmer)	CENSIRT, Abakaliki
Odi Recheal	Trainee (Songhai Digital Farmer)	CENSIRT, Abakaliki
Eze Ozoemela	Trainee (Songhai Digital Farmer)	CENSIRT, Abakaliki
Ogbu Moureen	Trainee (Songhai Digital Farmer)	CENSIRT, Abakaliki
Ibiam Agha	Trainee (Songhai Digital Farmer)	CENSIRT, Abakaliki
Igboji Friday	Trainee (Songhai Digital Farmer)	CENSIRT, Abakaliki
<b>UNIDO Field Office and Project Staff</b>		
Patrick Kormawa	UNIDO Representative and Director	UNIDO Regional Office Nigeria
Raymond Tavares	Industrial Development Officer	UNIDO Regional Office Nigeria
Reuben Bamidele	National Programme Officer	UNIDO Regional Office Nigeria
Adegboyega Ajani	National Programme Officer	UNIDO Regional Office Nigeria
Oluyomi Laniyan	Administrative Assistant	UNIDO Regional Office Nigeria
Uche Oji	Manager	Common Facility Centre
Winnie Nwabueze	Administrative Assistant- Accounts	Common Facility Centre
Kyrian Agbasiere	Leather Technical Expert	Common Facility Centre
Udochukwu Njoku	Leather Technical Expert	Common Facility Centre
Okechukwu David	Leather Technical Expert	Common Facility Centre
Ovia Tom Dickson	Leather Technical Expert	Common Facility Centre

Annex B: Organizations visited and persons met

Francis Ukoh	National Expert – ICT	UNIDO Regional Office Nigeria
Adetola Ajala	Country Team Leader, Investor Survey Programme	UNIDO Liaison Office, Lagos
Jibrin-Yaro Bolaji Jibrin	Assistant Country Team Leader, Investor Survey Programme	UNIDO Liaison Office, Lagos
<b>UNIDO Headquarters</b>		
David Lee	Industrial Development Officer	PTC/AGR/AIT
Ivan Kral	Industrial Development Officer	PTC/AGR/AIT
Namal Samarakoon	Industrial Development Officer	PTC/AGR/AIT
Bassel El Khatib	Industrial Development Officer	PTC/AGR/ABD
Leo Fabra Cadenas	Consultant	PTC/AGR/OD
Barbara Kreissler	Industrial Development Officer	PTC/BIT/CUP
Stefan Kratzsch	Industrial Development Officer	PTC/BIT/ITU
Mithat Kulur	Unit Chief and Deputy to the Director	PTC/BIT/ITU
Sergiy Prodan	Industrial Development Officer	PTC/MPB/RAU
Yury Sorokin	Industrial Development Officer	PTC/MPB/RAU
Mohamad Eisa	Unit Chief and Deputy to the Director	PTC/EMB/SCU
Josy Thomas	Industrial Development Officer	PTC/ECC/RRE
Christian Susan	Industrial Development Officer	PTC/EMB/WMU
Sophie Zimm	Programme Coordinator	PTC/BIT/ITU
Petra Isabelle Wenitzky	Project Consultant	PTC/BIT/CUP



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### General Background Documents:

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## **ANNEX D: Interview Guidelines**

### **Programme Design and Management:**

- What was the origin of the component/project concept and approach used? How were the various components of the programme identified and formulated?
- How were government counterparts and other stakeholders involved in the project identification and development?
- What type of analysis and assessment was completed prior to the development of the project/programme? How were any critical issues addressed? Was this sufficient and appropriate? If not, why?
- What was the involvement of HQ, Regional and Field Offices in the design and overall management of the programme/project and at which points?
- How was gender mainstreamed into the programme/project?
- Was there a logical relationship between objectives at various levels, activities and inputs?
- Were results indicators developed and did they facilitate the assessment of progress?
- How were changes during implementation approved and documented?

### **Funds Mobilization:**

- Can you describe the process for obtaining funding and donor support?
  - What was the involvement of national parties in fund mobilization?
  - To what extent were UNIDO HQ and field staff active in funds mobilizations?
  - What kinds of mechanisms were used for funds mobilization?
- Please describe the volume, origin and use of mobilized funds?
- Please describe the funds mobilized by UNIDO vs. the Government?

### **Effectiveness**

- Were the identified outputs, outcomes and impacts achieved? Are they expected to be achieved? Why or why not?

### **Relevance**

- What is your view of the relevance of the programme and of the individual components (at the design phase and currently)?
- What is your view of the relevance in relation to:
  - National needs and priorities (National Development Plan, Vision 20/2020, 7 Point Agenda)
  - Specific national sector policies (energy policy, industrial policy, poverty reduction)
  - UNDAF
- What is your view of the relevance in relation to UNIDO Strategic Priorities?
- What is your view of the relevance of the individual components to the programme?

### **Efficiency**

- Please describe the timeliness, adequacy (quantity and quality) and cost of both the government and UNIDO inputs and activities.
- What were the national management and field coordination mechanisms?
- Please describe the involvement of UNIDO HQ in management, coordination and monitoring.

- To what extent has there been coordination between components? Has this led to tangible benefits (cost savings, improved implementation)?
- To what extent has there been coordination and collaboration among stakeholders and counterparts? Has this led to tangible benefits (cost savings, improved implementation)?
- What are some of the linkages between components and integrated services such as policy making, support institutions and enterprise support?

### **Impact**

- How would you assess the actual or potential impact of the programme/project or individual component?
- In what way will the programme/project be able to contribute to the MDGs?
- How has/will the individual component or project contribute to the advancement country programme?
- In what way has the project/programme contributed to the achievement of the national development goals (National Development Plan, Vision 20/2020 and 7 Point Agenda)?
- What are the actual or potential economic, environmental and social oriented developmental changes?
- What are some of the actual and/or expected affects on gender equality and empowerment of women?

### **Partnership and Coordination**

- Describe the work of any other agencies working this same area. How did UNIDO cooperate and collaborate with these agencies?
- Describe UNIDO's involvement in the UNDAF.

### **Sustainability**

- How is it expected that the changes and/or benefits can/will be maintained long term?
- What arrangements are in place to ensure sustainability? Specifically technical, financial and organizational arrangements.
- Can you describe the commitment and ownership of the programme/project by the government? By other stakeholders and counterparts?

### **Lessons Learned**

#### **The Future**

- Recommendations for a next phase?



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