

# ANNEX 1. TERMS OF REFERENCE

## 1. Introduction

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts independent country programme evaluations (ICPEs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national efforts for achieving development results. The purpose of an ICPE is to support the development of the next UNDP country programme and strengthen accountability of UNDP to national stakeholders and the Executive Board.

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.<sup>1</sup> Based on the principle of national ownership, IEO seeks to conduct ICPEs in collaboration with the national authorities where the country programme is implemented.

This is the second independent evaluation for UNDP Nigeria, the previous one being conducted in 2003. The ICPE Nigeria will be conducted in 2021, focussing on UNDP's work during its current programme cycle, 2018-2022. The ICPE aims to contribute to the preparation of UNDP's new programme starting in 2023. It will be conducted in close collaboration with the Government of Nigeria, UNDP Nigeria country office and UNDP Regional Bureau for Africa.

The Global COVID-19 pandemic has presented UNDP with considerable challenges in implementing its ongoing programme of work in line with the CPD. Even more so than usual, UNDP has been required to be adaptable, refocusing and restructuring its development work to meet the challenges of the pandemic and Country's need to effectively prepare, respond and recover from the wider COVID-19 crisis, including its socio-economic consequences. Thus, this ICPE will also consider the degree to which UNDP has been able to adapt to the crisis and support the country's preparedness, response to the pandemic and its ability to recovery meeting the new development challenges that the pandemic has highlighted, or which may have emerged.

## 2. National Context

As Africa's most populous country (about 200 million in 2019)<sup>2</sup> and second largest economy, Nigeria is of strategic importance to Africa. The country is the largest oil and gas producer in Africa and also has large deposits of other resources. It is a very diverse country with many opportunities but also complex challenges.

As of February 2021, Nigeria is the fourth country in Africa with the highest COVID-19 cases after South Africa, Egypt, and Ethiopia<sup>3</sup>. The number of COVID-19 confirmed cases is over 162,000 with a death toll of 2,031<sup>4</sup>. The pandemic is not only a health crisis but also an unprecedented socio-economic crisis, adding to

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<sup>1</sup> <http://web.undp.org/evaluation/documents/evaluation-policy.pdf>.

The IEO is independent of UNDP management and is headed by a Director who reports to the UNDP Executive Board. The responsibility of IEO is two-fold: (i) provide the Executive Board with valid and credible information from evaluations for corporate accountability, decision-making and improvement; and (ii) enhance the independence, credibility and utility of the evaluation function and its coherence, harmonization and alignment in support of United Nations reform and national ownership.

<sup>2</sup> UN World Population Prospects <https://population.un.org/wpp/Download/Standard/Population/>

The country is divided into thirty-six states and the Federal Capital Territory with more than 400 ethnolinguistic groups.

<sup>3</sup> <https://covid19.who.int/table>

<sup>4</sup> As of 25 March 2021, <https://covid19.who.int/region/afro/country/ng>

the social and economic challenges facing Nigeria with an increase in existing inequalities and creating new inequalities, which are hitting the most vulnerable people the hardest. As the economy is dominated by the informal sector, the COVID-19 pandemic is affecting livelihood and spending patterns, which in turn could have a negative impact on the economy and wellbeing of the people.

A National COVID-19 Multi-Sectoral Pandemic Response Plan has been adopted and serves as a blueprint for a whole-of-Government response. Additionally, four ranges of actions<sup>5</sup> were taken by the government to mitigate the effect of the pandemic including: (i) economic stimulus bills adopted by the house of representatives, (ii) cash transfers (US\$52) to poor and vulnerable households registered in the National Social Register, (iii) central bank of Nigeria stimulus package of 3 million Naira to poor families impacted by the pandemic, and (iv) food assistance to vulnerable households.<sup>6</sup>

**Political and governance context.** Nigeria recently conducted two democratic general election (2015 and 2019) which show the country's progress towards civilian rule. There has been a significant increase in insecurity since 2009 as a result of Boko Haram movement (a violent extremist group) located principally in the North East. The group conducts frequent attacks on state institutions and local populations with a concentration in Borno and Yobe States. Data on the numbers of death caused by Boko Haram are very scarce, according to humanitarian agencies, the attacks have resulted in more than 5 million displaced in the North East Region since 2009<sup>7</sup>. A recent UNDP report has indicated that the effects of the Boko Haram violence are spread across all the sectors including loss of lives, destruction of properties, displacement of population, loss of livelihoods, and food insecurity and malnutrition<sup>8</sup>. Another source of violence and conflict includes inter-communal violence over access to economic and natural resources across the country<sup>9</sup>.

Corruption continues to be considered as the main constraint to foreign investment, inclusive growth and poverty alleviation in Nigeria<sup>10</sup>. In 2019 the country was ranked 146<sup>th</sup> out of 198 countries with a score of 26 (0 being the most corrupt on the scale of 100).<sup>11</sup> The sectors with high risk of corruption in Nigeria include: the judiciary system, police, public services, land administration, tax and custom administration, and natural resources<sup>12</sup>. A recent study on the impact of corruption on Nigeria's economy shows that if nothing is done, corruption could cost 37 percent of the country GDP by 2030.<sup>13</sup>

**Socio-economic development.** Nigeria's Human Development Index (HDI) value increased by almost 16 percent between 2005 and 2019. Currently, the country is in the low human development category (HDI is 0.539 in 2019) and positioned at 161 out of 189 countries and territories. Poverty and inequality are significant challenges in Nigeria. The 2019 Poverty and Inequality Report in Nigeria<sup>14</sup> indicated that up to 40 percent of the total population (83 million people) live below the country's poverty line of US\$ 381.75 (137,430 Naira) per year.<sup>15</sup> In some states such as Adamawa, Ebonyi, Yobe and Zamfara, the poverty rate is higher than 70 percent. There is a high disparity within the country; on average, the poverty rate in rural

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<sup>5</sup> <https://www.brookings.edu/blog/future-development/2020/07/02/how-well-has-nigeria-responded-to-covid-19/>

<sup>6</sup> UNDP, in partnership with the Lagos State Government and the Federal Ministry of Humanitarian Affairs, Disaster Management and Social Development (FMHDS) has also launched an Unconditional Cash Transfer project targeting the poor and vulnerable in Lagos state, largely funded by the European Union (EU).

<sup>7</sup> [https://www.undp.org/content/undp/en/home/librarypage/democratic-governance/oslo\\_governance\\_centre/preventing-violent-conflicts-in-nigeria.html](https://www.undp.org/content/undp/en/home/librarypage/democratic-governance/oslo_governance_centre/preventing-violent-conflicts-in-nigeria.html)

<sup>8</sup> [https://www.ng.undp.org/content/nigeria/en/home/library/crisis\\_prevention\\_and\\_recovery/policy-brief--a-conceptual-framework-for-netting-off-the-effects.html](https://www.ng.undp.org/content/nigeria/en/home/library/crisis_prevention_and_recovery/policy-brief--a-conceptual-framework-for-netting-off-the-effects.html)

<sup>9</sup> World Bank, Country Partnership Strategy for the Federal Republic of Nigeria (2014-2017)

<sup>10</sup> UNDP (2016): Corruption Risk Assessment and integrity Planning: Preventive measures to addressing corruption in Nigeria

<sup>11</sup> <https://www.transparency.org/en/cpi/2019/results/nga#details>

<sup>12</sup> <https://www.ganintegrity.com/portal/country-profiles/nigeria/>

<sup>13</sup> <https://www.pwc.com/ng/en/assets/pdf/impact-of-corruption-on-nigerias-economy.pdf>

<sup>14</sup> Nigeria, National Bureau of Statistics, 2020, <https://nigerianstat.gov.ng/>

<sup>15</sup> Ibid

areas is almost three times higher than urban areas (52 percent against 18 percent).<sup>16</sup> According to the data of the National Bureau of Statistics, poverty is more concentrated in the Northern states. Agricultural sector workers are the most affected by poverty.<sup>17</sup> In 2019, the Gini coefficient was 35.1 in Nigeria.<sup>18</sup>

Nigeria has a high economic potential due to large domestic market combining important human and natural resources. Economic diversification to reduce dependency on the oil sector is a challenge. The oil sector alone accounts for more than 95 percent of the exports and foreign exchange earnings. Between 2014 and 2016, the collapse of global oil prices combined with lower domestic oil production had slowed down economic activities.<sup>19</sup> GDP growth rates have been relatively stable between 2005 and 2014 growing at an average of 6.4 percent.<sup>20</sup> Starting from 2015, the low domestic oil production and global oil prices put the country into a recession and consequently, the GDP growth rate dropped from 6.3 percent in 2014 to 2.7 percent in 2015 and -1.6 percent in 2016<sup>21</sup>. The unemployment rate more than doubled (from 6.4 percent to 14.2 percent) between 2014 and 2016.<sup>22</sup> The recovery has been slow since 2018, and the COVID-19 pandemic is expected to slow it down further. The World Bank estimated a decline of -3.2 percent in the GDP growth rate for 2020.

**Environment and energy.** The main environmental challenges faced by Nigeria include sustainable management of natural resources, climate change and natural disaster, land degradation and desertification, pollution, waste management, and coastal erosion. Oil exploration, generating oil spills is one of the most challenging environmental issue. Between 5 and 10 percent of Nigeria's mangrove ecosystem has been destroyed because of oil exploitation.<sup>23</sup> The low-lying coast off the Gulf of Guinea is becoming vulnerable to rising sea level. In 2017, flooding affect 250,000 people in Nigeria and in 2016, up to 92,000 people were displaced. Recent estimations show that nearly 40 percent of the country's land area is now subject to periodic drought. Rapid population growth and urbanization are the main causes of environmental challenges.<sup>24</sup> Land degradation is another serious problem, with unsustainable agricultural practices, mining and population increase being the main drivers.<sup>25</sup> The revised National Environment Policy (2016) has the overall goal of ensuring environmental protection and the conservation of natural resources for sustainable development.

Access to energy is low with the country having the largest absolute access deficit in sub-Saharan Africa and the second in the world after India.<sup>26</sup> Nigeria is endowed with large oil, gas, hydro and solar resource, with the potential to generate 12,522 megawatts (MW) of electric power from existing plants, but currently is only able to generate between 3,500 MW and 5,000.<sup>27</sup> The 2016 Rural Electrification Strategy and Implementation Plan aims to expand access to electricity as rapidly as possible in a cost-effective manner. Nigeria aims to increase access to electricity to 75 percent and 90 percent by 2020 and 2030 respectively with at least 10 percent of renewable energy mix by 2025.

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<sup>16</sup> Ibid

<sup>17</sup> Ibid

<sup>18</sup> Ibid

<sup>19</sup> Nigeria Economic Update, World Bank (2019)

<sup>20</sup> World Development Indicators, 2020, <https://databank.worldbank.org/reports.aspx?source=world-development-indicators>

<sup>21</sup> World Bank (2019): Jumpstarting Inclusive Growth: Unlocking the Productive Potential of Nigeria's People and Resource Endowments Nigeria economic update.

<sup>22</sup> Ibid

<sup>23</sup> Agunobi et al (2014): [An Investigation of the Pattern and Environmental Impact of Oil Spillage in Etche Local Government Area of Rivers State, Nigeria](https://www.researchgate.net/publication/271111111_An_Investigation_of_the_Pattern_and_Environmental_Impact_of_Oil_Spillage_in_Etche_Local_Government_Area_of_Rivers_State_Nigeria) | K. N. | [Journal of Natural Sciences Research \(iiste.org\)](http://www.iiste.org)

<sup>24</sup> <https://nema.gov.ng/>

<sup>25</sup> UNCCD (2018), Nigeria Final report of the Land Degradation Neutrality Target Setting Programme

<sup>26</sup> The national electrification rate is estimated at 55 percent, compared to the rural electrification rate of 39 percent (National Bureau of Statistics, 2020, <https://nigerianstat.gov.ng/>)

<sup>27</sup> <https://www.get-invest.eu/market-information/nigeria/energy-sector/>

**Gender equality.** Gender inequalities across all sectors reflect the wide disparities between women and men in Nigeria. In education, girls' enrolment and completion in primary education is lower than boys.<sup>28</sup> Similarly, women have less labour force participation than men (26 and 33 percent respectively for ages 15-24 in 2019).<sup>29</sup> Women's political participation is also low, with women representing 6 percent of the Senate members and only 3 percent of the House of Representatives in 2019.<sup>30</sup> The 2006 National Gender Policy has set 35 percent as the national target for women elected to office but that target has never been reached.

### 3. UNDP programme in Nigeria

The current UNDP programme 2018-2022 maintains the same focus areas as recent country programmes on strengthening good governance, human security and sustainable economic growth.<sup>31</sup> Under the previous country programme 2014-2017, UNDP contributed to strengthening of electoral, human rights and public accountability systems, entrepreneurship development, livelihood and agricultural value chain programmes, environmental management, climate change and disaster management. UNDP has supported national development planning processes, including national statistics development. UNDP has also been implementing a recovery and stabilization programme in the North East of Nigeria, contributing to basic social services, livelihoods support, social cohesion and local government capacity for communities in conflict-affected areas, including women and youth victims of insurgency. The current programme maintains the same priorities and is structured around three outcomes (the detailed outcomes and outputs are presented in Table 1 below):

- (i) In the area of **governance**, UNDP aimed to support the government to improve accountability and public sector transparency through: (a) supporting government to formulate policies, frameworks and systems to strengthen prevention; (b) building the capacity of judiciary for improved handling of corruption cases and the National Assembly for improved oversight functions and implementation of SDGs; (c) collaborating and empowering civil society including women and youth groups, faith based organizations, trade associations, and people with disabilities for increased participation in anti-corruption campaigns, and (d) developing youth-focused, gender and disability-sensitive regulatory frameworks to provide inclusive pathways to the SDGs. UNDP also aimed to support the National Assembly and parliamentarians in promoting and implementing Agenda 2063 and the SDGs. In terms of **security and conflict management**, UNDP aimed to support the formulation of legal and regulatory frameworks for peacebuilding, prevention of conflicts, and small arms proliferation.
- (ii) Under the second outcome, UNDP aims to support the government in promoting **economic growth and development** and strengthening research and analyses to inform policy and decision-making process. The pillar is also focused on building the capacity of institutions and improving coordination of development processes. The role of UNDP in this area is to ensure the mainstreaming of SDGs into policy, planning and budgeting frameworks. UNDP aimed to strengthen the national statistical system to ensure regular, and disaggregated data by gender, age, geography and socio-economic status. In the area of employment and livelihood, UNDP envisioned strengthened collaboration efforts with ECOWAS, the International Labour Organization (ILO), World Bank and Federal Ministry of Youth Development, relevant state

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<sup>28</sup> Girls' enrolment rate in primary education was 48 percent enrolment in 2015<sup>28</sup>, while their completion rate was 65 percent compared to 71 percent for boys in 2016 (National Bureau of Statistics, 2020, <https://nigerianstat.gov.ng/>)

<sup>29</sup> <https://databank.worldbank.org/reports.aspx?source=world-development-indicators>

<sup>30</sup> European Union Election Observation Mission NIGERIA, 2019 Final Report

<sup>31</sup> The last independent evaluation of UNDP Nigeria was conducted in 2003.

government departments, and the Small and Medium Enterprises Development Agency (SMEDAN).

- (iii) Under the third outcome, UNDP planned to work with partners on six strategic interventions: (i) supporting the **implementation of Nationally Determined Contributions (NDCs)** in five sectors of the economy (agriculture, transport, manufacturing, oil and gas, and energy); (ii) strengthening national and sub-national capacities for participatory planning, policy formulation, national disaster management legislation, sound environment management, including **land degradation, resilience to climate change, sustainable natural resources management, conservation of biodiversity and disaster management**; (iii) strengthening national preparedness capacities to access the Green Climate Fund (GCF) and GEF, using UNDP global and regional expertise to augment national budgetary allocations, which will contribute to increased **access to clean and renewable energy**, reduce emissions from deforestation and forest degradation; (iv) **raising awareness, empowering local communities, facilitating access to clean energy, and promoting environment related livelihoods opportunities downstream** with a focus on South-South cooperation and the Middle Belt; (v) **scaling up partnerships** with the Bank of Industry (BOI), and forging new partnerships for increased investment in clean energy for community development and to stimulate local economies, and (vi) **nurturing South-South cooperation between Nigeria and South Korea on new approaches to natural resource and forest conservation**, and knowledge transfer.

The total estimated budget of the programme at design was US\$ 376m, 45 percent of which was allocated to the area of "governance peace and security", 28 percent to the area of "environmental sustainability and resilience" and 26 percent to the area of "inclusive growth" (outcome 2). The available budget to date represents 57 percent of the expected resources, and delivery is 48 percent of the total available budget (Table 1 below).<sup>32</sup>

Analysis of programme expenditures to date shows that outcome 1 represented 55 percent of the overall programme expenditure, followed by outcome 2 with 17 percent of programme expenditure, which is overall, in line with the initial design of the country programme.

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<sup>32</sup> Atlas shows an additional US\$ 100 million of available budget and US\$ 25 million of total expenditure, not mapped to any of the country programme outcome areas. If considered, available budget to date represent 56% of expected resources and about 48% of delivery.

**Table 1: Country programme outcomes, outputs and resources, 2018-2022**

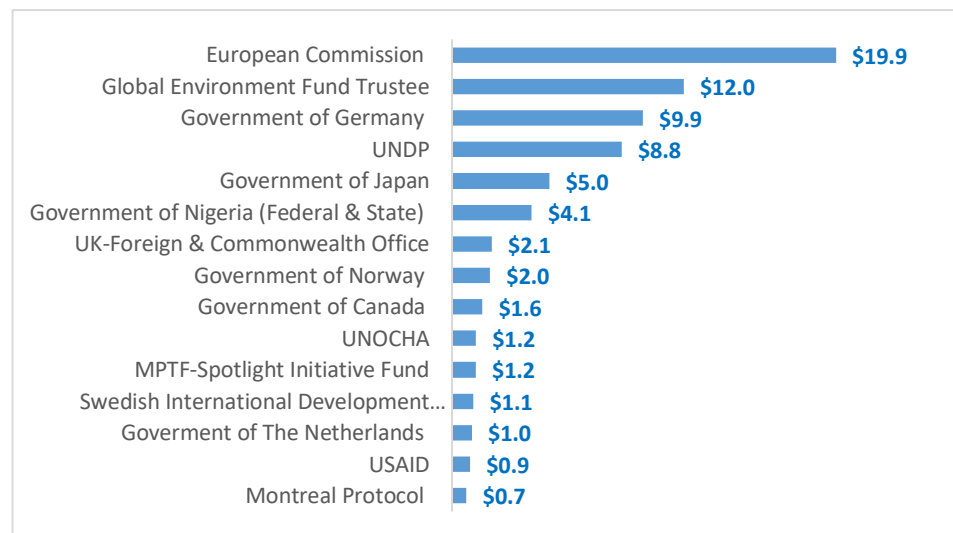
<b>Outcomes</b>	<b>Outputs</b>	<b>Resources, planned and actual, US\$</b>	<b>Expenditures US\$*</b>
<p><b><u>Outcome 1: Governance, peace and security</u></b> By 2022, Governments at all levels apply principles of good governance and rule of law in public service delivery</p>	<ol style="list-style-type: none"> <li>1.1. Governance and electoral institutions at the central level and local level enabled to perform core functions for improved, inclusive and accountable political processes</li> <li>1.2. Capacity of human rights institutions expanded to provide equitable access to services</li> <li>1.3. Frameworks and dialogue processes engaged for effective and transparent engagement of civil society in national development</li> <li>1.4. Strengthen national capacities for peace building including reduction of small arms violence at national and subnational level</li> <li>1.5. At risk communities in 'hot spot' areas, are enabled to access livelihood opportunities, including skills-building, entrepreneurship and employment opportunities.</li> </ol>	<p>98.2 ml (Planned: 170 ml)</p>	<p>56.1 ml</p>
<p><b><u>Outcome 2: Inclusive growth</u></b> By 2022, Nigeria has an inclusive and diversified economic growth driven by science, technology, innovation, investment in infrastructure, and job creation</p>	<ol style="list-style-type: none"> <li>2.1. National and sub-national systems and institutions enabled to achieve structural transformation of productive capacities that are sustainable, employment and livelihoods-intensive</li> <li>2.2. Policies and strategies for value addition and entrepreneurship developed to enhance sectoral productivity in agriculture, solid minerals and allied sectors.</li> <li>2.3. Options enabled and facilitated for inclusive and sustainable social protection</li> <li>2.4. National data collection, measurement and analytical systems in place to support inclusive planning, SDGs mainstreaming and progress monitoring</li> <li>2.5. Capacities strengthened for the elaboration and implementation of policies and actions in DRM its preventive and disaster preparedness including climate change adaptation, in a multisector and integrated approach</li> </ol>	<p>18.1 ml (Planned: 99 ml)</p>	<p>9.8 ml</p>
<p><b><u>Outcome 3: environmental sustainability and resilience</u></b> By 2022, Nigeria achieves environmental sustainability, climate resilience and food security through efficient management of its cultural and natural resources.</p>	<ol style="list-style-type: none"> <li>3.1. Inclusive and sustainable solutions adopted to achieve increased energy efficiency and universal modern energy access (especially off-grid sources of renewable energy)</li> <li>3.2. Effective institutional legislative and policy frameworks in place to enhance the implementation of disaster and climate risk management measures at national and sub-national levels</li> <li>3.3. Scaled up action on climate change adaptation and mitigation in vulnerable communities is funded and implemented</li> <li>3.4. Multi-stakeholder partnerships intensified and expanded to support and promote inclusive and sustainable growth, through knowledge exchange and capacity building activities</li> </ol>	<p>26.7 ml (Planned: 107 million)</p>	<p>17.3 ml</p>
<p>COVID-19</p>		<p>68.7 ml</p>	<p>18.8 ml</p>
<p><b>Total</b></p>		<p>213.1 ml (Planned: 376 ml)</p>	<p>102.8 ml</p>

As of March 2021; Total amounts do not include US\$ 1.4 million and US\$ 812,382 allocated budget and expenditures.

**Source:** UNDP Nigeria Country Programme Document 2018-2022 and UNDP Corporate Planning System.

The main donors of the UNDP country programme are the European Commission (26 percent of programme expenditure), the Global Environment Facility (16 percent), the Government of Germany (13 percent), UNDP (11 percent), and the Government of Japan (7 percent).

**Figure 1: Top donors of the UNDP programme by expenditures, US\$ million**



Source: UNDP Corporate Planning System, March 2021

#### 4. Scope of the evaluation

ICPEs are conducted in the penultimate year of the ongoing UNDP country programme in order to feed into the process of developing the new country programme. The ICPE will focus on the present programme cycle (2018-2022) while taking into account interventions which may have started in the previous programme cycle (2012 - 2017) but continued for a few more years into the current programme cycle.

As a country-level evaluation of UNDP, the ICPE will focus on the formal UNDP country programme approved by the Executive Board but will also consider any changes from the initial CPD during the period under review, including, for example, changes to respond to the COVID-19 pandemic. The ICPE covers interventions funded by all sources of finance, core UNDP resources, donor funds, government funds, etc. It is important to note that a UNDP country office may be involved in a number of activities that may not be included in a specific project. Some of these “non-project” activities may be crucial for advancing the political and social agenda of a country.

#### 5. Approach and Methodology

The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards.<sup>33</sup> The ICPE will address the following four main evaluation questions.<sup>34</sup> These questions will also guide the presentation of the evaluation findings in the report:

1. What did the UNDP country programme intend to achieve during the period under review?
2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
3. To what extent has UNDP been able to adapt to the COVID-19 pandemic and support the country’s preparedness, response and recovery process?

<sup>33</sup> <http://www.uneval.org/document/detail/1914>

<sup>34</sup> The ICPEs have adopted a streamlined methodology, which differs from the previous ADRs that were structured according to the four standard OECD DAC criteria. More detailed sub-questions will be developed during the desk review phase of the evaluation.



4. What factors contributed to or hindered UNDP's performance and eventually, to the sustainability of results?

The ICPE is conducted at the outcome level, and its methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards.<sup>35</sup> To address question 1, a Theory of Change (ToC) approach will be used in consultation with stakeholders, as appropriate. Discussions of the ToC will focus on mapping the assumptions behind the programme's desired change(s) and the causal linkages between the intervention(s) and the intended country programme outcomes. As part of this analysis, the CPD's progression over the review period will also be examined. In assessing the CPD's evolution, UNDP's capacity to adapt to the changing context and respond to national development needs and priorities will also be looked at.

The effectiveness of UNDP's country programme will be analysed under evaluation question 2. This will include an assessment of the achieved outputs and the extent to which these outputs have contributed to the intended CPD outcomes. In this process, both positive and negative, direct and indirect unintended outcomes will also be identified.

Evaluation question 3 will examine UNDP's support to COVID-19 preparedness, response and recovery at the country level. This will include an assessment of the relevance and effectiveness of the support to the needs of partner countries; its alignment with national government plans as well as support from other UN Agencies, Donors and NGOs/ CSOs; and its effectiveness in preventing loss of lives and livelihoods and protecting longer-term social and economic development. The analysis will also explore the extent to which UNDP's funding decisions were informed by evidence, needs and risk analysis and dialogue with partners, the efficient use of resources and how the support has contributed to the development of social, economic and health systems that are equitable, resilient and sustainable.

To better understand UNDP's performance the specific factors that have influenced - both positively or negatively - UNDP's performance and eventually, the sustainability of results in the country will be examined under evaluation question 4. The utilization of resources to deliver results (including managerial practices), the extent to which the country office fostered partnerships and synergies with other actors (i.e. through south-south or triangular cooperation), and the integration of gender equality and women's empowerment in design and implementation of the CPD are some of the aspects that will be assessed under this question.

**Assessment of existing data and data collection constraints.** An assessment was carried out for each outcome area to ascertain the available information, identify data constraints, to determine the data collection needs and methods. The assessment outlined the level of evaluable data that is available. The assessment indicated that there were only 6 decentralized evaluations undertaken during the period from 2018 to present, which were all project evaluations. Most projects have project documents, but many progress reports are missing.

The CPD lists 10 indicators for the 3 outcome results, and 29 indicators to measure the 14 outputs, with baseline and targets. To the extent possible, the ICPE will seek to use these indicators to better understand the intention of the UNDP programme and to measure or assess progress towards the outcomes. In cases where the indicators are set at national level, the evaluation will assess the linkages between UNDP's specific interventions and the indicators established and the extent to which changes in these indicators could be influenced by UNDP work.

It is also important to note that UNDP projects that contributed to different outcomes are at different stages of implementation, and therefore it may not always be possible to determine the projects' contribution to results. In cases where the projects/initiatives are still in their initial stages, the evaluation

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<sup>35</sup> <http://www.uneval.org/document/detail/1914>



will document observable progress and seek to ascertain the possibility of achieving the outcome given the programme design and measures already put in place.

The current COVID-19 situation might affect the feasibility of field work. The evaluation team will work closely with the country office and confirmation of the field mission and dates will be subject to the evolution of the situation. In the likely event that no mission is possible, the evaluation team will undertake remote data collection, meeting with country office staff and stakeholders virtually through various platforms including Skype, Zoom or telephone. The evaluation team will also consider collaborating with national think-tanks, academia or other locally based institutions in the conduct of the evaluation to help fill data gaps and strengthen the analysis.

**Data collection methods:** The evaluation will use both primary and secondary data sources, including desk review of documentation and information and interviews with key informants, including beneficiaries, partners and managers. An advance questionnaire will be administered to the country office before primary data collection. A multi-stakeholder approach will be followed, and interviews will include government representatives, civil-society organizations, private-sector representatives, UN agencies, multilateral organizations, bilateral donors, and beneficiaries of the programme. Focus group discussions may be used to consult some groups of beneficiaries as appropriate.

If the travel restrictions are removed in advance, the evaluation team will undertake field visits to selected project sites to observe the projects first-hand. It is expected that regions where UNDP has a concentration of field projects (in more than one outcome area), as well as those where critical projects are being implemented will be considered.

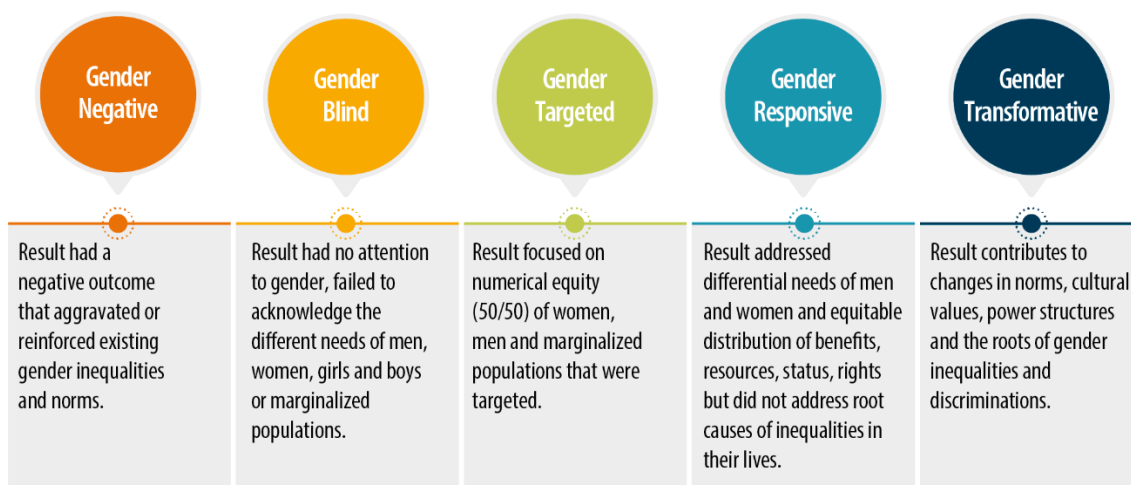
The ICPE will cover all three outcome areas. The coverage will include a sample, as relevant, of both successful projects and projects reporting difficulties where lessons can be learned; both larger and smaller pilot projects; as well as both completed and active projects. The evaluation team will undertake an extensive review of documents. IEO and the country office will identify an initial list of background and programme-related documents which will be posted on an ICPE SharePoint website. The document review will include, among others: background documents on the national context, documents prepared by international partners during the period under review and documents prepared by UN system agencies; programme plans and frameworks; progress reports; monitoring self-assessments such as the yearly UNDP Results Oriented Annual Reports (ROARS); and evaluations conducted by the country office and partners.

In line with UNDP's gender mainstreaming strategy, the ICPE will examine the level of gender mainstreaming across all of UNDP Nigeria programmes and operations. Gender disaggregated data will be collected, where available, and assessed against its programme outcomes. The evaluation will analyse the extent to which UNDP support was designed to and did contribute to gender equality and will consider the gender marker<sup>36</sup> and the gender results effectiveness scale (GRES). The GRES, developed by IEO, classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive, gender transformative (see Figure 2 below). In addition, gender-related questions will be incorporated in the data collection methods and tools, such as the pre-mission questionnaire and interview questionnaire, and reporting.

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<sup>36</sup> A corporate tool to sensitize programme managers in advancing GEWE by assigning ratings to projects during their design phase to indicate the level of expected contribution to GEWE. It can also be used to track planned programme expenditures on GEWE (not actual expenditures).

**Figure 2: IEO's Gender Results Effectiveness Scale**



**Validation:** The evaluation will triangulate information collected from different sources and/or by different methods to enhance the validity of findings.

**Stakeholder involvement:** A participatory and transparent process will be followed to engage with multiple stakeholders at all stages of the evaluation process. During the initial phase a stakeholder analysis will be conducted to identify all relevant UNDP partners, including those that may have not worked with UNDP but play a key role in the outcomes to which UNDP contributes. This stakeholder analysis will serve to identify key informants for interviews during the main data collection phase of the evaluation, and to examine any potential partnerships that could further improve UNDP's contribution to the country.

**ICPE rating system:** Based on the rating system piloted by IEO under its Independent Country Programme Review (ICPR) model and the lessons learned from its application, IEO is currently developing a rating system for ICPEs which will be applied on a pilot basis to the ICPEs in 2021. Ratings will be applied to Outputs and Outcomes, but with slight modification.

## 6. Management Arrangements

**Independent Evaluation Office of UNDP:** The IEO Lead Evaluator will lead the evaluation and coordinate the evaluation team. The IEO will cover all costs directly related to the conduct of the ICPE.

**UNDP Country Office in Nigeria:** The Country Office will support the evaluation team to liaise with key partners and other stakeholders, make available to the team all necessary information regarding UNDP's programmes, projects and activities in the country, and provide factual verifications of the draft report on a timely basis. The country office will provide support in kind (e.g. scheduling of interviews with project staff, stakeholders and beneficiaries, etc). To ensure the anonymity of interviewees, the country Office staff will not participate in the stakeholder interviews. The country office and IEO will jointly organize the final stakeholder debriefing, ensuring participation of key government counterparts, through a videoconference, where findings, conclusions and recommendations of the evaluation will be presented. Once a final draft report has been prepared, the country office will prepare a management response to the evaluation recommendations, in consultation with RBA. It will support the use and dissemination of the final ICPE report at the country level.

**UNDP Regional Bureau for Africa:** The UNDP Regional Bureau for Africa will support the evaluation through information sharing and will also participate in the final stakeholder debriefing. Once the evaluation has

been completed, RBA is also responsible for monitoring the status and progress of the country office's implementation of the evaluation recommendations, as defined in its management response.

**Evaluation Team:** The IEO will constitute an evaluation team to undertake the ICPE. The IEO team will include the following members:

- **Lead Evaluator (LE):** IEO staff member with overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, preparing/finalizing the final report; and organizing the stakeholder debrief, as appropriate, with the country office.
- **Consultants:** external consultants will be recruited to collect data and help to assess relevant outcome areas, paying attention to gender equality and women's empowerment. Under the guidance of the LE, they will conduct preliminary desk review, develop a data collection plan, prepare outcome analysis papers, conduct data collection, prepare sections of the report, and contribute to reviewing the final ICPE report.
- **Research Assistant:** a research assistant based in the IEO will provide background research and will support the portfolio analysis.

## 7. Evaluation Process

The ICPE will be conducted according to the approved IEO process in the Charter of the Independent Evaluation Office of UNDP. There are five key phases to the evaluation process, as summarized below, which constitute the framework for conducting the evaluation.

**Phase 1: Preparatory work.** Following the initial consultation with the country office, the IEO prepares the ToR and the evaluation design, including an overall evaluation matrix with specific evaluation questions. Once the TOR is approved, additional evaluation team members, comprising international and/or national development professionals with relevant skills and expertise will be recruited if needed. The IEO, with the support of the country office, collects all relevant data and documentation for the evaluation.

**Phase 2: Desk review and analysis.** Evaluation team members will conduct desk review of reference material, identifying preliminary lines of inquiry which will be reviewed through a pre-mission questionnaire administered with the country office. Based on this, detailed questions and issues that require validation during the primary data collection phase will be identified.

**Phase 3: Data collection.** The evaluation team will conduct primary data/information collection through remote interviews with key stakeholders. At the end of the data collection phase, the evaluation team will hold a debriefing presentation of the key preliminary findings to the country office. After the debriefing, all additional data gaps and areas of further analysis should be identified for follow-ups.

**Phase 4: Analysis, report writing, quality review and debrief.** Based on the analysis of data collected and triangulated, the LE will undertake a synthesis process and draft the ICPE report. The first draft of the report will be subject to internal (IEO) and external peer review. It will then be circulated to the country office and the UNDP Regional Bureau for Africa for comments and corrections. The second draft, which takes into account any factual corrections, will be shared with national stakeholders for further comments. Any necessary additional corrections will be made, and the country office will prepare the management response to the ICPE, under the overall oversight of the Regional Bureau for Africa. The report will then be shared at a final debriefing (via videoconference) where the results of the evaluation are presented to key national stakeholders. Ways forward will be discussed with a view to creating greater ownership by national stakeholders in taking forward the recommendations and strengthening national accountability of UNDP. Considering the discussion at the stakeholder event, the final evaluation report will be produced.

**Phase 5: Publication and dissemination.** The ICPE report, including the management response, and evaluation brief will be widely distributed in hard and electronic versions. The evaluation report will be

made available to UNDP Executive Board at the time of the approval of a new CPD. It will be distributed by the IEO within UNDP and to the evaluation units of other international organisations, evaluation societies/networks and research institutions in the region. The country office will disseminate the report to stakeholders in the country. The report and the management response will be published on the UNDP website and the Evaluation Resource Centre (ERC). The Regional Bureau for Africa will be responsible for monitoring and overseeing the implementation of follow-up actions in the ERC.

## 8. Timeframe for the ICPE process

The timeframe and responsibilities for the evaluation process are tentatively as follows:<sup>37</sup>

<b>Table 3: Timeframe for the ICPE process</b>		
<b>Activity</b>	<b>Responsible party</b>	<b>Proposed timeframe</b>
<b>Phase 1: Preparatory work</b>		
TOR preparation and approval	LE	Mar-April 2021
Recruitment of external evaluation team members	LE	May 2021
<b>Phase 2: Desk analysis</b>		
Preliminary analysis of available data and context analysis	All team members	May 2021
<b>Phase 3: Data collection</b>		
Data collection	All team members	July-Aug 2021
<b>Phase 4: Analysis, report writing, quality review and debrief</b>		
Analysis and Synthesis	All team members	Sept 2021
Consolidation of zero draft report and clearance by IEO (following external peer review)	LE	Oct-Nov 2021
First draft for Country Office (CO) and Regional Bureau (RB) review	CO/RB	Dec 2021
Second draft shared with the government	CO/GOV	Dec 2021
Draft management response	CO/RB	Dec 2021
Final debriefing with national stakeholders	CO/IEO	Jan-Feb 2022
<b>Phase 5: Production and Follow-up</b>		
Editing and formatting	LE	Feb-Mar 2022
Final report and evaluation brief	LE	March 2022
Dissemination of the final report	IEO/CO	Apr 2022
Presentation to the Executive Board	IEO	Apr 2022

<sup>37</sup> The new CPD submission date to the Executive Board is not yet known.