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Report No. 2498

PROJECT PERFORMANCE AUDIT REPORT

NIGERIA: FIRST EDUCATION PROJECT

(CREDIT 72-UNI)

May 7, 1979

Operations Evaluation Department

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PROJECT PERFORMANCE AUDIT REPORT

NIGERIA FIRST EDUCATION PROJECT (CREDIT 72-UNI)

PREFACE

This is a performance audit of the First Education Project in Nigeria, for which IDA Credit 72-UNI in the amount of US\$20.0 million was signed in March 1965. The credit was fully disbursed by January 25, 1978. About \$700,000 had been repaid, as scheduled, by March 31, 1978. The audit report consists of an audit memorandum prepared by the Operations Evaluation Department and a Project Completion Report (PCR), prepared by the Western Africa Regional Office, dated December 19, 1977.

The audit memorandum is based on a review of various documents and on discussions held in Washington and in the field. A three-member Operations Evaluation Department Mission visited Nigeria January 23-31, 1978, and held discussions with officials of the Federal Ministries of Education and Finance and the State Ministries of Education in Anambra and Kaduna and staff of the coordinating consultants (Robert Matthew, Johnson-Marshall and Partners). The contribution of these officials is gratefully acknowledged and is fully reflected in the audit memorandum. The documents reviewed included (i) the PCR, (ii) the 1963 report of the UNESCO Educational Investments Programming Mission to Nigeria, (iii) Nigeria's National Development Plans for 1962-68, 1970-74 and 1975-80, (iv) the Credit Agreement and four related Project Agreements and supplementary letters, (v) the Appraisal Report No. TO-434b dated December 16, 1964, prepared for this project, (vi) the Report and Recommendation of the President to the Executive Directors, No. P-413 dated December 21, 1964, (vii) a completion report dated March 1977 prepared by the Coordinating Consultants, (viii) Volume X (Education) of the Bank's report on "Economic Growth of Nigeria" (No. Af-34c, November 29, 1965), (ix) the Appraisal Reports, No. PE-33a dated March 9, 1972 (for the Second Education Project (Loan 814-UNI)) and No. 60a-UNI dated May 25, 1973 (for the Third Education Project (Loan 929-UNI)) and (x) the material available in the Association's files relating to Credit 72-UNI covering the period from 1962 to date. Discussions have also been held with staff of the Bank who were involved in the implementation of this project. No comments have been received from the Borrower and the coordinating consultants to whom a copy of the draft audit report was sent on February 2, 1979.

The PCR, with which this audit concurs, reports on the implementation of the project, its cost, and some remaining problems, and makes a number of recommendations for action by the government. However, in the light of the serious extraordinary difficulties encountered in this project, a more thorough examination of project design and supervision was called for and the audit memorandum attempts this.

PROJECT PERFORMANCE AUDIT BASIC DATA SHEET

NIGERIA FIRST EDUCATION PROJECT (Credit 72-UNI)

KEY PROJECT DATA

<u>Item</u>	<u>Appraisal Expectation</u>	<u>Actual or Current Estimate</u>
Total Project Cost (US\$ million)	30.0	39.3 for 87% completed; 45.0 when all completed.
Overrun (%)		31% for 87% completed; 50% when all completed.
Credit Amount (US\$ million)	20.0	20.0
Disbursed as of Jan. 25, 1978		20.0
Cancelled	-	-
Repaid to Mar. 31, 1978		0.7
Outstanding on Mar. 31, 1978		20.7 ^{1/}
Date Physical Components Completed	12/31/68	7/31/78
Proportion Completed by Above Date	5%	95%
Proportion of Time Overrun		250% for 95% completed
Institutional Performance	Good	Unsatisfactory

OTHER PROJECT DATA

<u>Item</u>	<u>Original Plan</u>	<u>Revisions</u>	<u>Actual or Est. Actual</u>
First Mention in Files			Oct.24, '62
Government's Application			None
Negotiations			Oct. '64
Board Approval			Dec.29, '64
Credit Agreement Date			Mar. 1, '65
Effectiveness Date	May, '65		May 10, '66
Closing Date	Dec.31, '69	Dec.31, '72 Dec.31, '74 Dec.31, '76 Sept.30, '77	Jan.25, '78
Borrower:	The Federal Republic of Nigeria		
Executing Agencies:	Federal Ministry of Works and Ministries of Works of Four Regions (1966-68); then of Twelve States (1968-76), and then of Nineteen States (1976-77)		
Fiscal Year of Borrower	April 1 - March 31		
Follow-on Project Names:	Second Education Project	Third Education Project	
Loan Numbers	814-UNI	929-UNI	
Amounts (US\$ million)	17.3	54.0	
Loan Agreement dates	4/18/72	8/16/73	

^{1/} Includes exchange adjustment of US\$1.4 million.

PROJECT PERFORMANCE AUDIT BASIC DATA SHEET (Cont'd.)

MISSION DATA

<u>Kind of Mission</u>	<u>Sent by</u>	<u>Month, Year</u>	<u>No. of Weeks</u>	<u>No. of Persons</u>	<u>Man-Weeks</u>	<u>Date of Report</u>
Identification	UNESCO	Nov/Dec. '62	6	4	24	Mar. '63
Identification /	IDA	Mar/Apr. '63	2	1	2	May 8, '63
Reconnaissance						
Appraisal	IDA	Nov/Dec. '63	7	4	28	Dec.16, '64
Negotiating	IDA	Oct. '64	1	6	6	
					<u>60</u>	
Supervision I	IDA	Apr/May '66	1	3	3	May 11, '66
Supervision II	IDA	Nov/Dec. '66	1	1	1	Jan.11, '67
Supervision III	IDA	Apr/May '68	1	1	1	Jun.12, '68
Supervision IV	IDA	Jan. '69	1	1	1	Jan.30, '69
Supervision V	IDA	Sept/Oct. '69	2	1	2	Feb.27, '70
Supervision VI	IDA	June '70	2	1	2	Aug.14, '70
Supervision VII	IDA	Oct. '70)				(Nov. 6, '70
Reappraisal) 2	6	12 ^{2/}	(and	
Eastern Reg.	IDA	Oct/Nov. '70)				(Dec.10, '70
Supervision VIII ^{1/}	IDA	Mar. '71	1	2	2	May 5, '71
Supervision IX	IDA	Jul/Aug. '71	2	1	2	Oct.15, '71
Supervision X	IDA	Oct/Nov. '71	1	1	1	Dec.3, '71
Supervision XI	IDA	Apr/May '72	2	1	2	May 26, '72
Supervision XII	IDA	Oct. '72	1	1	1	Nov.15, '72
Supervision XIII	IDA	Aug. '73	2	1	1	Oct. 9, '73
Supervision XIV	IDA	Feb. '74	3	5	6	Apr.16, '74
Supervision XV	IDA	Jun/July '74	3	4	5	Sept.20, '74
Supervision XVI	IDA	Apr/May '75	3	3	2	Aug. 6, '75
Supervision XVII	IDA	Aug/Sept. '75	5	2	1	Oct.14, '75
Supervision XVIII	IDA	July, '76	2	3	1	Aug.13, '76
Supervision XIX	IDA	Jun. '77	2	1	2	Oct. 7, '77
Supervision XX	IDA	Oct./Nov. '77	4	1	<u>-3/</u>	Nov.14, '77
Supervision XXI	IDA	Feb. '78	2	1	<u>-3/</u>	--
					<u>48</u>	
Completion	IDA	Feb./Mar. '77	4	2	8	

- 1/ Most missions from 1971 to 1977 also supervised Loan 814; and all after 1973 also supervised Loan 929.
- 2/ Estimated time spent on Credit 72-UNI. For all subsequent missions, an estimate has been provided of the time devoted to this project.
- 3/ The time spent on Credit 72-UNI was negligible and is not recorded here. The missions discussed in October/November 1977 and in February 1978 the need for the Borrower to keep IDA informed of progress on completing the project even though the credit had been fully disbursed.

PROJECT PERFORMANCE AUDIT BASIC DATA SHEET (Cont'd.)

CURRENCY EXCHANGE RATES

Names of currencies (Abbreviations) Nigerian Pounds (N£) (Through 1972)
Naira (N) (From Jan. 1, 1973)

<u>Year</u>	<u>Exchange Rate</u>
Appraisal Report Year (1963) Average	\$1 = 0.357N£
Intervening Years (1964-76) Average	\$1 = 0.341N£ = 0.682 N
Completion Month (March, 1977) Average	\$1 = 0.632 N

SAMPLE UNIT COSTS

<u>Institution</u>	<u>Capital Cost per Place</u> (in nominal terms)	
	<u>Appraisal Est.</u> (1964)	<u>Actual Cost</u> ^{1/} (1977)
Technical Teacher Training College (Lagos) (Without staff housing - not built)		
Per Place Planned (200 places)	\$4420	\$9650
Per student enrolled (400 students)	-	4825
Federal Science School:		
Per Place Planned (1500 places)	623	1135
Per student enrolled (1250 students)	-	1362
Technical School:		
(Kaduna, Kaduna State)	2725	4509
Secondary School:		
(Edo College, Benin, Bendel State)	1035	1533

^{1/} These costs reflect the conversion of local currency into dollars. During the implementation period local currency increased by 11% in value against the dollar. Local price increases, especially after 1973, also accounted for the increase shown over estimated costs.

PROJECT PERFORMANCE AUDIT BASIC DATA SHEET (Cont'd.)

ALLOCATION OF PROCEEDS OF CREDIT

<u>Region/Category</u>	<u>Original March 1965 US\$</u>	<u>Revised August 1971 US\$</u>	<u>Actual disbursement US\$</u>
A. <u>Northern Nigeria</u>			
1. Design and Construction	9,646,000	8,439,000	10,531,938.40
2. Furnishing and Equipment	<u>1,593,000</u>	<u>1,497,000</u>	<u>1,065,413.00</u>
Total	11,239,000	9,936,000	11,597,351.40
B. <u>Eastern Nigeria</u>			
1. Design and Construction	1,799,000	1,807,000	3,031,873.40
2. Furnishing and Equipment	<u>486,000</u>	<u>527,000</u>	<u>235,433.53</u>
Total	2,285,000	2,334,000	3,267,306.93
C. <u>Western Nigeria</u>			
1. Design and Construction	1,299,000	1,501,000	2,096,235.26
2. Furnishing and Equipment	<u>375,000</u>	<u>475,000</u>	<u>25,221.67</u>
Total	1,674,000	1,976,000	2,121,456.93
D. <u>Mid-Western Nigeria</u>			
1. Design and Construction	785,000	860,000	854,662.70
2. Furnishing and Equipment	<u>123,000</u>	<u>192,000</u>	<u>2,223.29</u>
Total	908,000	1,052,000	856,885.99
E. <u>Federal Territory</u>			
1. Design and Construction	1,076,000	1,136,000	1,161,846.81
2. Furnishing and Equipment	<u>144,000</u>	<u>110,000</u>	<u>10,650.09</u>
Total	1,220,000	1,246,000	1,172,496.90
F. Consultants Fees	488,000	907,000	984,501.85
G. Unallocated	<u>2,186,000</u>	<u>2,549,000</u>	<u>--</u>
TOTAL	20,000,000	20,000,000	20,000,000.00
Summary by Category			
Design and Construction	14,605,000	13,743,000	17,676,556.57
Furnishing and Equipment	2,721,000	2,801,000	1,338,941.58
Consultants Fees	488,000	907,000	984,501.85
Unallocated	<u>2,186,000</u>	<u>2,549,000</u>	<u>--</u>
	20,000,000	20,000,000	20,000,000.00

PROJECT PERFORMANCE AUDIT BASIC DATA SHEET (Cont'd.)

COMPARISON OF ACTUAL CUMULATIVE DISBURSEMENTS WITH
APPRAISAL ESTIMATES (US\$ Million)

<u>Date</u>	<u>Appraisal^{1/} Expectation</u>	<u>Actual Disbursements</u>	<u>%</u>
June 30, 1965 - Dec. 1966		--	
June 30, 1967		0.1	
Dec. 31, 1967		0.2	
June 1968		0.5	
Dec. 1968		0.7	
June 1969		0.9	
Dec. 1969	20.0 ^{2/}	1.3	6
June 1970		1.5	8
Dec. 1970		2.0	10
June 1971		2.2	11
Dec. 1971		3.2	16
June 1972		6.4	32
Dec. 1972		7.8	39
June 1973		11.2	56
Dec. 1973		13.4	67
June 1974		15.4	77
Dec. 1974		17.2	86
June 1975		17.8	89
Dec. 1975		18.4	92
June 1976		18.6	93
Dec. 1976		18.8	94
June 1977		19.7	98
Dec. 1977		19.8	99
Jan. 1978		20.0 ^{3/}	100

1/ The Appraisal Report does not give a schedule of disbursements.

2/ Original Closing Date of Credit - December 31, 1969.

3/ Final disbursement was made on January 25, 1978

PROJECT PERFORMANCE AUDIT REPORT

NIGERIA FIRST EDUCATION PROJECT (CREDIT 72-UNI)

HIGHLIGHTS

Under the Nigeria First Education Project (Credit 72-UNI, signed in March 1965) IDA provided US\$20 million to help expand, diversify and improve secondary and technical education and teacher training in Nigeria. The Project originally included 190 schools, and was more than twice as large as any Education Project approved previously. After the Civil War of 1967-70 the number of schools in the Eastern Region was reduced, but the final project still included 137 institutions. The Project emphasized development in the Northern region, a relatively deprived area educationally (para. 5, PCR para. 1.06). The Credit was completely disbursed by January 25, 1978, when the project was substantially completed.

This ambitious project suffered serious problems in implementation caused in part by management arrangements that were inadequate in view of the considerable number of bureaucracies and the large geographical area involved (para. 4, PCR paras. 1.04, 3.02). The Civil War and the division of the four original Regions into first 12 and then 19 States compounded these problems. The audit report also notes limited institution building because of the extensive project management role given to private expatriate firms which did not train Nigerians (para. 12); the shortage of qualified Nigerian staff to implement the project (paras. 10, 12, PCR paras. 1.07, 1.11, 3.03); weaknesses in the local construction industry, equipment and furniture procurement and architectural design work (paras. 15-20, 26-28, PCR paras. 1.12-1.13). The report also draws attention to shortcomings in project design and supervision (paras. 33-40, PCR paras. 1.10, 3.03).

Nevertheless, the overall implementation effort and achievement have been considerable. Experience with this project has influenced to some extent the Second and Third Education Projects in Nigeria, particularly in regard to greater local involvement in implementation and to reduced geographical coverage.

PROJECT PERFORMANCE AUDIT MEMORANDUM

NIGERIA FIRST EDUCATION PROJECT (CREDIT 72-UNI)

I. Project Background and Summary

1. Nigeria's National Development Plan for 1962-68 accorded the highest priority to the development of agriculture and industry, to the training of high and intermediate level manpower (such as extension workers, supervisors, foremen, technicians, administrators and managers) and to extending primary and secondary education as a base for this technical education and training. The manpower needs, as roughly estimated by the National Manpower Board for the period 1963-68, greatly exceeded the possible output of the existing and planned training institutions. Plans for educational development were prepared by a number of commissions, notably the Ashby Commission of 1960. However, it was the report of a UNESCO Educational Investments Programming Mission of 1962 which formed the basis of the Bank Group's first educational lending operation in Nigeria.

2. For the First Education Project (Credit 72-UNI), signed on March 1, 1965, a sum of US\$20 million was provided to assist Nigeria to:

- (i) expand secondary education, including secondary teacher training (54% of the total credit);
- (ii) expand technical and craft training, including technical teacher training (40%), and
- (iii) increase the emphasis on science and vocationally oriented subjects in secondary schools and on science in teacher training colleges (6%).

This project originally involved 190 schools, of which 9 were to be newly constructed, 5 were to be converted to new uses, and 176 were to receive additions, furniture and equipment. Following the Civil War of 1967 to 1970, 56 of the 60 project schools planned for the former Eastern Region were cancelled and 9 new ones were added. During the course of the project, some slight changes were made in the project content as it related to each of the other former regions. At the time of the Completion Mission, 1977, the project comprised the following 137 schools:

Improvement of Science and
Secondary Education

	<u>New</u>	<u>Conversion to</u>	<u>Extensions to</u>
Advanced Teacher Training College	1		
Secondary Schools (Expansion)	1		69
Federal School of Arts and Sciences	1		
Teacher Training Schools (science laboratories)			6
Secondary Schools (workshops and science laboratories)			34

Technician and Craft Training

National Technical Teacher Training College	1		
Trade Training Centers	8		5
Craft Schools	1	1	9
Total	<u>13</u>	<u>1</u>	<u>123</u>

Included in the estimates was housing for expatriate staff of project institutions, leaving to the Borrower the responsibility of providing housing for Nigerian staff.

3. In the supplementary letters on educational objectives, the Federal Government undertook to:

- (a) modernize curricula, teaching methods and examination procedures;
- (b) increase the emphasis on practical agricultural education in urban and rural schools and the practical bias in secondary school curricula;
- (c) use efficient and economical technical education programs suited to Nigerian needs along with relevant examinations;
- (d) ensure that staff of technical training institutions had practical training and industrial experience and, as far as practicable, arrange for all technical training institutions to have advisory committees representative of employers and appropriate government departments; and
- (e) maintain a competent and efficient teaching and administrative staff, by such steps as effective training programs and adequate salary levels, comparable with those found at similar levels of private employment.

4. The project attempted to redress somewhat the regional imbalance in education and training facilities by allocating the bulk of the investment to the Northern Region which had traditionally been relatively undersupplied with such facilities. The project items were scattered widely over Nigeria's vast expanse of 357,000 square miles as follows:

<u>Region 1/</u>	<u>State (1968-1976)</u>	<u>State (1976 to Present)</u>	<u>No. of Project Items in 1977</u>	<u>No. of towns or cities involved</u>
Federal Territory	Federal Lagos	Federal ^{2/} Lagos	2 2	1 2
Western Region	Western	Oyo Ogun Ondo	10 6 8	7 4 7
Mid-Western Region	Mid-Western	Bendel	14	13
Northern Region	Kwara Benue-Plateau North-Central Kano North-Western North-Eastern	Kwara ^{3/} Benue Plateau Kaduna Kano Sokoto Niger Borno Bauchi Gongola	17 14 7 16 5 3 3 5 5 7	12 8 4 9 2 2 2 2 3 5
Eastern Region	East-Central Rivers South-Eastern	Anambra Imo Rivers Cross Rivers	2 1 4 6	2 1 3 4
<u>Total</u>			137	93

^{1/} As Regions became States and large States became smaller States, each unit assumed responsibility for the project items located within its boundaries.

^{2/} The Federal Territory has, in fact, been changed but these figures represent the Federal items situated in Lagos.

^{3/} The rearrangement of boundaries in 1976 resulted in two items being included in the new Benue State which had formerly been located within the 1968-76 boundaries of Kwara State.

5. The project was originally expected to cost about US\$30 million with a foreign exchange component of about US\$11 million. Thus 45% of the credit (US\$9 million) was intended to cover local costs. The geographical distribution of this investment and its subsequent revisions in the light of the creation of 12 states was as follows:

Region 1960-68	State 1968-76	Project Cost 1965		Revised Cost 1968	
		Amount US\$ m.	Per- cent	Amount US\$ m.	Per- cent
1. Federal Territory	Federal (i) Lagos	2.11	7.0	(2.13 2.09 .04)	(7.4 7.2 0.2)
2. Western	(ii) Western	2.89	9.7	3.41	11.8
3. Mid-Western	(iii) Mid-Western	1.57	5.2	1.83	6.3
4. Northern	(iv) Benue-Plateau (v) North Central (vi) Kano (vii) North Western (viii) North Eastern (ix) Kwara	19.47	64.9	(17.66 4.09 4.16 1.43 1.11 4.81 2.06)	(61.2 14.2 14.4 5.0 3.8 16.7 7.1)
5. Eastern	(x) East Central (xi) Rivers (xii) South Eastern	3.96	13.2	(3.83 2.59 0.47 0.77)	(13.3 9.0 1.6 2.7)
TOTAL		30.00	100.0	28.86	100.00

The project, as it applied to the Eastern States was re-appraised in October-November 1970, following the cessation of hostilities. The project cost for the Eastern Region then reverted to the 1965 figure (US\$3.96m.) divided as follows: East Central \$2.02m., Rivers \$0.79m. and South Eastern \$1.15m.

6. Under the Credit Agreement, a private firm of architectural consultants was to be employed by the Federal Government to assist the Federal and Regional Governments in carrying out the project and to ensure coordination and uniformity. It was expected that these consultants would, through their participation in the project, help to establish architectural design and cost standards for all school construction in Nigeria. The selection of sites and construction of government schools were the responsibility of the several Ministries of Works, in consultation with the Ministries of Education. The Credit Agreement and related Project Agreements provided that the five Governments would employ additional architects and engineers to handle the added workload. For the 39 private state-aided schools included in the project (known as Voluntary Agency Schools), construction was the responsibility of their proprietors (mainly missionary societies).

7. The Association's approval was needed for (a) the Federal Government's relending agreements, (b) the choice of, and the contract with, the coordinating consultants, (c) the designs, specifications, contracts and work schedules for the construction of the project schools and (d) the choice of building contractors. Credit effectiveness was made dependent upon the employment of the firm of coordinating consultants. The closing date was fixed at December 31, 1969.

8. Although greatly delayed by a number of factors, most of the project's new institutions had been completed by March 1977, and many of the additions lacked only minor works, such as connections to electricity or water supplies. The Completion Mission reported that in July 1977 87% of the planned facilities (classrooms, laboratories, dormitories) had been completed, but that only 75% of the intended facilities were being used as originally planned. Some 4% had been put to "other uses" and 8% had been abandoned when other sub-items could not be completed. Construction work was continuing on the other items. By January 25, 1978, the Credit had been fully disbursed.

II. Principal Issues

1. Design of Arrangements for Project Management

9. This was one of the pioneer Bank Group projects in education. Its appraisal mission was the fifth sent out in this sector and the project was by far the largest in the sector up to that time - the previous largest having been a credit of US\$8.5m. to Pakistan approved a few months prior to this credit. Both IDA and Nigeria wished to expedite the processing of an education project. IDA by-passed both the formal preparation stage and the receipt of a formal credit application thus advancing project

appraisal by about one year. However, the result of this was that the prospective borrower was less involved in project preparation than he might have been. The list of project items which was appraised had been drawn from the recommendations of the 1962 UNESCO Investments Programming mission as reviewed by a Bank Group reconnaissance mission in 1963. While it is clear from the appraisal report that some of the problems of implementing a project had been identified, particularly in regard to the shortage of technically qualified manpower, the visits to the majority of sites and detailed discussions on project management - both needed in order to appreciate the special country problems and to formulate appropriate arrangements for implementation - were not undertaken. As became increasingly clear during project implementation, the management arrangements made for this project were inadequate in view of the geographical size, communication difficulties and human resource situation in Nigeria.

(a) The Use of Coordinating Consultants

10. The appraisal mission had identified some of the problems facing the regular services for implementing development programs - the Ministries of Works were understaffed, overworked, faced with a rising workload and losing their qualified expatriate staff faster than these could be replaced by qualified Nigerians. IDA expected the project to introduce measures to reduce the cost of school buildings - at that time an important objective of educational lending - namely, closer attention to bidding procedures, supervision of construction, contract awards, material specifications and design standards and establishing design standards over the country as a whole. For these reasons, IDA required that a private firm of consultants be employed to oversee project implementation, namely:

- (i) to propose criteria and goals for economical school construction;
- (ii) to coordinate school planning and design;
- (iii) to advise on the employment of qualified architects, engineers and contractors;
- (iv) to supervise bidding and contract procedures and awards; and
- (v) to supervise construction and disbursement.

As elaborated in the appraisal report, the firm's duties were expected to include supervising the preparation of tenders, controlling the award of contracts, checking plans and drawings and, as required, assisting in their preparation. This extensive role was more appropriate for a government agency. It was not surprising that, as both the consultants and the Borrower have observed, the consultants came to be regarded by the Borrower as IDA's representative and the project as IDA's rather than as Nigeria's.

11. There were several problems with this role in addition to those noted in para. 3.09 of the completion report. The association had not discussed it sufficiently with the country in advance. At credit negotiations the country's officials requested explanations of the consultants' proposed role and functioning. The scope of the consultants' duties generated extensive discussion both during negotiations and over the period of one year of contract negotiations between the government and the firm. During these contract negotiations the consultants envisaged a role and authority beyond that which the government was prepared to grant, especially as far as procedures for bidding and contracting were concerned. The distinction between the consultants' role and that of the Ministries of Works on design matters was difficult to define, especially as the design work on some project schools was already far advanced and the Northern Region was already using the design standards of the same firm of consultants. The eventual contract required the government to provide for the consultants, at the start of their work, site plans and drawings of existing structures at the sites where extensions were contemplated - the vast majority of project schools. Neither these plans nor the technical staff to prepare them were available.

12. The arrangement was insufficient in that it did not deal with the essential question of supplementing the resources of the Ministries of Works. As the consultants have indicated, it would have been better for their role to have included the preparation of standard drawings and bills of quantities - instead of being limited to setting design standards which would have saved considerable work in the Ministries of Works. Given the financial and logistical impossibility of entrusting full site supervision to the firm, the burden of site supervision also remained with the Ministries of Works. The project did not provide the additional staff needed within the Ministries of Works to cope with the added workload.^{1/} The design of the consultants' role did not specifically call for the training of Nigerians. The contract ultimately negotiated between the government and the consultants provided for the consultants to train Nigerians assigned to the firm by the government; however none was ever assigned.

^{1/} For example, the Northern Region Ministry of Works, the one most heavily affected, was faced with a US\$27.4 million school construction program for 1967 and 1968, funded by IDA, USAID and Nigeria. Its staff included only eight architects and one quantity surveyor, even though budgetary provision existed for 25 and 7 respectively. During negotiation of the contract with the consultants, the borrowers' officials, aware of the problem, asked for credit funds to be used to pay for additional staff and for the consultants to recruit such staff to work under the governments. Granted the flexibility of technical assistance salary scales, suitable inducements could have been offered. However, the Association offered no solution, such as a possible technical assistance grant or a reallocation of credit proceeds to cover the needs of the Ministries; instead, it merely objected to the use of the credit to finance government staff.

13. In retrospect, it appears that the design of project management arrangements required much more thought and preparatory work than had been given to it by IDA. A more efficient approach would have been either to have given to a firm the entire architectural responsibility or to have included in the project financing to strengthen the Ministries of Works to enable them to carry out the project. In either case, the responsibility for national coordination of project implementation would have been better placed in the hands of a government unit assisted by such experts as may have been needed. In this respect the arrangements for the Second and Third Education projects showed improvements over those made for the First (see para. 47).

(b) Arrangements for Furniture/Equipment Procurement

14. The Association overlooked the need for special management arrangements for procuring instructional equipment and furniture in such a large project, particularly the need for technical assistance and coordination at the regional or federal level. The appraisal report did not deal with the issue. Originally, IDA had envisaged the firm of consultants as the coordinating agency. However, the government opted to use the London-based Crown Agents, its traditional overseas procurement agency and the question of local coordination was not pursued by the Association.

2. Physical Implementation

(a) The Implementation Schedule and Time Overruns

15. The Association had estimated that project implementation would require about 3.5 years (ending in December 1968), an estimate which appears to have taken little account of the size of the country, the relatively unprepared state of the project and the time required to recruit consultants and have their design standards formulated, agreed and applied. The project was about 87% completed by April 1977 and as of November 1978, only a few of the project buildings remained unfinished and work is continuing on these. This is one of the longest time overruns experienced on an education project; however, the unusual country circumstances of this project - in particular, the civil war which probably delayed the completion of the project by about five years - are well described in the completion report which notes, in addition (paras. 1.05-1.13, 3.01-3.11):

- (i) delays in concluding the contract with the coordinating consultants;
- (ii) the successive administrative and political reorganizations of 1968 (four regions becoming twelve states) and 1976 (twelve states becoming nineteen) - each change spreading thinner the very limited numbers of experienced personnel in the ministries; and accentuating the shortages of project management personnel and the administrative inefficiencies at the Regional or State level;

- (iii) weaknesses in the construction industry - shortages of imported materials, the impact of the civil war, the crippling effect of slow payment of contractors and architectural designs which were unsuited to the limited technology at the command of the smaller contractors, and
- (iv) the wide geographical dispersion of project items which posed severe problems of supervision and coordination.

As no implementation schedule was included in the appraisal report it is not clear how the estimate that construction would be completed by the end of 1968 was arrived at.

16. These causes of delay interacted with one another in many ways and the impact of one was sometimes exacerbated by another. For example, soon after the consultants' contract had been signed, the disturbed political situation in July 1966 (when the Lagos airport was closed) caused the team to postpone its arrival to September. It was to the firm's credit that its design guide was approved by the government as early as March 1967 - but this was just before the civil war began. Because of the variations in the impact of different weaknesses and problems in each region or state the performances varied widely, as is shown in the following table:

Extent of Completion of Construction, by Region and State,
by February 1, 1972, October 1, 1974 and April 1, 1977 ^{1/}

Region and State	No. of Project items (State totals exclude Voluntary Agency Schools)	Percent of construction completed by 2/1/72	Percent of construction completed by 10/1/74	Percent of project items substantially completed by 4/1/77
<u>Federal Territory</u>				
Federal	2	27	73	77
Lagos	2	26	26	100
<u>Western</u>				
Western	24	17	89	90
<u>Mid-Western</u>				
Bendel	14	46	93	99
<u>Northern</u>				
Kwara	4	20	84	100
Benue-Plateau	7	35	91	100
Kaduna	8	46	92	100
Interim Common Services Agency ^{2/}	1	60	100	100
Kano	3	48	98	98
North-Western	6	40	70	96
North-Eastern	14	30	82	70 ^{3/}
<u>Total (excluding Eastern States and Vol. Agency Schools)</u>	85	34	87	91
<u>Eastern</u>				
East Central	3	0	0	31
Rivers	4	0	0	21
South-Eastern	6	0	0	0
<u>Total (excluding Vol. Agency Schools)</u>	98	30	76	82
Voluntary Agency Schools	39	(not reported in same form)	84	98
<u>GRAND TOTAL</u>	137			87

^{1/} 1972 data taken from the Consultants' Progress Report No. 35, of Feb. 1, 1972; 1974 data from the Consultants' Progress Report No. 51, of Oct. 1, 1974; and 1977 data from the PCR (Annex 4).

^{2/} This agency assumed responsibility for those obligations of the former Northern Region which the States had not assumed.

^{3/} Four schools were abandoned after being partly constructed.

17. Delays were also caused by factors specific to one or a few project items in a State. For example, in the Federal Territory, the design work for the staff houses and flats for the National Technical Teachers College was delayed by changes in plans, including a new site plan decided on towards the end of 1970; the contract for construction of classrooms and dormitories was not signed until April, 1972; funds were not allocated by the Federal Ministry of Education for staff housing, and this was not built. The Western Region depended on its Ministry of Works for architectural design work and made slower initial progress than the Northern Region which made greater use of private architects. In various areas, some schools were withdrawn from the project and replaced by others; the designs for metal windows were impractical for fabrication and had to be redone; structural steelwork was not delivered on time and, when delivered, was not drilled for bolts to fasten it; disputes arose between architects and contractors; a supplier was unable to deliver roofing material for 2 months; contractors were late in ordering essential materials; roof trusses were not delivered. In Bauchi, four of the five project items were abandoned, even though they were already from 40% to 65% complete.

18. Many of the Voluntary Agency Schools were completed early and at an economical price. Only one out of the 39 was less than 85% completed in April, 1977; and, as a group, they were 98% completed. Because of the traditional autonomy of these schools, and the established practice of government grants to reimburse them for 50% of new construction, they were given freedom from IDA procedures to construct their own schools, subject only to the coordinating consultants' approval of standards and designs, and their certification of work completed. The equipping of these schools was somewhat less efficiently done since they were subject to the same delivery problems as other schools and not all their principals accorded high priority to practical subjects.

19. While it is instructive to review the delays and their origins, it is important to note that this project, involving one of the largest and most widely dispersed school construction programs in the history of Bank Group educational lending, has been substantially implemented. For this achievement, considerable credit is due to the unremitting efforts of the coordinating consultants and the several officials in various ministries in Nigeria over the long history of this project to keep implementation moving - efforts that prevented a total collapse of the project.

(b) Buildings

20. The consultants prepared standards for construction, a procedures guide and a design guide. The initial design guide specified performance standards in such a way that some executive architects prepared uneconomical and difficult-to-build designs. These designs

had to be redone, and the design guide had to be revised. Ministry of Works and IDA officials have observed that architectural designs were sometimes unnecessarily sophisticated and did not take into account the technical capabilities of small local contractors (PCR, para. 1.13).^{1/} In regard to the designs under the project, some school officials complained of not being consulted at the design stage and have criticized the housing and dormitory standards as being too low. The consultants, in reviewing their own performance, have observed that some design features have been inappropriate for maintenance, such as large glass panes and special sanitary fittings which have proved difficult to replace, and paint colors which have been too light and readily show stains. The idea of the heavy roof for thermal control was scientifically sound but depended on too fine and precise a manipulation of windows for best results. The consultants consider that the design guide for this project was of limited value; it was the first of such efforts and was important in raising some issues such as space standards and economy; however, they felt, in retrospect, that the design guide should have done more to warn against some of the problems that were encountered. It is not clear that the consultants' design and cost standards have influenced subsequent school construction in Nigeria as had been intended.^{2/} However, the Second Project design guide, prepared by the same firm of consultants, benefitted from some of the experiences gained under the First Project.

21. By March 1977, some 78% of the target of 17,453 secondary school places had been provided (PCR, Annex 7). Construction was continuing and all new buildings and most additions were expected to be completed eventually. Five schools had, however, been abandoned (PCR, para. 3.13, Annex 4) - in one case because of unexpectedly deep, unstable soils, in others because of contractor weaknesses, either financial or technological.

22. One of the project objectives was to increase the emphasis on science and vocationally oriented subjects in secondary schools, including the teaching of science in teacher training colleges. This objective accounted for only 6% of the credit but affected a third of

^{1/} One example of this was noted in Sokoto where the heavy concrete roof slabs, which the consultants suggested for resisting the intense insolation experienced in that region, could not be lifted into position by the contractor. Subsequently, the Ministry of Works redesigned the roof, using glass wool in the ceiling for thermal control. In Bauchi, one of the principal causes of the abandonment of sites by one contractor was the heavy roof slab which, despite the requests of the Ministry of Works, the consultants refused to alter on the erroneous assumption that IDA would not agree to a change.

^{2/} The Bank's Western Africa Regional Office believes, however, that there has been such influence.

the 137 project items. The percentage completed was higher for science facilities than for workshops, but still considerably less than for ordinary classrooms as is shown by the following table:^{1/}

<u>Classroom/Workshop</u>	<u>Number of sub-items</u>		<u>Number of Student Places</u>		<u>Percent Completed</u>
	<u>Projected</u>	<u>Actual</u>	<u>Projected</u>	<u>Actual</u>	
Classrooms	180	177	6,660	6,549	98
Domestic Science	7	6	140	120	86
Arts/craft	27	22	1,080	880	81
Science (demonstration)	47	38	1,739	1,406	81
Laboratories	89	62	3,293	2,294	70
Technical drawing	32	21	1,184	777	66
Metalwork/woodwork	52	13	2,080	520	25

23. In the eight completely new institutions which were built, enrollment was generally at, or above, the planned level. However, at two new training centers - Maiduguri and Makurdi - enrollment was from 20% to 30% below the planned level: at one, because of a change in objectives after appraisal, and at the other, because of use of space by administrative units of the new State Ministry of Education (PCR, paras. 4.11 and 4.12). The one new craft school (at Mubi) was substantially completed and used as a comprehensive secondary school because of a change in education policy in favor of such schools rather than separate craft schools.

24. For the 123 institutions which were extended under the project, only partial data on enrollment are available. The Completion Mission visited 24 of the extended secondary schools and found that total enrollment in these schools was 15,353 (PCR, Annex 8). It is not known, however, how much of this represents increases made possible by the additions. It may be assumed that, in the light of the considerable social demand for secondary education in Nigeria, all new places provided by the construction have been filled. The appraisal report did not, in general, estimate the new enrollments to individual extended schools but it did so for Edo College, Benin, which, during the PCR mission visit, had an enrollment of 929 in comparison with the appraisal figure of 800.

25. The quality of construction varied from school to school - the deficiencies resulting largely from inadequate capacity in the construction industry, the competing demands of reconstruction after the Civil War, and

^{1/} PCR, Annex 7

the construction of some of the many minor project items by small, inexperienced contractors whose problems may have been aggravated by sometimes unnecessarily sophisticated and technically difficult architectural designs. Inadequate site supervision by the Governments and the coordinating consultants, and slowness in the Governments' making payments to contractors also played some part (PCR, paras. 1.12, 3.07).

(c) Equipment and Furniture

26. Preparing lists which were acceptable to IDA was a lengthy process because of unfamiliarity with IDA procedures; the States were also slow to place indents - in Lagos and Mid-Western States these were not placed before March 1972. Procurement of furniture and equipment was carried out by the Crown Agents, London, including those items of furniture manufactured in Nigeria. The Crown Agents had recommended, at the outset, that the government appoint a procurement coordinator for the Federal Government or one for each Region. This was never done and the Crown Agents had to deal with individual schools directly. However, in mid-1973, the government agreed that an equipment procurement specialist should be added to the staff of the coordinating consultants. There can be no doubt that, under the circumstances, the Crown Agents did an effective job in getting so much equipment and furniture into the schools. For many years the Crown Agents were the only effective coordinators of procurement of equipment and furniture. However, several problems occurred for which the country circumstances cannot be blamed.

27. Contrary to the Government's undertaking in the Credit Agreement and Project Agreements to maintain records, records were routinely destroyed by the Crown Agents after two years. Prior to 1975, the Crown Agents furnished inadequate information to the Government about the progress of procurement and even lost track of whether items for certain schools had been ordered at all.^{1/} In some cases, equipment was not ordered because the Crown Agents' vital queries on specifications remained unanswered. Equipment often arrived at ports without prior notification by the Crown Agents or subsequent notification by the Government coastal agents to the consultants, the project managers or the schools to which it was consigned. The delivery to schools of imported items cleared at the Nigerian ports was not well coordinated. Deliveries were sometimes made to schools before construction was complete and furniture and equipment so delivered was often unsatisfactorily stored. There were cases of delivery of the crates to the wrong schools, faulty installation, the loss of many items and damage to others. Because equipment was often not unpacked until after insurance coverage had expired, recovery from insurance firms could not be made. The State Ministries of Works sometimes received crates

^{1/} The Consultants' completion report lists three technical and 18 other schools in which this problem occurred - items not having been ordered which the Crown Agents assumed had been ordered.

without advising the Ministries of Education concerned. It was not until 1975 that these problems of liaison were corrected, after discussions between IDA and the Crown Agents and between the coordinating consultants and the Crown Agents. These discussions led to clearer procedures, improved communications between the Crown Agents and the States, and the strengthening of Crown Agents staff devoted to this project. However, these improvements came generally too late to help this project.

28. Furniture procurement was fraught with problems. Double bunk beds were to be supplied by a Malaysian firm but never arrived because of (a) delays in providing a letter of credit and (b) rising prices. Most of the remaining furniture was manufactured in Nigeria but there was inadequate inspection (and quality control) at the factories and some poor quality furniture resulted. A British firm supplied kits for library shelving, but, even after delivery difficulties had been overcome, many schools did not assemble these shelves. There was some confusion over the delivery and allocation of the two different sizes of chairs and tables designed for senior and junior pupils. However, on the whole, the schools received their required supply of furniture. Partly as a result of its experience in this project, the Borrower has arranged procurement of equipment and furniture under the Third Education Project differently. The equipment lists are being coordinated by the project's coordinating consultants and the purchasing is being done through a Nigerian procurement agency.

(d) Maintenance

29. Maintenance of physical plant has not been properly funded by the Borrower. Many buildings have been found to have broken windows and peeling paint, and equipment has not been promptly repaired (PCR, para. 4.15). The Borrower has indicated that difficulties are being experienced in maintaining imported equipment and has made some efforts to service science equipment, including the use of mobile units, but this project provided no assistance in this direction.

(e) Costs and Disbursement

30. The extraordinary increase in costs which occurred during the prolonged period of implementation was due to increases in freight rates and costs of materials, awards of higher wages to labor, and the general pressure on prices and wages brought about by the Civil War and the demands of reconstruction including war taxes. Furthermore, there was an 11% devaluation of the dollar against the naira during the implementation period. For the incomplete project, costs exceeded the original estimate by 31% in U.S. dollar terms. This overrun has been financed from Nigerian resources (PCR, para. 1.04). It is estimated that the cost overrun, measured in dollars, will be 50% when all construction is completed. The proceeds of the credit were used rather differently from the original plans, equipment and furniture allocations being halved and the consultants

fees being doubled. The increased costs for civil works came about primarily because of price increases; for consultants' services this increase arose because of the great extension in the life of the project. Furniture and equipment cost figures were less than expected because many items delivered before 1972 were not included in the accounts and the amounts purchased were less than the amounts on the original lists, as many of the items originally specified were no longer being produced by the time bid invitations were sent out several years later. For the States of the former Eastern Region, cost increases in civil works prompted a request in 1974, acceded to by IDA, that equipment and furniture be financed unilaterally by the States.

31. The State Governments' procedures for claiming reimbursement under the Credit were complex. They differed somewhat from one State to another, but the procedure typically involved approval of the withdrawal application at each successive stage as follows: (1) coordinating consultants; (2) State Ministry of Works; (3) State Ministry of Education; (4) State Ministry of Finance; (5) Federal Ministry of Finance; (6) Bank's resident mission in Lagos and (7) IDA headquarters, with risks of delay at each stage.

32. The Borrower experienced difficulties in processing its claims for reimbursement. In July 1972, it was reported that the Federal Government had forwarded no claims for reimbursement to IDA for one year, although the Government had paid its bills and had the necessary certificates. For much of the equipment supplied before 1972, no reimbursement claims were ever presented because the States were often unaware of the procedures for making claims. In April 1974, two applications were mailed to IDA, after having been delayed in the Federal Ministry of Finance for one year and for eight months, respectively.

3. Overview of the effort made by IDA

(a) Implementation Assistance

33. IDA's performance on this project should be viewed in the context of the knowledge and resources at its command. In the project design stage, IDA had had only very limited experiences in educational lending; however, in other projects it had anticipated certain problems and made arrangements to help resolve them. For example, the First Tunisia Education Project (Credit 29-TUN, approved FY63) had included a technical assistance grant to help Tunisia with school designs; the two Pakistan Education Projects (Credits 49 and 50-PAK, approved FY64) had included funds for experts to assist in equipment list preparation as well as an arrangement for UNESCO to review these lists as to their suitability for international bidding. In the first Morocco Education Project (Credit 79-MOR, approved October 1965) - involving 21 schools and a total project cost of about US\$13.8 million - IDA had agreed to local

competitive bidding for civil works contracts of less than US\$100,000 in value and for equipment contracts of less than US\$30,000 in value and no prior IDA approval of such contract documents and awards was required. The Nigeria First Education Project, especially in view of its extraordinary size, would have benefitted from, but did not include, such facilitative arrangements.

34. At the implementation stage, IDA assistance, especially in the critical period 1965-1972, appears to have been limited by comparison with its efforts in some other projects simultaneously experiencing difficulties. In the case of the Morocco First Education Project, IDA arranged for a UNESCO Cooperative Program architect to spend four weeks in the country in 1972 assisting in expediting physical implementation. In the Korea First Education Project an educational consultant was recruited and sent by IDA for four months in 1970 to assist in briefing the architectural consultants. These services were provided without charge to the countries concerned. This kind of assistance was not provided for the project in Nigeria despite its more serious problems of implementation delays; nor was there any revision of the project to include the technical assistance needed by the Ministries of Works. In 1972, after the Civil War was over, and the project already three years delayed and less than 40% complete, IDA undertook a review of the former Eastern Region component of the project which resulted in the Second Education Project to help with reconstruction in the Eastern States. At this stage IDA urged that the project implementation units established to deal with the Second Education Project (and, later, the Third) assume some responsibility for the First. These were positive steps; however, in retrospect, it appears that it would have been better to have undertaken a more thorough review and re-shaping, if necessary, of the entire project and its implementation arrangements, once the magnitude of the problems had become apparent.^{1/}

(b) Supervision

35. IDA appears not to have given sufficient recognition to the size and supervision requirements of Nigeria which, in practical terms, was the equivalent of several countries. Nigeria was allocated man-days in the field much like other, and smaller, countries. For example, the first education projects in Nigeria (US\$20.0 million credit for some 190 institutions originally), Senegal (US\$2.0 million credit for five institutions) and Sierra Leone (US\$3.0 million credit for 16 institutions) were supervised in the field at intervals of 8.6, 5.7 and 6.0 months, respectively, and with average man-weeks per mission amounting to 2.4, 2.6 and 1.0 respectively. During the first five years there were only four one-man missions to Nigeria averaging 8.5 days each - too short a time to permit travel to many of the State capitals let alone the project schools, and for adequate contact with officials.

^{1/} The Regional Office has reservations as to whether any more substantial changes than those actually made would have resulted in the project being brought to a more successful conclusion.

36. None of these first four missions visited the Governments of Lagos State, the Mid-Western State, or any of the six Northern States except for a visit to Kaduna in December 1966. Further, the Borrower considered that these earlier missions did not adequately brief the staff of the Ministries involved in implementation on the procedures and requirements of implementation, as was done by supervision missions after 1973. This direct briefing of States' officials by IDA was important in view of the fact that the two intermediary agencies - Federal Government and coordinating consultants - were not in a position to represent IDA and could not sufficiently clarify its procedures. The civil war precluded a visit to the Eastern States from 1967 to 1970. No mission reported visiting the project sites or the Government of the North-Western State until April 1972, the North-Eastern State until August 1973, the Mid-Western and Benue-Plateau States until February 1974 and Lagos State until April 1975. The lack of continuity of Government and Bank mission personnel was recognized as a problem. An important policy of using larger missions of longer duration in the field was introduced in 1974. These missions were able to achieve better, but by no means adequate, coverage of State capitals and were able to visit some project sites. However, they were able to brief project units on procedures regarding implementation, reimbursement claims and equipment procurement and to advise on resolving some of the causes of delays. This momentum of supervision and supervision reporting declined considerably after August 1975, because the Borrower's reluctance to receive missions rendered the scheduling of such visits difficult.

37. The following table summarizes the geographical scope of coverage by supervision missions:

VISITS OF IDA PROJECT STAFF TO REGIONS AND INDIVIDUAL STATES, 1966-1975^{1/}

Regions (to April, 1968)

Regions (to April, 1968)													
Supervision Mission Date (Mo./Yr.)	Federal Territory		Western Region	Mid- Western Region	Northern Region						Eastern Region		
11-12/66	X				X						X		
States (1968-1976)													
	Fed. Ter.	Lagos	West- ern	Mid- West- ern	Kwara	Benue- Plateau	North Central	Kano	North West- ern	North East- ern	East Cent- ral	Riv- ers	South East- ern
4-5/68	X		X										
1/69	X												
9-10/69	X		X										
6/70	X		X		X		X	X					
10-11/70 ^{2/}	X										X	X	X
3/71 ^{2/}	X										X	X	X
7-8/71 ^{3/}	X		X				X				X	X	X
10-11/71 ^{3/}	X												
4-5/72 ^{3/}	X						X	X	X				
10/72 ^{3/}	X										X	X	
8/73 ^{3/}	X						X	X	X	X			
2/74 ^{3/}	X		X	X		X	X	X	X	X	X	X	X
6-7/74 ^{4/}	X				X	X	X	X	X	X			
4-5/75 ^{3/4}	X	X				X	X			X	X	X	X
8-9/75 ^{4/}	X		X	X	X			X	X				
States (1976 to present)													
	Fed. Ter.	Lagos	Oyo, Ogun, Ondo	Ben- del	Kwara	Benue, Plateau	Kaduna	Kano	Sokoto Niger	Borno Bauchi Gongola	Anam- bra, Imo	Riv- ers	Cross Rivers
7/76 ^{3/ 4/}	X												
Number of Project Items:													
Government	2	2	24	14	4	7	9	3	6	14	3	4	6
Voluntary Agency	-	-	-	-	13	14	7	2	-	3	-	-	-
Total	2	2	24	14	17	21	16	5	6	17	3	4	6

^{1/} In addition, staff from the legal and controller's offices made occasional visits having to do with the Bank Group's whole range of activities in Nigeria.

^{2/} Also engaged in appraisal of Loan 814 (Eastern States)

^{3/} Also engaged in supervision of Loan 814 (Eastern States)

^{4/} Also engaged in supervision of Loan 929 (Northern States)

38. There were 18 supervision missions in all during the 12 years between the signing of the Credit Agreement and the arrival of the Completion Mission. Educators participated only intermittently, however. Of the 34 person-visits represented by these missions, architects accounted for 19 (56%), educators accounted for eight (24%) and economists accounted for seven (20%). There was only one visit by an educator during the first five years of the project. No educator participated in the six 1971 through 1973 supervision missions. Educators played important roles in the October 1970 mission, the two 1974 missions and the first mission in 1975, however. More frequent visits by IDA educators might have resulted in greater involvement by Nigerian educators in the project, and in greater achievement of its educational objectives.

39. Additional field visits by Bank Group staff were undertaken - one by three officials in May 1966 to assist in the negotiation of the Nigerian Government's agreement with the architectural consultants; one by a lawyer in early 1968, who visited Lagos and Kaduna to discuss the impact of the division of the Regions into States (primarily in the North) on the administration of the various projects supported by the Bank Group; another by two officials in June 1972, to discuss delays in filing claims for reimbursement; and visits in 1974 and 1975 by a representative of the Controller's Department to advise on procedures for reimbursement claims for all loans and credits.

40. In 1970, the Bank Group re-established its resident mission in Lagos, after a five-year lapse. While the Borrower had hoped that this mission would have authority to make many decisions without referring to Washington, and thus speed up project implementation, this did not happen to any significant extent in education. However, the staff of the resident mission was able to visit the state capitals and discuss problems with the officials.

4. Implementation of Education Aspects

41. The Federal and Regional Governments had undertaken, in their side letters on educational objectives, to improve curricula, teaching methods, examination procedures, the staffing of educational institutions, and integration of technical schools with the employment world through advisory committees.

42. The secondary school curriculum now gives much more attention to Africa and particularly to Nigeria and to the achievements of modern science and technology. Similarly, the teaching of science has been strengthened by the provision of the new facilities. However, the project's educational objectives have been achieved only partially. The completion mission has noted the difficulties imposed in the way of full utilization of laboratories and workshops by the lack of qualified teachers, equipment and

supplies and by the reluctance of some school administrators to regard technical education as an integral part of general education. The trade centers and craft schools have not established the expected close, regular ties with prospective employers, nor have advisory committees of the kind referred to in the letters on "Educational Objectives" been established. Technical examinations are now being given by the West African Examinations Council, generally in conjunction with the City and Guilds of London Institute, and are expected to be taken over fully by the Council (PCR, Annex 10).

43. The Federal and State Governments have been only partly successful in staffing the project institutions, especially in the area of technical education. The National Technical Teachers Training College, which was intended to be the principal sources of technical subject teachers, experienced some difficulty in attracting and retaining staff. The situation reported by a 1973 UNDP evaluation report was that the college was experiencing extensive turnover of principals and staff, shortages of Nigerian staff in many fields and difficulty in competing with the private sector for personnel. The staff position in 1976-77 is compared below with that in 1973-74:

<u>Category</u>	<u>Positions Established</u>	<u>Staff Actually in Position (1973-74)</u>	<u>Staff Actually in Position (1976-77)</u>
Principal	1	1	1
Vice-Principal	1	1	1
Heads of Department	6	5 (all acting)]	
Lecturers	42	27]	31

While the teaching staff was 35% below established strength, the student: teacher ratio was a reasonable 13:1. The enrollment of nearly 400 students is also reasonable for the accommodation provided.^{1/}

44. The broadening of secondary education programs was envisaged in this project. The project also included some post primary craft schools and trade training centers. During the period of the project, a gradual change was introduced in the Nigerian school system towards a six-year primary school cycle followed by a three-year lower secondary and a three-year upper secondary cycle with emphasis on a broad academic and practical compulsory course in the lower secondary cycle. This has de-emphasized separate post primary craft and trade schools and centers. In some cases, such craft schools have been integrated into the new structure by being converted into comprehensive secondary schools offering both academic and practical courses.

^{1/} Compare PCR, paras. 4.16, 4.17. The PCR expresses the contrary view that staff is in short supply and that facilities are overcrowded.

45. It is as yet too early to attempt an evaluation of the projected improvement in teaching methods. Efforts have been made by the Borrower to maintain competent and efficient teaching and administrative staff by providing effective training programs and adequate salary levels, but these have not all been successful. Although conditions of service of teachers had already been considerably improved by 1975, the Third National Development Plan, 1975-1980, referred to the "persistent shortages" of teachers and to the launching of emergency training programs in all States in 1974-75 with the financial assistance of the Federal Government. The Plan proposed that full and automatic scholarships were to be extended to all teachers-in-training, in an effort to reduce attrition within the teaching profession.

III. Bank Group and Borrower Reactions

46. At Federal and State levels, officials considered the project unsuccessful in various respects. They considered, for example, that there were too many minor matters on which IDA approval was needed, international competitive bidding should not have been required in regard to furniture which could have been produced locally, there were high overheads and excessive red tape in administering the project; IDA procedures were too complex and the country's procedures could have been used to build the schools. At the conference of African Education Ministers in January 1976, the then Nigerian Federal Commissioner for Education also criticized the delays in implementing Bank-financed education projects. These criticisms of conditions and performance in Bank/IDA financed education projects are broadly similar to those made by other borrowers in the course of a recent review by OED of the Bank's educational lending experience in 17 countries including Nigeria.^{1/}

47. The Bank Group has learned considerably from this experience. As indicated in its Sector Working Paper (1971), in large countries with federal structures, "individual Bank projects would probably not attempt to finance large-scale national building programs".^{2/} Accordingly, the Second and Third projects in Nigeria have had a more limited geographical spread - the former Eastern Region and the former Northern Region, respectively. However, these (especially the Northern Region) are quite large areas in themselves; thus, the problems in this respect have been reduced rather than eliminated. In these latter projects the Borrower has had central responsibility for implementation through a Federal Project Director and Project Office and a network of State Project Managers and Project Units. In the case of the Third Project, a local architectural firm (in association with a foreign firm) was accepted as coordinating consultants and the Third Project included 18 man-years of technical assistance to help the project units in physical implementation while the Second Project utilized the First Project architectural consultants in a technical assistance role.

^{1/} Report No. 2321, Review of Bank Operations in the Education Sector, December 29, 1978.

^{2/} Education Sector Working Paper, World Bank, September 1971, page 25.

48. Procurement conditions attached to more recent education projects supported by the Bank Group, especially those approved after FY72, have generally been liberalized to provide (a) greater opportunities for the use of local procedures, (b) more frequent exceptions to the use of international competitive bidding and (c) some exemption of smaller contracts from the need for prior Bank/IDA review of bid and contract documents. However, in the cases of the Nigerian Second Education Project (approved FY72) and the Third (approved FY73) - which was, like the first project, the largest approved up to that time - such liberal conditions were not included. Performance to date under the Second and Third Education Projects suggests that the Bank Group and the Borrower have not yet found a solution to some of the basic problems that have delayed implementation of the First Project, including limitations in the capacity of the construction industry and government administrative weaknesses.

IV. Conclusions

49. The First Education Project provided expanded facilities on a large scale for secondary and technical education and teacher training in Nigeria, especially in the former Northern Region, where opportunities for such education had previously been more limited than elsewhere in the country. In this respect it has been one of the most considerable achievements in Bank/IDA lending. The project items were scattered over so large an area and involved so many bureaucracies that effective coordination was difficult to achieve and the management arrangements were inadequate to the task (paras. 4, 9-14). The Civil War and successive fragmentations of administrative units (Regions and States) had adverse effects on implementation, and the weaknesses in equipment procurement and the local construction industry, the inappropriateness of some architectural designs, and the shortage of the Borrower's qualified staff to implement the project also contributed to delays (paras. 15-27). The design and implementation assistance efforts of IDA were insufficient in view of the problems (paras. 33-40). Nevertheless, the overall implementation effort and achievement have been considerable. There was very limited institution building in regard to project management, school design and procurement of equipment and furniture because of the extensive management role given to private firms which did not train Nigerians in the process (paras. 10-14, 26).

50. Some of the project's lessons have been reflected in the Second and Third Education Projects in Nigeria, but some of the problems remain unresolved (paras. 47-48). The experience of this project emphasizes the value:

(1) in regard to project management, of:

(a) ensuring that the project is of manageable scope in terms of the number of items and their geographical spread (paras. 4, 9, 15; PCR, paras. 1.14(a), 3.02);

- (b) detailed discussions with the Borrower at the project generation stage on all aspects of project management, including the availability of manpower needed to implement the project, paras. 9-14);
 - (c) involving the Borrower centrally in managing the project (paras. 9-14); and
 - (d) ensuring - if necessary, by including it within the project financing arrangements - the availability of necessary technical assistance support needed for the Ministries responsible for project implementation (paras. 13, 40; PCR, paras. 1.10, 3.03);
- (2) in regard to Bank Group supervision/implementation assistance efforts, of:
- (a) reviewing, and if necessary, revising the project or its implementation arrangements in the light of serious implementation difficulties being encountered (para. 34);
 - (b) an overall field supervision effort commensurate with the scale of the project and with the magnitude of the implementation problems being encountered (paras. 35-40); and
 - (c) utilizing the full range of specialists (including educators) on field missions needed to cope with the problems (para. 38);
- (3) reviewing architectural designs to ensure their suitability from the standpoint of the technological competence of the construction industry (para. 20; PCR, para. 1.13); and
- (4) monitoring equipment procurement more closely from list preparation to installation (para. 27).

ATTACHMENT

NIGERIA

FIRST EDUCATION PROJECT - CREDIT 72-UNI

COMPLETION REPORT

December 19, 1977

Projects Department
Western Africa Regional Office
Education Division

NIGERIA

FIRST EDUCATION PROJECT - CREDIT 72-UNI

COMPLETION REPORT

I. SUMMARY AND RECOMMENDATIONS

Project Data

1.01 The Credit

Borrower	The Federal Republic of Nigeria
Amount of Credit	US\$20 million
Date of Credit Agreement	March 1, 1965
Effective Date	May 10, 1966
Original Closing Date	December 31, 1969
Final Closing Date	December 31, 1977
Terms of Credit	50 years
Period of Grace	10 years
Service Charge	3/4 of 1% p.a.
Appraisal Exchange Rate	US\$1 = N£ 0.357
Average Exchange Rate of Disbursements	US\$1 = N£ 0.330
Current Exchange Rate (October 1, 1977)	US\$1 = N 0.650 N1 = N£ 0.5

1.02 Completion mission. This report summarizes data in IDA project files and information gathered by a mission which visited Nigeria in March/April 1977. The mission, which also supervised the second and third education projects partially financed by loans 814-UNI and 929-UNI respectively, consisted of D. Davies and G. Hadjicostas (WAPED), M. Wodajo (CPS), R. Aujame and G. Dolbnin (Unesco) and S. Kadleigh (consultant).

1.03 Project content. Between appraisal in December 1964 and the completion mission in April 1977, the project content was reduced from 192 to 137 items. Most of the reduction was in the former Eastern Nigeria region where, as a consequence of a reappraisal in 1970 after the civil war, 56 of 60 items were cancelled and 9 new project items added. The details of changes in project content since appraisal are shown in Annex 1. At completion, the project comprised construction, furniture and equipment for:

- (a) additions to 103 existing secondary schools; the additions included science laboratories, domestic science rooms, workshops, classrooms, school libraries, assembly halls and living accommodations;

- (b) 8 new trade training centers;
- (c) additions to six teacher training schools;
- (d) additions to ten craft schools;
- (e) an advanced Teacher Training College;
- (f) a National Technical Teacher Training College;
- (g) a Federal School of Arts and Science;
- (h) a new craft school;
- (i) a new secondary school; and
- (j) additions to five trade training centers.

1.04 Project costs. The total project cost was originally estimated at US\$30 million, of which US\$20 million or 66% was to be financed by IDA and the remainder from internal Nigerian resources. The proceeds of most of the credit were relent by the Federal Government to four Regional Governments and later to the State Governments; the Federal Government retained US\$3.9 million of the credit to finance project items in the Federal Territory, consultants' fees and contingencies. On October 31, 1971, because of anticipated cost overruns, the disbursement percentage from the credit was reduced from 66% to 48%. In April 1977 the total cost of the project, then 87% complete, was estimated at US\$39.3 million, implying a cost overrun of 31% which was entirely financed from Nigerian resources.

1.05 Delays. The credit was to be totally disbursed and the project completed by December 31, 1969. The closing date was postponed five times from December 31, 1969 to December 31, 1972, December 31, 1974, December 31, 1976, September 30, 1977 and finally December 31, 1977. The postponements were attributable to slowness in the appointment of consultants, delays in construction caused by the civil war, the reorganization of governments in the former regions, the serious scarcity of manpower in ministries of works, the low quality and slow payment of contractors, and weak project management. Because of the civil war, the project was inactive in Eastern Nigeria for five years; at the request of the Federal Government, IDA discontinued disbursements in that region on June 5, 1967, and did not resume until March 15, 1972.

1.06 Project objectives. The project was designed to assist Regional and Federal Governments in implementing their development plans which were formulated for the period 1962-68. The objectives of these plans were to:

- (a) increase secondary school enrollments;
- (b) emphasize science and vocationally oriented subjects in secondary schools; and
- (c) increase craft and technical training.

The project attempts to redress the regional imbalance in education and training facilities by allocating 65% of the project in terms of total value to the Northern Nigeria Region which had much lower school enrollment ratios than the rest of the country. Of the total project costs, secondary schools account for about 60%, technical and craft schools for 32% and teacher training colleges for 8%. Finally, the project envisaged that the consultants hired by the Federal Government would help to establish architectural design and cost standards for all school construction in Nigeria. Because of the civil war, the project was in abeyance in Eastern Nigeria from 1967 to 1972 and was reappraised in this region in October 1970. At reappraisal, the project content was almost completely changed in the new states of the region to conform to new national and regional objectives of reconstruction and the rehabilitation of war-damaged installations (Annex 1).

Project Results

1.07 Summary. In terms of physical implementation, about 79% of all buildings planned are in use, 13% have not been built and 8% have been built and abandoned because of a lack of electrical connections, water or equipment. Only 8 of 14 new institutions and 43 of 123 additions to existing institutions were completed as originally envisaged (para.3.14). However, it is anticipated that all new institutions in the project will be completed; the six incomplete new schools are located in states of the former Eastern Region where disbursements were discontinued during the civil war for a period of five years. At the time of the completion mission, contracts had been awarded and work was in progress on all six of these institutions. The poor overall results in the physical implementation of the project and the eight years' delay in its completion are attributable to weaknesses in project management, severe shortages of manpower in regional and state ministries of works, problems of finance, low-quality contractors, and the problems of procurement, particularly of equipment. The civil war and two subsequent reorganizations of governments below the federal level, as well as extremely ambitious development plans such as the accelerated introduction of free and universal primary education, increased the demand for scarce manpower and aggravated these problems.

1.08 The project's educational objectives of increasing the science content and the vocational orientation of the secondary school curriculum have not been achieved at many institutions because of poor physical implementation, a lack of teachers and a lack of commitment on the part of some headmasters to the Government's education policy. However, it is possible that these educational objectives may be achieved gradually through the teachers being trained at the project-assisted National Technical Teacher Training College in Lagos and the advanced Teacher Training College in Zaria. Most of the objectives of the technical education and vocational training components of the project which are not associated with secondary schools will be achieved when the construction program, now under way in the former Eastern Region, is completed. In spite of curriculum problems and shortages of qualified teachers and materials, the training provided at completed technical and vocational institutions is of an acceptable standard.

1.09 Project management. Project management was the responsibility of the Ministry of Works of the Federal Government for project items in the federal territory and of the four Regional Governments for project items in their respective areas. In 1967 the four Regional Governments were divided into 12, and in 1976 into 19 State Governments, each with its own Ministry of Works. Project management suffered from lack of site supervision, lack of continuity in Ministry of Works personnel, and preoccupation with the priority demands of the civil war and reorganization. An important consequence of these problems was that there was occasionally confusion with respect to the project, its origins, its objectives and the respective roles of State Ministries of Works, the Federal Government, the consultants and IDA. Both state and federal officials came to regard IDA as responsible for project execution and the consultants as IDA's executors. Unfortunately, these misconceptions were never corrected and, currently, many state and federal officials consider both IDA and the consultants responsible for project failures.

1.10 Manpower shortages. From the outset, it was apparent that the Federal and State Ministries of Works did not have the technical manpower to administer the project and, consistent with an agreement with IDA reached during negotiations, several Regional Governments asked the project consultants to recruit technical assistance on their behalf. However, the consultants were unable to follow through on these requests because the recruitment of technical assistance was dependent upon external financing which IDA refused to provide. Many of the delays and failures in the project could have been avoided if more vigorous action had been taken by the consultants and by the Government to staff State Ministries of Works and if IDA had been receptive to suggestions that technical assistance be partially financed from the proceeds of the credit. Further, the shortage of skilled construction workers resulted in poor quality workmanship on some sites and in delays on others.

1.11 Finance. Financial problems were of three types: (a) cost overruns of 13%, requiring a reduction in the reimbursement percentage from 66% to 48%; (b) failure of some State Governments to make adequate budgetary provision for project execution; and (c) slowness in paying contractors. The State Governments' slowness in paying contractors was the most serious financial problem because it resulted in contractors abandoning a number of sites after construction was under way.

1.12 Procurement. Inadequate staffing and project management were reflected in serious procurement problems. Equipment procurement, in particular, required a level of administration and monitoring which the Government could not establish. Given two governmental reorganizations, the existing system of procurement from abroad, and poor communications, the control of equipment procurement broke down and much equipment has been permanently lost. Contracts for specialist works, such as electricity and water supply and the prefabrication of roof trusses, were often separated from main building contracts; the delays and failures of contractors for specialist works were reflected in delays in the completion of buildings, outright abandonment of sites by the main contractors and abandonment of buildings which were completed with the exception of such minor works as electrical connections.

1.13 Low-quality contractors. The appraisal report describes the poor condition of the construction industry in the country. While there has been considerable growth during the 13 years since appraisal, the industry remains inadequate to the demands which are made upon it. Generally, contracts for additions to secondary schools attracted a higher proportion of poor contractors than larger contracts for completely new schools. Poor contractors, who did not have adequate supervision from ministries of works, produced either low-quality buildings or, in some cases, were technically incapable of executing the works for which they had contracted. A common complaint of State Ministry of Works officials is that the problem of poor contractors was aggravated by architectural designs which were sometimes unnecessarily sophisticated and which did not take into account the technical capabilities of small local contractors. While there is considerable variability, the overall quality of the buildings is fair.

Lessons of the Project and Recommendations

1.14 Set out below are the "lessons learned" in the implementation of this first education project in Nigeria and the resulting recommendations.

- (a) Nigeria's size, problems of communication, diversity, political organization and administrative constraints render projects of national and regional scope such as this one difficult to manage, administer and supervise. Financing should be concentrated on projects in individual states.
- (b) Projects in Nigeria require well-defined responsibilities for project management and specifically assigned project staff. It is significant that construction was completed more expeditiously at voluntary agency schools than at government operated schools because headmasters at voluntary agency schools served as managers for their portions of the project. No one was specifically responsible for government schools, although in some cases the headmasters at these schools assumed an expediting role with effective results.
- (c) Public sector construction projects require that ministries of works be reinforced with technical assistance in architectural and engineering occupations and, if equipment purchases are envisaged, with equipment specialists. The volume of technical assistance would depend upon the intensity of supervision of contractors which may be required.
- (d) Close attention should be given to project finance, in particular the payment of contractors and the annual capital estimates exercises.
- (e) All minor works should be included in main building contracts.

- (f) Achievement of the project's secondary education objectives requires a level of school supervision which does not exist; as a consequence, some headmasters diverted completed project facilities to uses for which they were not intended. Close attention should be given to the school supervisory function in projects where curriculum changes are envisaged.
- (g) Similarly, visits of mission members to project-assisted craft and trade training centers indicated that the Government should take action to (i) simplify the certification of graduates, and (ii) develop formal relationships with employers to assure a more relevant curriculum.
- (h) The quality of IDA supervision was apparently diminished by a lack of continuity in personnel and by a consequent inconsistency in issues stressed on supervision missions and in the intensity of supervision. There were only two supervision missions during the crucial first two years of project implementation, each consisting of one person; the duration of the first mission was 10 days and the second 7 days. This was clearly inadequate and was interpreted as a lack of interest on the part of IDA.

II. ORIGINS OF THE PROJECT

2.01 Identification of project content. The "idea" of a project originated at Unesco, which at the Government's request mounted an educational investments programming mission in November/December 1962. A draft report of this mission, which identified the elements of a project, was discussed by IDA and Unesco officials in January 1963. Project content was further defined by a Bank Group economic mission, with Education Division participation, in March 1963 and by an appraisal mission in November/December 1963. There are minor differences between the project as described in the appraisal report and in the Development Credit Agreement of March 1965; namely, the Credit Agreement adds a Teacher Training College in Eastern Nigeria and deletes (a) a rural education center from Eastern Nigeria, and (b) additions to two secondary schools from Mid-Western Nigeria.

2.02 Because of the civil war, the project never got off the ground in Eastern Nigeria and no project activity occurred in that region before 1972. Prior to reactivation of the project in 1972, a reappraisal mission changed nearly all of the items in the project for Eastern Nigeria to be consistent with the priority assigned to the reconstruction and rehabilitation of war-damaged technical and vocational institutions. The project in the former Eastern Region was, in effect, reidentified and is different from the project in other regions in its rehabilitation objectives and its phasing. The back-to-office report of the reappraisal mission suggested that a new "rehabilitation" project be considered to follow up on a redesigned and reactivated first education project in the region. Thus, the reappraisal

mission for the first project in the former Eastern Region was, at the same time, the first of two appraisal missions for a Second Education Project (Loan 814-UNI) which had the objective of providing further assistance to the three states of the former Eastern Region in rehabilitating war-damaged education institutions.

The Education Sector

2.03 When the Unesco education investments programming mission visited Nigeria in 1962, the country had been independent for only two years and was just completing comprehensive reviews of the education system and the country's manpower situation. The most important of these reviews is summarized in the Report of the Commission on Post School Certificate and Higher Education in Nigeria, otherwise known as the Ashby Report, after the Commission's Chairman, Sir Eric Ashby. Contrary to the report's title, the report identifies most of the major issues and problems in Nigeria's education system. The Unesco mission also had available to it reports of education commissions and of a commission on technical education, as well as the preliminary results of a manpower survey and preliminary drafts of regional and national development plans with project lists. Nigeria's educational development priorities were clearly defined.

2.04 The structure of Nigeria's education system was determined by missions or voluntary agencies which were largely of British origin. English is the medium of instruction of curricula which, at independence, were more oriented to the arts than to the sciences; there was little provision for technical training. Among regions, the duration of primary education varied from six to eight years, followed by two cycles of secondary education, the first lasting five years and the second two years, preparing for examinations which have their British equivalents. University education of three years' duration was obtainable at five universities.

2.05 At independence, responsibility for the administration and planning of education, with the exception of university level education, was vested in the four regions and, with respect to the Federal Territory, the Federal Government. Most of the system was in the hands of voluntary agencies for the operation of secondary schools and of local authorities for the operation of primary schools. Voluntary agencies and local authorities absorbed most of the educational budgets of financially autonomous regional governments. Significant federal control over education existed at the university level only where a National Universities Commission attempted to avoid a duplication of faculties and promote teacher training through control over the allocation of a block grant provided by the Federal Government.

2.06 At independence, only 2.8 of 9.1 million children of primary school age were enrolled, for an enrollment ratio of 31%. However, there was considerable variation among regions; the enrollment ratio was 6.9% in the north, 73.7% in Lagos, 68.2% in the east and 57.7% in the west (including the midwest, which became an autonomous region in 1963).

The percentage of the secondary school age-group enrolled in schools was 10.1% in Lagos, 0.3% in the north, 2.4% in the east and 2.1% in the west (including the midwest). All regions had critical shortages of teachers which served as the important constraint on both the expansion of the system and improvement in the quality of education. As in primary and secondary education, the north, with half of the country's population, lagged significantly behind the rest of the country. Only 20% of the country's 31,000 teacher trainees were from the north. There is considerable uniformity throughout the country in technical and craft training, with the curricula for technical and trade training leading to British qualifications, specifically, the City and Guilds of London Institute qualifications. On manpower grounds, technical and vocational training required expansion at all levels. Technical and vocational teacher trainers were in particularly short supply.

2.07 At appraisal, the major problems in the education and training system were as follows:

- (a) the low level of development of the system in terms of overall access;
- (b) the severe regional disparities in access to education, with the north lagging severely behind the rest of the country;
- (c) a secondary school curriculum which was inadequate in its science, math, and vocational and prevocational content;
- (d) the shortage of teachers and heavy dependence on expatriates;
- (e) with voluntary agencies controlling much of secondary education and the local councils primary education, lack of effective control by both the Regional and Federal Governments over such crucial matters as curricula and admissions standards; and
- (f) inability of the system to meet the country's requirements for technical and vocational manpower.

The project was designed to make a contribution to solutions to these problems, in particular by increasing the supply of secondary school teachers in the north and of technical and trade teachers for the country as a whole, and by providing laboratories and workshops for secondary schools which would enable an improved curriculum to be taught. About one-third of the total cost of the project was for technical training, and about 60% for general secondary education, including laboratories and workshops. Nearly three-quarters of the secondary school component of the project went to Northern Nigeria to help redress the imbalance in educational development among regions.

III. PROJECT IMPLEMENTATION

Principal Issues

3.01 Overview. The principal issues which affected implementation of the project were: (a) the large scale of the project in terms of geography, numbers of administrative and governmental units concerned, and project objectives; (b) the weakness or lack of project management and technical manpower assigned to the project; (c) disruptions attributable to the civil war, including the suspension of the project in the east and its redefinition after the war; (d) the creation of 12 and then 19 State Governments to replace the original four Regional Governments; (e) the low quality of contractors; (f) after 1972, the boom in the construction industry with a high priority assigned to the rehabilitation and restoration of war-damaged economic infrastructure made it difficult for the project to compete successfully for scarce manpower and materials; (g) the initial 14-month delay between the signing of the Credit Agreement and Credit effectiveness, caused by difficulties in reaching an agreement on contract terms between the Government and the consulting architects; (h) ineffective procurement procedures; and (i) inadequate financial planning.

3.02 Large scale of the project. The 192 elements in the project as appraised were widely dispersed over a country with an area of 924,000 km² and 56 million people, the ninth largest national population in the world (Annex 2). As appraised, the Ministries of Works of four largely autonomous Regional Governments and of the Federal Government were to be responsible for project implementation under the supervision of the project's consulting architects. In April 1967, the number of administrative units or ministries of works responsible for implementing the project including the Federal Ministry of Works, was increased from five to 13 and in 1976 to 20. This was accomplished entirely by dividing the staffs of existing ministries. With poor roads and communications, it was difficult for the consultants to supervise the project even at the regional and state government levels, much less at the site level. Ministries of Works in the States often found the project components to be too widely dispersed to supervise.

3.03 Lack of managerial and technical manpower. The appraisal report and the reports of successive supervision missions call attention to the shortage of technical and managerial manpower in ministries of works to implement the project, the lack of qualified site supervisors being the most serious manpower problem. In a completion report on the project formulated by the architectural consultants, IDA is held partially responsible for the failure to resolve this problem. The consultants charge that early in the project, IDA was not receptive to proposals by Regional Governments and the consultants that the IDA credit proceeds be used to assist in financing staff for Regional Ministries of Works. Division of the four Regional Ministries of Works and Ministries of Education into 12 and then 19 State Ministries,

respectively, meant a lack of continuity in personnel, incomplete project documentation and files, and a nearly total preoccupation of ministry staff with reorganizational issues. After 1967, very few people in the new States understood the origins and objectives of the project; consequently the consultants, who provided the project's only continuity in personnel, assumed greater importance for project implementation.

3.04 Disruptions attributable to the civil war. In addition to the strains of Government reorganization, the civil war led to a suspension of disbursements in the east on June 1967 and the ultimate identification of new project elements by a reappraisal mission in 1970. Disbursements did not resume until March 1972. The war claimed priority on personnel, materials and transport, thereby slowing implementation. Rehabilitation and reconstruction efforts after the war led to even more shortages of personnel and building materials and stretched the capacity of the construction industry.

3.05 Financial planning. The lack of state project management was partially responsible for the failure of some states to budget sufficient funds for the implementation of the project. One consequence was that there were sometimes delays in awarding contracts and frequent delays in the payment of contractors, in some cases leading to abandonment of construction sites.

3.06 Procurement procedures. The project was delayed and in many cases buildings were left incomplete because of procurement problems. Some of the more serious problems were as described below.

- (a) The procurement of civil works for voluntary agency schools: the Regional Governments wished to continue their practice of providing voluntary agencies with grants in aid for capital expenditures; they wished to be reimbursed by IDA after the grant had been made and before contractors had been paid. The proposed procedure created problems for IDA with respect to competitive bidding and the normal practice of reimbursement after approval of expenditures. The problem was resolved when IDA agreed to reimburse on the basis of the Government grant of actual expenditures or of costs estimated by the consultants, whichever was lower, after the consultants had certified that buildings had been satisfactorily completed. While the problem caused initial delays, the solution led to highly successful results. The buildings were constructed rapidly, the quality was good and the costs were substantially below those obtained by the Government for comparable buildings.
- (b) The procurement of equipment, which was associated with some delays and substantial waste: following the Government's normal practice, the procurement of furniture and equipment was done by the Crown Agents. Discussions between the Government, the Crown Agents, the consultants and IDA concerning the specifications for equipment in bidding documents caused a two-year

delay. The poor performance of the Crown Agents, together with a near total lack of control and procedure for receiving goods in Lagos and ensuring that they arrived at building sites, resulted in a substantial amount of equipment being lost and damaged. It was realized, belatedly, that a full-time equipment specialist was required in Lagos and in each state to organize and coordinate equipment procurement. The consultants added an equipment procurement specialist to their staff in 1974.

- (c) The procurement of loose furniture: while virtually all project schools were ultimately supplied with serviceable furniture, procurement from abroad suffered from the same distribution problems as experienced in equipment procurement. Procurement from small local contractors in Nigeria proved awkward because procurement and payment were made through the Crown Agents in London, who often would find unacceptable the documentation provided by Nigerian manufacturers. Some furniture was damaged because it arrived on sites before buildings were completed and was not adequately stored.
- (d) Civil works where specialist services were separated from the main building contract: State Ministries of Works normally undertake building contracts for electrical installations, water, sewerage and even roof trusses separate from the main building contracts. A consequence of this practice is that there are a number of buildings in the project which have been completed for years except for minor works; they are normally unoccupied.

3.07 Low-quality contractors. The problem of lack of capacity in the construction industry is discussed in the appraisal report. In the project, this often was reflected in shoddy workmanship, in technical inability to execute building designs and in financial inability to sustain operations at a work site. The problem was substantially aggravated by inadequate site supervision, complex designs and slowness in Government payments to contractors for work completed.

Architectural Consultants

3.08 Terms of reference. The Development Credit Agreement 72-UNI was signed on March 1, 1965, about 14 months after the appraisal mission visited Nigeria. Pursuant to Section 4.03 of the Agreement, the Federal Republic of Nigeria appointed a firm of consultants acceptable to IDA and the regions to (i) propose criteria and goals for economical school construction; (ii) coordinate school planning and design; (iii) advise on the employment of qualified architects, engineers and contractors; (iv) supervise bidding and contract procedures and awards; and (v) supervise construction and disbursement. This was the only technical assistance component in the Schedule Description of the Project Goods eligible for project financing.

3.09 The agreement with the consultants took 12 months to negotiate because of:

- (a) insufficient information about the project given to the consultants, who had to draft an acceptable agreement; they were not given a copy of the Appraisal Report; and
- (b) lack of experience on the part of the Borrower, the consultants and IDA in implementing such a project under the conditions of an IDA credit, there being no precedent either in IDA's history or in normal professional practice. At appraisal in 1964, the project was unique in terms of the number of institutions involved, its management and its use of consulting and executive architects.

3.10 In accordance with their agreement and to enable them to prepare the project, the consultants visited each region and the Federal Territory of Nigeria with a strong team that included specialist educators as well as architects experienced in school building. Together with each regional government and with the Federal Government, they prepared schedules of accommodation and estimated costs for each project item. They also discussed the organization, administration and management that would be required in each region to successfully implement the project. Their interim findings were presented for discussion and review at a conference in Lagos, November 30 - December 2, 1966, at which all Regional Governments except Eastern Nigeria were present. The Federal Government and IDA were represented and reached provisional agreement on the material submitted by the consultants. At the conference, it was pointed out by the governments and the consultants that government ministries, particularly the ministries of works who were to be fully and solely responsible for execution of the project, could not handle the project without recruiting additional staff. A second conference, which IDA did not attend, was held in Lagos from February 28 to March 2, 1967, and design and procedures guidelines prepared by the consultants were approved and adopted by the governments. This date marked the real start of implementation of the project as prepared by the consultants and approved by the Regional and Federal Governments.

3.11 The consulting firm, Robert Matthew, Johnson-Marshall, provided the project with remarkable continuity in qualified personnel over a long period of time and attempted to compensate for the lack of project management at the state level. The design and procedures guidelines which they prepared are of good quality. The consultants have been criticized sometimes by the Government for (a) producing or approving designs which are too sophisticated for local contractors and which require materials not readily available locally, (b) not providing sufficient leadership to state project management, and (c) misrepresenting themselves as the agents of IDA rather than as consultants employed by the Federal Government. It was the completion mission's view that while there is some truth to the criticism of designs, criticism on the issue of leadership is unwarranted. More serious is the issue of misrepresentation because this has resulted in the widely held view in Nigeria

that IDA was responsible for implementing the project through the consultants. On this matter, IDA itself contributed to the problem by allowing the misconception to persist. Overall, it was the mission's view that the consultants have performed well under very difficult circumstances. Over the life of the project they have been paid US\$2.6 million, or about 7% of total project costs. Each state hired its own executive architects and paid a total of US\$3.4 million, or about 9% of project costs. The fees of both the consulting and the executive architects account for about 16% of total project costs.

Physical Implementation

3.12 Construction of new institutions. Of the 14 institutions envisaged for new construction, eight (57%) were built. The status of the remaining six institutions is as follows: one institution is more than 80% complete; two institutions are about 50% and three institutions are less than 50% complete (Annex 3).

3.13 Construction of additions to existing institutions. Of the 123 institutions for which construction of educational additions (classrooms, workshops, laboratories, etc) was planned, only 43 have been fully implemented and are in use (35%) (Annex 4). The most successful program of implementation is in Benue State, where 11 out of 14 institutions (79%) have been fully completed with all the sub-items, followed by Kwara State, which completed 11 institutions out of 17 (65%), and Kaduna State, which completed 9 out of 16 (56%). At 80 institutions (60%), all the sub-items envisaged in the project have not been completed. In most cases the construction of buildings was either completed or more than 50% completed, but equipment and furniture have not been installed and electricity and water supply connections have not been made. At five sites where work started, nothing has been completed and the sites abandoned for many years (four institutions in Bauchi State and one in Borno State).

3.14 Annex 5 gives more detailed information on the implementation and use of project sub-items such as workshops and laboratories for each institution in the project. Thus, the 137 project institutions or project items consist of 1,457 sub-items. Of this number, 1,144 (79%) have been completed and are in use. For various reasons such as lack of equipment, furniture, electrical connections or water, 49 of these sub-items are in use for which they are not intended; 116 sub-items (8%) are not in use at all, many of which have stood abandoned for several years; and 186 sub-items (13%) have not yet been built.

Project Supervision by IDA

3.15 Prior to the completion mission, IDA sent 16 supervision missions to Nigeria for 568 man-days. The record of supervision missions lends some support to the observations of the project consultants and some Nigerian officials that IDA supervision has been uneven (Annex 6). During the first five years of project implementation there were five one-man supervision missions averaging nine days each; this was clearly inadequate given the size of the country, the desirability of visiting each ministry of works

involved in implementation, and the outstanding implementation issues. From February 1974 through September 1975 there were four IDA missions lasting an average of 25 days with an average of four mission members. Sixty percent of the total number of man-days devoted to supervision of the project was expended during this 19-month period. Over the long period of project implementation there was little continuity in IDA personnel.

IV. PROJECT ACHIEVEMENTS

Secondary Education

4.01 The project helped to finance:

- (a) Construction and equipping of educational and communal facilities for two new institutions, both of which were visited by the completion mission: the Federal School of Arts and Science (Lagos) and Edo College, Benin (Bendel State);
- (b) Construction and equipment for additions (laboratories, classrooms, workshops, etc.) to 103 existing secondary schools, including grammar schools and colleges, distributed as follows: Northern Region, 68; Eastern Region, one; Western Region, 22; and Mid-Western Region, 12. The completion mission visited 40 of these schools.

4.02 The Federal Territory's former Emergency Science Center is now the Federal School of Arts and Science. Established in 1958, it provides only sixth form science work to prepare students for university entrance. At the time of the appraisal mission in 1963, the school had an enrollment of about 800 students and occupied temporary wooden buildings erected during World War II. It was proposed to rebuild the school on its existing site with provision for 1,500 students, including 500 evening students. To achieve this, the project provided an assembly/examination hall, a library, 6 classrooms, 12 laboratories, 4 lecture theaters, a kitchen, a students' common room, and administrative offices. The mission found that all these sub-items were built and in use and that total enrollment was 1,250. The teaching staff of 40 are fully qualified; the student/teacher ratio is 30:1.

4.03 At appraisal, Edo College, Benin occupied an inadequate, old building and had an enrollment of only 133 students. The project was to expand the college from a single-stream institution to a four-stream plus a sixth form institution and to raise enrollment to 800 students. To meet these objectives, the project was to construct and equip an assembly/dining hall, a library, 23 classrooms, 7 laboratories, a science room, a technical

drawing room, an arts/craft room, a woodworkshop, a metalworkshop, a dual purpose workshop, a sixth form study area, a sixth form common room, a kitchen, 4 dormitories, and an administration block. All project objectives have been achieved. The school is adequately staffed, has an enrollment of 930 students and is functioning satisfactorily.

4.04 The project helped to finance additions to 103 secondary schools. The additions include teaching facilities (classrooms, workshops, libraries, etc.). The mission found that additions to only 38 out of 103 schools in the project (37%) were completed as intended and are in use. More than 100 sub-items, consisting of workshops, laboratories and drawing rooms, in the remaining 65 schools were incomplete; in most cases, equipment had not been installed.

4.05 Annex 7 shows the status of implementation and use of facilities financed under the project at 103 secondary schools. The Annex shows that 177 of 180 classrooms in the project have been built and furnished and are now in use by about 6,500 students; 24 of 26 libraries, 6 of 7 domestic/science rooms, 22 of 27 arts/craft rooms and 38 of 47 science/demonstration rooms have also been completed as intended and are in use. The project's achievement with respect to laboratories, drawing rooms and workshops is unsatisfactory. The project was to provide 89 laboratories for about 3,300 student places; the mission found that only 62 laboratories have been completed with 2,300 student places. The buildings for the other laboratories have been built, but due to the lack of equipment and teaching materials, most are not being used; some are used as classrooms. Of the 32 drawing rooms envisaged in the project, only 21 have been built and equipped and are in use. The buildings for the rest of the drawing rooms have been constructed but are either being used as classrooms or not used at all because of a lack of equipment and qualified technical teachers. Of 52 workshops for practical studies, only about 13 have been built and equipped and are now in use by about 500 students. In some cases, the schools use only half a workshop, mainly for woodwork. The buildings for the remaining workshops have been built but are not equipped and not in use. Most workshops which are in use are not being used properly because:

- (a) they are not fully equipped with the machine tools needed for a group of 40 students;
- (b) throughout there are no hand tools and instruments;
- (c) there is a lack of training materials; and
- (d) there is a shortage of qualified technical teachers.

To summarize, only 13,600 of the envisaged 17,500 secondary school places have been built and are in use (78.1%).

4.06 Since the appraisal mission in 1963, the general structure of secondary education has not changed. Secondary education in all states is

of five years' duration and leads to the West African School Certificate (WASC). In Forms I - III, the curriculum consists of general courses for all students. In Forms IV and V, students may elect to follow either arts streams or science and mathematics streams. At appraisal the secondary school curriculum had two main weaknesses:

- (a) it was based on the English syllabus and was not entirely suited to Nigerian conditions; and
- (b) although the need for "pre-vocational education" as an integral part of the curriculum was recognized, in actual practice few schools had facilities or staff to provide it.

The completion mission found that while the structure has not changed, there have been some important changes since appraisal in the secondary school curriculum and syllabus. The syllabus now gives much more consideration to the African continent and particularly to Nigerian history, geography, literature and culture. The achievements of modern science and technology have been introduced into the syllabus and the teaching of science, biology, physics and chemistry has been strengthened. The project helped to finance 62 laboratories and 38 science/demonstration rooms; however, the lack of laboratory materials, equipment and qualified teachers continues to prevent the proper teaching of these subjects.

4.07 The mission found that while the curriculum in most secondary schools remains academically oriented, serious efforts are being made to diversify it by introducing prevocational subjects like woodwork, metalwork, handicrafts and technical drawing into the first three years. Vocational subjects occupy 4 to 6 periods out of 35 per week in the curriculum. The prevocational training facilities provided by the project makes only a small contribution to the improvement of secondary prevocational education and this contribution is diminished by a lack of hand tools and workshop materials. The mission felt that prevocational education has not yet found its proper place as an equal subject among others in secondary schools. Many senior administrators and professionals in the education system still believe that technical education, in all its forms, is an alternative to general education rather than an integral part of it. Until they are persuaded of the educational, social and economic benefits to be gained by introducing every pupil to prevocational education, the achievement of these objectives will continue to be elusive.

4.08 Finally, the mission noted that despite enormous pressures to increase secondary school enrollments the student/teacher ratios at the secondary schools visited by the mission were very low (Annex 8). It was the mission's view that part of the teacher shortage could be relieved by larger classes.

Technical Education and Vocational Training

4.09 This part of the project comprised:

- (a) construction and equipping of new educational and communal facilities for 8 trade training centers (TTC) and a craft school in Mubi;
- (b) construction and equipment for additions to 5 existing trade training centers and 1 teacher training school in Ogoja, converting it into a trade training center and 9 existing craft schools; and
- (c) construction and equipping of a new National Technical Teacher Training College in Lagos (NTTC). The mission visited 12 TTCs, 2 craft schools and the NTTC.

Of the new facilities, the mission found that the construction of 3 out of 8 trade training centers (Kaduna, Maiduguri and Makurdi) and of a Government craft school in Mubi has been completed satisfactorily and these institutions are in operation although the craft school at Mubi has been converted into a comprehensive school. The remaining 5 new trade training centers are in the former Eastern Region and 4 of them are still under construction (Owerri TTC is about 80% completed, Onitsha and Abakaliki TTCs are more than 50%, and Port Harcourt TTC is less than 50% completed). Construction of the new Ikot Ada Idem TTC and Ogoja TTC (converted from a teacher training school), also in the former Eastern Region, has not yet started.

4.10 The Government Secondary Technical School in Kaduna, formerly the Kaduna Trade Training Center, began operating in the newly constructed premises in 1973. The project included construction and equipment for an assembly/dining hall, a library, 7 classrooms, 2 labs, 3 drawing rooms, a radio mechanics workshop, an electrical installation workshop, a fitter machinist workshop, an electrical fitter workshop, a motor vehicle electrician workshop, a motor mechanical workshop, a kitchen, and dormitories for about 400 students. All buildings were completed and equipment installed between 1971 and 1973 and are in operation. Some of the instructional equipment was lost on the Lagos docks while being stored before delivery to the school. Originally designed for 3 disciplines (mechanical, auto-mechanics, and electrical engineering), the curriculum has now been expanded to include 4 more disciplines: carpentry, building, refrigeration, and radio/television. The duration of the courses is 5 years and leads to the West African School Certificate (WASC). The capacity of the school as planned under the project was 432 students; present enrollment is 450 students. There are 40 teachers, of whom 31 are technical teachers. While the school is short of qualified teachers, it is a well-run and high-quality operation. Students who complete the course are in great demand.

4.11 The Ramat Technical College in Maiduguri, formerly the Maiduguri Trade Training Centre, began operating in 1973. The project includes construction and equipment for an assembly/dining hall, a library, 7 classrooms, 3 laboratories, 3 drawing rooms, 7 workshops, a kitchen, dormitories for 400 students, an administration block, and 16 staff houses. All buildings have been completed and are in proper use except 2 laboratories and 2 drawing rooms, which lack equipment and are being used as classrooms. The college was

designed for the instruction of 430 students. Because of changed objectives since appraisal, the college has a capacity of only 350 students and runs City and Guilds three-year courses in mechanical fitting, metal machinery, electrical installation, internal combustion engine work, vehicle work and motor vehicle electrical work. The college also offers two-year courses in welding, agricultural mechanics, refrigeration, air-conditioning, radio/television and electronic servicing. In addition, it conducts two-year courses in carpentry/joinery and masonry. Recently, new three-year ordinary technician courses in mechanical, electrical and civil engineering have been added for 40 students and the trade training center has been converted into a technical college. The mission found that for the trade courses most of the equipment is available, but for the technician courses the equipment is not appropriate. There are 40 teachers, of whom 37 are technical teachers. While the college is short of qualified teachers, it is well run.

4.12 The Technical Training School in Makurdi, formerly called the Makurdi Trade Training Centre, began operating in 1975. The project included construction and equipment for an assembly/dining hall, 7 classrooms, 2 laboratories, a library, 3 drawing rooms and 7 workshops, a kitchen, dormitories for 430 students, an administration block, and 16 staff houses. All the buildings have been constructed and most of the equipment has been installed and is in proper use; however, the library, a dormitory and administration blocks are temporarily in use as offices by the newly created State Ministry of Education. The center runs three-year courses in electrical, and civil engineering, automechanics and electronics. The planned capacity was 432 student places; however, because of the use of space by the State Ministry of Education, only 300 students are enrolled.

4.13 The Government Craft School in Mubi. The project included the construction and equipment for an assembly/dining hall, a library, 3 classrooms, a laboratory, a technical drawing/arts room, a general utility room, 2 workshops, a kitchen, a dormitory, and an administration block. With the exception of the library and the administration block, all the buildings have been constructed and are in use as a comprehensive rather than as a craft school.

4.14 The project also comprised construction and equipment for additions to 14 existing trade training centers and craft schools. The additions included workshops, laboratories, dormitories and kitchens. All the additions to 6 out of 14 centers and schools have been fully completed and are in proper use (Owo and Idah TTCs and Pategi, Mashi, Soba and Sokoto craft schools). However, in 1968 the Sokoto Craft School was converted into a Secondary Technical School, following the West African School Certificate curriculum. Some centers and schools have completed construction of buildings for educational facilities, but due to lack of equipment the buildings are being used for other purposes. The Oyo TTC uses workshops as dining halls, the Idah TTC uses workshops as dormitories, and at some schools the laboratories and libraries are being used as classrooms. Construction of additions at nine sites has not yet been finished. The sites for additions to two craft schools, Maiduguri and Gombe have been abandoned.

4.15 Annex 9 shows that only 68% of the projected additions have been built and are in use; however, even those constructed are often not used properly. As at the project secondary schools, some workshops and laboratories are not equipped adequately for the number of students in the group. There is a lack of hand tools, instruments and expendable materials and insufficient funds are provided for the maintenance of equipment, buildings and grounds. Many buildings have broken windows, peeling paint, and unkept roads and compounds. The mission noted that in most of the trade centers and craft schools visited, workshop safety has been neglected. The mission's evaluation of the programs at craft and trade training centers is set out in Annex 10.

Technical Teacher Training

4.16 One objective of the project was to assist the Government in increasing the number of qualified technical teachers. To achieve this objective, the project included construction and equipment for new facilities for the National Technical Teacher Training College (NTTTC). According to the project, the NTTTC was to be transferred from a temporary site at Yaba (Lagos), where it was founded in 1907, to a permanent site at Akoka (Lagos). The project included the construction and equipment of an assembly hall, a students' common room, a library, 11 classrooms, 2 laboratories, 4 science demonstration rooms, 2 technical drawing rooms, a domestic science room, a typing room, a lecture theater, a building and planning workshop, an engineering workshop, an electrical workshop, a teaching aids block, a kitchen, a dining room, dormitories for 48 students, an administration block, 2 staff houses and 16 staff flats. The mission found that -- except for the staff houses and flats, which were not built, and the lecture theater, which lacks furniture -- all buildings have been constructed and are in use.

4.17 In September 1975, the NTTTC moved to its permanent site at Akoka. The college has a qualified teaching staff of 31 teachers. The main problems facing the college stem from the fact that facilities and equipment are not being used for the curriculum for which they were designed. The college was designed to offer a one-year teacher training course for those possessing recognized technical and commercial qualifications and appropriate work experience who wished to become teachers in technical or commercial subjects. However, in addition to the one-year course, new courses of four years' duration have been introduced for those who had graduated from general secondary schools and wished to become technical and commercial teachers. In addition, a two-year nurse-training course has been introduced, creating a problem of overcrowding. Nearly 400 students are using facilities designed for 200, with probable detrimental effects on the quality of technical teacher training.

Secondary School Teacher Training

4.18 The project included:

- (a) construction and equipping of a new Advanced Teacher Training College in Zaria; and

- (b) construction and equipment for additions to six existing Teacher Training Schools in the former Eastern Region.

4.19 The Advanced Teacher Training College in Zaria was established in 1962 and started in temporary buildings to train secondary school teachers. At the time of the appraisal mission, there were 218 trainees and the lack of accommodations would not permit the further expansion of the college. The old buildings had neither the capacity nor the required teaching and laboratory facilities. Accordingly, the project included the construction and equipping of an assembly hall, a library, 12 classrooms, 5 laboratories, a science demonstration and an arts/craft room, a domestic science room, a lecture theater, 7 tutorial rooms, a dining hall, a kitchen, dormitories, an administration block, and 13 staff houses. All facilities have been built and equipped and are in use. The total number of student places is now 500. The college runs three-year courses of study, including education principles with practical teaching, English, arts and physical education, and specialization in two major subjects selected from among English, French, Arabic, Hausa, history and geography, or mathematics, general science, physics, chemistry and biology.

4.20 The project also included the construction and equipping of science laboratories for six existing teacher training colleges. The mission found that only one laboratory had been constructed, but it was not in use because the equipment had not yet been installed. The other laboratories are more than half completed. Thus, the main educational objective of this part of the project (to establish science labs at TTs) has not yet been achieved.

V. PROJECT COSTS AND FINANCING

5.01 At appraisal, the total cost of the project was estimated to be US\$30 million, including a 15% allowance for contingencies. In terms of cost, 65% of the project was in the Northern Region, 13% in the Eastern Region, 5% in the Mid-Western Region, 10% in the Western Region, and 7% in the Federal Territory of Lagos. The credit of US\$20 million, which was to finance 66% of total project costs, was relented by the Federal Government to each Regional Government in proportion to each region's share of total project costs. Civil works comprised 84% and furniture and equipment 16% of total estimated project costs; the foreign exchange component of estimated project costs was 37%.

5.02 A comparison of costs of what was originally envisaged in the appraisal report with what was actually implemented is difficult because of changes in project content after appraisal. Price escalation averaged 4.4% per year over the life of the project. Part of the price escalation was attributable to an 11% devaluation in the US dollar after 1971. However, only 87% of the project has been physically completed, at a total identifiable cost of US\$39 million (Annex 11). Because some States paid for equipment which was lost and undertook minor works without seeking reimbursement the total cost of the project as implemented to date may have been as much as US\$43 million.

In 1971, IDA reduced its disbursement percentage to 48% to ensure that disbursements would continue until the project was fully implemented.

5.03 The record of disbursements on the project accurately reflects the low level of project activity during the civil war. From 1967 to 1971, a period of four years, only US\$2 million was disbursed. From 1971 to 1975, US\$15 million was disbursed. Disbursement after mid-1975 has been slow.

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FIRST EDUCATION PROJECT - Credit 72-UNI

NUMBER OF PROJECT ITEMS (Construction and Equipment)

ANNEX 1

REGIONS AND TYPES OF INSTITUTIONS	(1) APPRAISAL REPORT 1964	(2) CREDIT AGREEMENT 1965	(3) DIFFERENCE (Column 2 minus Col. 1)	(4) ACTUAL 1977	(5) DIFFERENCE (new institu- tions and deletions from Co. 2)
<u>I. NORTHERN NIGERIA</u>					
(a) Advanced Teacher Training College ^{1/}	1	1		1	
(b) Trade Training Centres ^{1/}	3	3		3 ^{2/}	
(c) Craft Schools ^{1/}	1	1		1 ^{5/}	
(d) Additions to Craft Schools	10	10		9 ^{3/}	(-1)
(e) Additions to Secondary Schools	72	72		68 ^{4/}	(-4)
sub-total	87	87		82	(-5)
<u>II. EASTERN NIGERIA</u>					
(a) Trade Training Centres ^{1/}	-	-		5	(+5)
(b) Additions to Trade Training Centre	1	1		-	(-1)
(c) Additions to Secondary Schools	33	33		1	(+1) (-33)
(d) Additions to four Elementary Teacher Training Schools and one Primary School to convert them into a Craft Trade Centre	5	5		1	(-4)
(e) Additions to Teacher Training Schools	20	21	(+1)	6	(+3) (-18)
(f) Additions to Rural Education Centre	1	-	(-1)		
sub-total	60	60	(+1) (-1)	13	(+9) (-56)
<u>III. WESTERN NIGERIA</u>					
(a) Additions to Trade Training Centres	4	4		4	
(b) Additions to Secondary Schools	21	21		22	(+1)
sub-total	25	25		26	(+1)
<u>IV. MID-WESTERN NIGERIA</u>					
(a) Additions to Trade Training Centre	1	1		1	
(b) Secondary School (College) ^{1/}	1	1		1	
(c) Additions to Secondary Schools	15	13	(-2)	12	(-1)
sub-total	17	15	(-2)	14	(-1)
<u>V. FEDERAL TERRITORY OF NIGERIA</u>					
(a) National Technical Teacher Training College ^{1/}	1	1		1	
(b) Federal School of Arts and Science ^{1/}	1	1		1	
(c) Technical and Commercial Examination ^{1/} Centre	1	1		-	(-1)
sub-total	3	3		2	(-1)
<u>GRAND TOTAL</u>	192	190	(+1) ((-3)	137	(+10) (-63)

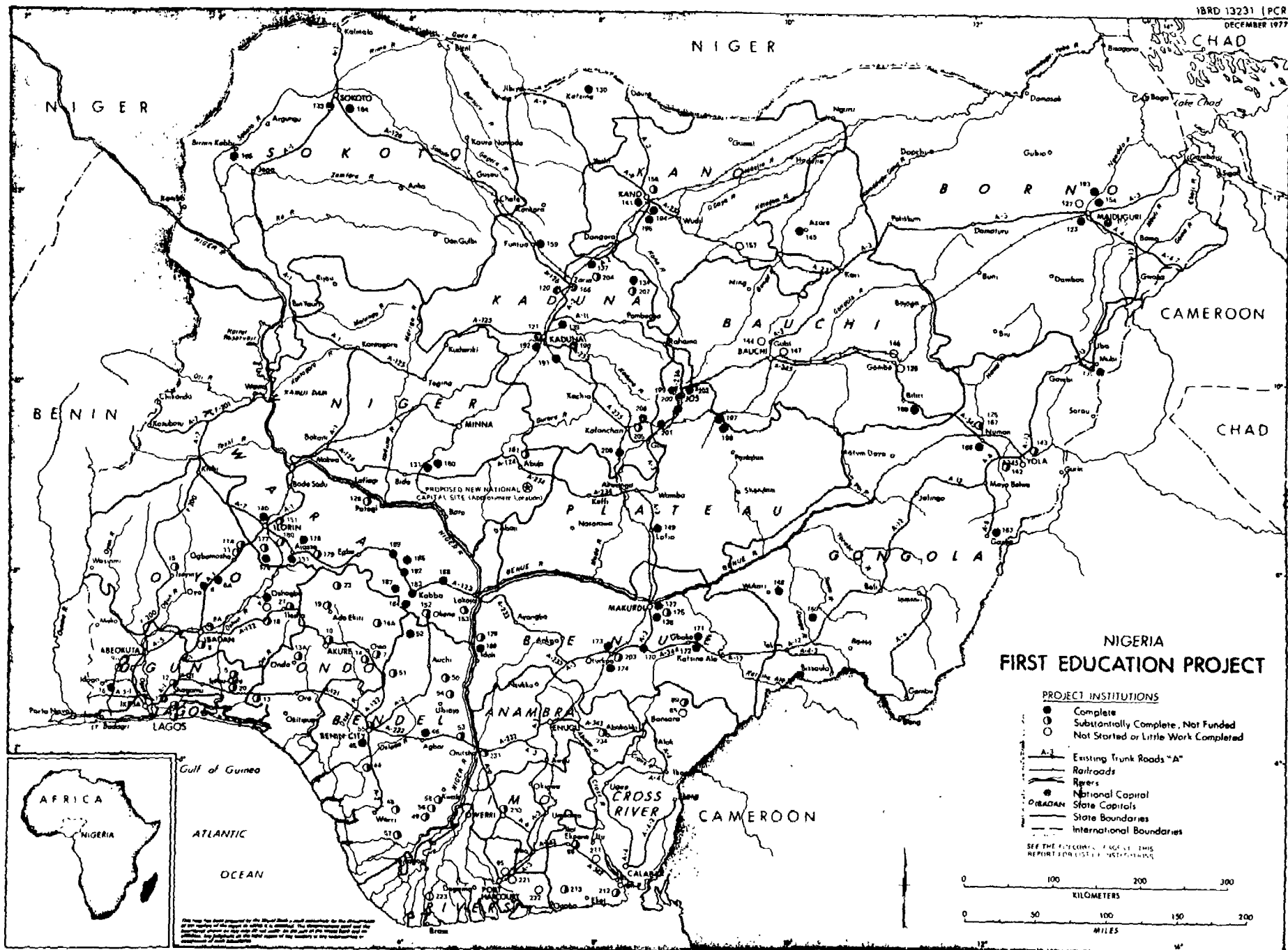
^{1/} New construction, including equipment and furniture.

^{2/} Two were converted into secondary technical schools and one into a comprehensive school.

^{3/} Two have been abandoned; one was converted into a Trade Training Centre.

^{4/} Three have been abandoned.

^{5/} Converted into a comprehensive school



INSTITUTIONS BEING ASSISTED BY THE PROJECT

STATE	IDA NO.	SCHOOL
FEDERAL	1	N.T.T.C., Akoka, Lagos
	2	Federal School of Arts & Sciences
LAGOS	3	Igbobi College, Yaba
	17	Badagry Grammar School
OYO	4	Oshogbo Trade Centre
	6	Oyo Trade Centre
	6A	Olivet Boys High School, Oyo
	8	Government College, Ibadan
	8A	Ibadan Grammar School
	11	Ogbomosho High School
	11A	Ogbomosho Grammar School
	15	Iseyin Grammar School
	18	Oduduwa College, Ile-Ife
	21	Ilesha Grammar School
OGUN	5	Ijebu-Ode Trade Centre
	9	Egba Junior High School
	9A	Abeokuta Grammar School
	12	Shagamu Junior High School
	16	Egbado College, Ilaro
	20	Adeola Odutola College, Ijebu-Ode
ONDO	7	Owo Trade Centre
	10	Oyemekun Grammar School, Akure
	13	Manuwa Grammar School, Iju-Odo
	13A	Ondo Boys High School
	14	Imade College, Owo
	14A	Victory College, Ikare
	19	Christ Grammar School, Ado-Ekiti
	23	Ekiti Parapo College, Iddo-Ekiti
BENDEL	44	Sapele Trade Centre
	45	Edo College, Benin
	46	Ika Grammar School
	48	Urhobo College
	49	James Welch Grammar School
	50	Annunciation College, Irrua
	51	Holy Trinity Grammar School, Sabongidda-Ora
	52	Anglican Grammar School, Igarra
	53	St. Anthony's Grammar School, Ubulu-Uku
	54	Ishan Grammar School, Uromi
	55	Eghosa Grammar School, Benin
	56	Notre Dame College, Ozoro
	57	St. Brendan's Secondary School, Bomadi
	58	R. C. M. Secondary School, Ashaka
KWARA	128	Government Craft School, Pategi
	140	Queen Elizabeth School, Ilorin
	151	Government Secondary School, Ilorin
	152	Government Secondary School, Okene
	176	St. Clares Grammar School, Offa (VA)
	177	Offa Grammar School (VA)

STATE	IDA NO.	SCHOOL
KWARA	178	R.C.M. Girls G. S., Oro (VA)
	179	Oro Grammar School (VA)
	180	Igbomina Baptist Grammar School (VA)
	181	Esie-Iludun Grammar School (VA)
	182	Titcombe College, Egbe (VA)
	183	St. Barnabas Sec. School, Kabba (VA)
	184	St. Augustine's College, Kabba (VA)
	185	Ochaja Secondary School (VA)
	187	St. Monica's College, Kabba (VA)
	188	Crowther Memorial College, Lokoja (VA)
	189	ECWA Secondary School, Mopa (VA)
BENUE	122	T.T.C. Markurdi
	129	Technical School, Idah (ex Kwara)
	136	Govt. Secondary School, Makurdi
	148	Govt. Secondary School, Katsina Ala
	150	Wukari Secondary School (VA)
	153	Govt. Secondary School, Dekina (ex Kwara)
	170	Mount St. Michael, Aliade (VA)
	171	W. M. Bristow Sec. School, Gboko (VA)
	172	Queen of Rosary Sec. School Gboko (VA)
	173	St. Francis College, Oturkpo (VA)
	174	Wesley High School, Oturkpo (VA)
	175	Mount St. Gabriel, Makurdi (VA)
	186	St. Peter's College, Idah (VA)
	203	Government Secondary School, Oturkpo
PLATEAU	149	Government Secondary School, Lafia *
	197	Boys Secondary School, Gindiri (VA)
	198	Girls High School, Gindiri (VA)
	199	St. Murumba College, Jos (VA)
	200	St. Louis Girls School, Jos (VA)
	201	St. Joseph's, Vom (VA)
	202	St. John's College, Jos (VA)
KADUNA	120	A.T.T.C., Zaria
	121	Govt. Technical School, Kaduna
	130	Government Craft School, Mashi
	134	Government Craft School, Soba
	137	Barewa College, Zaria
	139	Government College, Kaduna
	159	Government Secondary School, Funtua
	166	Government Secondary School, Zaria
	204	Kufena College, Wusasa (ex VA)
	205	Govt. Secondary School, Kagoro (ex VA)
	207	Govt. Girls Secondary School, Soba
	190	Rimi College, Kaduna (VA)
	191	Queen Amina College, Kaduna (VA)
	192	Govt. Girls Secondary School, Kowa (VA)
	206	Govt. Secondary School, Zonkwa
	208	Govt. Girls Secondary School, Kwoi

STATE	IDA No.	SCHOOL
KANO	141	Government Girls College, Kano
	156	Government College, Kano
	157	Govt. Secondary School, Birnin Kudu
	194	St. Louis Girls School, Kano (VA)
	195	St. Thomas Boys School, Kano (VA)
SOKOTO	133	Government Craft School, Sokoto
	164	Government College, Sokoto
	165	Government Secondary School, Birnin Kebbi
NIGER	131	Government Craft School, Bida
	160	Government College, Bida
	161	Government Secondary School, Abuja
BORNO	123	The Ramat Technical College
	127	Government Craft School, Maidugiri
	154	Government Secondary School, Maidugiri
	155	Govt. Girls Secondary School, Maidugiri
	193	Secondary School, Waka (VA)
BAUCHI	126	Government Craft School, Gombe
	144	Government Secondary School, Bauchi
	145	Government Secondary School, Azare
	146	Government Secondary School, Gombe
	147	Govt. Girls Secondary School, Bauchi
GONGOLA	125	
	167	Government Craft School, Numan
	135	Government Craft School, Mubi
	142	Government Secondary School, Yola
	143	Govt. Girls Secondary School, Yola
	163	Government Secondary School, Ganye
	168	Bronnum Secondary School, Numan (VA)
	169	Secondary School, Biliri (VA)
ANAMBRA	231	Onitsha Trade Centre
	234	Abakaliki Trade Centre
IMO	233	Owerri Trade Centre
RIVERS	95	St. John's T.T.S, Port Harcourt
	221	Port Harcourt Trade Centre
	222	Bori T.T.S.
	223	Nembe National Grammar School
CROSS RIVER	65	Ogoja Trade Centre
	88	Ikot Ekpene T.T.S.
	89	Ogoja T.T.S.
	211	Ikot Ada Idem Trade Centre
	212	Oron T.T.S.
	213	Ukam T.T.S.

CONSTRUCTION OF NEW INSTITUTIONS

<u>State</u>	<u>IDA No.</u>	<u>Name of Institution:</u>	<u>not started</u>	<u><50 % completion</u>	<u>50 % completion</u>	<u>completed</u>
<u>FEDERAL TERRITORY:</u>	1.	National Technical Teachers College.				X
	2.	Federal School of Arts and Science.				X
<u>BENDEL:</u>	45.	Edo College, Benin.				X
<u>BENUE:</u>	122.	Trade Training Centre, Makurdi (now it is called Technical Training School)				X
<u>KADUNA:</u>	120.	Advanced Teacher Training College, Zaria				X
	121.	Trade Training Center, Kaduna (now it is called Government Secondary Technical School).				X
<u>BORNO:</u>	123.	Trade Training Centre, Maiduguri (now it is called Ramat Technical College).				X
<u>GONGOLA:</u>	135.	Government Craft School, Mubi.				X
<u>ANAMBRA:</u>	231.	Trade Training Centre, Onitsha.			X	
	234.	Trade Training Centre, Abakaliki.			X	
<u>IMO:</u>	233.	Trade Training Centre, Owerri.			X	
<u>RIVERS:</u>	221.	Trade Training Centre, Port Harcourt.		X		
<u>CROSS RIVER:</u>	65.	Trade Training Centre, Ogoja*.		X		
	211.	Trade Training Centre, Ikot Ada Idem.		X		

* The one Trade Centre listed in the Development Credit Agreement

IDA EDUCATION PROJECT 72-UNI

IMPLEMENTATION OF PROJECT SUB-ITEMS*

*Sub-items here mean - classrooms, labs, workshops, dormitories, libraries and assembly halls.

STATE	IDA NO.	SCHOOL	TOTAL NO. OF SUB ITEMS	BUILT			NOT BUILT
				in use as intended	not in use	in other use	
FEDERAL	1	N.T.T.C., Akoka, Lagos **	50	31	1		18
	2	Federal School of Arts & Sciences **	28	28		-	18
			78	59	1		18
LAGOS	3	Igbobi College, Yaba **	3	1	2		
	17	Badagry Grammar School	3	1	2	-	-
			6	2	4		
OYO	4	Oshogbo Trade Centre **	22	9			13
	6	Oyo Trade Centre **	14	10	2	2	
	6A	Olivet Boys High School, Oyo **	3	1	2		
	8	Government College, Ibadan **	3	2	1		
	8A	Ibadan Grammar School **	3	1	2		
	11	Ogbomosho High School **	5	2	3		
	11A	Ogbomosho Grammar School **	3		3		
	15	Iseyin Grammar School	3		3		
	18	Oduduwa College, Ile-Ife	3		3		
	21	Ilesha Grammar School	3		1	2	
			62	25	20	4	13
OGUN	5	Ijebu-Ode Trade Centre	14	7	7		
	9	Egba Junior High School	5	2	3		
	9A	Abeokuta Grammar School	3	1	2		
	12	Shagamu Junior High School	5	4	1		
	16	Egbado College, Ilaro	3	3			
	20	Adeola Odutola College, Ijebu-Ode	3	1	2	-	
			33	18	15		
ONDO	7	Owo Trade Centre	15	15			
	10	Oyemekun Grammar School, Akure	3	2	1		

** Institutions visited and information checked by the completion mission. The rest obtained by the consultants RUMJUM.

STATE	IDA NO.	SCHOOL	TOTAL NO. OF SUB ITEMS	BUILT			NOT BUILT
				in use as intended	not in use	in other use	
ONDO	13	Manuwa Grammar School, Iju-Odo	3		3		
	13A	Ondo Boys High School	3	1	2		
	14	Imade College, Owo	3	1	2		
	14A	Victory College, Ikare	3	2	1		
	19	Christ Grammar School, Ado-Ekiti	3	2	1		
	23	Ekiti Parapo College, Iddo-Ekiti	3		3	-	-
			36	23	13		
BENDEL	44	Sapele Trade Centre *	10	4		1	5
	45	Edo College, Benin *	43	40	3		
	46	Ika Grammar School	3	1	2		
	48	Urhobo College	3		3		
	49	James Welch Grammar School	3	1		2	
	50	Annunciation College, Irrua	1	1			
	51	Holy Trinity Grammar School, Sabongidda-Ora	10	4			6
	52	Anglican Grammar School, Igarra	4	4			
	53	St. Anthony's Grammar School, Ubulu-Uku	1			1	
	54	Ishan Grammar School, Uromi	3		3		
	55	Eghosa Grammar School, Benin *	3			3	
	56	Notre Dame College, Ozoro	3			3	
	57	St. Brendan's Secondary School, Bomadi	3		3		
	58	R. C. M. Secondary School, Ashaka	3	2	1		
			93	57	15	10	11
KWARA	128	Government Craft School, Pategi	7	6		1	
	140	Queen Elizabeth School, Ilorin *	19	14		5	
	151	Government Secondary School, Ilorin *	12		12		
	152	Government Secondary School, Okene	11	6	5		
	176	St. Clares Grammar School, Offa (VA)	23	23			
	177	Offa Grammar School (VA)	3	1	2		

STATE	IDA NO.	SCHOOL	TOTAL NO. OF SUB ITEMS	BUILT			NOT BUILT
				in use as intended	not in use	in other use	
KWARA	178	R.C.M. Girls G. S., Oro (VA)	7	7			
	179	Oro Grammar School (VA)	2	2			
	180	Igbomina Baptist Grammar School (VA)	11	9	2		
	181	Esie-Iludun Grammar School (VA)	7	7			
	182	Titcombe College, Egbe (VA)	2	2			
	183	St. Barnabas Sec. School, Kabba (VA)	11	11			
	184	St. Augustine's College, Kabba (VA)	2	2			
	185	Ochaja Secondary School (VA)	6	6			
	187	St. Monica's College, Kabba (VA)	10	10			
	188	Crowther Memorial College, Lokoja (VA)	33	33			
	189	ECWA Secondary School, Mopa (VA)	15	14			1
			181	153	21	6	1
BENUE	122	T.T.C. Markurdi *	40	37		3	
	129	Technical School, Idah (ex Kwara) *	1	1			
	136	Govt. Secondary School, Makurdi *	28	28			
	148	Govt. Secondary School, Katsina Ala *	4	4			
	150	Wukari Secondary School (VA)	11	11			
	153	Govt. Secondary School, Dekina (ex Kwara) *	6	6			
	170	Mount St. Michael, Aliade (VA)	16	16			
	171	W. M. Bristow Sec. School, Gboko (VA) *	16	16			
	172	Queen of Rosary Sec. School Gboko (VA)	10	10			
	173	St. Francis College, Oturkpo (VA) *	15	15			
	174	Wesley High School, Oturkpo (VA) *	34	34			
	175	Mount St. Gabriel, Makurdi (VA) *	25	23			2
	186	St. Peter's College, Idah (VA) *	11	11			
	203	Government Secondary School, Oturkpo *	9	8	1		
			226	220	1	3	2

STATE	S.D.A. NO.	SCHOOL	TOTAL NO. OF SUB ITEMS	BUILT			NOT BUILT
				in use as intended	not in use	in other use	
PLATEAU	149	Government Secondary School, Lafia *	8	6	1	1	
	197	Boys Secondary School, Gindiri (VA) *	17	16		1	
	198	Girls High School, Gindiri (VA) *	1	-		1	
	199	St. Murumba College, Jos (VA) *	12	9		3	
	200	St. Louis Girls School, Jos (VA) *	18	17			1
	201	St. Joseph's, Vom (VA) *	12	11		1	
	202	St. John's College, Jos (VA) *	16	16			
			84	75	1	7	1
KADUNA	120	A.T.T.C., Zaria	47	47			
	121	Govt. Technical School, Kaduna *	39	38	1		
	130	Government Craft School, Mashi	3	3			
	134	Government Craft School, Soba	3	3			
	137	Barewa College, Zaria	1	1			
	139	Government College, Kaduna *	13	13			
	159	Government Secondary School, Funtua	9	9			
	166	Government Secondary School, Zaria	10	10			
	204	Kufena College, Wusasa (ex VA)	19	15 ^a	2		2
	205	Govt. Secondary School, Kagoro (ex VA)	18	7			
	207	Govt. Girls Secondary School, Soba	7	6		1	
	190	Rimi College, Kaduna (VA) *	14	13	1		
	191	Queen Amina College, Kaduna (VA)	8	6			2
	192	Govt. Girls Secondary School, Kowa (VA) *	7	6			1
	206	Govt. Secondary School, Zonkwa	9	9			
	208	Govt. Girls Secondary School, Kwoi	10	10			
			217	196	4	1	5

a. For ll information is not available.

STATE	IDA NO.	SCHOOL	TOTAL NO. OF SUB ITEMS	ESTIMATE			NOT BUILT
				in use as intended	not in use	in other use	
KANO	141	Government Girls College, Kano *	26	25		1	
	156	Government College, Kano *	19	11	5	2	1
	157	Govt. Secondary School, Birnin Kudu *	12	8	1	3	
	194	St. Louis Girls School, Kano (VA) *	4	4			
	195	St. Thomas Boys School, Kano (VA) *	3	3			
			<u>64</u>	<u>51</u>	<u>6</u>	<u>6</u>	<u>1</u>
SOKOTO	133	Government Craft School, Sokoto *	6	4			2
	164	Government College, Sokoto *	10	10			
	165	Government Secondary School, Birnin Kebbi	8	8	-	-	
			<u>24</u>	<u>22</u>			<u>2</u>
NIGER	131	Government Craft School, Bida	3	1	2		
	160	Government College, Bida	14	14			
	161	Government Secondary School, Abuja	11	9	2	-	-
			<u>28</u>	<u>24</u>	<u>4</u>		
BORNO	123	The Ramat Technical College *	41	37		4	
	127	Government Craft School, Maiduguri	5		<u>abandoned</u>		5
	154	Government Secondary School, Maiduguri *	10	5	3	2	
	155	Govt. Girls Secondary School, Maiduguri *	3	3			
	193	Secondary School, Waka (VA)	13	13			
			<u>72</u>	<u>58</u>	<u>3</u>	<u>6</u>	<u>5</u>
BAUCHI	126	Government Craft School, Gombe	4	abandoned			4
	144	Government Secondary School, Bauchi *	5	abandoned			5
	145	Government Secondary School, Azare	17	17			
	146	Government Secondary School, Gombe *	13	abandoned			13
	147	Govt. Girls Secondary School, Bauchi	9	abandoned			9
			<u>48</u>	<u>17</u>	-	-	<u>31</u>

STATE	IDA NO.	SCHOOL	TOTAL NO. OF SUB ITEMS	BUILT			NOT BUILT
				in use	not in use	in other use	
GONGOLA	125)						
	167)	Government Craft School, Numan	16	16			
	135	Government Craft School, Mubi	13	11		2	
	142	Government Secondary School, Yola	13	13			
	143	Govt. Girls Secondary School, Yola	14	7	3	4	
	163	Government Secondary School, Ganye	10	8	2		
	168	Bronnum Secondary School, Numan (VA)	5	5			
	169	Secondary School, Biliri (VA)	<u>19</u>	<u>15</u>	<u>2</u>	<u>6</u>	<u>2</u>
			90	75	7	6	2
ANAMBRA	231	Onitsha Trade Centre *	18				18
	234	Abakaliki Trade Centre *	<u>16</u>	-	-	-	<u>16</u>
			34				34
IMO	233	Owerri Trade Centre *	<u>17</u>	<u>16</u>	-	-	<u>1</u>
			17	16			1
RIVERS	95	St. John's T.T.S, Port Harcourt *	1		1		
	221	Port Harcourt Trade Centre *	18				18
	222	Bori T.T.S.	1				1
	223	Nembe National Grammar School	<u>4</u>	<u>4</u>	<u>1</u>	-	<u>19</u>
			24	4	1		19
CROSS RIVER	65	Ogoja Trade Centre *	18				18
	88	Ikot Ekpene T.T.S. *	1				1
	89	Ogoja T.T.S.	1				1
	211	Ikot Ada Idem Trade Centre *	18				18
	212	Oron T.T.S. *	1				1
	213	Ukam T.T.S. *	<u>1</u>	-	-	-	<u>1</u>
			40				40
GRAND TOTAL			1,457	1,095 (75%)	116 (8%)	49 (4%)	186 (13%)

NIGERIA - FIRST EDUCATION PROJECT - CREDIT 72-UNI

COMPLETION REPORT

STATUS OF PROJECT PHYSICAL FACILITIES AS OF MARCH 1977

NEW STATES	TEACHING UNITS					DORMITORIES					STAFF HOUSING					COMMUNAL BLOCKS					OLD STATES
POST FEBRUARY 1976	IN USE	NOT IN USE	IN OTHER USE	NOT BUILT	TOTAL	IN USE	NOT IN USE	IN OTHER USE	NOT BUILT	TOTAL	IN USE	NOT IN USE	IN OTHER USE	NOT BUILT	TOTAL	IN USE	NOT IN USE	IN OTHER USE	NOT BUILT	TOTAL	PRIOR TO FEBRUARY 1976
1. LAGOS	4	2	-	-	6	-	-	-	-	-	2	-	-	13	15	-	-	-	-	-	1. LAGOS
2. OYO	15	15	3	-	33	13	-	-	-	13	10	13	-	-	23	3	1	-	-	4	2. WESTERN
3. OGUN	17	4	3	-	24	6	-	-	-	6	-	7	-	-	7	1	-	-	-	1	
4. ONDO	12	13	-	-	25	6	-	-	-	6	8	-	-	-	8	2	-	-	-	2	
5. BENDEL	58	16	12	-	86	5	6	-	-	11	-	3	-	-	3	4	1	-	-	5	3. MID-WESTERN
6. KWARA	77	10	10	1	98	16	-	-	-	16	52	-	-	-	52	41	3	2	-	46	4. KWARA
7. BENUE	93	-	-	1	94	19	-	-	-	19	49	-	-	-	49	32	1	-	1	33	5. BENUE PLATEAU
8. PLATEAU	46	-	1	-	47	7	-	-	-	7	18	-	-	2	20	17	-	1	-	18	
9. KADUNA	110	3	1	13	127	18	-	-	-	18	64	-	-	4	68	28	1	-	2	31	6. NORTH CENTRAL
10. KANO	29	5	1	-	35	4	-	-	-	4	15	-	-	-	15	10	-	1	1	12	7. KANO
11. SOKOTO	18	-	-	-	18	-	-	-	-	-	-	-	-	-	-	6	-	-	2	8	8. NORTH WESTERN
12. NIGER	19	2	-	-	21	-	-	-	-	-	-	-	-	-	-	4	-	-	2	6	
13. BORNO	36	-	-	-	36	9	-	-	-	9	21	-	-	-	21	11	-	-	-	11	9. NORTH EASTERN
14. BAUCHI	9	6	-	8	23	-	-	-	-	-	7	-	-	3	10	5	4	-	7	16	
15. GONGOLA	36	3	1	5	45	8	-	-	-	8	9	-	-	1	10	18	1	5	-	24	

NEW STATES	TEACHING UNITS				DORMITORIES				STAFF HOUSING				COMMUNAL BLOCKS				OLD STATES
POST FEBRUARY 1976	IN USE	NOT IN USE	IN OTHER USE	NOT BUILT	TOTAL	IN USE	NOT IN USE	IN OTHER USE	NOT BUILT	TOTAL	IN USE	NOT IN USE	IN OTHER USE	NOT BUILT	TOTAL	<u>PRIOR TO</u> FEBRUARY 1976	
16. ANAMBRA																10. EAST CENTRAL	
17. IMO					The project is still under construction in												
18. RIVERS																11. RIVERS	
19. CROSS RIVER																12. SOUTH EASTERN	
FEDERAL																FEDERAL	
	579				111				255				182			1127 IN USE	
		79				6				23			12			120 NOT IN USE	
			32				-				-		9			41 IN OTHER USE	
				28				-						15		66 NOT BUILT	
				718					117				23		301	248	1354 TOTAL

NIGERIA - FIRST EDUCATION PROJECT - CREDIT 72-UNI

COMPLETION REPORT

MISSION DATA

Identification		None <u>1/</u>	
Preparation		None	
Pre-Appraisal		None <u>1/</u>	
Appraisal		November 13 to December 23, 1963	
Supervision Missions: <u>2/</u>			
<u>Date</u>	<u>Days</u>	<u>Persons</u>	<u>Man Days</u>
November 30, 1966	10	1	10
April 25, 1968	7	1	7
January 17, 1969	6	1	6
September 28, 1969	11	1	11
June 14, 1970	11	1	11
October 17, 1970	27	5	135
March 8, 1971	10	3	30
July 24, 1971	20	1	20
October 25, 1971	12	1	12
April 30, 1972	14	1	14
October 12, 1972	8	1	8
August 3, 1973	10	1	10
February 3, 1974	22	5	110
June 29, 1974	22	4	88
April 6, 1975	32	2	64
August 8, 1975	26	2	52
August 2, 1976	10	1	<u>10</u>
			598

1/ Some preliminary (pre-appraisal) work was done by the educator on the Bank's Economic Mission (February-March 1963).

2/ Supervision missions after October, 1970, supervised not only the first project, but were also engaged in appraising and later supervising the second project and subsequently the third project.

STATUS OF PROJECT IMPLEMENTATION AT SECONDARY SCHOOLS

	No. of sub-items		No. of Students places		% of Utilization
	Projected	Actual	Projected	Actual	
1. Classrooms	180	177	6,660	6,549	98.3
2. Laboratories	89	62	3,293	2,294	69.6
3. Science/demon. rooms	47	38	1,739	1,406	81.0
4. Dual (metal/wood) workshop	52	13	2,080	520	25.0
5. Drawing rooms	32	21	1,134	777	65.6
6. Arts/craft rooms	27	22	1,080	880	81.4
7. Libraries	26	24	962	888	92.3
8. 6th form areas	9	6	315	210	66.6
9. Domestic/Science rooms	7	6	140	120	85.7
	469	369	17,453	13,644	78.1

Note: The projected and actual No. of sub-items and student places has been calculated by the mission on the following basis:

Average No. of students per Classroom	36-40 students
Laboratory	36-40 students
Science room	36-40 students
Dual Workshop	40 students
Drawing Room	36-40 students
Art-Craft room	40 students
Library	36-40 students
6th form area	35 students
Domestic/Science room	20 students

Student - Teacher Ratios

	<u>Number of Students</u>	<u>Number of Teachers</u>	<u>Students per Teacher</u>
Govt. Sec.. School, Maiduguri	650	32	20.3
Govt. Girls Sec. School, Maiduguri	366	20	18.3
Govt. Sec. School, Birnin Kudu	501	27	18.5
St. Thomas Sec. School, Kano	160	11	14.5
St. Louis Girls Sec. School, Kano	340	20	17.0
Ogbonosko High School	615	22	27.9
Govt. College, Ibadan	754	42	17.9
Govt. Girls College, Kano	560	22	25.4
Ogbomosho Grammar School	604	23	26.2
Ibadan Grammar School	1,095	40	27.3
Rimi College, Kaduna	950	40	23.7
Govt. College, Kaduna	1,278	64	19.9
Govt. Girls Sec. School, Kowa	780	34	22.9
Govt. Sec. School, Lafia	540	23	23.4
Boys Sec. School, Gindiri	479	21	22.8
Girls High School, Gindiri	208	12	17.3
St. Murumba College, Jos	296	16	16.8
Edo College, Benin	929	35	26.5
St. Joseph's College, Vom	350	18	19.4
Govt. College, Sokoto	693	34	20.3
Igbobi College, Yaba	1,400	57	24.5
Wesley High School, Oturkpo	520	22	23.6
St. Francis College, Oturkpo	528	23	22.9
Mount St. Gabriel College, Makurdi	<u>757</u>	<u>37</u>	<u>20.4</u>
TOTAL	15,353	695	23.0

STATUS OF PROJECT IMPLEMENTATION OF ADDITIONS TO
PROJECT TECHNICAL AND VOCATIONAL TRAINING INSTITUTIONS

Name of Sub-items	No. of sub-items		No. of student places		% of Utilization
	Projected	Actual	Projected	Actual	
1. Workshops	17	9	510	270	52.9
2. Laboratories	10	7	300	210	70.0
3. Classrooms	12	11	360	330	91.6
4. Art/craft rooms	3	2	90	60	66.6
5. Drawing rooms	2	2	60	60	100.0
6. Lecture/demonstration rooms	3	2	90	60	66.6
7. Libraries	<u>9</u>	<u>5</u>	<u>270</u>	<u>150</u>	<u>55.5</u>
	56	38	1,680	1,140	67.8%

Note: The projected and actual number of sub-items and number of student places has been calculated by the mission. The average number of students for each sub-item has been taken as 30.

NIGERIA - FIRST EDUCATION PROJECT - CREDIT 72-UNI

EVALUATION OF CRAFT AND TRADE CENTRE PROGRAMS

The Craft Schools and Trade Centres offer craft courses which usually last for 2-3 years, leading to Intermediate City and Guilds Certificate of London Institute (CGLI), the Nigeria Craft Certificate, and the Federal Ministry of Labour Trade Test Certificate Grade III in specific trades.

Secondary Technical Schools offer a five-year course to primary school leavers. These schools take the West African Examinations Council's technical examinations, which are, at present, mostly being run in conjunction with the City and Guilds of London Institute. It is expected that this particular examination will soon be taken over fully by West Africa Education Council (WAEC).

The mission found that while some attempts have been made, under the auspices of the WAEC, to modify the syllabuses in order to make them more directly relevant to Nigeria's needs, little real progress has been made. The partial irrelevance of the syllabuses is not, however, the major criticism, but rather the inflexibility of the overall system of technical education and vocational training at the post primary level.

It is a system of training by levels and certificates, operating largely in isolation from the world of work which in many cases has led to an attitude that obtaining the certificate is more important than learning how to do the job. The lack of flexibility is further exemplified by the commonly used standardized time required to complete any course, with little regard given to the degree of complexity of the trade, e.g., plumbers and instrument fitters.

On completion of the courses, it is not uncommon to find the following certificates available to the same students: the Craft Certificate of CGLI, the Grade III Ministry of Labour Trade Tests and the Federation of Nigeria Craft Training Certificate. In some cases, only one of these qualifications was available; in others two, sometimes all three were available. This multiplicity of certificates and examining bodies serves no useful purpose and only adds to the difficulty of analyzing the degree of success of the various approaches and of finding a common solution to the problems enumerated above.

Another vital requirement in the vocational and technical training is the establishment of close ties between the Trade Centres, Craft Schools, and the employers or prospective employers. The problem of determining in advance the needs of employers for craftsmen in Nigeria is difficult under the best of circumstances. Because of so many unpredictable factors beyond their control, such as import restrictions, taxation, credit and consumer preferences, employers find it is difficult to forecast their needs beyond a few years.

Such a short time-horizon renders it essential for the Trade Centres and Craft Schools to maintain the closest possible ties with its customers, the employers, and in order to be able to meet their rapidly changing needs, they must

remain as flexible as possible. While the majority of Trade Centres and Craft Schools visited by the mission claimed good relations with industries, in practically all cases, relationships were of the ad hoc nature and almost invariably were the result of the principal's or other senior staff members' personal friendships with employers.

Such an informal relationship is completely inadequate and is unable to provide the necessary liaison between the Trade Centres, Craft Schools, and the employers. This does not imply that such relationships are not valuable, but rather that they should be expanded and institutionalized. In much the same way as the manufacturer has access to national and local economic indicators and makes use of the market surveys to check the acceptability of his products, so should the Trade Centres and Craft Schools be continually guided by similar information and feedback from their "market".

Some Trade Centres and Craft Schools have been able to arrange on-the-job training during summer vacation periods. However, since it is rare that employers participate in the organization and management of the Trade Centres, it was reported that there was little effort to relate the on-the-job training to the school instruction and the experience of trainees on the job was sometimes left unsupervised and unstructured.

The mission found that the student/staff ratio at Trade Centres and Craft Schools was workable, although minimum in most instances. Unfortunately, a high percentage of the teaching staff are unqualified and have little or no practical experience in the use of the skills they are trying to impart. For this reason, even existing training facilities are not used effectively or maintained properly, and when the rest of the training facilities (which are now under construction) are put into operation, the problem of qualified technical teachers will become more acute than it is now.

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COMPLETION REPORT

TOTAL PROJECT COSTS IN NAIRA

	FEDERAL ^{1/} CONSULTANTS	EXECUTIVE ^{2/} CONSULTANTS	CONSTRUCTION ^{3/}	FURNITURE & EQUIPMENT ^{4/}
FEDERAL	1,650,966.25	185,684.14	1,331,461.88	365,670.83
LAGOS			48,452.12	19,254.10
MID-WEST		148,380.27	1,147,583.43	49,191.11
KWARA			1,077,548.36	58,800.91
WEST		247,542.57	2,443,169.74	87,268.24
I.C.S.A. *		1,105,136.08	1,363,984.94	
NORTH CENTRAL			1,725,695.01	249,544.18
BENUE PLATEAU			2,764,111.26	187,613.45
KANO			926,555.89	46,061.63
NORTH EASTERN			3,338,283.32	222,580.99
NORTH WEST			469,872.00	58,246.73
EAST CENTRAL ^{5/}		194,618.98	1,190,422.31	26,673.40
RIVERS ^{5/}		149,700.50	307,241.88	79,203.50
SOUTH EASTERN ^{5/}		96,969.79	102,528.06	143,430.92
	1,650,966.25	2,128,032.33	18,236,910.19	1,588,539.99
<u>GRAND TOTAL</u>			<u>23,604,448.76</u>	

^{1/} Federal Consultants' fees as derived from the 56 fee claims submitted to the Federal M.O.W. and paid in full.

^{2/} Executive Consultant's fees have been extracted in gross from Withdrawal applications made by the States.

^{3/} Construction Costs have been extracted in gross from withdrawal applications made by the States.

^{4/} Furniture and equipment costs are derived from Bank's withdrawal authorizations made against Crown Agents applications: the dollar withdrawal being grossed up to 100% from 48% and converted into Naira at \$1 = ₦0.60. The formula was $\frac{100}{48} \times 0.60 = 1.25$. C.A.'s charges not included.

^{5/} The figures for East Central, Rivers, and South East include all withdrawal applications prepared by the consultants but not necessarily disbursed by the Bank at this point.

* Interim Common Services Agency.

RUMJUM
22/3/1977