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Office

United Nations Development Programme

INDEPENDENT COUNTRY PROGRAMME EVALUATION NIGERIA



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FOREWORD

I am pleased to present the Independent Country Programme Evaluation (ICPE) of UNDP in Nigeria. The Independent Evaluation Office of UNDP conducted the ICPE in 2021, and it covers the country programme of cooperation between the Government of Nigeria and UNDP for the period 2018-2022.

Nigeria is Africa's largest economy and most populous country. It continues to be a regional power and is important for Africa's growth and integration into the global economy. Nigeria is a middle-income country with high human capital. It is a diverse country with many assets but is also facing complex political, socioeconomic, environmental and security challenges. The COVID-19 pandemic has led Nigeria into its deepest recession of the past two decades, exacerbating the already high socioeconomic challenges, which is expected to set back progress towards the achievement of the Sustainable Development Goals. Nigeria faces localized security challenges in multiple regions, including inter-ethnic and religious conflict and other militant activities, leading to increased humanitarian needs, especially in the northern States.

The UNDP country programme supports the Federal Government of Nigeria in meeting its national development goals through the provision of policy advocacy and capacity development in the areas of governance and peacebuilding, inclusive growth and environmental sustainability.

The evaluation found that the overall effectiveness of UNDP was mixed. UNDP is a key partner of the Government in peacebuilding and conflict prevention. UNDP stabilization programmes in the northeast and north-central regions contributed to the immediate objective of stabilization, but were overall short-term and fragmented, with limited linkages to the broader national peace architecture. In governance, UNDP has had limited engagement in recent years, especially in core governance areas which, as drivers of the conflict in Nigeria, should be strengthened. In inclusive growth, UNDP contributed to the integration of SDGs into national development plans, as well as skills development and employment support of vulnerable groups. However, the portfolio was small relative to its ambition and the priorities to which it sought to contribute. Under the environment programme, UNDP-supported projects have made positive contributions to environment and climate change management by setting the stage for solar energy uptake, phase-out of ozone-depleting substances and the use of energy efficient cook-stoves. However, the impact of UNDP climate mitigation, resilience and biodiversity conservation interventions was constrained by a combination of ongoing policy barriers, lack of self-financing options, and the limited geographic scope of interventions.

The UNDP programme adapted swiftly to the COVID-19 pandemic and UNDP played a leading role in the conceptualization and establishment of the One-UN COVID-19 Basket Fund, which proved to be an effective mechanism for providing integrated support to the national response plan.

The evaluation presented a set of recommendations for UNDP to consider, and UNDP management has provided its response to these recommendations in this report.

I would like to thank the Government of Nigeria, the UNDP country office in Abuja, and the other stakeholders for their insights to the evaluation. I hope this report will be of use to UNDP, the Government and other national stakeholders in prompting decisions on how UNDP may further enhance its contribution to sustainable human development in Nigeria.



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ACRONYMS AND ABBREVIATIONS

CJTF	Civilian Joint Task Force
COVID-19	Coronavirus Disease 2019
CPD	Country Programme Document
CPI	Corruption Perception Index
CRM	Case Response Management
CSO	Civil society organization
DIM	Direct Implementation Modality
ECOWAS	Economic Community of West African States
ERGP	Economic Recovery and Growth Plan
EWERS	Early Warning Early Response Systems
FAO	Food and Agriculture Organization
FCT	Federal Capital Territory
GBV	Gender-based violence
GDP	Gross domestic product
GEF	Global Environment Facility
GEWE	Gender equality and women's empowerment
GHG	Greenhouse gas
GPS	Governance, Peace and Security
HCFC	Hydrochlorofluorocarbons
HDI	Human Development Index
HDPN	Humanitarian-development-peace nexus
ICPE	Independent Country Programme Evaluation
IOM	International Organization for Migration
LCB	Lake Chad Basin
LGA	Local Government Area
LSESP	Lagos State Employability Support Programme
LSETF	Lagos State Employment Trust Fund
M&E	Monitoring and evaluation
MSME	Micro, small and medium enterprises
MWASD	Ministry of Women's Affairs and Social Development
NBS	National Bureau of Statistics
NCDC	National Center for Disease Control

NDC	Nationally Determined Contribution
NHRC	National Human Rights Commission
NIM	National Implementation Modality
NJFP	Nigeria Jubilee Fellows Programme
NSAG	Non-state armed group
OHCHR	Office of the High Commissioner for Human Rights
OSSAP	Office of Senior Special Assistant to the President on SDGs
PCB	Polychlorinated Biphenyl
ROAR	Results-oriented annual report
RSF	Regional Stabilization Facility
RSS	Regional Strategy for Stabilization, Recovery and Resilience
SDGs	Sustainable Development Goals
TVET	Technical and Vocational Education and Training
UNDP	United Nation Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
VCT	Vocational Training Centre
VSLA	Village savings and loan association
WHO	World Health Organization

Evaluation Brief: Nigeria

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an Independent Country Programme Evaluation of UNDP Nigeria in 2021. The purpose of the evaluation is to inform the development of the next UNDP country programme and strengthen accountability to national stakeholders and the UNDP Executive Board.

The COVID-19 pandemic has led Nigeria into its deepest recession of the past two decades, exacerbating the already high socioeconomic challenges and is expected to set back progress towards the achievement of the Sustainable Development Goals. As Africa's largest economy and most populous country, Nigeria continues to be a regional power and is important for Africa's growth and integration into the global economy. Nigeria is a middle-income country with high human capital. It is a diverse country with many assets - including abundant natural resources, a young population, a vibrant private sector, a large domestic market and growing digital transformation - but also faces complex interwoven political, socioeconomic and security challenges. Nigeria faces multiple localized security challenges, including Boko Haram insurgency, leading to increased humanitarian needs, especially in the northern States. The country is also one of the most environmentally stressed countries in the world, with many challenges linked to climate change, inadequate and inappropriate energy distribution and use, pollution and poor waste management and unsustainable natural resource management.

UNDP has been present in Nigeria since the 1960s. The UNDP programme 2018-2022 has provided policy advocacy and capacity development support for meeting development goals enshrined in the national long- and medium-term development agenda in the areas of governance and peacebuilding, inclusive economic growth and environmental and energy.

Findings and Conclusions

The evaluation concluded that UNDP is a well-known and respected partner of the Government and development actors in Nigeria and its programming has been responsive to Nigeria's priority issues.

The evaluation noted that UNDP is a key partner of the Government in peacebuilding and conflict prevention. UNDP early recovery and stabilization programmes in the north-east and north-central regions contributed to the immediate objective of stabilization, but overall were short-term and fragmented with limited linkages to the broader national peace architecture. In terms of governance, UNDP had limited engagement in recent years, especially in core governance areas which, as the drivers of conflict in Nigeria, should be strengthened. In the area of inclusive economic growth, UNDP contributed to the integration of the Sustainable Development Goals into national development plans, as well as skills development and employment support for vulnerable groups. However, the portfolio was small relative to its ambition and the priorities to which it sought to contribute. Under the environment programme, some UNDP-supported projects have made positive contributions to environment and climate change management by setting the stage for solar energy uptake, the phase-out of ozone-depleting substances and use of energy efficient cook-stoves. But the impact of UNDP climate mitigation, resilience and biodiversity conservation interventions was constrained by a combination of ongoing policy barriers, lack of self-financing options and the limited geographic scope of interventions. Factors that affected UNDP performance included declining resources (UNDP, donor and national) for development activities, limited strategic partnerships and the inadequate monitoring and evaluation of interventions.

In terms of gender equality and women's empowerment, the evaluation noted that, beyond the Spotlight Initiative which has helped to create awareness, sensitization and a multisectoral response to gender-based violence, the country programme's focus on gender mainstreaming was limited to targeting women as beneficiaries. The internal UNDP business environment for gender equality was also still in development.

The UNDP programme adapted swiftly to the COVID-19 pandemic and played a leading role in the conceptualization and establishment of the One-UN COVID-19 Basket Fund, which proved to be an effective mechanism for providing integrated support to the national response plan.

Recommendations

Recommendation 1. UNDP should adopt a balanced mix of upstream and downstream interventions in the next country programme. UNDP has a unique role, through its broad portfolio, cross-cutting experiences and extensive partnership with Government, to examine and support policy analysis and implementation. UNDP should invest in a strategic review to reassess its positioning and programmatic offer, particularly in the governance and inclusive growth areas.

Recommendation 2. The importance of addressing institutional capacity to ensure a peaceful transition from fragility and conflict to a stronger social contract and economic growth cannot be overstated. UNDP is well positioned to enhance the effectiveness of its stabilization programmes and ensure linkages with medium-and long-term interventions.

Recommendation 3. In the inclusive growth portfolio, UNDP should strengthen its role as an enabler of public-private partnerships, considering the size of the private sector in the economic development of Nigeria. This requires well-articulated strategies.

Recommendation 4. UNDP needs to capitalize on those initiatives it has supported that have the broadest reach and impact in terms of climate change mitigation and community empowerment. In particular, these include renewable energy uptake and the reduction of deforestation. However, both of these have been constrained by a lack of policy support and political commitment. UNDP should map out the policies that would encourage the development of mini-grids in areas not well served by the current grid, to scale up the use of solar technology and development of community woodlots in State-owned forests, and reduce the rate of deforestation. Within the UNDP programme, both initiatives seem to have the most potential to reduce greenhouse gas emissions in Nigeria.

Recommendation 5. To ensure the sustainability prospects of capacity-development interventions at community and institutional levels, particularly in the environment and peacebuilding and conflict prevention programmes, UNDP should strengthen strategic linkages with relevant federal and state ministries to ensure adequate budgetary provisions to sustain results at the end of programme implementation.

Recommendation 6. Systematic and coherent guidance is required to adequately mainstream gender concerns into UNDP programmes and contribute to gender-responsive and gender-transformative changes. UNDP should prioritize substantive gender mainstreaming in the next country programme, including specific standalone initiatives to advance women's empowerment. As the primary partner of Government for national development planning, and in collaboration with United Nations partners, UNDP should advocate for the adequate integration of a gender dimension (including women's political participation) and rights-based approaches into existing policies and strategies at federal and state levels.

CHAPTER 1

BACKGROUND AND INTRODUCTION



The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an evaluation of the UNDP Nigeria country programme for 2018-2022. UNDP has been a development partner of Nigeria since the country's independence in 1960, providing policy advocacy and capacity development support to meet the development goals enshrined in the national long- and medium-term development agendas. Cooperation is shaped by multi-year programming frameworks under the UNDP country programme cooperation framework. The current UNDP country programme supports the Federal Government of Nigeria in the thematic areas of governance and peacebuilding, inclusive growth, and environmental sustainability.

This chapter presents the purpose, objectives, scope and methods of the evaluation. It also presents an overview of the country programme, and lays out the key human development challenges facing the country to contextualize the assessment of UNDP performance.

1.1 Purpose, objectives and scope of the evaluation

The purpose of the Independent Country Programme Evaluation (ICPE) is twofold: to inform the formulation of the next country programme; and to strengthen the accountability of UNDP to national stakeholders and the UNDP Executive Board.

The specific objectives are to capture and demonstrate evaluative evidence of UNDP contributions to development results at the country level, as well as the effectiveness of the UNDP programme strategy and responsiveness to Coronavirus Disease 2019 (COVID-19). The evaluation also aims to identify the factors affecting the performance of UNDP.

This ICPE covers the current UNDP programme for 2018-2022, although some of the projects reviewed may have been initiated before this period. It assessed all four outcome areas outlined in the Country Programme Document (CPD).¹ The assessment covers all UNDP interventions at federal, state and local levels, funded by all funding sources including government, private sector, vertical funds, UNDP resources and other donors.

1.2 Evaluation approach and methods

The ICPE follows the IEO methodology as described in the terms of reference (see Annex 1). It assessed the UNDP contribution to national development results with regard to four key evaluation questions (Box 1). Data collection included a desk review of existing country programme documents, key informant interviews with programme managers and other stakeholders, and focus group discussions with community beneficiaries.

BOX 1. Evaluation questions

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?
 4. What factors contributed to or hindered UNDP performance and the sustainability of results?
-

¹ The outcome areas are: governance, peace and security; inclusive growth; and environmental sustainability and resilience. Country Programme Document for Nigeria 2018-2022.

The desk review explored the scope and scale of the UNDP country programme and progress towards planned results. It covered background documents on the national context, country programme strategic documents, workplans, progress reports, monitoring self-assessments such as the UNDP results-oriented annual reports (ROARs) and evaluations conducted by the country office.² The list of documents consulted can be found in Annex 4.

Key informant interviews were conducted (remotely, given the COVID-19 pandemic) with about 130 persons at national and subnational level, including government implementing partners, donors, civil society partners, private sector partners, UNDP and other United Nations agency staff. In addition, focus group discussions were held with 71 community beneficiaries of UNDP-supported interventions. The aim of the interviews and focus group discussions was to understand the views of different stakeholders on the role and contributions of UNDP in the national development agenda, as well as the relevance, effectiveness and sustainability of the results to which UNDP contributes. The list of persons consulted is found in Annex 3.

The effectiveness of the UNDP country programme was analysed through an assessment of progress made towards expected outputs, and the extent to which these outputs contributed to intended outcomes. To better understand UNDP performance and the sustainability of the results, the ICPE examined the specific factors that have influenced the country programme, both positively and negatively. The UNDP capacity to adapt to the changing context and respond to national development needs and priorities was also considered. In line with the UNDP gender mainstreaming strategy, the evaluation examined the level of gender mainstreaming across the country programme and operations.

The evaluation reviewed all the active projects under the country programme at the time, totalling 58 (Annex 5).³

The evaluation used the IEO rating system to score the performance of the country programme against the Organization for Economic Cooperation and Development evaluation criteria of relevance, coherence, efficiency, effectiveness and sustainability.⁴ The rating was first computed for each output and then aggregated to arrive at the outcome-level performance score for the country programme.

The evaluation process and team were guided by the United Nations Evaluation Group Norms and Standards for Evaluation, and Ethical Guidelines for Evaluation.⁵ The evaluation team acted with independence, impartiality and maintained transparency and confidentiality.

1.3 Evaluation limitations

Due to the COVID-19 pandemic, the evaluation interviews were conducted remotely. Several key informants were not reached, including senior government officials (highlighted in respective sections), and related interventions were assessed based on a review of available project documentation. These were generally not readily retrievable or were of limited utility due to a focus on activity reporting. The few evaluations

² The country programme evaluation plan for 2018-2022 included 16 evaluations (including seven GEF project evaluations and the United Nations Sustainable Development Partnership Framework evaluation). Seven had been conducted by end 2021; five of which are GEF evaluations. Three evaluation reports were subject to the IEO quality assurance system, with one rated as moderately satisfactory, and the other two moderately unsatisfactory.

³ This number changed during the evaluation as some projects closed or new ones were approved.

⁴ The IEO rating system uses a four-point scale: 4 = Satisfactory/Achieved, 3 = Moderately satisfactory/Mostly achieved, 2 = Moderately unsatisfactory/Partially achieved, and 1 = Unsatisfactory/Not achieved.

⁵ See: <http://www.unevaluation.org/document/library?categoryId=40>.

conducted under the country programme were at project level, and evidence on progress towards outcomes was not available. Some project evaluations and the 2020 country programme midterm review, as well as existing IEO documentation, helped to bridge information gaps to some extent.⁶

1.4 National development context

This section summarizes the external context within which the country programme was implemented, highlighting changes in the last decade.

Nigeria has played a leadership role in Africa since the 1960s, uniting and galvanizing the continent in the lead up to the creation of the African Union in 1963 (formally the Organization of African Unity) and the Economic Community of West African States (ECOWAS) in 1975. As Africa's largest economy (26th in the world), and most populous country with an estimated 206 million people, Nigeria continues to be a regional power and important for Africa's growth and integration into the global economy.⁷ It is a diverse country with many assets, including abundant natural resources,⁸ a young population,⁹ a vibrant private sector, large domestic market and growing digital transformation, but it faces complex interwoven political, socioeconomic and security challenges from its colonial legacy and subsequent sociopolitical instability.

Home to over 250 ethnic groups, Nigeria's ethnic, religious and regional diversity and plurality, as well as economic grievances, have been identified as key determinants of its electoral democracy and conflict dynamics. Nigeria is a federal State.¹⁰ The economy is dependent on oil, and was recovering from a 2016 recession when COVID-19 hit with a further impact on the price of oil, which generates about two-thirds of government revenue. COVID-19 cases and deaths have been relatively low in Nigeria (214,113 cases and 2,976 deaths as of 30 November 2021), but the socioeconomic impact was significant.¹¹ Lockdowns disrupted the country's trade and financial sectors, causing job losses in the formal and informal markets. The Federal Government introduced policy measures to mitigate the impact, but it is expected that the pandemic will set back progress towards the achievement of the Sustainable Development Goals (SDGs), which is lagging, with major challenges to achieving 13 of the 17 SDG goals by 2030.¹²

Political and governance context. Systemic challenges such as maintaining law and order, combined with weaknesses in the judiciary, access to justice and legislative oversight, continue to limit opportunities for full transformation of governance in Nigeria. Mass protests in 2020 against police brutality and poor governance were a manifestation of governance deficits. At the grassroots, civil society could be a strong, influential and credible source of pressure for reform, but its capacity to facilitate communication between citizens and policymakers is weakened by poor internal governance and shrinking space for engagement.¹³ Since the re-emergence of democratic rule in 1999, Nigeria has achieved some success in democratic governance, conducting five general elections (2003, 2007, 2011, 2015 and 2019). Despite this progress, Nigeria's Vision 20:2020 recognized the country's challenges in conducting free and fair elections.

⁶ UNDP Nigeria was a country case study in the Evaluation of UNDP Development Cooperation with Middle-income Countries in 2020.

⁷ World Bank: <https://data.worldbank.org/indicator/SP.POP.TOTL?locations=NG>. 2020.

⁸ Nigeria is the largest oil and gas producer in Africa and has large deposits of other resources.

⁹ 74 percent of the population is 35 years old and below (National Youth Survey 2020, Ministry of Youth and Sports Development and National Bureau Statistics).

¹⁰ The country is comprised of 36 states, the FCT, and 774 LGAs.

¹¹ National Center for Disease Control: <https://covid19.ncdc.gov.ng>.

¹² These policy measures include a fiscal stimulus package, humanitarian and social support to poor and vulnerable populations, support to MSMEs, and healthcare loans.

¹³ Mathew T. Page (2021) Fake Civil Society: The Rise of Pro-Government NGOs in Nigeria. Carnegie Endowment for International Peace, Working Paper. Temitope O. Songonuga (2015) Civil Society in Nigeria: Reasons for Ineffectiveness.

Vision 20:2020 also recognized Nigeria's challenges in ensuring public accountability and transparency, and its low ranking on the global Corruption Perception Index (CPI). The general causes of corruption identified in the Strategy include inadequate fiscal and financial transparency in the public sector and deep-rooted socioeconomic dimensions including over-centralized control of activities at the federal level. Despite recent government efforts to reduce corruption, Nigeria's CPI score remained low between 2012 and 2020 (27 and 25 respectively).¹⁴

Low institutional capacity for efficient and effective public service delivery remains a challenge for good governance. Nigeria's heavy federal system is further complicated by ambiguities regarding the responsibilities of local and central actors. States and local governments are assigned primary responsibility for the delivery of basic services, but have limited fiscal autonomy, with revenue collection and allocation mostly centralized.

Poor governance has been identified as one of the main obstacles to sustainable development in Nigeria. Leveraging new and existing platforms, including digital, to promote public accountability, transparency, justice and equity can aid in restoring public trust and social cohesion.

Security situation. Nigeria is facing multiple security challenges and the Government's strategy for security and conflict management, involving special police units, the military and judicial panels, has had limited results in preventing conflict. In the north-east, the Boko Haram insurgency and interethnic and religious conflict have posed a security threat since 2009, resulting in large-scale displacement affecting nearly 15 million people, and setting back an already lagging region by disrupting public services, infrastructure and economic activity.¹⁵ In the north-central geopolitical zone (Middle Belt), conflict has historically been characterized by ethno-religious strife involving pastoralists, herdsmen and indigenous farming populations, compounded by criminal activity and climate risks and inadequate land and natural resources in some areas. COVID-19 has exacerbated the humanitarian needs of affected communities in northern Nigeria as the conflict continues to deteriorate and humanitarian access is limited.¹⁶ Food security in these areas continued to deteriorate and the United Nations issued its highest-level food emergency alert for Nigeria in 2021.¹⁷

In the southern zone, longstanding grievances and the activities of militants in the Niger Delta have posed a security threat. Nigeria's oil wealth is in this area, characterized by ecological degradation, high rates of youth unemployment and inequality between the local population and oil company employees.¹⁸ In the south-east, agitation for secession have intensified and become a security concern.

Socioeconomic development. Nigeria is a middle-income country with expanding manufacturing and service sectors. Agriculture remains one of the largest sectors in the economy, contributing 24 percent of gross domestic product (GDP) in 2020,¹⁹ and employs more than two-thirds of the labour force. In recent decades, Nigeria's economic growth has been driven mainly by oil prices. In 2020, the COVID-19 pandemic and resulting drop in global oil prices and shutdown of economic activity led to Nigeria's deepest recession in two decades, exacerbating the already grave socioeconomic challenges. The national poverty rate is expected to rise to 45 percent in 2022, from 40 percent in 2019 (83 million people lived below the national

¹⁴ The CPI uses a scale of zero (highly corrupt) to 100 (very clean). <https://www.transparency.org/en/cpi/2018/index/dnk>.

¹⁵ United Nations Sustainable Development Partnership Framework (2018-2022). Across the six States of the north-east, infrastructure damage has been quantified at \$9.2 billion, and accumulated output losses at \$8.3 billion. See: World Bank (2019) Jumpstarting Inclusive Growth: Unlocking the Productive Potential of Nigeria's People and Resource Endowments, Nigeria Economic Update.

¹⁶ USAID (2021) Nigeria Complex Emergency, Fact Sheet No. 4.

¹⁷ Ibid.

¹⁸ NBS and World Bank (2018) Conflict and Violence in Nigeria, Results from the North East, North Central, and South-South zones.

¹⁹ World Bank data: <https://data.worldbank.org/indicator/NV.AGR.TOTL.ZS?locations=NG>.

poverty line of 137,430 Naira or about US\$ 380 per year).²⁰ Poverty rates reveal significant geographical disparities, with 52 percent poverty in rural areas against 18 percent in urban, and States in the north the most affected with rates ranging from 72 to 88 percent.²¹ As the economy contracted with the COVID-19 pandemic, poverty rates increased. During the eight-week lockdown, estimates indicate the national poverty rate increased by 9 percent. The COVID-19 crisis is forecast to drive an additional 10.9 million Nigerians into poverty by 2022.²²

The unemployment rate increased by 58 percent over the last decade, from 21.1 in 2010 to 33.3 percent in the fourth quarter of 2020, with youth unemployment higher at 42.5 percent.²³ Factors underlying high youth unemployment in Nigeria include the lack of opportunities and the mismatch of job seekers' skills with market needs,²⁴ reflecting the importance of skills development as a strategy to promote employment and entrepreneurship.²⁵

Nigeria is rated a low human development country, ranking 161 out of 189 countries in the Human Development Index (HDI) in 2020. The country improved its HDI value by 12 percent between 2010 and 2020 (from 0.482 to 0.539).²⁶ Human development is deeply affected by social inequalities, and Nigeria lost 35.4 percent of its HDI value in 2020 due to inequality (inequality adjusted HDI was 0.348).

Economic diversification remains a challenge. In 2020, the oil sector accounted for over 80 percent of exports and half of government revenue, underlining the high dependence on oil.²⁷ Foreign direct investment collapsed between 2011 and 2019, falling by 74 percent, indicating challenges in attracting investment and building a competitive economy.²⁸ Foreign and domestic investors pointed to corruption as a significant barrier to doing business in Nigeria.²⁹ The high cost of doing business is a detriment to the private sector and private sector-led growth. Nigeria has a large and vibrant private sector which is dominated by informal micro, small and medium enterprises (MSMEs), accounting for 53 percent of the total labour force and 65 percent of GDP.³⁰

Nigeria's economic outlook for 2021 is highly uncertain, with the modest projected recovery threatened by volatility in the oil sector.³¹ Uncertainty posed by the evolving COVID-19 context also contributed to exacerbated economic uncertainty as Nigeria's vaccination rate remains low (estimated at 2.8 percent as of December 2021).³² Overall, with insufficient vaccine access, Nigeria is estimated to experience a relatively high annual GDP loss for middle and low income countries.³³ Nigeria needs to advance structural transformation with diversification, and unlock private investment and job creation.³⁴

²⁰ World Bank (2021) Using data to combat the ongoing crisis, and the next, in Nigeria. <https://blogs.worldbank.org/opendata/using-data-combat-ongoing-crisis-and-next-nigeria>.

²¹ NBS (2020). 2019 Poverty and Inequality in Nigeria: Executive Summary. <https://nigerianstat.gov.ng/elibrary/read/1092>.

²² UNDP Nigeria Brief #5.

²³ NBS (2021) National Manpower Stock and Employment Generation Survey; Labor Force Statistics: Unemployment and Underemployment Report.

²⁴ Stears Business (2021) Nigeria's youth unemployment problem. <https://www.stearsng.com/article/nigerias-youth-unemployment-problem>.

²⁵ National data indicates a higher unemployment rate exacerbated by the COVID-19 pandemic (unemployment rate increased from 27 percent in Q2 to 33 percent in Q4 2020). See NBS and UNDP (2021) The impact of COVID-19 on business enterprises in Nigeria.

²⁶ UNDP (2020) Human Development Report.

²⁷ <https://www.worldbank.org/en/country/nigeria/overview#1>.

²⁸ World Development Indicators, 2021. Foreign direct investment, net inflows (BoP, current US\$) was 8,841 billion in 2011 and 2,305 billion in 2019.

²⁹ US Department of State (2021) Investment Climate Statements: Nigeria. <https://www.state.gov/reports/2021-investment-climate-statements/nigeria>.

³⁰ Nigeria, Voluntary National Review on Sustainable Development Goals. 2020.

³¹ Ibid.

³² Reuters. Nigeria: the latest coronavirus counts, charts and maps. <https://graphics.reuters.com/world-coronavirus-tracker-and-maps/countries-and-territories/nigeria>.

³³ UNDP Nigeria (2021) The COVID-19 Pandemic in Nigeria: Socioeconomic Implications of Delayed Access to Vaccines. Brief No. 5.

³⁴ World Bank (2020) Country Partnership Framework for the Federal Republic of Nigeria for the Period 2021-2025.

Gender equality and women's empowerment. Nigeria's Constitution prohibits discrimination based on sex and other characteristics, but these provisions are of limited scope and some national laws contain discriminatory articles which affect women negatively.³⁵ Attempts to harmonize legislation and eliminate discrimination have failed (most recently in 2017 when the National Assembly rejected the Gender and Equal Opportunities Bill³⁶) due to inconsistencies arising from the co-existence of three legal systems (common, customary and religious laws).

Nigeria ranks 139 of 156 countries in the 2021 Global Gender Gap Index, with a score of 0.627.³⁷ Of the four pillars of the Gender Gap Index (health, education, economy and politics), Nigeria scores lowest on the political component (149 of 155 countries with a score of 0.047). In 2021, fewer than 6 percent of seats in Parliament were held by women, far below the 35 percent target in the National Gender Policy and 30 percent in the Beijing Declaration and Platform for Action. Women's low political participation is attributed to structural barriers such as inadequate inclusion of women and girls' perspectives in policy making, discriminatory culture and norms which do not encourage women to pursue political and economic empowerment, and capacity gaps, particularly financial backing to run successful political campaigns.

Women are underrepresented in the labour market (48 percent of women compared to 58 percent of men) and concentrated in low-paid insecure jobs (85 percent of women, compared to 70 percent of men). Women's economic empowerment is hindered by limited access to credit and gender gaps in access to information and technologies. Almost 47 percent of women in Nigeria are illiterate, as families prefer to send male children to school.³⁸ Of the 10.5 million out-of-school children in Nigeria, two-thirds are girls.

Environment and energy. Nigeria is one of the most environmentally-stressed countries in the world, with many challenges linked to climate change, inadequate and inappropriate energy distribution and use, pollution and poor waste management and unsustainable natural resource management.³⁹ Land degradation and pollution are linked to rapid population growth, urbanization, unsustainable agricultural practices and mining.⁴⁰

Oil exploration poses serious challenges for environmental management in Nigeria. Between 5 and 10 percent of Nigeria's mangrove ecosystem (mostly in the Niger Delta) has been destroyed because of oil exploitation and resultant spills.⁴¹ Women are the most affected by environmental degradation.⁴² Challenges associated with climate change are not equal across the country. While northern areas have low precipitation, aridity, drought and desertification, southern areas face frequent flooding and erosion.⁴³

³⁵ For example, the Labour Act curtails women's employment in night-time work (with the exception of nurses and management positions) and dangerous work. The Police Act prevents married women from enlisting, while an unmarried woman who becomes pregnant would be discharged from the police force. Similarly, the Constitution does not permit Nigerian women to confer citizenship to non-Nigerian husbands.

³⁶ The Bill sought to domesticate parts of CEDAW and the African Union Protocol on the Rights of Women. It was reintroduced in the National Assembly in 2019 but has not been deliberated on.

³⁷ The Global Gender Gap Index measures the relative gaps between men and women across four key areas: health, education, economy and politics. The scores range from 0-1, where 0 is parity and 1 is parity.

³⁸ World Bank (2018) <https://data.worldbank.org/indicator/SE.ADT.LITR.FE.ZS?locations=NG>.

³⁹ Climate Scorecard (2019). Nigeria is among the top ten most climate vulnerable countries in the world yet, contributes to GHG emissions, with the oil sector accounting for 95 percent of exports and foreign exchange earnings.

⁴⁰ UNCCD (2018) Nigeria Final report of the Land Degradation Neutrality Target Setting Programme.

⁴¹ Agunobi et al (2014) An Investigation of the Pattern and Environmental Impact of Oil Spillage in Etche Local Government Area of Rivers State, Nigeria, Journal of Natural Sciences Research. <https://ijste.org/Journals/index.php/JNSR/article/view/15051>. Deforestation rates are about 3.7 percent a year, contributing to biodiversity loss (UNDP CPD and the Sustainable Fuelwood Project MTR). The Niger Delta forests are at greatest risk. Deforestation contributes to about 40 percent of Nigeria's GHG emissions; fuelwood extraction is a key factor.

⁴² Gbobo, P. (2020) Women and the environment in Nigeria: The experience of women of the Niger Delta. https://www.researchgate.net/publication/341907399_Women_and_the_environment_in_Nigeria_The_experience_of_women_of_the_Niger_Delta.

⁴³ Haider, H. (2019) Climate change in Nigeria: impacts and responses. https://opendocs.ids.ac.uk/opendocs/bitstream/handle/20.500.12413/14761/675_Climate_Change_in_Nigeria.pdf?sequence=1.

Though Nigeria is endowed with oil, gas, hydro and solar resources, it faces significant challenges in the energy sector. The installed generation capacity is underexploited, leading to low energy supply.⁴⁴ Nigeria has the largest absolute access deficit in sub-Saharan Africa and the second largest in the world.⁴⁵ Limited access to energy has a critical impact on communities, affecting access to decent health care water supply, and damaging the environment due to unsustainable energy practices (use of fuelwood).⁴⁶ In its 2016 Rural Electrification Strategy and Implementation Plan, the Federal Government sought to increase access to electricity to 75 percent and 90 percent of the population by 2020 and 2030 respectively, with at least 10 percent renewable energy by 2025. In 2019, 55 percent of the population had access to electricity, substantially lower than the 2020 target.⁴⁷

1.5 National development planning

Since independence, the Government of Nigeria has implemented a series of development planning frameworks to respond to national development challenges.⁴⁸ In 2021, the National Poverty Reduction with Growth Strategy (NPRGS) 2021-2031 was approved. NPRGS aims to accelerate poverty reduction through economic growth, redistributive (social protection) programmes, industrialization and structural and institutional reforms. This NPRGS was preceded by Vision 20:2020 which sought to position Nigeria among the leading 20 economies in the world by 2020. Nigeria also implements medium-term development plans lasting four to five years, and the current Plan (2021-2025) is anchored in four strategic objectives: (a) establishing a diversified economy; (b) investing in critical infrastructure; (c) building a framework for strengthened security and good governance; and (d) health and education of the population. This was preceded by the Economic Recovery and Growth Plan (ERGP) 2017-2020, which aimed to promote macroeconomic stability and diversify the economy with a particular focus on industry, manufacturing and key services, social inclusion and infrastructure development.

In 2020, Nigeria launched the Economic Sustainability Plan 2020-2021 to address the economic impacts of COVID-19, aiming to stimulate and diversify the economy, retain and create jobs and extend more protections to the poor.

Nigeria is signatory to the African Union Agenda 2063, the long-term strategic framework (2013-2063) for achieving the continent's inclusive and sustainable development goals. It is an active member of the United Nations, particularly in peacekeeping operations, and contributes to bolstering and strengthening the United Nations capacity for preventive diplomacy and post-conflict peacebuilding. Nigeria also plays a major role in conflict resolution and crisis-mediation in Africa under the framework of ECOWAS.

Key bilateral partners of the Government of Nigeria for its SDGs include the World Bank, European Union, United Kingdom, USAID, Germany, Japan and the Islamic Development Bank.

⁴⁴ See <https://www.get-invest.eu/market-information/nigeria/energy-sector>.

⁴⁵ NBS (2020) <https://nigerianstat.gov.ng>.

⁴⁶ UNDP Nigeria. Sustainable energy sources enhance health in rural Nigeria. https://www.ng.undp.org/content/nigeria/en/home/ourwork/environmentandenergy/successstories/sustainable-energy-sources-enhances-health-in-rural-nigeria.html?utm_source=EN&utm_medium=GSR&utm_content=US_UNDP_PaidSearch_Brand_English&utm_campaign=CENTRAL&c_src=CENTRAL&c_src2=GSR&gclid=EAlaIqObChMlos7H2_H-8wIVym1vBB0LcQUmEAMYASAAEgKOG_D_BwE.

⁴⁷ World Bank. Access to electricity (% of population) – Nigeria. <https://data.worldbank.org/indicator/EG.ELC.ACCS.ZS?locations=NG>.

⁴⁸ Ibietan, J and Ikhosuehi, O. (2013) Trends in Development Planning in Nigeria: 1962 to 2012. *Journal of Sustainable Development in Africa* (Volume 15, No.4).

1.6 UNDP programme

UNDP supports Nigeria's development efforts through the implementation of its CPD 2018-2022, which outlines the UNDP contributions towards national development priorities. Prepared in consultation with the Government and its partners, the CPD is aligned with Nigeria's Vision 20:2020, ERGP 2017-2020 and sector strategies and plans such as the Nigeria Peace and Development Framework, the National Priority Programmes on justice sector reforms and good governance, and the Humanitarian Response Plan. It is also aligned with the African Union Agenda 2063 and the United Nations Sustainable Development Partnership Framework 2018-2022.

The UNDP country programme is structured around three pillars: (a) governance, peace and security (GPS); (b) inclusive growth; and (c) environmental sustainability and resilience.

GPS. Building on the UNDP comparative advantage in governance, the GPS portfolio envisaged support to the Government in the development of policies, frameworks and systems for strengthening public accountability and the transparency and capacity of the judiciary, legislative branch and civil society for improved oversight functions and handling of corruption cases. UNDP also planned to support improved access to public services and the promotion of participatory governance by helping to consolidate electoral reforms and strengthening the capacity of electoral management bodies and relevant stakeholders. GPS also had a significant focus on strengthening institutional capacity for conflict prevention and peacebuilding, as well as improved access to livelihood opportunities for communities in hotspot areas.

Inclusive growth. UNDP aimed to contribute to inclusive growth through support to national and state development planning aligned to the SDGs. UNDP also planned to contribute to strengthening national capacity for data collection and analysis. Support to employment creation and social protection was also envisaged in the country programme design.

Environmental sustainability and resilience. This pillar had the overall goal of environmental sustainability, climate resilience and food security. UNDP planned to support inclusive and sustainable solutions to achieve increased energy efficiency and universal modern energy access, implementation of disaster and climate risk management measures at national and subnational levels, and climate change adaptation and mitigation in vulnerable communities.

COVID-19 response and recovery. Set within the overall One United Nations Response Plan, UNDP support to the Government was along four pillars: (a) strengthening national coordination capacity; (b) community mobilization and outreach; (c) socioeconomic recovery and resilience building; and (d) socioeconomic impact analysis.

In the CPD design, **gender equality and women's empowerment** (GEWE) is both a standalone and cross-cutting component to be mainstreamed across the portfolio.

UNDP works in partnership with the Government at federal and state levels, the United Nations system and other development stakeholders. UNDP has existing partnerships with traditional donors, including the European Union, Governments of Germany, Canada, Japan, Norway, Sweden, Netherlands and the United Kingdom, and has been expanding its engagement with the private sector and civil society organizations (CSOs).

Programme resources. The total estimated budget of the country programme at design was \$376 million (Table 2). UNDP regular (core) resources represented \$22 million of this total envelope. As of November 2021, the country office had mobilized 45 percent (\$169.7 million) of the anticipated CPD budget. Total expenditure amounted to \$120.7 million, representing a delivery rate of 71 percent (excluding COVID-19 budget and expenditure).⁴⁹

⁴⁹ The financial analysis will be updated in January 2022.

Of the expected \$22 million in core resources, the country office received \$11.9 million (54 percent). UNDP classified Nigeria as a middle-income country in 2018. The transition of a country from lower- to middle-income status triggers a reduction in allocation of core resources.

Bilateral and multilateral donors are the most important source of funding for the country programme, representing 60 percent of expenditure. This is followed by vertical funds (Global Environment Facility, GEF) which accounted for 11 percent, UNDP core resources at 6 percent and government financing at 5 percent.

The GPS portfolio is the largest programme component with 71 percent of actual budget allocation, followed by the environment programme with 20 percent. The inclusive growth programme is the smallest with 9 percent of total expenditure.

Under the joint United Nations response plan to COVID-19, \$53.3 million was mobilized through a basket fund mechanism with contributions from bilateral and multilateral donors, the private sector and United Nations agencies.

TABLE 1. Country programme budget and expenditure, 2018-2022 (million US\$)

Programme component/outcome	CPD Planned Budget		Actual Budget*		Expenditure* (delivery rate)
	Regular Resources	Other Resources	Regular Resources	Other Resources	
Governance, peace and security: By 2022, governments at all levels apply principles of good governance and rule of law in public service delivery.	6	164.1	4	115.6	87.2 (52%)
Inclusive economic growth: By 2022, Nigeria has inclusive and diversified economic growth driven by science, technology, innovation, investment in infrastructure and job creation.	8.9	90	6.2	9.4	13.2 (8%)
Environmental sustainability and resilience: By 2022, Nigeria achieves environmental sustainability, climate resilience and food security through efficient management of its cultural and natural resources.	7	100	1.7	33	28.8 (17%)
Total	21.9	354.1	11.9	157.4	129.2 (76%)
Grand Total	376		169.7		-
COVID-19	-	-	-	53.3	45.2 (85%)

Source: UNDP Corporate Planning System (Atlas). *Status as of 19 of January 2022

Programme implementation. UNDP partners with the Government of Nigeria at national and subnational levels for implementation of the country programme. The programme is increasingly implemented using direct implementation modality (DIM), with 80 percent of expenditure through DIM. Several stakeholders were in favour of DIM, noting capacity constraints, particularly at subnational level, and the high risks related to procurement and cash management in conflict-affected regions.

CHAPTER 2

FINDINGS



This chapter presents the evaluation findings across the four evaluation questions. The analysis is presented according to the three country programme outcomes: governance, peace and security; inclusive economic growth; and environmental sustainability and resilience.

2.1 Governance, peace and security

CPD Outcome 1. By 2022, governments at all levels apply principles of good governance and rule of law in public service delivery.

Related outputs:

OUTPUT 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.

OUTPUT 1.2. Capacity of human rights institutions expanded to provide equitable access to services.

OUTPUT 1.3. Frameworks and dialogue processes engaged for effective and transparent engagement of civil society in national development.

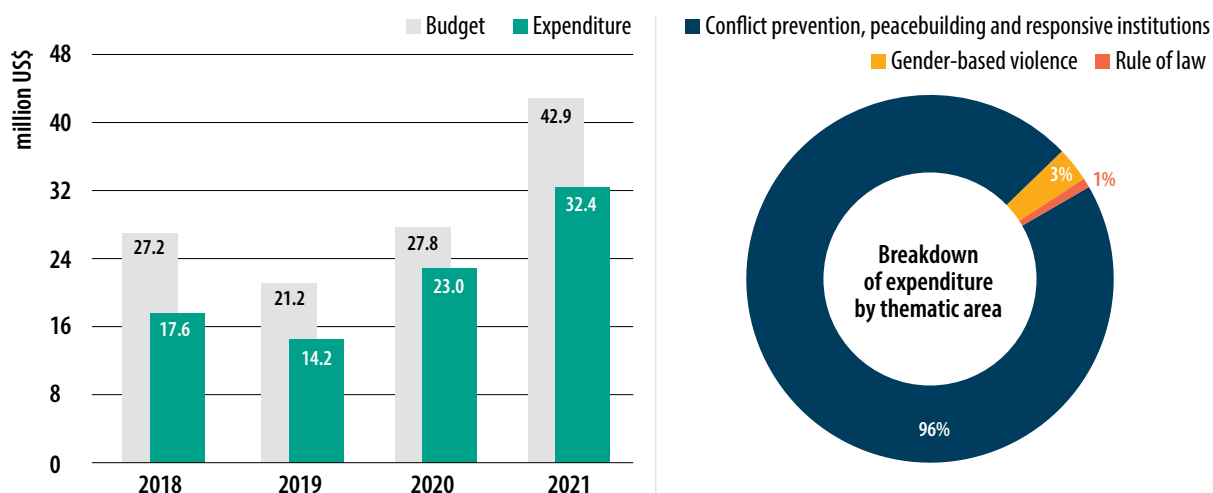
OUTPUT 1.4. Strengthen national capacities for peacebuilding including reduction of small arms violence at national and subnational level.

OUTPUT 1.5. At risk communities in ‘hot spot’ areas, are enabled to access livelihood opportunities, including skills-building, entrepreneurship, and employment opportunities.

The current GPS programme maintained the same overall emphasis as the previous programme, supporting the Government to apply principles of good governance. In the 2014-2017 programme, UNDP pursued a holistic approach, linking governance, conflict prevention and peacebuilding to address governance deficits. However, with the changing security and conflict dynamics in Nigeria since 2013, more resources were mobilized under the current peacebuilding and conflict prevention portfolio, addressing early recovery and stabilization needs in the north-east.

Total expenditure under the portfolio is \$87 million, representing 73 percent of total delivery to date (See Table 2). The projects under this portfolio contribute to five outputs, encompassing two distinct sub-programme components: (a) democratic governance; and (b) peacebuilding and conflict prevention. The peacebuilding portfolio represented about 70 percent of the total CPD budget.

FIGURE 1. Budget and expenditure: GPS portfolio 2018-2021



Source: UNDP Corporate Planning System (Atlas). As of 19 January 2022

2.1.1 Governance

The programme focused support on two main areas: strengthening policies, frameworks and systems to prevent corruption through capacity-building of the judiciary; and strengthening the capacity of the National Assembly and civil society for improved handling of corruption cases, oversight functions and engagement in public awareness-raising. The CPD also referred to capacity-development of parliamentarians on the SDGs and Agenda 2063. UNDP also envisaged support to the consolidation of electoral reform and strengthening the capacity of electoral management bodies, media, political parties and civil society.

Finding 1. With limited engagement in the governance area due to internal and external factors, including challenges in attracting funding, UNDP positioning in this important area for Nigeria was constrained.

UNDP Nigeria has been an active and sustained partner to the Government on core governance areas such as electoral process strengthening and reform, parliamentary support and capacity-development of rule of law, anticorruption and human rights institutions, as demonstrated under the last country programme 2014-17. However, the current programme, as implemented, was small. Key areas such as access to justice, rule of law and public accountability and transparency were incorporated during design stages, but planned elements did not translate into actual projects.⁵⁰

During the review period, UNDP work under this portfolio consisted of small-scale support to the 2019 elections. UNDP provided capacity-building and logistical support to the Independent National Election Commission to oversee transparent electoral processes.⁵¹ UNDP also worked with relevant government institutions and civil society to promote women’s political participation (with no improvement and even a marginal decline in the 2019 elections). A post-mortem conference on women’s political participation

⁵⁰ A rule of law project was listed in the current CPD, primarily aimed at bridging existing gaps in access to justice in north-east Nigeria, caused by violence and conflict. The focus was on immediate access to justice as part of stabilization and early recovery from conflict. However, there were no progress reports or evaluations found. A new project on ‘police reforms’ is currently in initial stages primarily aimed at supporting national police reforms through the development of a roadmap, setting up an inclusive mechanism with all relevant stakeholders, as well as developing and supporting a robust outreach plan prioritizing strategic communications to the public and within the police.

⁵¹ Through the only active project during the CPD cycle: Support to Electoral Integrity and Democratic Empowerment project (2018-2020).

produced a paper, 'Strategy to accelerate increased women's political participation in 2023 general elections and beyond'. Also, the Women's Participation in Elections Support Bill was drafted and passed a second hearing in the National Assembly in 2019, though the current status could not be established.

Interviewees indicated that UNDP has not been able to overcome legacy issues from the previous country programme. Under the 'Democratic Governance for Development Phase II' project (2012-2015), a joint donor basket fund, the relationship between the UNDP country office and programme management unit was inadequately coordinated and managed, resulting in a decision by the programme steering committee to terminate the project prematurely, with consequences for staff, implementing partners and the project mandate. There were also issues of competition and visibility among partners, which to a large extent threatened relationships between UNDP and partners.⁵² This affected UNDP capacity to mobilize the necessary resources to translate the current CPD into projects.

Some stakeholders indicated that recent UNDP support has focused on activity level (e.g. one-time training to election staff, printing of information/educational materials, sensitization of voters and political parties) with limited to no longer-term macro-level outcomes or sustained follow-up mechanisms. Moreover, the Government was reluctant to approve a Needs Assessment Mission.⁵³ Overall, UNDP positioning in election support was limited.⁵⁴ At the same time, key donors were optimistic that the new UNDP management had redoubled efforts to re-engage with the Government and development partners.⁵⁵ Dialogue between UNDP and development partners on how best to coordinate support for the 2023 elections was ongoing. The establishment of a multi-partner coordinated approach and funding mechanism was being discussed, with a concept note drafted proposing the establishment of a Nigeria Development Partners' Group Election Platform and a Joint Donor Basket Fund (a similar mechanism existed during the 2015 elections). The Fund will be established (under the auspices of UNDP) and managed by the proposed group's Steering Committee.

The Spotlight Initiative is the main intervention under the governance pillar that has shown demonstrable progress, discussed below (see section 2.4).

2.1.2 Peacebuilding and conflict prevention

Strengthening national capacity for conflict management at all levels and addressing the underlying economic causes of conflict are the key components of peacebuilding. UNDP envisaged support to federal/state peace infrastructures and legal frameworks for conflict prevention and community livelihoods, and employment support to strengthen resilience.

Finding 2. UNDP interventions on strengthening national capacity for peacebuilding contributed to the short-term objective of stabilization by delivering many of the intended outputs. However, these were short-term with limited geographic coverage and, therefore, contribution to the outcome-level result of greater numbers of people co-existing peacefully is harder to assess, given the modest contributions of UNDP in comparison to the need.

⁵² UNDP Nigeria, Terminal Evaluation, Democratic Governance for Development Phase II Project (2012-2015).

⁵³ The mission, to be requested by Government, is a prelude to United Nations/UNDP support on election activities.

⁵⁴ Government expectations of UNDP were difficult to assess since a limited number of key informants were met.

⁵⁵ The current UNDP management took over in 2018.

The Boko Haram insurgency in north-east Nigeria and the other three Lake Chad Basin (LCB) countries of Cameroon, Chad and Niger, exacerbated pre-existing poverty, exclusion and weak governance, some of the key drivers of the conflict. Cooperation among the four governments was also heavily affected by the crisis. The LCB conflict predates the Boko Haram insurgency and was originally over resources, but has since been compounded by this and other insurgencies, as well as climate and other ecological changes.⁵⁶

The UNDP stabilization approach in LCB recognizes that an integrated response is required to stabilize communities and lay the foundations for longer-term recovery. The approach consists of four areas of support: (a) community security and early warning; (b) restoring basic services and administrative structures; (c) reconciliation and prevention of violent extremism; and (d) de radicalization and reintegration.

UNDP, with the support of several donors, has been supporting implementation of the Regional Strategy for Stabilization, Recovery and Resilience (RSS) of Boko Haram affected areas of the Lake Chad Basin, which outlines a harmonized and comprehensive stabilization approach.⁵⁷ The RSS was developed under the 'Integrated Regional Stabilization for the Lake Chad Basin' project (implemented 2017-2020), and formally adopted by LCB Commission Member States in August 2018. Following the closure of this project, UNDP and the donors (the Governments of Germany, Sweden, United Kingdom, Netherlands, the European Union and African Development Bank) developed the Regional Stabilization Facility (RSF) to continue stabilization efforts in the LCB region. RSF is a basket fund with two types of window: national windows in targeted regions of the four countries that provide immediate stabilization (i.e., community security, essential infrastructure and basic services and livelihood opportunities); and a regional window to provide extended support for implementation of the RSS. The latter aimed to facilitate the LCB Commission capacity to implement the RSS, including cross-border cooperation and development of territorial action plans and coordination mechanisms. The evaluation scope did not extend to this component of RSF work.

The evaluation found that various interventions made progress under the short-term objective of stabilization.⁵⁸ At community level, UNDP and partner United Nations agencies (United Nations Children's Fund [UNICEF], International Organization for Migration [IOM] and World Health Organization [WHO]) supported vulnerable people in target communities through a package of integrated services consisting of livelihoods support, rehabilitation and leadership, civic education for the Civilian Joint Task Force (CJTF) and vigilante youth, and rehabilitation and restoration of basic facilities.⁵⁹ UNDP also supported reconciliation and reintegration initiatives and the development of community-level transitional/ restorative justice mechanisms to ensure the effective reintegration of young people, men, women and children associated with non-state armed groups (NSAGs), and safeguard lasting peace and stability. Vulnerable

⁵⁶ See details in the LCB Commission Study. Every effort is needed to initiate climate-smart agriculture. There are also ongoing conflicts between herders and farmers across the country's Middle Belt, particularly in Benue, Plateau, Adamawa, Nasarawa and Taraba states.

⁵⁷ The RSF, consisting of funding from Germany, Sweden, European Union, United Kingdom, Netherlands, African Development Bank and France, was created to support implementation of the RSS. The RSS is a response to United Nations Security Council Resolution 2349 (2017) which called upon regional governments to strengthen their cooperation and prioritization, as well as implementing a regional and coordinated strategy that would encompass disarmament, demobilization, de-radicalization, rehabilitation, and reintegration initiatives.

⁵⁸ The main projects implemented include:

- The Integrated Regional Stabilization of the Lake Chad Basin project, 2017 – 2020 (Phase I and II)
- The Regional Stabilization Facility project, 2019-2021
- The Integrated Community Recovery and Resilience in Borno project, 2017-2020
- The Strengthening Reconciliation and Reintegration of Former Armed Non-State Combatants and Boko Haram Associates, 2019-2022
- The Preventing and Responding to Violent Extremism project, 2019-2021
- The Addressing Critical Information and Coordination Gaps for Recovery in Borno, 2017-2019
- The Support to Early Recovery in the North East, 2017-2018
- Conflict Prevention and Peacebuilding, 2018-2021
- The Institutional Support to Marin Luther Agwai International Leadership and Peacekeeping Center, 2019-2021.

⁵⁹ CJTF emerged to support the Nigerian security forces in the fight against Boko Haram and to protect local communities from attacks by Boko Haram.

community members also benefitted from conflict-sensitive community-prioritized livelihoods.⁶⁰ At policy level, support was provided to the development of a community-based reconciliation and reintegration policy for the Borno State Government, which established the framework and foundation for sustainable community-based reconciliation and reintegration in affected communities.⁶¹

Overall, the community beneficiaries interviewed were positive about the impact of interventions in their communities. They mentioned that the cash grant component was very useful because it enabled them to address basic household needs and, in some cases, to re-establish their trade in their community. Members of village savings and loan associations (VSLAs) mentioned that the loans supported them to open micro-businesses. Interviews with social cohesion platform members in targeted local government areas (LGAs) confirmed the positive contribution of the project to the reintegration of former NSAG associates into communities in Borno State. One member of a social cohesion platform established by the programme noted that former NSAG members were easily reintegrated and accepted back to their communities without much resistance from community members due to the reconciliation and reintegration support. Other members of the platform commended UNDP for the training on conflict resolution, peacebuilding, leadership and the application of reintegration which they considered very useful and relevant to their needs.

A similar integrated approach was pursued by UNDP to help address the farmer-herder conflict in the Middle Belt region, in partnership with several United Nations agencies (Food and Agriculture Organization [FAO], United Nations High Commissioner for Refugees [UNHCR], UN Women and the Office of the High Commissioner for Human Rights [OHCHR]).⁶² At policy level, UNDP contributed to the development of the National Livestock Transformation Plan to resolve the farmer-herder conflict, resulting in one of the States (Benue) allocating land to internally displaced people to reduce tensions with host communities. Other key achievements include strengthened peace architecture and State response capacity through the establishment of Early Warning Early Response Systems (EWERs) in the three target States (Benue, Nasarawa and Taraba), the creation of the Farmer-Herder Peace Forum in two States, and strengthened civil society capacity for conflict analysis, prevention and peacebuilding.⁶³ Government partner interviewees confirmed that the EWERs were still at installation phase and not yet functional at the time of data collection. Livelihood and economic empowerment training was also provided to farmers and livestock breeders. While UNDP promised participants take-off grants for their various livelihood choices, interviews with the participants and government representatives indicated that these were not provided. Overall, the various stakeholders consulted confirmed that implementation of this initiative was constrained, with a low implementation rate. Some implementing partners identified key challenges to be the absence of operational-level coordination, poor communication among the implementing partners and high turnover in project management. UNDP countered that COVID-19 pandemic restrictions and continuous security threats posed significant constraints.

⁶⁰ UNDP established two community skills acquisition centers in Gwoza and Banki towns which was used to re/train community members on trade skills. About 379 community members were trained of which 273 were women while 140 participants of the training received individual tools for their trade in support of their choice of livelihood schemes.

⁶¹ See Finding 2 for UNDP figures on the number of beneficiaries supported in the different interventions.

⁶² The two projects implemented are: The Integrated Approach to Building Peace in Nigeria's Farmer-Herder Crisis project, 2019-2020; and the Transitioning from Humanitarian Relief to Long-term Development project, 2018-2021.

⁶³ UNDP Nigeria (2021) Q1 Progress Report, Integrated Approach to Building Peace in Nigeria's Farmer-Herder Crisis Project.

UNDP was able to promote the humanitarian-development-peace nexus (HDPN) approach at project level, to some extent, through peace and conflict-prevention programming in the northern region of the country. UNDP designed and implemented the stabilization and farmer-herder (Transitioning from Humanitarian Relief to Long-Term Development) projects with the objective of implementing a comprehensive stabilization approach integrating interventions addressing the immediate, medium- and long-term needs of communities. The stabilization projects addressed community-level security concerns, reconciliation and peacebuilding, and rebuilt local administrative structures and services. Deradicalization and reintegration of former fighters, and the reintegration of former CJTF members and vigilantes, was also supported as a strategy to enhance the chances of lasting peace and stability in the north-east. Similarly, in the farmer-herder project, short- and medium-term interventions such as community protection activities and livelihood support for farmers and livestock breeders were complemented by institutional-level support such as the establishment of a functional peacebuilding architecture at state and community levels, and a national and regional framework for addressing farmer-herder conflict in the intervention States.

At strategic level, there is no evidence that the HDPN approach was mainstreamed as a strategy in the design of the CPD. For example, the environmental sustainability pillar, which is more of a cross-cutting issue, could have demonstrated greater linkages with the peacebuilding portfolio. Furthermore, each of the three pillars of the CPD was implemented in a different region: the GPS pillar in the north, inclusive growth in the west, and the environment pillar in the north and south, limiting the possibilities for leveraging synergies and maximizing outcome results. While it is clear that UNDP presence in Nigeria requires differentiated approaches to respond to the national context and priorities (as well as funding availability), this was not well articulated in the CPD (through a theory of change) or country office reports.

At interagency level, there is some progress in bridging previous humanitarian-development divides due to the strong leadership of the Government and the United Nations Resident Coordinator and the UNDP relationship with the Government. In 2018, a joint mission with the Office for the Coordination of Humanitarian Affairs identified potential thematic areas for collective outcomes of humanitarian, development and other relevant actors over a period of three to five years, to reduce people's needs, risks and vulnerabilities in north-east Nigeria. These included food security and nutrition, durable solutions, basic services and local governance, livelihoods and reconciliation.

UNDP partnered with relevant United Nations agencies in a limited number of interventions to promote HDPN and synergies to address the drivers of conflict, deliver humanitarian assistance and strengthen institutions and resilience. For instance, under the 'Integrated Community Recovery and Resilience' project, UNDP partnered with WHO to restore health facilities and services in six LGAs. Similarly, UNDP partnered with UNICEF, IOM and the NEEM foundation to provide trauma-related psychological support, enhancing the processes for registration, screening, categorization and referral for former Boko Haram associates, and for basic reinsertion services and reintegration support (under the 'Strengthening Reconciliation and Reintegration of Former Armed Non-State Combatants and Boko Haram Associates' project). In the Middle Belt, UNDP was technical lead on a joint initiative with UNHCR, FAO, UN Women and OHCHR to address the drivers of conflict and promote stability through a human security approach (supported by the United Nations Trust Fund for Human Security and the Peacebuilding Fund).

Interviewees indicated that more effective HDPN integration is hindered by challenges related to competition between humanitarian and development actors and limited joint analysis, identification of outcomes, risk analysis and monitoring and evaluation (M&E). This is a wider issue for the United Nations system and not exclusive to Nigeria. Some United Nations agencies also raised concerns about limited operational coordination with UNDP at the project level, which is a major limitation to promoting cooperation between development actors in Nigeria.

Overall, the UNDP response to strengthening national capacity for peacebuilding, including the reduction of small arms violence at national and subnational levels, produced many of the intended outputs. Contributions to the outcome-level result of increasing the number of citizens co-existing peacefully are harder to assess, given the multiplicity of development partners working in peacebuilding and the modest contributions of UNDP in comparison to the need. Furthermore, UNDP did not extend its partnerships for peacebuilding beyond a few security actors such as the Armed Forces and the National Security and Civil Defence Corps. Other critical institutions with peacebuilding mandates granted by the Constitution, such as the Nigerian Police Force and the Institute for Peace and Conflict Resolution, were not targeted by the various interventions.

Finding 3. The UNDP programme made important contributions to rebuilding the livelihoods of communities in target crisis-affected areas, but contributions to medium- to long-term community resilience are still low. Issues in design and implementation were highlighted.

Building sustainable livelihood systems is essential for early recovery, the prevention of further conflict and reduction of the risks associated with subsequent conflicts and disasters. A livelihoods and economic recovery assessment conducted by UNDP in 2016 in four crisis-affected States in the north-east found that most households had been unable to meet their basic needs in the previous 30 days. Food was the greatest unmet need. The assessment noted that the inability of households to meet their basic needs led to a high prevalence of negative livelihood coping strategies and recommended support for rebuilding the resilience of affected communities to overcome the negative consequences of the crisis and maintain a decent standard of living.

Working with national and international partners, UNDP implemented several projects targeting at-risk communities in hotspot areas, to improve access to livelihood opportunities. Most of the initiatives were embedded within larger stabilization and peacebuilding programmes. In 2017, to increase effectiveness, UNDP created a sub-office in Maiduguri, Borno State, one of the hotspots hosting many at-risk communities. Over 12,000 people (3,173 female) benefitted from livelihood support, including through cash-for-work programmes, while close to 2,000 people (492 female) received vocational and business training and another 1,085 (568 female) were supported through VSLAs.⁶⁴

Evidence from the document review and interviews confirmed that the various projects made important contributions to improving access to livelihood opportunities among the target beneficiaries. But overall, the medium- to long-term impact of the UNDP contribution to access to livelihood opportunities in at-risk communities is low. The short-term nature of the projects carried out is a key factor in reduced effectiveness. For instance, 56 youth from hotspot areas who graduated from vocational skills training were empowered with starter packs to establish small-scale businesses and become self-reliant.⁶⁵ However, most of the beneficiaries interviewed noted that the starter packs provided by UNDP were inadequate, they had not been able to source funds to purchase the necessary equipment, and had therefore not started their

⁶⁴ These figures are from country office reports and the evaluation did not independently verify them.

⁶⁵ UNDP (2021) Prevention of Violent Extremism Project, Quarter One Progress Report.

businesses. Other trainees (in the mobile phone repair group) experienced inadequate support at the end of the programme, hindering their ability to start businesses. Similarly, beneficiaries of the 'Transitioning from humanitarian relief to long term development' project, especially from Nasarawa and Taraba States, noted that after training on good rice cultivation and livestock farming practices, the necessary inputs for their start-ups promised by UNDP had not been delivered. Generally, beneficiaries considered that UNDP needed to strengthen the monitoring of training activities by partners, to ensure that the training and starter packs delivered were based on the programme design without any alterations.

2.2 Inclusive growth

CPD Outcome 2. By 2022, Nigeria has an inclusive and diversified economic growth driven by science, technology, innovation, investment in infrastructure, and job creation.

Related outputs:

OUTPUT 2.1. National and sub-national systems and institutions enabled to achieve structural transformation of productive capacities that are sustainable, employment and livelihoods-intensive.

OUTPUT 2.2. Policies and strategies for value addition and entrepreneurship developed to enhance sectoral productivity in agriculture, solid minerals, and allied sectors.

OUTPUT 2.3. Options enabled and facilitated for inclusive and sustainable social protection.

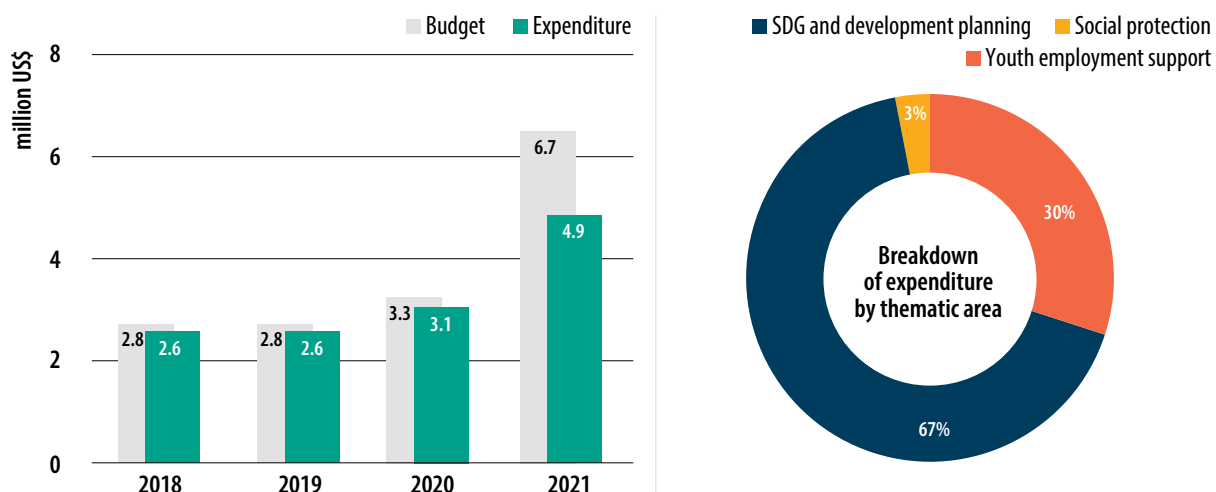
OUTPUT 2.4. National data collection, measurement, and analytical systems in place to support inclusive planning, SDGs mainstreaming and progress monitoring.

The implemented UNDP inclusive growth programme was very small in comparison to the CPD ambition. This was due to the unavailability of funding, largely because of the reorientation of donor priorities towards addressing the conflict and pandemic response in the country (further discussed in Section 2.5). The Outcome mostly focused on SDG and development planning and youth employment (through skills development for employment and entrepreneurship and job placement). The Nigeria Jubilee Fellows Programme is a flagship initiative of the Federal Government, in partnership with UNDP, to promote youth employment across the country, but was in early stages at the time of the evaluation. The inclusive growth programme also sought to strengthen social protection systems in Nigeria, which has not fully materialized. Other initiatives included the Accelerator Lab, which aims to promote innovative development solutions (at an early stage with no results yet achieved),⁶⁶ and the 'Nigeria 60' project, a one-off advocacy initiative to promote Nigerian visibility at regional and global levels.

⁶⁶ UNDP launched its Accelerator Lab initiative with delays in October 2021 (planned 2019). The Lab seeks to accelerate the implementation of the SDGs by surfacing local solutions to traditional and new development challenges. The preparatory phase was carried out in collaboration with the Impact Hub and the Global Innovation and Technology Center in Singapore, to conduct a landscape mapping of digital and innovation actors in Nigeria. The project is still in its early phase, with no results achieved at the time of the evaluation, except a partnership framework developed between the Lab and the PWC Experience Centre in Lagos (UNDP Progress Report, Quarter 1, 2021).

The total budget of the inclusive growth programme amounted to \$15.5 million, with 85 percent (\$13.2 million) of this spent to date.

FIGURE 2: Budget and expenditure: Inclusive growth portfolio, 2018-2021



Source: UNDP Corporate Planning System (Atlas) As of 19 January 2022

Finding 4. UNDP strategically positioned itself to work on youth skills development and entrepreneurship in partnership with the Government and private sector. UNDP support to youth and women’s employment initiatives, through skills development and job placement, was recognized by national counterparts. While contributing to sustaining livelihoods and businesses, the scope of the interventions and results has been limited by inadequate resources, training and placement strategies and lack of formal monitoring mechanisms.

Nigeria’s high rates of youth unemployment are not only driven by a lack of opportunities, but also by the fact that many job seekers do not have the skills required by employers.⁶⁷ Federal and state governments are increasing efforts to address this issue through various employment support programmes. As part of these efforts, UNDP supported employment promotion, especially for youth and women, through two initiatives.⁶⁸ The UNDP approach was to provide technical support (including ensuring due process for the selection of beneficiaries) and financial support through state government-led employment mechanisms. UNDP contributed to the Lagos State Employment Trust Fund (LSETF), established by the State Government in 2016 to implement programmes including the Lagos State Employability Support Programme (LSESP), and provide financial support and capacity-building to promote jobs, wealth creation and employment for residents of Lagos State. While LSETF operates with a wide range of development partners, UNDP strategically positioned itself on youth skills development and support to MSMEs.

⁶⁷ Stears Business (2021) Nigeria’s youth unemployment problem. <https://www.stearsng.com/article/nigerias-youth-unemployment-problem>.

⁶⁸ The Lagos State employability support programme: Phase 1 covering 2017-2020 and Phase 2, 2020-2022, and the Nigeria Jubilee Fellows Programme 2021.

Interviewed beneficiaries of the youth skills development initiatives revealed that the training had contributed to strengthening their capacity and facilitating their insertion into the job market. UNDP reported that 5,933 youth were engaged in the training programme in seven trade areas,⁶⁹ during the two phases of the programme,⁷⁰ against the 5,000 target set for the first phase (revised down from 16,000 due to resource constraints). Of the trainees, 5,007 (84 percent) received certification which facilitated their insertion into the job market, and 350 private sector companies were engaged for placements.⁷¹ Small business owners also had a positive view of the programme, reporting that it helped them to sustain their small businesses, particularly in the COVID-19 context. While many beneficiaries held positive views of the programme, the desk review and stakeholder interviews revealed that 38 percent of trainees receiving certification were not placed or self-employed.⁷² This reflects the limited capacity of the LSESP programme to implement an effective skills development and job placement strategy to ensure trainee access and completion and facilitate insertion into the job market. Also, due to resource constraints, the programme was unable to provide the beneficiaries with tools to promote self-employment. However, a labour market information system was designed by the programme to attract employers and match trainees with companies, which has the potential to accelerate achievement of the employment goal.

To deliver on youth skills development, UNDP provided technical and financial support to Technical and Vocational Education and Training (TVET) and Vocational Training Centres (VTCs) as implementing partners. UNDP technical support included the improvement of training curricula, provision of materials and training of trainers.⁷³ Desk review and key informant interviews outlined the importance of UNDP support to strengthen the capacity of TVET/VCTs to deliver training beyond the implementation period. While the high quality of the training was recognized by both TVET/VTCs and trainees, sustainability is threatened by the lack of a clear strategy to engage the implementing partners (many TVET/VTCs were excluded from the second phase due to resource constraints and the programme lost expertise and experience gained during the first phase).⁷⁴ Other constraints included the lack of a formal monitoring framework to follow up with the trainees, and the short duration of the training in some trade areas, which undermined the ability of trainees to develop the skills required by the market. Key informants interviewed also reported that many students dropped out due to the long distances to travel to TVET/VTCs and insufficient transportation allowance provided by the programme (UNDP data indicated a 2 percent drop-out rate during the first phase).⁷⁵

The second youth employment initiative is the Nigeria Jubilee Fellows Programme (NJFP) which aimed to place 20,000 young graduates into 12-month private and public sector internships to acquire skills and competencies and obtain valuable professional experience and job opportunities. The programme design phase was expected to be completed by June 2021, followed by a pilot phase which had not materialized at the time of this evaluation.⁷⁶

⁶⁹ Garment making, construction, manufacturing, hospitality, healthcare, and entertainment and business support.

⁷⁰ 5,056 youth (50 percent female) were trained during the first phase, and 877 during the second.

⁷¹ Project Completion report, 2019.

⁷² UNDP data from project reports (5,007 certified, 2,504 placed and 595 self-employed).

⁷³ UNDP reported having supported the improvement of curricula and provided training material for about 28 TVETs/VCTs (above the 25 target of the project) and provided training of trainers and upgrading of skills to the centers' instructors (160 instructors) (Project Completion report, 2019).

⁷⁴ Although according to UNDP VTCs were selected on a competitive basis, the evaluation found a missed opportunity to capitalize on the experience of VTCs engaged in the first phase as UNDP did not provide any evidence of poor performance or other factors than resource constraints. Some important issues that affected the implementation of the programme were raised in UNDP reports, including distance to VTC locations for trainees. This could have guided the selection process for the second phase, but the evaluation team found no evidence of this being done.

⁷⁵ 2019 project completion report.

⁷⁶ 2021 project progress report.

Though the NJFP programme is still in the preparatory phase, the approach to strengthening collaboration with the private sector for job placement is relevant and better articulated than the LSESP. However, a critical weakness of the NJFP programme is the lack of a clear strategy to include youths with disabilities in the training.⁷⁷ The evaluation team found no evidence of synergy between LSESP and NJFP, though the latter would have benefitted from the lessons of the former given that the LSESP approach to youth placement was not as effective as anticipated.

Finding 5. Government counterparts recognize the leading role and contribution of UNDP in filling capacity gaps with regard to development planning and SDG integration at federal and state levels. While this support was strategic, it lacked a clear plan for state-level expansion.

The achievement of the SDGs in Nigeria has been slow, as in most other African countries. With the establishment of the Office of Senior Special Assistant to the President on SDGs (OSSAP), the Government of Nigeria showed commitment to the SDGs and is making good progress in their integration and domestication into national development planning. Nigeria presented its second Voluntary National Review in 2020, which focused on key SDGs prioritised in the national development agenda.⁷⁸

UNDP supported the institutional capacity-building of key government institutions (OSSAP, National Bureau of Statistics [NBS], Ministry of Budget and National Planning) to ensure that national- and state-level plans are aligned with the SDGs.⁷⁹ Key results include: the development of i-SDGs, an integrated SDG model and analytical framework for assessing how policymaking can better address the indivisible nature of the SDGs; a state strategy for the development of statistics for SDG implementation at subnational level;⁸⁰ a multidimensional poverty survey piloted and tested (being finalized for national implementation at the time of this evaluation);⁸¹ and a survey to assess the impact of COVID-19 on businesses in Nigeria. This assessment, finalized in 2021, outlined high disruption in operations caused by the COVID-19 pandemic in Nigeria, with at least two-thirds of businesses closing during the pandemic, and offers sound analysis which could inform development planning and the national response to COVID-19, if disseminated well.⁸²

At state level, UNDP has successfully piloted the domestication of the i-SDG model for SDG-aligned planning and costing in Gombe State, which is yet to be scaled up. UNDP also provided support to another three States (Borno, Cross Rivers and Kaduna) to design SDG-aligned state development plans. Government counterparts and other partners recognised the institutional capacity-development support provided by UNDP as strategic and important in helping the country shape its national and state strategies in line with the SDGs. The scope of state-level support remains limited, however. Key informants noted that the UNDP approach followed state government requests and resource availability, whereas a well-articulated strategy for state capacity-strengthening would promote and deploy tools developed at federal level and advocate for their utilization countrywide.

UNDP also coordinated support for the design of a new national development strategy aligned to the SDGs. The draft 'Blueprint for Prosperity' aims to shape the country's development trajectory for the next 10-15 years and will be adopted by the Government in 2022.

⁷⁷ 2021 project progress report.

⁷⁸ SDGs 1, 8, 3, 4, 5, 16 and 17.

⁷⁹ Through the 'Strengthening Economic Planning and SDG Implementation' project.

⁸⁰ CPD 2018-2022, MTR 2020; ROARs.

⁸¹ Prior to this MPI support, as part of a study commissioned for the 2018 National HDR, UNDP in collaboration with NBS undertook a more contextualized computation of the MPI at the subnational level (NHDR Nigeria, 2018).

⁸² UNDP and NBS (2021) The impact of COVID-19 on business enterprises in Nigeria. In addition, one-third of enterprises interviewed knew of businesses that permanently closed because of the pandemic.

On request of the State Government, UNDP conducted a capacity assessment of Lagos State's cities and contributed to a draft roadmap for Lagos to be the most investable smart city in Nigeria.⁸³ A draft action plan with key areas of intervention was developed in 2021, and was yet to be validated at the time of the evaluation. The project design faced logistical challenges and delays, though UNDP indicated that this was due to COVID-19 restrictions. At the time of the evaluation, there was no management framework in place or resources mobilized for implementation of the project.

2.3 Environmental sustainability and resilience

CPD Outcome 3. By 2022, Nigeria achieves environmental sustainability, climate resilience and food security through efficient management of its cultural and natural resources.

Related outputs:

OUTPUT 3.1. Inclusive and sustainable solutions adopted to achieve increased energy efficiency and universal modern energy access (especially off-grid sources of renewable energy).

OUTPUT 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.

OUTPUT 3.3. Scaled up action on climate change adaptation and mitigation in vulnerable communities is funded and implemented.

Under the environment and energy portfolio, UNDP planned to work with partners on six strategic interventions: implementation of Nationally Determined Contributions (NDCs); strengthening national and subnational capacities for planning, formation of policy and legislation; strengthening national preparedness capacity to access the Green Climate Fund and GEF; raising awareness and empowering local communities to access energy and promote environmental management; partnerships for increased energy and investment; and South-South cooperation for new approaches on natural resource management. To implement these strategic interventions, the UNDP programme focused on five thematic areas: climate change, energy, waste management, chemicals management, and ecosystems and biodiversity.

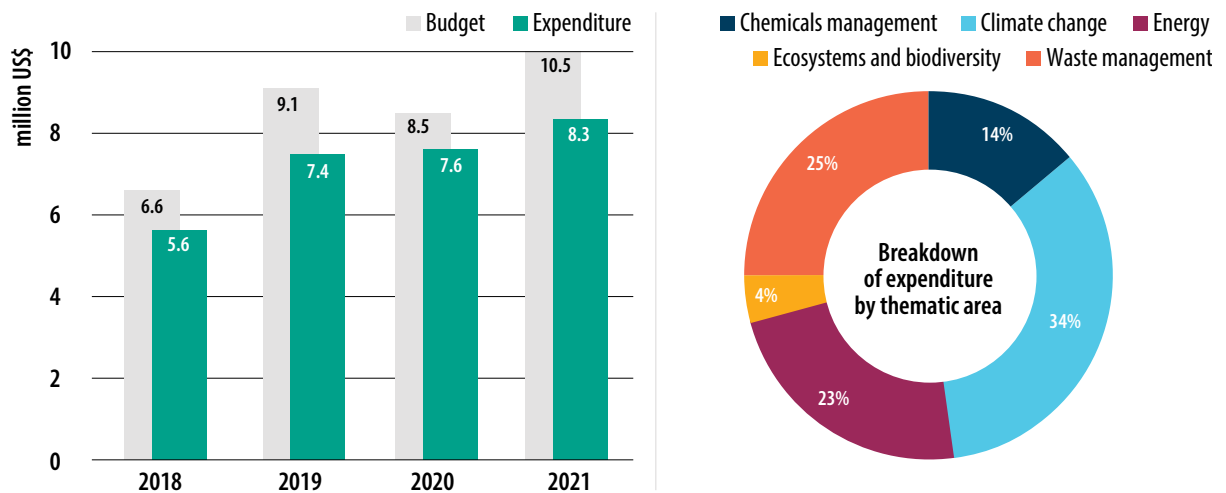
The total budget of the environment and energy programme amounted to \$34.7 million, with 83 percent (\$28.8 million) of this spent to date.

⁸³ UNDP (2021) Lagos Smart City Action Plan.

Finding 6. UNDP initiatives intended to address the need for universal modern energy access were conceptually appropriate and generally evidence-based, but did not lead to a substantial uptake of renewable energy options due to increasing financial risk aversion in the sector and issues with grid connectivity.

UNDP implemented two initiatives to address renewable energy uptake and increase energy access, especially in remote areas not well-served by the electrical grid.⁸⁴ The design of the Solar Energy programme benefitted from an earlier phase and a very simple premise: that suitable bank financing, experienced project developers and increased awareness of solar energy options, alongside a combination of loans and grants, could stimulate uptake of solar energy. However, the programme came to an end at the beginning of the current UNDP country programme with limited positive results, and was followed by efforts to de-risk renewable energy development. There were no interventions to address energy efficiency, despite this being an explicit proposed output under the outcome area (and was addressed in the previous programme cycle).

FIGURE 3: Budget and expenditure: Environmental sustainability portfolio, 2018-2021



Source: UNDP Corporate Planning System (Atlas). As of 19 January 2022

UNDP supported solar energy installations through loans and grants, reaching 1,424 households and 870 businesses in eight communities across four States. This is very positive, but a very small output considering the national scale. These small solar installations worked, as they were off-grid and not as exposed to the risks affecting larger grid-connected initiatives. Support was provided for off-grid solar photovoltaic systems at two agro-processing facilities in Jigawa and Ogun states, and a solar-powered water borehole in a community in Kano state. There was also limited job creation related to the installation and servicing of small solar schemes.⁸⁵

⁸⁴ The 'Solar Energy Programme' and 'De-risking Renewable Energy' projects.

⁸⁵ Solar energy applications were introduced where possible in recovery and stabilization efforts in conflict areas, including solar-powered boreholes, agro-processing facilities, and community buildings, in tandem with other recovery initiatives supported by UNDP.

The 'De-risking of Renewable Energy' initiative was focused on both enabling policy and regulatory development and actual uptake in renewable energy, with a focus on grid connections. However, according to the midterm review, the design did not articulate a clear pathway for advancing the policy and financial de-risking instruments into broader governmental or financial sector reforms, as there were no specific project initiatives to address them. As a result, no new investments in renewable energy were supported by the initiative.⁸⁶ A late consideration of focusing on rooftop photovoltaic or mini-grids (avoiding grid connections, the main approach at the moment to reduce risk, which is appropriate) seems to lack time and funds.⁸⁷ Key achievements of the de-risking initiative have included: the development of a Measurement, Reporting and Verification mechanism and estimation methodologies; a financial sector reform study that has informed the financing of investments; and a web-GIS tool for prospective renewable energy sites. The latter has now been deployed and is accessible to prospective renewable energy investors, and the use of this tool to spur investment in renewable energy throughout Nigeria now needs to be carefully monitored by both the Government and UNDP.

Key informant interviews revealed that, despite an attempt to rein in risks in renewable energy uptake, there was not enough collective will from the Government or private sector to support renewable energy projects that could connect to the grid. The fragility of the grid discouraged renewable energy connections, and a drop in the regulated electricity price from 11 to 5 cents per unit suppressed investor interest. The option to shift emphasis to off-grid or mini-grid installations came late in the project and was caught up in COVID-19 pandemic restrictions.⁸⁸ Furthermore, a de-risking analysis for interconnected mini-grids (which do not rely on connections to the main grid), released in May 2021, identified the ongoing need to address policy and institutional barriers, especially creating political commitment for financing reforms to support the electricity sector and addressing technical and infrastructure issues which discourage investment. The project experience, evaluations and de-risking analysis all identify the same issues and barriers to investment and scale-up with renewable energy in Nigeria, but do not provide details on how to get the Government to make the necessary changes.

Finding 7. UNDP was successful in supporting the establishment of an institutional framework for effective management of hazardous chemicals and waste, as defined by the Montreal Protocol and other international conventions and protocols.

UNDP implemented several interventions to address the Montreal Protocol obligations to phase out ozone-depleting substances and Polychlorinated Biphenyl (PCB) management.⁸⁹ Waste and hazardous chemical projects have been making some progress in developing systems and approaches for the phase-out of hydro chlorofluorocarbons (HCFCs) and handling and storage of PCBs in the industries and sectors that use these hazardous chemicals (foam and refrigerant companies and the power sector). With regard to the Montreal Protocol initiatives, there was support for the usual Montreal Protocol obligations (tracking HCFC imports, reporting, etc.) and experimental work on new HCFC replacement technologies, which was appropriate to support the main producers of rigid foam and refrigerants.⁹⁰

⁸⁶ Financial guarantees to mitigate risks, such as connecting to a fragile electrical grid and possibly not getting paid, were not forthcoming from either the Government or the banks. Furthermore, delays in site approval processes pushed initiatives into a financially riskier period in the last few years, and interest and support waned.

⁸⁷ The experience with the Solar Energy Programme was critical to the design of the De-risking project and the appropriate shift to mini-grids towards the end of that project.

⁸⁸ UNDP worked with the Electricity Commission to address investor reluctance, mostly beyond the control of UNDP. The recommended shift to mini-grids was an appropriate solution and can still be taken up, it is needed throughout Nigeria.

⁸⁹ HCFC Phase out, Institutional strengthening Montreal Protocol, Nigeria HPMP Stage II Implementation, and Extension of Institutional Strengthening.

⁹⁰ Related activities have included: experimental trials on foam shrinkage (successful); work on HCFC import and quota data; Montreal Protocol events, information materials, and reporting; support to the National Ozone Office; HCFC and HFC electronic registry; codes of practice in the refrigeration and air conditioning sector; associated capacity-building; a plan to collect data to prepare the National Cooling Action Plan; and Assessment of the Refrigeration and Air Conditioning Sector in Nigeria.

At least two system houses were supported by various projects to transition to HCFC replacements, at various stages of completion.⁹¹ This is an emerging positive outcome of the Montreal Protocol initiatives. Interviewees had a positive view of UNDP support in this area as it contributed to strengthening the national framework for the application of the Montreal Protocol and other international conventions and protocols signed by the country.

Management of PCBs is still at an early stage, however, with work to understand the PCB problem completed in all States, and the selection of one site (from several assessed) that can handle PCB storage, but a long way to go to complete the inventory and start replacement and treatment of PCBs throughout Nigeria. Key progress at the time of this evaluation included the elaboration of PCB regulations and guidelines (with associated training), the annotation of sector operation in 22 States, training on the PCB inventory, and a high-tech laboratory for sampling and PCB analysis set up at the SHETSCO centre in Abuja.

Finding 8. UNDP-supported interventions focused on climate change adaptation in vulnerable communities have demonstrated appropriate approaches and technologies, that have been taken up by local communities in areas affected by climate change, although further scale-up continues to be challenged by policy barriers and a lack of sustained self-financing options. Small efforts related to biodiversity conservation have yielded limited results.

UNDP interventions have been characterized by a very high degree of engagement with communities affected by climate change and the overexploitation of resources. Several projects (especially the 'Food Security and Sustainable Fuelwood Management' project) have developed and demonstrated climate-smart approaches that work at a small scale and can be relatively easily adapted and replicated in rural locations throughout Nigeria, with good dissemination and the development of self-financing options.

Nigeria's climate change planning and reporting obligations have been well-supported by UNDP, with the development and delivery of the updated NDC report and Biennial Update Report. While heavy on consultation with relevant sectors, data collection and modelling, these documents are aspirational in tone and content and could be challenged on how they actually change policy and create inducements for behaviour change (of households, businesses and government) to reduce greenhouse gas (GHG) emissions and improve climate resilience. The gap between plans and possible action seems very wide, needing consistent government policy direction, new policies that create inducements for climate mitigation throughout the population and direct financial incentives such as subsidies or tax incentives.⁹²

Two other initiatives supported by UNDP can be classified as "responsive" to climate and conflict-induced natural resource and environmental issues. The 'Food Security' project has made good inroads with small-scale farmers in seven States, correctly supporting a wide range of crop management, land use, waste conversion and livelihood diversification schemes, all following the theme of climate-smart

⁹¹ Key achievements include the completion and commissioning of an upgrade of a System House at Vitapur Ltd for Supply of Methyl Format-Based Systems in the Rigid Polyurethane Foam sector; completion and commissioning of a Pilot Plant for the production of Hydrocarbon Refrigerants as an alternative to HCFC-22 in the RACS; transitioning of four companies to low ozone depleting technologies through the procurement, commissioning and distribution of four state of the art high-pressure foaming machines. This is an emerging positive outcome of the Montreal Protocol initiatives.

⁹² UNDP has extensive experience with policy development, putting it in a unique position to support the Government with making relevant policies actionable (a priority in the next CPD). Policies developed with UNDP support include: National Environment Policy; National Climate Change policy and response strategy; enhanced NDCs; National Forest Policy; Lagos State Climate Change Policy (which supported the issuance of Green Bonds at the subnational level); Lagos State Climate Action Plan; and Gender and Climate Action Plan.

agriculture.⁹³ These have provided new skills and apparent income increases for almost 14,000 farmers, using a demonstration plot approach with relevant training. Being multipronged and spread over thousands of hectares in the seven States, this project has been able to get into on-the-ground actions and positive change, informed by studies and experiences elsewhere in Africa. There are few barriers to uptake of the approaches, which are quite simple and bring quick benefits, once these are disseminated. Key achievements include: the establishment of two-interstate public private partnerships for food commodity value chains in two States; a space of over 4,000 hectares utilized as demonstration plots for improved land use and agro-ecosystem management practices to showcase the viability and benefits of suitable crops; the establishment of an agroforestry system to increase vegetation cover and sequester carbon; and the production and processing of rice and groundnut using climate smart agriculture.

The 'Waste Management' initiative in Borno State is a responsive project of a different nature. It focused on the restoration of basic waste management services in the State, improving state infrastructure and capacity, and paying local people (many marginalized) to clean up waste in drainage ditches in three areas of the State.⁹⁴ The project has supported the elaboration of the Borno State Strategic Plan, addressing short- and long-term environmental and waste management challenges in an integrated manner, and a state policy/law review. It also provided training to 68 staff of the Borno State Environmental Protection Agency and 57 new community-based organizations to provide waste management services in three areas, as well as office equipment, 700 waste service bins (which will help with fee generation) and fuel, allowing waste management to restart. Additionally, 18 collection trucks, two service trucks and a loader were repaired and public awareness campaigns were conducted.⁹⁵ The project will require more time and the development of state-level self-financing, which could be in the form of fee collection, for which a report has been developed. Nevertheless, interviewees stressed that there was high engagement with local communities and positive results on the ground, including: improved waste management and hygiene conditions through the removal of accumulated waste on roads and drainages in 23 communities in Maiduguri; improved livelihoods (with more than 7,800 beneficiaries involved in cash-for-work initiatives) and community empowerment; reduced flooding; fewer mosquitoes and less malaria.

With regard to biodiversity conservation and forest cover, there were limited results achieved. The Niger Delta project achieved limited progress,⁹⁶ with only a few small actions to reduce deforestation (REDD+ studies in Cross River State.⁹⁷ Positive biodiversity spin-offs include forest habitat management and enhancement and improved green cover through the 'Sustainable Fuelwood Management' project, focusing on woodlot development and management and the reduction of deforestation, with use of more efficient cook-stoves and charcoal production, and the 'Food Security' project, which includes various initiatives intended to increase vegetative cover, food production, and the provision of habitats for birds, insects and ground animals.

⁹³ Relevant support activities have included: training of extension workers on food production and family nutrition; related events and summits (value chain); contract farming agreement; establishment of Vital Signs Monitoring Framework, with training; policy and strategy review; thousands of smallholder farmers trained on high-yielding seeds, agroforestry (seedlings provided), erosion control, income generation (bees and goats provided), improved nutrition, use of treadle pumps; 236 rural farmers with a total 1,053 hectares of farmlands integrated into the Farmer-Managed Natural Regeneration scheme as part of the programme to increase biodiversity and support adaptation.

⁹⁴ The main mechanism for engaging local communities was training and cash-for-work, reaching 12,278 participants to the end of 2021 (4,513 females and 7,765 males) for a project target of 12,240.

⁹⁵ 1,835,553 persons reached in Maiduguri, Bama and Biu, in 76 communities, engaging 60 community-based organizations, but these will need further financial support to be sustained. This was an important step to restore the relationship between BoSEPA and people who live in the areas suffering lack of waste management services.

⁹⁶ Not many outputs/outcomes were seen: one company using IBAT; eight Community Biodiversity Action Plans designed, with good quality baseline information, but not mobilized; various guidelines, technical reports, and communication pieces produced.

⁹⁷ Identification of deforestation hotspots in Cross River State; Community-level meetings in mangrove areas and town hall meetings; training in forest monitoring; development of the state REDD+ Investment Plan, though not yet funded or activated.

Key achievements of the biodiversity initiatives include: community capacity-building through training (in 51 villages) on the collection, processing, storage and use of native tree species against desertification (five tree nurseries were established with 500,000 seedlings transplanted in Cross River, Delta and Kaduna States); the establishment of ten Forest Management Committees; baseline studies on fuelwood availability and consumption; and the development of the Kaduna Forest Policy. These initiatives created a high level of engagement with local communities, with thousands of beneficiaries and hectares targeted in three States. However, it appears that only Kaduna State has had reasonable traction with these initiatives, and the potential impact of the fuelwood initiative on forest cover in Nigeria may not be evident for a while. There will need to be much more extensive development of community forests, time for those to make a difference to ground cover, and rigorous use of synoptic imagery and ground truthing to detect any changes in forest cover due to the initiative.

2.4 COVID-19 response

Nigeria has had a relatively low rate of COVID-19 cases and deaths, but high socioeconomic impact. The Government of Nigeria was swift in developing and adopting a National COVID-19 Multi-Sectoral Pandemic Response Plan (COVID-19 National Plan) in March 2020, overseen by a high-level Presidential Task Force mandated to coordinate the country's response efforts.⁹⁸ The COVID-19 National Plan had an ambitious budget of \$231 million, and required a range of partners to contribute to its implementation, including the private sector which committed more than \$72 million.⁹⁹

Recognizing that the economic impact of the pandemic might push more people further into poverty, the Government also passed the Economic Sustainability Plan in June 2020, to be implemented over one year. With an allocation of \$5.6 billion, the Plan sought to expand social assistance, including a new rapid response cash transfer programme, as well as payroll support and loans to MSMEs. However, government support only reached a fraction of those in need.¹⁰⁰

The United Nations and UNDP response plans were immediate. The joint One-UN Response to COVID-19 and One-UN COVID-19 Basket Fund were developed and launched in April 2020. Building on experience from previous health emergencies, to serve as a common platform and financing framework to complement the Government's efforts.

Finding 9. The COVID-19 response presented an opportunity for increased coordination with the Government and development partners in the country. UNDP was swift to adapt its programming, set within the One-UN Response Plan to COVID-19 in Nigeria. While contributing to all six pillars of the Plan, UNDP led the national coordination and procurement pillars with agility.

Recognizing that the Government required large-scale partnership and resources to meet programmatic and funding goals in its national COVID-19 response, UNDP seized on this opportunity for enhanced coordination with diverse stakeholders. Primarily capitalizing on its convening role and capacity, UNDP took a lead role in establishing and managing the One-UN COVID-19 Basket Fund facility (discussed further in the

⁹⁸ The National Plan had four interrelated objectives: (a) provide a coordinated and effective national and subnational response; (b) reduce COVID-19 related morbidity and mortality; (c) mitigate pandemic-related impacts on critical social, economic and health infrastructure and systems; and (d) facilitate post-pandemic recovery and rehabilitation.

⁹⁹ World Bank (2020) Nigeria COVID-19 Preparedness and Response Project: <https://documents1.worldbank.org/curated/en/338411595586903178/pdf/Project-Information-Documents-Nigeria-COVID-19-Preparedness-and-Response-Project-P173980.pdf>.

¹⁰⁰ Human Rights Watch and Justice and Empowerment Initiatives (2021) Between Hunger and the Virus: The Impact of the COVID-19 Pandemic on People Living in Poverty in Lagos, Nigeria. https://www.hrw.org/sites/default/files/media_2021/07/nigeria0721_web_0.pdf.

next finding). UNDP supported national emergency preparedness and response capacity by working with national and subnational command and coordination structures established to spearhead the fight against COVID-19. This included the facilitation of 40 intersectoral coordination sessions on COVID-19. These fora were attended by stakeholders including the Presidential Task Force, United Nations agencies and chaired by the National Incident Manager, providing a multi-stakeholder platform to discuss strategic progress and challenges across the objectives of the National COVID-19 Response Plan. Lead government ministries and departments, other development partners, the private sector and specialized agencies providing support to Nigeria's COVID-19 response also attended these coordination forums.

For community sensitization and risk communication, UNDP worked with Nigerian influencers to deliver key messages to reduce the spread of COVID-19 and fight stigma. According to UNDP, over 157 million people were reached through these public outreach engagements. Furthermore, UNDP supported heightened awareness of GBV during the COVID-19 pandemic, learning from and complementing other ongoing United Nations/UNDP-supported initiatives such as the Spotlight Initiative. UNDP partnered with the National Human Rights Commission (NHRC) to promote, protect and enforce human rights, specifically the heightened prevalence of gender-based violence (GBV) during lockdown restrictions. This partnership supported public hearings on GBV in eight States (Abuja, Lagos, Rivers, Enugu, Adamawa, Ebonyi, Sokoto and Cross Rivers), through which a total of 139 GBV cases were identified and heard. Of these cases, 55 were mediated and determined; 53 were resolved and struck out; 13 were referred to respective ministries and agencies (police, NHRC) for further action; and eight survivors of GBV received compensation for damages.¹⁰¹

UNDP also adapted through an increased focus on studies, assessments and analyses in collaboration with the Government and development actors. Globally, on behalf of the United Nations, UNDP leads the preparation of analytical briefs exploring the latest trends, key insights and analysis on the socioeconomic impacts of COVID-19 on national economies and livelihoods. In Nigeria, UNDP was instrumental as one of the early contributors to the preliminary United Nations socioeconomic impact assessment, which informed the initial COVID-19 response planning of the Government and development partners. UNDP also produced five COVID-19 briefs since the pandemic outbreak: the first explored the initial socioeconomic impact assessment of the COVID-19 pandemic, its implications and suggestions for policy options; the second analysed the potential impact of COVID-19 in the north-east region, including on the most vulnerable populations and the security implications in Borno, Adamawa and Yobe States, and suggested key policy options to mitigate risks and adverse implications; the third assessed the impact and potential short-term implications of lockdown on vulnerable populations, providing policy options to address these; the fourth covered citizen perceptions of the impact of COVID-19 on their lives and their coping mechanisms; and the fifth explored the potential adverse socioeconomic and security implications of limited and delayed vaccinations.¹⁰²

UNDP support to the National Centre for Disease Control (NCDC) through technical support and resources, developing real time COVID-19 statistical dashboards, was highly appreciated. The dashboards provided real-time data on COVID-19 cases and the geographical distribution of tests, and was said to have supported informed and evidence-based decision-making.

¹⁰¹ From stakeholders' consultation and the final evaluation of the project: Supporting an Inclusive and Multi-Sectoral Response to COVID-19 and addressing its Socio-Economic Impact.

¹⁰² UNDP Nigeria (2021) The COVID-19 Pandemic in Nigeria: Socioeconomic implications of delayed access to vaccines. https://www.ng.undp.org/content/nigeria/en/home/library/human_development/the-covid-19-pandemic-in-nigeria--socioeconomic-implications-of-.html

Lastly, UNDP expanded socioeconomic assistance to vulnerable people who lost their sources of livelihood during COVID-19 (see finding 11). This presented an opportunity to engage the Government on planned support to strengthen the social protection system.

Finding 10. There was consensus that the One-UN COVID-19 Basket Fund mechanism provided considerable support to the Government's COVID-19 response efforts, particularly in the urgent procurement of medical equipment. UNDP leadership in convening, negotiating and mobilizing resources to establish the Basket Fund was widely acknowledged and considered very effective.

The One-UN COVID-19 Basket Fund mechanism constitutes one of the four instruments recognized and mandated by the Government to coordinate partnerships and mobilize resources for the COVID-19 response. It received pledges of \$73 million from diverse development partners and donors, including the European Union, several governments, foundations and private sector entities and United Nations agencies. The main objective of the Basket Fund initiative was to ensure the optimum care of confirmed COVID-19 cases and contain the outbreak through a nationally-owned response. To this end, on behalf of the United Nations, UNDP supported the rapid procurement of over \$16.5 million of medical supplies, including testing kits and personal protective equipment.

United Nations support enabled the scale-up of national testing capacity. Over 750,000 testing kits were distributed to national and state laboratories, 141 laboratories were supported with testing capabilities and 235 health care facilities were trained for COVID-19. At the same time, public awareness campaigns were implemented to combat disinformation and also promote health information on GBV, HIV, tuberculosis and sexual reproductive health. The Basket Fund also strengthened local capacity to deliver subnational responses, supporting 34 States to develop tailored and decentralized contingency and response strategies. Finally, around 32,000 vulnerable people, including women-headed households in rural areas and people living with disabilities, and 1,760 MSMEs benefitted from the cash transfer component.¹⁰³

Document review and stakeholder consultations revealed a consensus that the Basket Fund facility provided considerable support to the Government's COVID-19 response efforts, and that UNDP played an important role in the design and management of the Fund. UNDP took a leading role in the early mobilization of funds by engaging and negotiating with the Government, donors and partners. UNDP also led on the development and drafting of the project document, managed the Fund as Coordinating Agent and provided the administrative secretariat. Additionally, UNDP was responsible for the compilation and submission of progress reports to the donors.¹⁰⁴

Positive perceptions of the UNDP role in the preparatory, design and mobilization stages of the Basket Fund are in contrast to negative feedback on the performance of UNDP during implementation, which was deemed unsatisfactory and did not meet the expectations of the participating donors and United Nations agencies.¹⁰⁵ According to stakeholders, despite its role as coordinator and secretariat of the Fund, UNDP was not able to engage adequately with partner United Nations agencies on their workplan deliverables, and as a result did not have updated information on the activities carried out by participating agencies. UNDP state-level presence and reporting was limited, affecting the completeness and accuracy of activity progress reporting. The lockdowns, which affected physical monitoring, could have contributed to the

¹⁰³ The key achievements cited in this paragraph are derived from the United Nations Consolidated Annual Progress Report for the One-UN COVID-19 Response Basket Fund Project, covering May 2020-April 2021. Although UNDP is the responsible agency for the procurement and delivery of supplies, the evaluation cannot comment on the quality and delivery of this equipment, or how health facilities may have benefitted from it, as meetings were not arranged with key stakeholders such as the Ministry of Health, NCDC, etc.

¹⁰⁴ The finding is derived from project documents and stakeholder consultations.

¹⁰⁵ The evaluation cannot comment on Government's perceptions regarding UNDP performance as Secretariat and coordinator of the Basket Fund facility since meetings were not arranged with relevant government stakeholders.

observed gaps. Stakeholders also noted gaps in UNDP M&E capacity, including reporting practices that did not meet results-based management principles. Fund progress reports compiled and consolidated by UNDP tended to highlight completed activities rather than the quality and utility of the outputs achieved. UNDP was informed of the need to strengthen reporting.

Lastly, while the Basket Fund mechanism was considered an effective tool for the immediate mobilization of funds and rapid procurement of medical equipment and personal protective equipment, it was not considered so well suited for the medium- to longer-term response and recovery efforts or a regular and sustained mode of United Nations support to the country. In other words, the Basket Fund was instrumental in providing support to the first four phases of the COVID-19 National Plan (preparedness, mitigation/response to sporadic cases, intensified response and response to the peak), but stakeholders pointed out that it was less likely to fulfil the requirements of phase 6 of the Plan, that involves phasing out pandemic activities, building the preparedness and resilience capacity of existing health and non-health institutions, and providing sustainable solutions for affected communities.

Finding 11. UNDP helped to address the socioeconomic impact of COVID-19 in two States. Cash-for-work and MSME support to vulnerable groups helped to revive businesses after the lockdown.

The COVID-19 pandemic exposed huge gaps in the social security system and difficulties to rapidly expand coverage during a crisis, due to the lack of an institutional framework (legislation to recognize citizen rights to social security, national and state social security strategies) and resources. The Federal Government has devoted more resources and attention to social protection since the development of the 2017 National Social Protection Policy, but Nigeria has the lowest levels of social protection spending among lower middle-income countries.¹⁰⁶

Planned support to strengthening social protection systems in Nigeria did not materialize, but through its COVID-19 response UNDP helped to address the socioeconomic impact of the pandemic in two States. Cash-for-work and MSME support was relevant and strategic considering Nigeria's poverty context.¹⁰⁷

UNDP has contributed to restoring livelihoods and building community resilience through the COVID-19 Basket Fund and a Japanese funded cash grant project targeting eight States with relevant government authorities at all levels.¹⁰⁸ UNDP state that 15,978 vulnerable households (45 percent female) received a one-time grant of 5,000 Naira (about \$12) each. 982 informal businesses and 2,025 MSMEs and start-ups (44 percent female-owned) also received cash grants of \$100 and \$300 respectively. UNDP also supported cash-for-work in construction and waste management activities in partnership with state governments in the three north-eastern States and with funding from the European Union. When considered on a national scale, given the poverty context, these initiatives are too small. Some beneficiaries considered the cash support very beneficial, contributing to reducing vulnerabilities experienced by their households as a result of the socioeconomic impacts of COVID-19. Although there were delays in implementation of the cash-for-work component, the support was timely and helped to sustain businesses that would otherwise have closed due to COVID-19.

¹⁰⁶ Human Rights Watch and Justice and Empowerment Initiatives (2021) Between Hunger and the Virus: The Impact of the COVID-19 Pandemic on People Living in Poverty in Lagos, Nigeria. https://www.hrw.org/sites/default/files/media_2021/07/nigeria0721_web_0.pdf.

¹⁰⁷ 40 percent of the population is living below national poverty line, and Nigeria has the highest proportion of extreme poverty of any country. See <https://documents1.worldbank.org/curated/en/612461580272758131/pdf/Advancing-Social-Protection-in-a-Dynamic-Nigeria.pdf>.

¹⁰⁸ Lagos, Kano, Borno, Bauchi, Jigawa, FCT, Kastina and Ebonyi States.

2.5 UNDP strategic positioning and other programme performance factors

2.5.1 Responsiveness to national priorities

Finding 12. In a context of strong national capacity and ownership of the development process, UNDP is well-known in development dialogues due to its strong positioning as a trusted and neutral partner that is responsive to the Government's expectations and requests.

Historically, the comparative advantage of UNDP in Nigeria has been its core human development mandate and contribution to national development planning processes. Despite recent shifts in its strategic positioning and comparative advantage, and management instability and legacy issues, the current UNDP management is helping to revive earlier positive perceptions of UNDP as a trusted and neutral partner to the Government (the coordination and relationship with the Government were negatively affected by frequent management turnover at the country office between 2015 and 2018).

In addition to trust, UNDP is said to have convening power, with the ability to mobilize partnerships and technical expertise from across the globe. UNDP plays a catalytic role and acts to mobilize resources for development and humanitarian interventions, for example through the COVID-19 Basket Fund, Spotlight initiative or GEF. Additionally, the UNDP position of trust with the Government, derived from its multilateral character, allows it to play an intermediary role between the Government and bilateral donors, avoiding perceptions of conflict of interest.

In a context where the Government has strong ownership of the development process, UNDP and other development partners must be responsive to their requests. In this respect, the focus areas of UNDP programmes correspond to national development priorities and sector strategies, though they are relatively small in comparison to the size, capacity and needs of the country. UNDP is seen as a leader in governance and peacebuilding interventions in Nigeria, as confirmed by government partners and other interviewees. The peacebuilding and conflict prevention work was cited as highly relevant and important in the context of growing insecurity. Key policies such as the ERGP and the new Economic Sustainability Plan have identified insecurity as a key obstacle to achieving the SDGs and other development priorities of the Government. The various programmes implemented by UNDP were, to a large extent, directly linked to these national policies and sector strategies such as the Humanitarian Response Plan and the Buhari Plan blueprint. However, coordination during the design, implementation and monitoring of specific interventions was considered an area for improvement.

Evidence from document reviews and interviews with implementing partners shows that the UNDP programme was responsive to changing development priorities and challenges in the country.¹⁰⁹ Currently, members of NSAGs in the north-east region are coming out in large numbers to accept the Federal Government's amnesty. In anticipation of this, UNDP has been supporting the governments of Borno, Adamawa and Yobe States to enhance community preparedness for reintegration, reducing rejection and stigmatization of former NSAG members and preparing the ground for community-based healing and reconciliation. This was very proactive programming on the part of UNDP, and needs to be sustained to cover more communities hosting NSAG members. UNDP was similarly proactive in setting up a knowledge hub, contributing to strengthened in-house data and analytics, and national data analysis and reporting capacity, (with NCDC, NBS, OSSAP and others).

¹⁰⁹ Evidence from document reviews and interviews with implementing partners.

UNDP interventions in other thematic areas were also responsive to the major development priorities defined in the SDGs and the country's development plan and sector policies. The inclusive growth portfolio fully integrated the strategic objectives contained in the ERGP, the National Youth Policy and the National Employment Policy, and is consistent with the youth empowerment and employment priority area of the African Union's Agenda 2063, to which Nigeria is a signatory. Similarly, all interventions under the environmental sustainability and resilience pillar address Nigeria's priority issues related to climate change, natural resources and waste management and associated issues of environmental quality and food security. This portfolio was designed to advance the UNDP and Nigerian agenda related to the SDGs and climate resilience.

The design of the country programme reflected complementarity between the three components of GPS, inclusive growth and environmental sustainability. However, as noted in the midterm review of the country programme, geographic dispersal reduced the scope for integration and synergy. The GPS pillar is mainly implemented in the north, inclusive growth in the west, and the environment pillar in the north and south of the country. It is understood that UNDP presence in Nigeria requires differentiated approaches to respond to the national context and priorities (as well as funding availability), but this was not well articulated in the CPD (through a theory of change) and reports. As such, it is not possible to justify the limited coverage of the country programme in some of the areas with the highest multidimensional poverty rates in the country.

2.5.2 Partnerships

Finding 13. While UNDP leveraged a range of partnerships to implement its programmes and mobilize and broker multi-donor resources for national priorities, it has not yet realized strategic partnerships beyond funding and implementation.

UNDP used its comparative advantage to establish partnerships with the Government, United Nations sister agencies, donors, the private sector and civil society. UNDP has a well-defined role with the Government, with public institutions implementing country programme initiatives.

UNDP has been collaborating with multiple United Nations agencies (FAO, IOM, UNHCR, UNICEF, UN Women and WHO) on stabilization and development interventions at federal and state levels under donor and United Nations mechanisms.¹¹⁰ The de-linking of the Resident Coordinator role repositioned UNDP to more technical and programmatic engagement with the Government and other United Nations agencies, and a clearer area of intervention. The One-UN COVID-19 Basket Fund, and to a lesser extent the Spotlight Initiative and similar pipeline initiatives, were United Nations-wide partnerships where UNDP was able to effectively leverage its convening role and promote multi-stakeholder dialogue and integrated approaches. The stabilization programme in the north-east is also premised on United Nations collaboration around donor strategies. In practice, United Nations partnerships followed siloed approaches in planning and implementation and had limited effect on enhancing programme synergies.

Despite concerns about heavy bureaucratic procedures, and its recent performance in the governance area, UNDP has strong partnerships with traditional donors including the European Union, Germany, United Kingdom, Norway and Japan, as well as emerging partnerships with new donors such as South Korea. UNDP was recently made co-Chair of the donor partners' group, playing an important intermediary role. As noted above, the new country office management, with the support of regional and headquarter offices, is helping to rebuild donor confidence.

¹¹⁰ Includes Peacebuilding Fund, Human Security Trust Fund, Stabilization Facility.

With just 4 percent of total programme expenditure sourced from the private sector, these partnerships are evolving.¹¹¹ UNDP was successful in brokering financing from the private sector and philanthropic foundations for the achievement of the SDGs. Prime examples are the contributions to the One-UN COVID-19 Basket Fund, solar energy and youth entrepreneurship development. Furthermore, UNDP held a large consultation involving large private sector entities (Google, Facebook, Dangote, Eurasia Group, etc.) to set the stage for closer collaboration on national development issues in the areas of innovation, culture, green economy and entrepreneurship.

Considering Nigeria's vibrant and expanding private sector, there is scope for the country office to advance collaboration with the private sector through the articulation of a well-defined private sector engagement strategy. The country office resource mobilization strategy for 2018-2022 reflects the need to build robust private sector partnerships, but the strategic approach, priorities, entry points and partners require further elaboration.

The CPD outlines a dedicated output result to strengthen civil society engagement and capacity, with anticorruption as the entry point, but participation and anticorruption work was limited due to funding constraints. The few CSOs that participated in the country programme largely played the role of implementing partner.

Overall, the UNDP partnership approach is largely focused on funding and implementation partnerships. The development of strategic partnerships to leverage the knowledge and expertise of other development partners to achieve common objectives is yet to unfold.

2.5.3 UNDP internal resources

Finding 14. The declining resource envelope and limited ability of UNDP to leverage national development budgets, and increasing donor orientation towards humanitarian responses, has meant that the programme was more focused on immediate stabilization and conflict prevention. This has had implications for the UNDP development mandate and focus on institutional and policy advocacy support for poverty reduction and good governance.

Responses to national and UNDP priority areas such as inclusive growth and governance were small in comparison to the peacebuilding and conflict prevention component, which accounted for 70 percent of overall programme expenditure. Consecutive national strategies have identified poor governance and rising levels of multidimensional poverty and inequality as the main obstacle to sustainable development in Nigeria. Despite being root causes behind the conflict in Nigeria, the UNDP programme was not able to strengthen and invest in these components.

UNDP mobilized slightly over \$110 million in the current programme cycle (see Figure 4 below). UNDP offices in middle-income countries are expected to rely on external resources, such as government financing and donor funds, and when the country office was reclassified by UNDP as a middle-income country in 2018,¹¹² the allocation of regular UNDP core resources was reduced.¹¹³ This transition was abrupt with little advance preparation, and resulted in the immediate downsizing of personnel.¹¹⁴ The proportion of government

¹¹¹ This figure is an IEO computation based on UNDP Corporate Planning system (Atlas) data, accessed on 30 November 2021.

¹¹² Per UNDP classification. According to the World Bank classification, Nigeria transitioned to a middle-income country in 2016.

¹¹³ In 1995 the UNDP Executive Board (composed of Member States) decided that only 9-15 per cent of UNDP core resources would be provided to middle-income countries, while the majority (85-91 per cent) would be allocated to least-developed countries.

¹¹⁴ Based on limited staff interviews.

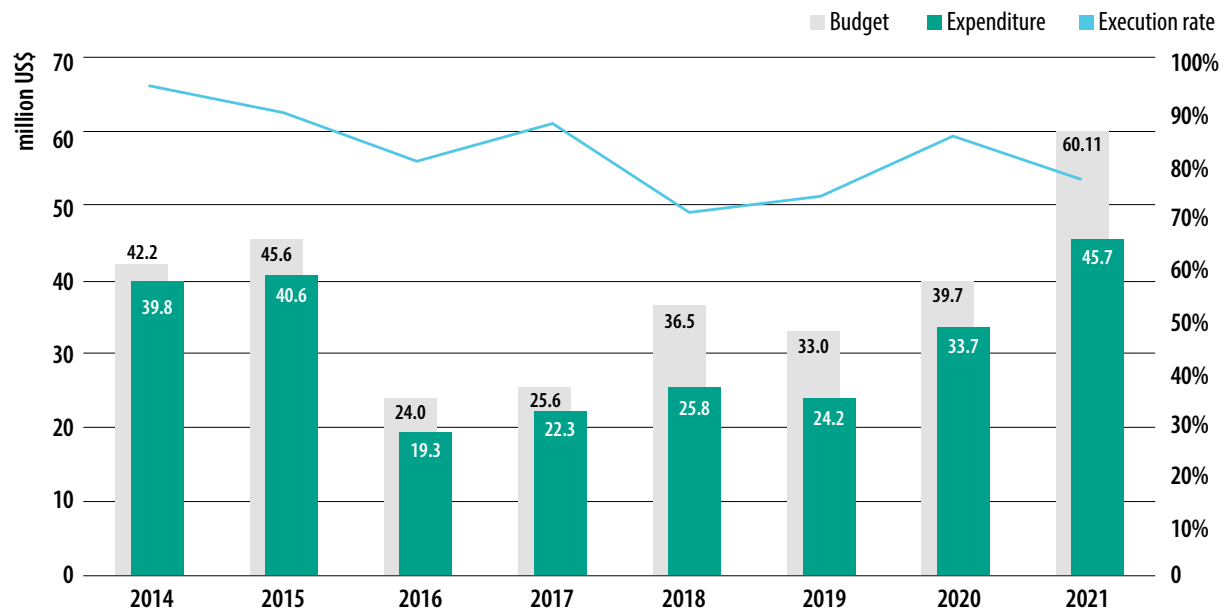
financing is increasing but remains small (on average \$2 million per year), and bilateral donors in Nigeria prioritize the humanitarian response and stabilization of conflict-affected areas in the north-east. This explains the large size of the UNDP peacebuilding and conflict prevention portfolio.

Nigeria is considered a large economy with the capacity to fund its own national development plan, and UNDP interventions require contributions from the Government (national and subnational), but there are often shortfalls. Even before COVID-19, Nigeria’s dependence on petroleum and crude oil made it vulnerable to fluctuating oil prices, which affect the fiscal space for development. Furthermore, with reductions in official development assistance and foreign direct investment flows, the Nigerian Government has had to finance development projects, including the pandemic response, through public debt, with implications for national economic health (public debt was 20 percent of GDP before COVID-19). In this scenario, the potential to leverage government financing is low.

The loss of core resources for UNDP Nigeria is significant and affects its positioning, since these funds have a catalytic effect, enabling the country office to initiate new programmes, bridge funding gaps and leverage additional resources. The 2020 IEO-led Evaluation of UNDP Development Cooperation in Middle-income Countries found that the income-based country classification to determine resource allocations had limited the ability of UNDP to respond to the complex development challenges faced by middle-income countries, which are often the same as for low-income countries. The middle-income country classification may not be the most suited for a country like Nigeria, where only about five out of 36 States can be considered to have middle-income status.

The evaluation did not include in its scope the assessment of UNDP staffing capacities.

FIGURE 4. Evolution of country programme budget and expenditure, 2014-2021



Source: UNDP Corporate Planning System (Atlas). As of 19 January 2022. Does not include COVID-19 response budget

2.5.4. Sustainability of UNDP capacity-building

Finding 15. The lack of clear exit strategies and adequate arrangements for programmes reduced the sustainability and scale-up of interventions. Supported institutions could not maintain completed initiatives, while beneficiaries consistently requested more time and support to keep their businesses and livelihoods activities going.

The evaluation found that the CPD design satisfied the requirements for national ownership. The various programmes were built on participation, consultation and government visions, strategies and frameworks. The programme teams consulted widely with different categories of stakeholders from programme design to implementation for the different projects. National and state governments partnered with UNDP in the implementation of projects. All these measures contributed to the national ownership and sustainability of results to a large extent, but only a few interventions (such as the technical capacity-building of OSSAP and NBS on planning and SDG integration and GBV data mechanisms under the Spotlight Initiative) displayed potential for sustainability over the medium term.

In the environmental sustainability portfolio, for example, all project partners and beneficiaries consulted for the evaluation and involved with actions on the ground (renewable energy, sustainable fuelwood management, Borno State waste management and the food security project) requested more time, technical assistance and funding to consolidate gains, let alone scale up innovations in their projects. Few respondents could articulate an exit strategy that would maintain the benefits and allow replication in areas beyond the project reach.¹¹⁵ Most comments reflected that project benefits were articulated, but the future viability of actions or businesses remained in doubt.¹¹⁶ Federal and state policies do not offer solutions for uptake and sustainability.

There was good awareness-raising and sales of cook-stoves, but the business model for individual entrepreneurs, and unclear approach to marketing, financing and control of cash flow, meant that stove manufacturers had very slim margins and low control over sales. Without more access to grants or very low-interest loans, they will be challenged to expand their markets, and interviewees considered that the project had created too much competition in their neighbourhoods. There is a similar issue with community waste management in Borno State. The project created a process and infrastructure centred on cash-for-work and state management of waste equipment and processes. Converting this system to a fee-paying/cost recovery approach, when state capacity is already challenged and much of the State is not properly served, is currently beyond the project scope. As such, it is doubtful that the community waste management service will be sustained.

These examples would have benefitted from consideration and documentation of the business case for innovations within the projects, which would have required due consideration to policy changes to support the uptake and sustainability of project innovations. Access to financing is a significant problem. Financial institutions do not want to take risks with unclear ventures that involve renewable energy, and the Government does not want to guarantee loans for the same reasons.¹¹⁷ Individuals and businesses look at the opportunity costs of all new activities, and external factors like COVID-19, insurgency or migration are layered on top of the risks associated with the technology and markets targeted in projects.

¹¹⁵ In general, ROARs have painted an optimistic picture of projects and potential outcomes, sometimes restating expected outcomes as though they would flow naturally from some of the project activities with no actual evidence.

¹¹⁶ For example, cook-stove businesses, creation of woodlots, community waste management systems, uptake of solar in mini-grids, farming activities that involve new seeds and infrastructure/services for animals, bees, etc., and related marketing.

¹¹⁷ Nigeria has a Green Bond scheme, but it is unclear what is currently funded. Also, a Trust Fund could not be set up in the Niger Delta for biodiversity conservation.

The Government could consider taxes, tax credits and subsidies as inducements for encouraging “green” behaviour, but it seems that the current Government has too many ongoing challenges to make significant efforts in this regard.

In the peace and security portfolio, the sustainability of programme benefits, especially the various institutions and platforms created for peacebuilding, hinged on existing collaboration and partnerships with federal and state governments. Project partners indicated that some outputs stopped functioning as soon as the projects ended, as the necessary expenses for the continuation of services were no longer paid by the concerned ministry.¹¹⁸ Implementing partners commented that the maintenance and security of most facilities provided by the interventions could not be guaranteed as no adequate plans were put in place, suggesting that interventions were not properly linked with state budgets and plans. Although UNDP worked with relevant ministries in the reconstruction of facilities, given the weak capacity of the Government to provide security, especially in hard-to-reach LGAs, the sustainability of facilities could not be guaranteed. Also, given the continuous changes to the security context of intervention communities, rehabilitated facilities are susceptible to destruction by NSAGs. The 2020 country programme midterm review made a similar observation about the lack of capacity within national institutions to maintain or scale up interventions.

UNDP interventions engaged communities with a focus on strengthening livelihoods and resilience, providing them with relevant knowledge and skills for their empowerment in a wide range of areas such as vocational training, agronomic practices, livestock rearing, psychosocial support, peace mediation and reconciliation. Local partners confirmed that the short duration of training programmes did not allow for trainees to master skills. In some cases, this was due to short funding windows, but UNDP could have reduced the number of beneficiaries to increase the duration of the training. Furthermore, none of the various programme designs included the deliberate mainstreaming of sustainability measures after funding ceased.

2.5.5. Gender equality and women’s empowerment

Promoting development with a gender perspective has been recognized as an issue of human rights and social justice, crucial to accelerating the achievement of the SDGs. Through its corporate gender equality strategy 2018-2021, UNDP fully committed to promoting GEWE. By design, the country programme pursued a two-pronged approach to gender equality, considering it both a cross-cutting issue mainstreamed in all interventions, whilst also implementing the Spotlight Initiative, focused on countering GBV.

Finding 16. The Spotlight Initiative delivered three mechanisms important for reporting, tracking and following up GBV cases. These have been adopted by the Government and, if sustained, should have a significant impact on how GBV cases are addressed.

The Spotlight Initiative is a joint United Nations programme, bringing together UNDP, the United Nations Population Fund, UN Women, UNICEF and UNESCO with European Union funding to ensure that all women and girls, particularly the most vulnerable, live a life free from violence and harmful practices.¹¹⁹ The project has six outcomes, focused on: (a) legislative and policy frameworks; (b) national and subnational systems and institutions; (c) behaviour change, prevention and social norms; (d) quality essential services for victims

¹¹⁸ The database of humanitarian interventions across the State was created under the ‘Addressing Critical Information and Coordination Gaps for Recovery in Borno State’ project.

¹¹⁹ The Spotlight Initiative is a global partnership between the European Union and the United Nations to eliminate all forms of violence against women by 2030, with a particular focus on domestic and family violence, GBV and harmful practices, femicide, trafficking in human beings and sexual and economic (labour) exploitation.

of GBV and other forms of violence; (e) data availability and capacities; and (f) supporting the women's movement. In Nigeria, UNDP is leading on three of these outcomes (a, b and e), but contributes to them all. In terms of geographical coverage, the project is focused on the Federal Capital Territory (FCT) and five States for GBV, two northern States for child marriage and two southern States for female genital mutilation.¹²⁰ National partners include key government agencies at federal and state levels, civil society and private sector partners.¹²¹

Stakeholders confirmed that the project developed three mechanisms which have been adopted by the Government and are functional. A Case Response Management (CRM) system has been established to ensure that women and girls who experience GBV or harmful practices have access to justice and use available, accessible, acceptable and quality essential services including for long-term recovery from violence. Although stakeholders and documentation confirmed that the CRM system is functional and providing support to victims, two key challenges and gaps were highlighted. First, the CRM helpdesk at federal level reported that it can be difficult to respond to and refer victims to the right partner at state level, although NHRC is considering replicating the model at state level. Secondly, stakeholders argued that the mechanism to follow up referrals needs to be further strengthened and structured.

GBV victims face long delays in the adjudicatory process, including adjournments of proceedings, corruption, congestion in courts and a culture of impunity. To mitigate these challenges, the project partnered with NHRC to support the Presidential Special Investigation Panel on GBV to conduct public hearings on GBV cases in the country. Stakeholders found that the establishment of the GBV Panel led to increased pressure on law enforcement agencies and justice sector partners to thoroughly investigate and prosecute cases heard before the panel, to enforce the rights of women and girls. The public hearings have also become a significant opportunity to sensitize both perpetrators and survivors, and provide them with focused information on their rights and responsibilities.

The National GBV Data Dashboard and the National GBV Data Situation Room in the Ministry of Women's Affairs and Social Development (MWASD) collate real-time data on violence against women and girls, GBV and harmful practices in the country. The dashboard was adopted by MWASD in May 2020, and has publically-available data on reported, open and closed cases and the number of convictions at national and state levels, indicating that it is fully functional.¹²² According to UNDP reports, the National GBV Situation Room is also functional in MWASD, following its launch in November 2020, although the effectiveness and benefits could not be validated as a meeting with MWASD could not be arranged.

Document review and consultations with stakeholders showed that the project has faced coordination challenges. For instance, UNDP pursued solo efforts to engage project partners, which caused duplication of efforts and confusion among other partners and civil society. Under the data pillar, better coordination with other participating United Nations was required to ensure adherence to quality assurance standards and procedures for GBV data (such as global standards around the protection of data and survivors). The launch of the project was delayed, contributing to coordination challenges as agencies scrambled to implement unilaterally to ensure completion of the workplan. Generally, United Nations system-wide coordination challenges are well-known and multi-faceted and, in the case of GBV, the issue of overlapping mandates is a contributing factor. Regarding the Spotlight Initiative, while there is a high-level steering committee and

¹²⁰ FCT, Lagos, Ebonyi and Cross River (GBV), Sokoto and Adamawa (female genital mutilation and Child Marriage).

¹²¹ The key national partners include: Federal, MWASD, NHRC, Federal Ministry of Budget and National Planning, Federal Ministry of Health, Federal Ministry of Justice, Federal Ministry of Education and Law Enforcement Agencies (the Nigeria Police Force, Nigeria Security and Civil Defence Corps).

¹²² See: <https://reportgbv.ng/#>.

a technical implementation team, there is no structure between these two layers. Coordination challenges are reportedly being addressed at the leadership level of participating agencies, but this is yet to trickle down to the technical level.

UNDP worked with stakeholders and prepared two draft laws aimed at strengthening the legal and policy framework for violence against women and girls, GBV, harmful practices and sexual and reproductive health and rights. These draft laws have been circulated among key stakeholders, including representatives from State ministries, departments, agencies and assemblies and CSOs. However, due to sociocultural barriers of the context and limited sustained engagement, policy-level results were limited. This has been recognized by stakeholders, and there is ongoing discussion on policy-level results and identifying and engaging high-level government stakeholders and other groups, such as religious leaders, who have a say in policy and legislation.

Finding 17. Gender results of the country programme were gender-targeted, and focused largely on ensuring gender equity in the profile of project beneficiaries. There was limited progress on policies and strategies at federal and state levels to bring about lasting impact on women’s economic and political empowerment.

In line with corporate guidance, the country office developed a gender equality strategy for 2018-2022, to promote and guide gender mainstreaming across all programmes and operations.¹²³ The various programmes prioritized the engagement of vulnerable groups, including women and other people at risk of being left behind, as the main beneficiaries. During planning stages, the country office uses the corporate gender marker tool to estimate planned expenditures on GEWE.¹²⁴ 56 percent of expenditure in the current CPD was expected to contribute to GEWE in a meaningful way (GEN2 and GEN3 interventions), reflecting annual increases between 2018 and 2021.¹²⁵

To examine the nature and quality of programme results from a gender perspective, the evaluation applied the Gender Results Effectiveness Scale.¹²⁶ Documents and interviews with stakeholders confirmed that women, including female-headed households, were targeted by the various projects, and most initiatives have conducted good sex-disaggregated data collection. There were also a small number of initiatives which demonstrated the mainstreaming of gender considerations beyond numbers. For example, UNDP contributed to the development of a Gender Action Plan, and women were involved in training for some of the projects under the Montreal Protocol Initiatives. Women were also involved in the development of Community Biodiversity Action Plans, and UNDP supported the formation of the Ogoni Women Ecological Defenders.¹²⁷ Similarly, UNDP provided inputs to gender aspects of the National Energy Master Plan.

¹²³ UNDP Nigeria: Gender Equality Strategy and Action Plan 2018 – 2022.

¹²⁴ The gender marker aims to sensitize programme managers on gender mainstreaming through the assignment of a rating in UNDP programme and financial reporting system. The ratings are: GEN3 = outputs that have gender equality as the main objectives; GEN2 = outputs that have gender equality as a significant objective; GEN1 = outputs that will contribute in some way to gender equality, but not significantly; GEN 0 = outputs that are not expected to contribute noticeably to gender equality.

¹²⁵ A known limitation with the gender marker data is that, as a self-assessment tool, the ratings tend to be subjective. Also, it is a tool for estimating planned expenditure and there is no way to assess actual expenditure.

¹²⁶ The Gender Results Effectiveness Scale, developed as part of the corporate evaluation of the UNDP contribution to GEWE is a rating system that classifies gender results under five categories: (a) Gender negative = results led to negative outcomes that reinforces/aggravated gender inequalities/norms; (b) gender blind = results had no attention to gender; (c) gender-targeted = results focused on equity (50:50) of women and men in targeting; (d) gender responsive = results addressed differential needs of men and women and equitable distribution of benefits, resources, status, rights etc.; (e) gender transformative = results contributed to changes in norms, cultural values, power structures and the roots of gender inequalities and discrimination.

¹²⁷ Unfortunately, the consultations and the Ogoni Women Ecological Defenders group did not have specific actions to latch onto, as the project faltered.

Overall, the gender results attained by the country programme remained gender-targeted, focused on achieving equity (50:50) of women and men in targeting.¹²⁸ Many of the UNDP community interventions did achieve 50 percent women beneficiaries, although women's participation in some cash-for-work programmes in the north-east was lower.¹²⁹ This may be connected to cultural and religious practices in the intervention communities which limit women's participation in social and economic activities. Similarly, despite the UNDP focus and objective of increasing women's political participation (in the context of very low participation due to sociocultural factors), results were limited under this country programme (see Section 2.1.1).

Internally, the UNDP business environment for gender equality is yet to develop. The country office has taken steps to advance gender equality in the office, namely the development of the Gender Equality Strategy 2018-2022 with the overall objective to promote and guide gender mainstreaming across all programmes and operations.¹³⁰ To guide implementation of the gender strategy, the office established a gender focal team, tasked with ensuring effective gender mainstreaming and coordination of gender initiatives and promoting organizational learning, both internally and externally with implementing partners. However, the evaluation could not establish the level of progress in implementing the gender strategy, including on the reported application for the corporate gender equality seal process, because no supporting documentation or progress reports were available.

The country office shows wide gender disparity in its overall staffing (68 percent male /32 percent female) as well as at senior management level.¹³¹ According to the country office, staff have not yet received any training on gender mainstreaming and analysis.

Finding 18. Effective programme management was hindered by weaknesses in results-based management practices, affecting programme performance assessment, reporting and feedback loops for course correction and learning.

At strategic level, the design of the country programme reflected complementarity between the three components: GPS; inclusive growth; and environmental sustainability. Project designs also incorporated in-depth context and stakeholder analysis, which should facilitate the formulation of clear programme theories of change. But the programme, as implemented, reflected inadequate internal coherence and synergy within each of the programme components. This is partly attributed to funding availability and the timing of project documents (elaborated after the CPD formulation), and partly to inadequate attention to results-based management in programme planning stages.

The absence of a well-defined guiding theory of change hindered the consolidation of a programmatic approach, and the country programme shows a project orientation, limiting synergies and coordination within and between the three pillars. The 2021 audit of the country office also picked up on fragmentation, with an increasing number of outputs and projects, and recommended greater flexibility in project design to enable project expansion and avoid silos.

¹²⁸ In most of the livelihoods support interventions from the peace and security programme, women represented 50 percent or more of the beneficiaries. The environment programme also had a high degree of engagement of women. For example, in the Sustainable Fuelwood Management project, 40 percent of woodlot and nursery management participants were women, 30 percent of youth in consultations were female, a 34 percent increase in female membership in community forest management committees was achieved, most of the cook-stove entrepreneurs were women and thousands of jobs have been created for women and youth.

¹²⁹ Note that gender parity and gender equality may have been confused in the country office, according to the country programme midterm review in 2020.

¹³⁰ UNDP Nigeria: Gender Equality Strategy and Action Plan 2018 – 2022.

¹³¹ UNDP Corporate Planning System. November 2021.

A coordination gap was also evident in the country office organogram. Programme heads and project teams that report to the Deputy Resident Representative did not have clear reporting lines, leaving roles and responsibilities unclear. This also affected access to project documents and reports during the evaluation process, and needs to be resolved to avoid further confusion.

Both the audit and this evaluation noted that projects are poorly matched to performance indicators. This limited the country office ability to track and report on its overall level of effectiveness. Monitoring and reporting of progress were thus focused on completed activities and numbers of beneficiaries supported rather than outputs and outcome results, as confirmed by stakeholders.

UNDP works in a very complex environment in Nigeria, and is a small contributor to larger efforts of the Government and other development partners, whose results (intended and unintended) are emergent and non-linear. Dealing with this level of complexity requires strong adaptive management practices, dynamic monitoring and formative evaluation systems that provide rapid feedback loops. This would allow UNDP to consider changing parameters and hypotheses and incorporate them into theories of change or conceptual frameworks against which progress can be measured. There is scope for strengthening the country office results-based management capacity and practices, including the prioritization of outcome evaluations.

2.6 Country programme performance ratings

The following table provides an overview of the performance of the country programme, using the five internationally agreed evaluation criteria: relevance, coherence, effectiveness, efficiency and sustainability, and a set of parameters for each criterion. A four-point rating scale is used, with 4 being the highest and 1 the lowest.¹³² This table should be read considering the findings presented in previous sections, which provide more detailed justification for the ratings.

TABLE 2. Aggregated performance rating of the country programme

Key criteria and parameters	Score	Justification
1. RELEVANCE	3	
1.A. Adherence to national development priorities	3	Overall, UNDP programmes are aligned with national development priorities and sector strategies, including Vision 20:2020, ERGP 2017-2020 and sector strategies and plans such as the Nigeria Peace and Development Framework, National Priority Programmes on justice sector reforms and good governance and the Humanitarian Response Plan.
1.B. Alignment with United Nations/UNDP goals	3	The programme is also aligned with UNDP strategic goals as outlined in the six signature solutions of the Strategic Plan 2018-2021 and the African Union Agenda 2063. The CPD was based on the United Nations Sustainable Development Partnership Framework 2018-2022 for Nigeria.

¹³² See footnote 5 for a description of the rating score system.

◀ Table 2 (cont'd)

Key criteria and parameters	Score	Justification
1.C. Relevance of programme logic	2	At design, the programme logic was relevant, portraying a balanced approach in terms of thematic coverage, downstream and upstream as well as geographic focus and an appropriate emphasis was placed on engaging vulnerable groups, including women, youth, people living with disabilities etc. in programme implementation. However, funding availability meant the programme implementation was fragmented and limited UNDP support and engagement on key national priorities on inclusive growth and governance.
2. COHERENCE	2	
2.A. Internal programme coherence	2	The design of the country programme reflected complementarity between the three components: GPS; inclusive growth; and environmental sustainability. However, the geographic spread reduced scope for integration and synergy. The GPS pillar is mainly implemented in the north, the inclusive growth in the west, while the environment pillar is in the south of the country.
2.B. External programme coherence	2	Some components of UNDP programming in the north-east incorporated the HDPN approach. UNDP partnered with relevant United Nations agencies, drawing on their expertise in addressing the drivers of conflict, delivering humanitarian assistance and strengthening institutions and resilience. Critical dimensions of the HDPN approach such as joint context analysis, joint outcomes identification, joint M&E are hindered by continuing humanitarian-development divides.
3. EFFICIENCY	2	
3.A. Timeliness	2	Concerns about the efficiency of UNDP support were related to implementation delays, which were sometimes attributable to the challenging programming environment and COVID-19.
3.B. Management efficiency	2	UNDP role in joint initiatives with other United Nations agencies received negative commentary, indicating the need for UNDP to be more efficient in its management and coordination roles. The CPD resource mobilization targets were not met due to internal and external factors described in Section 2.5.

◀ Table 2 (cont'd)

Key criteria and parameters	Score	Justification
4. EFFECTIVENESS	2	
4.A. Achieving stated outputs and outcomes	2	Some outputs were achieved under different programmes (particularly for peacebuilding, inclusive growth and to a lesser extent environment). Contribution to higher-level results (vis-a-vis strengthened peacebuilding institutional capacity, youth skills development and entrepreneurship, climate change mitigation and resilience and biodiversity conservation) was limited. Given the depth of the socioeconomic challenges facing the country, the scale of UNDP support is underwhelming, indicating a need for UNDP to be more focused. A sizeable portion of the CPD was not funded. UNDP missed the opportunity to articulate in its CPD what it can realistically achieve in the context of Nigeria.
4.B. Programme inclusiveness (especially those at risk of being left behind)	2	The country programme made significant effort to include all categories of vulnerable groups including female-headed households, the elderly, youths and persons with disabilities. Overall, the results achieved have been beneficial to a moderate extent for people at risk of being left behind.
4.C. Prioritizing gender equality and women's empowerment	2	The country programme prioritized GEWE, but gender results remained at the level of targeting and the UNDP internal business environment is still developing.
4.D. Programming processes adhered to sustainable development principles	2	There are examples of the integration of sustainable development principles across the programmes, particularly at design stage, but results were limited due to the fragmentation of interventions and limited funding.
5. SUSTAINABILITY	2	
5.A. Sustainable capacity	2	The country programme was developed in collaboration with Government and implemented jointly at national and subnational levels, indicating government ownership. However, the institutional, community and individual capacity-building needed to sustain interventions required better thought through strategies to entrench sustainability and long-term ownership of initiatives.
5.B. Financing for development	2	UNDP work on financing for development and the SDGs is at an early stage. Private partnerships for the SDGs are emerging. UNDP is also introducing SDG financing platforms such as SDG impact in the country.

CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE



This chapter presents the evaluation conclusions and recommendations, and the management response submitted by UNDP Nigeria.

3.1 Conclusions

Conclusion 1. UNDP is a well-known and respected partner to the Government and development actors in Nigeria. UNDP programming was responsive to the priority issues of Nigeria. There has been greater emphasis on addressing conflict prevention and stabilization compared to inclusive growth and governance, which are the root causes of the conflict in Nigeria. UNDP needs to strengthen these in its programming if it is to help Nigeria move forward on meeting the SDGs.

The national context described in Chapter 1 has implications for UNDP strategies and the focus of its programming in Nigeria.¹³³ In a country that generally has adequate capacity and strong ownership of its development process, it is understandable that the policy advocacy space available to UNDP is shrinking. This partly explains shortfalls in progress against the results outlined in the CPD. On the other hand, UNDP could have better balanced the programme ambition and available resources.

Though not well articulated in the CPD, programme design and implementation did broadly reflect the need for differentiated approaches, given the country's diversity of contexts (conflict-affected and lagging regions in the north and central regions, and accelerated development/middle-income contexts in the south-east and south-west). However, this had the unintended outcome of small, fragmented interventions. UNDP implemented a recovery and stabilization programme in the north-east, contributing to basic social services, livelihoods support, social cohesion, security and local government capacity in conflict-affected areas, including women and youth victims of insurgency. Interventions under the inclusive growth component, such as support to MSMEs and start-ups, skills development and livelihoods to minimize the effects of job losses, were implemented in the west, while climate change, natural resource management and associated issues of environmental quality and food security were implemented in the south.

With a predominance of downstream stabilization programming, the upstream-downstream focus was not balanced. UNDP contributions to the priority areas of inclusive growth and governance were limited, although the work on youth skills development and entrepreneurship has potential for scale-up. These factors, and others such as recent internal management instability, have had an impact on the overall effectiveness and positioning of UNDP. The 2020 midterm review of the country programme reached a similar overall conclusion, but no follow-up actions have yet been made.

Conclusion 2. UNDP is a key partner of the Government in peace and conflict prevention. UNDP work on institutional strengthening for peacebuilding and conflict management was relevant to national priorities and effective at output level, contributing to the immediate objective of stabilization. But with a focus on short-term capacity-building in the form of workshops and other technical support, targeted to only a few institutions, the opportunity to assess outcome-level changes was limited.

¹³³ Nigeria is Africa's largest economy and most populous country; structural challenges include high poverty, inequality, unemployment, governance deficit, environmental degradation, growing conflict areas, increased federalism with Federal-State coordination gaps and COVID-19 impacts unfolding, as well as opportunities.

Institution-building is essential for successful peacebuilding. Evidence shows that low accountability and ineffective institutions increase the likelihood of countries experiencing violent conflict.¹³⁴ UNDP stabilization programmes made important contributions towards strengthening national capacity for peacebuilding, including the reduction of small arms violence at national and subnational levels. UNDP also contributed to increased access to livelihood opportunities and helped to restore basic services in communities at risk occasioned by the conflict. However, interventions were of short duration and fragmented, thereby limiting the opportunity to assess outcomes, which were targeted to changes on a national scale.

Conclusion 3. For inclusive growth, UNDP work addressed development priorities as defined in the country's development plan, SDGs and sector policies. UNDP work was concentrated on two themes: national development planning and SDG integration; and skills development and employment. UNDP support was recognized as important in filling institutional and individual capacity gaps. Overall, the portfolio is very small relative to the challenges it seeks to address.

Employment creation is a high priority for the Government, given the country's youth bulge and annual increases in educated youth entering the labour market.¹³⁵ UNDP support to livelihoods and employment through skills development and job placement, especially for youth and women, was important and well-integrated into national employment policies, but consisted largely of downstream entrepreneurship development. Support to the demand side, such as job availability and an enabling policy environment, did not receive adequate attention. Furthermore, some initiatives, such as skills development and job placement through the national employment programme, were implemented at a small scale and lacked well-articulated training and placement strategies. Support to development planning and SDG mainstreaming and monitoring was catalytic and contributed to the development of important planning tools.

New partnerships with the private sector for youth training and job placement are emerging, an important achievement of the current programme. However, this work was concentrated at federal level. As the Government's primary partner for institutional capacity-building on national planning for SDG integration, UNDP is yet to leverage more resources to design and implement a well-articulated strategy to fill critical capacity gaps at state level regarding inclusive development planning.

Conclusion 4. Overall, UNDP climate mitigation, resilience and biodiversity conservation interventions were responsive and conceptually sound. However, a combination of ongoing policy barriers, lack of self-financing options and the limited geographic scope of on-the-ground interventions has limited their positive impact.

For the last four years, UNDP support in the environment area has correctly focused on energy innovations, waste management, climate change planning and reporting obligations, food security and natural resource management, reflecting priority issues in Nigeria. The measurement of outcome-level changes has been difficult, due to issues with performance indicators and field-level monitoring. Nevertheless, several projects made positive contributions to environmental and climate change management. This can be characterized as setting the stage for the private sector and local communities to adopt or promote solar energy, energy-efficient cook-stoves, climate-smart agriculture and community-based waste management, and phase out ozone-depleting substances. However, beyond site-specific details of project interventions

¹³⁴ Fearon, J.D. (2010) Governance and Civil War Onset. Background Paper, World Development Report 2011.

¹³⁵ 74 percent of the population is 35 years old and below (National Youth Survey 2020, Ministry of Youth and Sports Development and National Bureau Statistics).

and beneficiary accounts of project benefits (mostly training and grants), it is difficult to find or verify details of changes to environmental conditions. This reflects an ongoing need to bridge studies, guidelines and consultations with actual change on the ground.

Conclusion 5. UNDP consulted widely with different categories of stakeholders from programme design to implementation, whilst Government at national and state levels partnered with UNDP in the implementation of interventions. Despite these measures, the sustainability of most interventions was challenged over the medium term. UNDP support for improving household access to income-generating activities and technical capacity-building for key institutions was highly appreciated by beneficiaries. However, it is doubtful that these results can be sustained without further consideration from UNDP.

UNDP interventions have been successful in engaging local government and communities. While the capacity-building of stakeholders was good, the duration of programmes was too short to entrench the sustainability of benefits. The thousands of individuals and households that have been engaged benefited from skills development and livelihood protection, but in most cases they requested longer-term support. In addition, there is no adequate arrangement on the part of programmes to ensure the continuous functionality of facilities that were established. The ownership of initiatives was not clear.

Conclusion 6. UNDP was swift to adapt its programming to the COVID-19 context. UNDP proactivity and leadership in the establishment and coordination of the One-UN COVID-19 Basket Fund is a global good example and was widely recognized.

The COVID-19 response highlighted the importance of partnerships and quick and decisive leadership. UNDP seized the opportunity to leverage new and existing partnerships with national Government, development partners and the private sector. UNDP was instrumental in setting up a timely and functional multisectoral mechanism for rapid support to the Government's response plan. Although it was designed with the medium- to longer-term response phase in mind, the complicated coordination mechanisms involving multiple United Nations agencies and overambitious targets have prompted questions about the appropriateness of the Basket Fund modality for the post-pandemic response phase.

Conclusion 7. Beyond the Spotlight Initiative, which is helping to create awareness, sensitization and a multisectoral response to GBV, the country programme's focus on gender mainstreaming was limited to targeting women as beneficiaries in training and economic empowerment to restore livelihoods. The internal UNDP business environment for gender equality is still developing.

There was a high degree of engagement of women in the country programme interventions, especially training and other activities to restore livelihoods and basic needs. However, this effort needed to be complemented with deeper gender analysis to address the differential needs of women and men and strategies for more equitable distribution of benefits, resources, status and rights. Advocacy and awareness for women's human rights were not promoted beyond the Spotlight Initiative. The UNDP gender focus was on reporting the number of women and men that benefit from programme activities.

UNDP did not assign adequate resources to gender mainstreaming in its programmes, operations or working environment.

3.2 Recommendations and Management Response

RECOMMENDATION 1.

UNDP should adopt a balanced mix of upstream and downstream interventions in the next country programme. UNDP has a unique role, through its broad portfolio, cross-cutting experiences and extensive partnership with Government, to examine and support policy analysis and implementation. UNDP should invest in a strategic review to reassess its positioning and programmatic offer, particularly in the governance and inclusive growth areas.

With official development assistance estimated at less than 2 percent of Nigeria's GDP, the Government does not expect UNDP to provide project support, but rather effective models which the Government can scale up. There are many lessons that can be learned from UNDP policy experience in Nigeria. These need to be examined critically to determine where the barriers, constraints and causes are, to inform a strategic role for UNDP as it supports government programmes in the future. Policy analysis is very dependent on understanding the nature of partnerships, sector receptivity, how internal policy and agenda conflicts are resolved, and the costs and benefits of new policy directions. UNDP should be able to insert itself into and facilitate this kind of policy analysis, working with Government, civil society and the private sector as new policy directions emerge and are considered by the Government. UNDP should strengthen its policy analysis and advocacy capacity.

UNDP should better distinguish between federal and state support, identifying opportunities for strengthening the development planning of States with capacity gaps.

Management response: **Partially Agree**

Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
1.1 The country office, with support from Regional Bureau for Africa, conducted a capacity assessment in 2021 to review and re-assess UNDP positioning. The outcomes of these assessments are being used to inform the design of the new CPD, particularly in the governance and inclusive growth area.	December 2022	1. UNDP Senior Management 2. Governance, Peace and Security Unit 3. Strategic Partnership and Inclusive Growth Unit 4. Environment and Climate Change Unit		Initiated
1.2 The current CPD (2018-2022) will expire by December 2022. Currently, the country office is developing the new CPD (2023-2027), which will be informed by ICPE recommendations.	December 2022	1. UNDP Senior Management 2. Governance, Peace and Security Unit 3. Strategic Partnership and Inclusive Growth Unit 4. Environment and Climate Change Unit		Initiated

RECOMMENDATION 2.



The importance of addressing institutional capacity to ensure a peaceful transition from fragility and conflict to a stronger social contract and economic growth cannot be overstated. UNDP is well positioned to enhance the effectiveness of its stabilization programmes and ensure linkages with medium-and long-term interventions.

Violent conflicts and crises shatter the capacity of core governance and rule of law systems and institutions to cope with, recover from and prevent future crises. Successful institutional transformation takes time as reforms are iterative. Recognizing institutional dynamics, UNDP should ensure that all relevant institutional and policy linkages are embedded, including core governance functions which are often the drivers of conflict.¹³⁶ UNDP should broaden its collaboration with national agencies and bring on board relevant peacebuilding institutions, including the judiciary, security sector, think tanks and other government agencies with the constitutional mandate of peacebuilding, as well as traditional community mechanisms.

UNDP peacebuilding support should balance upstream and downstream initiatives to ensure sustainable development pathways. UNDP should also strengthen integrated programming internally and in partnership with other United Nations agencies. This can open opportunities for well-articulated area-based programming.

UNDP should develop a response plan to coordinate its interventions in the north-east. Given the large number of projects implemented in the region, and mounting humanitarian need, the need for a response plan to guide project design and implementation cannot be over-emphasized.

Management response: Agreed



Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
2.1 UNDP will engage a Third-Party M&E team to review the management (planning, implementation, monitoring and coordination) of the stabilization and early recovery portfolio in the north-east.	December 2022	1. UNDP Senior Management 2. UNDP North-East Team	This will also be supported by the Evaluation of UNDP north-east Early Recovery Programme	Not started
2.2 The recommendations from the Third-Party Monitoring and Assessment will be used to enhance effective linkages into medium and long-term peace and development interventions.	December 2023	1. UNDP Senior Management 2. UNDP North-East Team		Not started

¹³⁶ See: Evaluation of UNDP Support to Conflict-affected Countries.

RECOMMENDATION 3.



In the inclusive growth portfolio, UNDP should strengthen its role as an enabler of public-private partnerships, considering the size of the private sector in the economic development of Nigeria. This requires well-articulated strategies.

With 90 percent of Nigeria's GDP delivered by the private sector, it is said that Nigeria's development must be private sector led.¹³⁷ UNDP support to livelihood and employment through skills development and job placement, especially for youth and women, was important. UNDP should leverage the national employment agenda (e.g., the National Employment Policy, the National Youth Policy and the National Digital Economy Policy and Strategy) to promote the crucial role of the private sector, ranging from micro-enterprises to multinational companies, in driving productivity, inclusive economic growth and job creation to help achieve the SDGs. UNDP should strengthen its strategic approach for advancing private sector partnerships and promoting the SDGs as a driver of business strategy, through a well-defined country office strategy.

Vocational skills development strategies should address the issue of insufficient training periods, and promote platforms with the private sector to connect trainees with job opportunities.

UNDP should also leverage private sector financing for COVID-19 recovery. Building on the momentum gained in the immediate response phase, and its work on national and local planning including the Integrated National Financing Framework and other SDG integration tools, UNDP is well positioned to support the Government on the integration of the socioeconomic pandemic recovery into the national development plan, to ensure that it does not overwhelm the public health system (like other diseases such as malaria). COVID-19 will not go away globally, and will continue to pose a threat. UNDP analytical work and COVID-19 policy briefs, as well as experiences from the cash transfer initiatives, should be leveraged to initiate and inform discussions with the Government and partners on reforming and strengthening the national social protection system.

Management response: **Agreed**



Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
3.1 UNDP will commission a private sector assessment to understand the employment and partnership dynamics in Nigeria towards providing the right mix of skills for the labour market, job sustainability and livelihood pathways for key and vulnerable populations.	December 2023	1. UNDP Senior Management 2. Strategic Partnership and Inclusive Growth Unit		Not started

¹³⁷ World Bank (2020) Country Partnership Framework for the Federal Republic of Nigeria for the Period 2021-2025.

◀ Recommendation 3 (cont'd)

3.2 UNDP will strengthen its quality assurance during Annual Work Plan preparation for all programmes that have vocational training components, to ensure quality training coupled with sufficient training periods, and promote platforms together with the private sector to connect trainees with job opportunities.	December 2024	1. UNDP Senior Management 2. Strategic Partnership and Inclusive Growth Unit		Initiated
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RECOMMENDATION 4.



UNDP needs to capitalize on those initiatives it has supported that have the broadest reach and impact in terms of climate change mitigation and community empowerment. In particular, these include renewable energy uptake and the reduction of deforestation. However, both of these have been constrained by a lack of policy support and political commitment. UNDP should map out the policies that would encourage the development of mini-grids in areas not well served by the current grid, to scale up the use of solar technology and development of community woodlots in State-owned forests, and reduce the rate of deforestation. Within the UNDP programme, both initiatives seem to have the most potential to reduce greenhouse gas emissions in Nigeria.

Policy barriers, or lack of appropriate policies to induce or encourage change, seem to have been factors in the lack of uptake of renewable energy and community woodlots. UNDP has supported both initiatives, which have been properly rooted with pilot studies and community awareness. Both have huge potential in Nigeria and need to be spurred to better outcomes (more locations in Nigeria and a much higher volume of users and operators). These two thrusts would help increase energy access in Nigeria, reduce GHG emissions associated with electricity production, and help reduce the rate of deforestation, while at the same time increasing habitat area for biodiversity conservation and opportunities for multi-crop/ multi-tier farming. There is a wealth of project experience that can inform this proposed study.

Management response: Agreed



Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
4.1 UNDP will balance upstream and downstream actions, scale up best practices and consolidate lessons learnt under the current CPD for future programming under the new CPD (2023-2027).	December 2022	1. UNDP Senior Management 2. Environment and Climate Change Unit		Initiated

RECOMMENDATION 5.



To ensure the sustainability prospects of capacity-development interventions at community and institutional levels, particularly in the environment and peacebuilding and conflict-prevention programmes, UNDP should strengthen strategic linkages with relevant federal and state ministries to ensure adequate budgetary provisions to sustain results at the end of programme implementation.

Overall, the ownership of supported income-generating and institutional capacity-building initiatives, and by extension their sustainability, was not clear. UNDP should ensure that proposed interventions have clear sustainability strategies which are time-bound and linked to medium-term national and subnational programmes to create opportunities for budget allocations for project sustainability. Creating platforms and facilities and handing over to government ministries is good, but doing this without budget plans for sustainability after project closure is a major limitation on an exit strategy. Given the enormous challenges in government ministries, without appropriate exit strategies and government commitment at design phase, the facilities established cannot be sustained. UNDP should ensure a clear and tangible rationale and clarity on the strategic linkages of interventions.

Management response: Partially Agree



Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
5.1 The UNDP project development template requires that every project develops an exit and sustainability strategy. In this regard, UNDP will revisit existing sustainability and exit strategies in projects through quarterly and annual review in collaboration with Government.	December 2023	1. UNDP Senior Management 2. Governance, Peace and Security Unit		Initiated
5.2 To ensure sustainability of UNDP catalytic interventions, the country office will closely monitor projects in close collaboration with federal and state governments through Local Project Appraisal Committee meetings, project board meetings, joint project monitoring missions, review meetings and spot check visits especially focusing on sustainability.	December 2027	1. UNDP Senior Management 2. Governance, Peace and Security Team		Initiated

RECOMMENDATION 6.



Systematic and coherent guidance is required to adequately mainstream gender concerns into UNDP programmes and contribute to gender-responsive and gender-transformative changes.

UNDP should prioritize substantive gender mainstreaming in the next country programme, including specific standalone initiatives to advance women's empowerment. As the primary partner of the Government for national development planning, and in collaboration with United Nations partners, UNDP should advocate for the adequate integration of a gender dimension (including women's political participation) and rights-based approaches into existing policies and strategies at federal and state levels.

Management response: Agree



Key action(s)	Time frame	Responsible unit(s)	Tracking*	
			Comments	Status
6.1 UNDP will ensure gender mainstreaming in its new CPD (2023-2027). In addition, UNDP will continue to strengthen the gender responsiveness of its projects, programmes, project proposals, concept notes and other policy documents through organizing relevant strategic gender meetings, trainings and learning missions in Nigeria. While supporting UNDP standalone gender interventions (GEWE projects).	December 2027	<ol style="list-style-type: none"> 1. UNDP Senior Management 2. Governance, Peace and Security Unit 3. Strategic Partnership and Inclusive Growth Unit 4. Environment and Climate Change Unit 	UNDP Gender Focal Manager will support this action	Initiated
6.2 UNDP to advocate for adequate integration of a gender dimension (including financial inclusion, women's full participation in politics, power structures and decision making) and rights-based approaches in existing policies and strategies at all levels.	December 2027	<ol style="list-style-type: none"> 1. UNDP Senior Management 2. Governance, Peace and Security Unit 3. Strategic Partnership and Inclusive Growth Unit 4. Environment and Climate Change Unit 	UNDP Gender Focal Manager will support this action	Initiated

* Status of implementation is tracked electronically in the Evaluation Resource Centre database (ERC).

ANNEXES



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: <https://erc.undp.org/evaluation/evaluations/detail/12799>

Annex 1. Terms of reference

Annex 2. Evaluation framework

Annex 3. People consulted

Annex 4. Documents consulted

Annex 5. List of projects for in-depth review

Annex 6. Summary of CPD indicators and status as reported by country office



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