

NIGER: FIFTH STRUCTURAL ADJUSTMENT PROGRAMME
PCR EVALUATION NOTE

1. The Project

Project Code: 2100150010645	Project Appraisal Date: 12-25 March 2005	Borrower's Completion Report Ref:
Total Project Cost (UA) 105.73 million	Project Approval Date: 21 Sept. 2005	PCR Evaluation Note Date: Nov. 2009
Loan Amount (UA): 18.0 million	Date of Effectiveness: 30 Dec. 2005	Evaluator Name: O. O. Ojo
Government Amount (UA): Nil	Project Completion Date: 31-Dec. 2007	Reviewer(s) Name: F. Turay
Co-financed Amount (UA): 87.73 (donors: IDA, IMF, EU, France, Belgium, Netherlands/Norway, AFD, Denmark)	PCR Date: 18-29 Nov. 2008	Manager's Name:

1.1 Objectives and expected outcomes and outputs

Expected outcomes were:

In 2002, the government of Niger decided to redirect its reform efforts of several years at poverty reduction by adopting a Poverty Reduction Strategy. In order to implement this strategy, the government decided to implement a fifth structural adjustment programme aimed at achieving sustainable economic growth as a means of reducing poverty.

The expected outcomes are: improvement in public finance management; improved resource mobilization; enhanced efficacy and efficiency of public finance; economic growth and improved spending programme for poverty reduction.

Expected outputs were by components as follows:

1.2 Activities

The activities in support of this programme were: the mobilization of resources from donors; negotiation, approval and signing of financing agreements; strengthening the decentralization process; accelerating growth and improving spending on poverty reduction activities.

The programme had two main components: strengthening of public finance management; promotion of good governance and strengthening of monitoring/evaluation of the PRS and the Programme under review.

1.3 Inputs (including financing)

The inputs were ADF loan of UA 18.0 million and co-financing from donors to the tune of UA 87.73 million.

1.4 Intended beneficiaries and Scope

The intended beneficiaries are the citizens of Niger who would benefit from improved economic growth and reduction in poverty.

2. PCR Conclusions and Success Ratings

2.1 Main Conclusions

The main conclusion of the PCR is that the performance indicators of the programme were attained. Ninety three per cent (93%) of the intended reform measures were implemented. The Programme

improved the allocation of resources to poverty-reduction activities; promoted girls' education; assisted Niger to meet most of the convergence criteria of WAMU.

2.2 Performance Ratings

The PCR rated the performance of the project as satisfactory with a score of 2.5. Relevance and achievement of objectives, institutional development, and sustainability were all rated satisfactory.

2.3 Lessons Learned

- The political commitment of the government is always vital to the success of a programme. In the case of this programme, the government gave its full political support to it.
- The limited number of programme components meant that the human and institutional capacities of the government were not thinly spread over several components
- Regular Bank monitoring is crucial to the outcome of a project/programme

2.4 Recommendations

To the government:

- The government should make it a point of duty to regularly produce project completion reports upon the completion of a project
- The government should strengthen the relevant institutions for domestic resource mobilization
- Complete the implementation of outstanding measures in the programme under review

To the Bank

- Remind the government of its obligations to regularly produce project completion reports and submit same to the Bank
- Make the submission of the PCR on this programme and audit report a condition for the next phase

2.5 Future operational plan and potential benefits (and their sustainability, institutional development and overall success ratings): The programme has assisted in reforming the policy stance of the government of Niger. It has helped in strengthening basic institution responsible for public finance management. It has also improved the mechanism for the allocation of resources to poverty-reduction activities. Overall, the programme was a success whose sustainability is not in doubt because of government and donor commitment. The pursuit of sound macroeconomic policies which the Programme brought in its trail assisted Niger to meet most of the convergence criteria of WAMU and thereby deepened regional economic integration.

3 Borrower's PCR (its inputs to Bank's PCR): Not available

4 PCR quality ratings

4.1 Objectivity and soundness: Satisfactory

4.2 Project implementation: Satisfactory

4.3 Project performance and results: Satisfactory

4.4 Social and environmental impacts: Satisfactory

4.5 Project Sustainability: Satisfactory

4.6 Bank, Borrower, and co-financiers performance: Satisfactory

4.7 Consistency of the PCR overall rating: Satisfactory

4.8 Analysis and Clarity of conclusions, lessons learned and recommendations: Satisfactory

- 4.9 **Appropriateness and adequacy of coverage of key data and supporting material,**
- 4.10 **quality of presentation:** Satisfactory
- 4 **Priority of Project for Performance Evaluation Report, impact evaluation, country/sector reviews or thematic evaluation studies:** The PCR (and this review) could form part of a larger evaluation (thematic) evaluation of policy reforms in Africa

Annex 1

PCR QUALITY ASSESSMENT AND RATING

Project Loan No: 2100150010645
Country: Niger

Title: Fifth Structural Adjustment Programme
Sector: Multi-sector

PCR EVALUATION CRITERIA	RATING (4-point scale)	REMARKS
1. Adequacy of analysis of Project goals, objective and Formulation (including the verifiable indicators, consistency with appraisal and subsequent revisions)	3	The PCR analyzed the project goals clearly. Its description of project objectives, their means of verification were all clearly spelt out.
2. Adequacy of analysis of Project execution (including procurement issues, disbursements, Borrower's reporting, and assessment of monitoring and evaluation achievements)	3	The PCR provided a good description of project execution, including procurement, disbursement issues and an assessment of monitoring and evaluation.
3. Soundness of judgments on Project Performance and Results (including operating results, economic and financial and related conditions/covenants and their fulfilment, institutional, performance of consultants, contractors, suppliers and other parties)	3	The treatment by the PCR of project performance and results was good. Similarly the assessment of contractors and suppliers was also good.
4. Adequacy of analysis of social and environmental impacts	3	The programme did not contain any specific environmental measures but it had significant social impact. Mention should be made of macroeconomic performance and the social impact of the programme, for example, improvement in girls' education and improved allocation to health.
5. Soundness of judgments on project sustainability, plan for future project operation's phase and maintenance	3	The PCR dealt well issues that could ensure sustainability issues, for example the imperative of taking measures to improve domestic resource mobilization, continued government commitment and government continued ownership of the adjustment process.
6. Soundness of judgments on Performance of the Bank, Borrower and Co-financiers	3	PCR judgment on Bank performance and that of the government was satisfactory.
7. Consistency of Overall rating with individual rating components	3	The ratings were internally consistent with one another
8. Adequacy of analysis and clarity of conclusions, lessons learned and recommendations	3	The analysis, conclusions, lessons and lessons learnt were all of sound quality. They were mutually consistent.
9. Other: Economic integration	3	The PCR called attention to the influence of the programme in helping Niger to meet most of the convergence criteria of WAMU. This would assist in deepening regional integration in the West African sub-region.
Overall Rating	3	Satisfactory PCR
OPEV and Country Department agree/disagree on Project Performance Rating N		

Borrower's PCR and inputs to Bank Staff PCR: There was no evidence that the Borrower submitted a PCR

Conclusion: The performance of the project was satisfactory. The project improved public financial management and facilitated an increased allocation of resources to poverty-reduction activities. It also enhanced the institutional capacities of public institutions. It also improved the performance of the economy.

Priority of Project for Performance Evaluation Report, Impact Evaluation, Country/Sector reviews or Thematic Evaluation Studies: (x)

- Project is an adjustment operation

- Project is the first of its type in the sub-sector

- Project is part of series and suitable for cluster evaluation
- Project has innovative features, is large or complex
- Project highly successful or highly unsuccessful
- Project has high priority for impact evaluation
- PCR is incomplete/unsatisfactory
- Performance evaluation is required to sector/country reviews
- Thematic or special evaluation studies (Specify) [X]
- None

Major Issues of focus in the performance evaluation report: Nil

Follow Up Action/Decision: The PCR (and this review) could form part of a larger thematic evaluation policy reforms in Africa.

ASSESSMENT OF IMPLEMENTATION AND BANK PERFORMANCE AND PROJECT RESULTS/OUTCOMES				
Niger: Fifth Structural Adjustment Programme				
	Component Indicator	PCR Rating (1-4)	Evaluation Rating	Comments
1. IMPLEMENTATION PERFORMANCE ASSESSMENT				
1.1	Adherence to implementation schedule	2.5	3	Slippage was only 6 months
1.2	Adherence to cost schedule	N/A	3	The programme kept to the budget
1.3	Compliance with covenants and conditions	2	2	
1.4	Adequacy of monitoring evaluation and reporting	2.5	3	Monitoring and reporting were adequate
1.5	Satisfactory operations		3	Programme implemented 39 out of 43 reform measures
	Total Scores		14	
	Average Rating	2.3	3.8	Disconnect arises differences in rating on 1.1 and the lack of rating of 1.2 and 1.5
2. PERFORMANCE OF THE BANK				
	Component Indicator			Comments
2.1	Identification/Design	3	3	
2.2	Preparation	N/A		No preparation phase
2.3	Appraisal	2	2	
2.4	Supervision	3.5	3.5	
2.5	Satisfactory operations			
	Total Scores		8.5	
	Average Rating	2.8	2.8	
3. PROJECT RESULTS/OUTCOMES				
	Component Indicator			Comments
1.	Relevance and achievement of objectives	2.6	2.6	
1.1	Macro-economic policy	3	3	
1.2	Sector policy	2.5	3	Sector policy (improved budgetary performance) was good
1.3	Physical (including production)	N/A	N/A	
1.4	Financial aspect	N/A	N/A	
1.5	Poverty reduction, social impact and gender	3	3	
1.6	Environment	2.5	2	No specific environmental issues were required to be addressed by the programme
1.7	Private sector development	2	2	
1.8	Other : Governance	2.5	2	Achievement was only satisfactory
	Total Scores	N/A	15	
	Average Rating	2.6	2.5	Disconnect arises over the ratings mentioned above
2.	Institutional Development	2.5	2.5	
2.1	Institutional framework including restructuring	2.5	2.5	
2.2	Financial and integrated systems of management including audit systems	2.5	2.5	
2.3	Capacity building	2.5	2.5	
2.4	Staffing by qualified/skilled personnel	N/A	N/A	

ASSESSMENT OF IMPLEMENTATION AND BANK PERFORMANCE AND PROJECT RESULTS/OUTCOMES				
Niger: Fifth Structural Adjustment Programme				
	Component Indicator	PCR Rating (1-4)	Evaluation Rating	Comments
	(including turnover), training and counterpart staff.			
	Total Scores		7.5	
	Average Rating	2.5	2.5	
3.	Sustainability	2.6		
3.1	Continued commitment of borrower	2.5	3	Government continued commitment is strong
3.2	Environmental policy	2.5	2	No environmental issues were specifically addressed
3.3	Institutional framework	2.5	2.5	
3.4	Technical viability and staffing	N/A	N/A	
3.5	Financial viability ((including cost-recovery)	N/A	N/A	
3.6	Economic viability	3	3	
3.7	Environmental viability	N/A	N/A	
3.8	O & M facilitation (foreign exchange and recurrent cost financing availability, etc)	N/A	N/A	
	Total Scores		10.5	
	Average Rating	2.6	2.6	
4.	Economic rate of return			
	OVERALL TOTAL		7.	
	OVERALL RATING (1-4 above)			
	Overall outcome	2.5	2.5	Project outcome is satisfactory

Sources of Information.

ADF: Niger, Proposal for an ADF Loan to finance the Fifth Structural Adjustment Programme. (ADF/BD/WP/2005/88)

ADF: Niger, Fifth Structural Adjustment Programme: Programme Completion Report (ADF/BD/IF/2009/156)