

**TERMS OF REFERENCE
FOR
EVALUATION OF SOCIAL PROTECTION FOR SDGs IN NIGERIA PROJECT**

Title of Consultancy	Contract to conduct a country led Evaluation of the Institutionalizing Social Protection for Accelerated SDG Implementation in Nigeria Programme (United Nations Joint SDG Fund)
Objective	Design and implement the evaluation of the Social Protection for SDGs in Nigeria programme (Implemented by UNICEF, ILO, UNDP, and WFP, with technical input from WHO and funded by the United Nations Joint SDG Fund)
Programme Duration	2 Years (January 2020 to January 2022) Now extended to June 2022
Type of Contract	Evaluation Firm
Language Required	English
Location	Abuja and Sokoto State
Start Date	TBD
Duration of Contract	50 Working Days
Supervision	UNICEF Evaluation Manager, jointly with UNDP, ILO, WFP, and WHO and RCO Data Management Results Monitoring/Reporting Officer

1. INTRODUCTION

UN Nigeria has been implementing the two-year Social Protection for SDGs in Nigeria programme since January 2020 with the end date of January 2022 but now extended to June 2022. To promote accountability and enhance learning and documentation, UN Nigeria in partnership with relevant government ministries (see annex 2 for list of MDAs) is commissioning a country-led evaluation of Social Protection for SDGs in Nigeria programme. These Terms of Reference (ToR) set out the purpose and objectives, scope, and methodology for an institutional contract with a team of at least three evaluation consultants. Findings and recommendations from this evaluation will strengthen the result of this project and inform the replication and scale-up of integrated social protection programmes in Nigeria. The evaluation is expected to be conducted between April 15 2022 to June 15, 2022 for a total duration of approximately 50 days.

Before the closure of the joint programmes, a final, independent and gender-responsive¹ *evaluation* is expected to be carried out. The final evaluation will be managed jointly by the PUNOs as per established process for independent evaluations, supervised by the RCO Data Management Results Monitoring/Reporting Officer, UNICEF Evaluation Manager, and in coordination with Evaluation Steering Committee not involved in the implementation of the joint programme. The evaluations will follow the United Nations Evaluation Group's (UNEG) Norms and Standards for Evaluation in the UN System, using the guidance on Joint Evaluation and relevant UNDG guidance on evaluations. The management and implementation of the joint evaluation will have due regard to the evaluation policies of the PUNOs to ensure the requirements of those policies are met; and with use of appropriate guidance from PUNOs on

¹ [How to manage a gender responsive evaluation, Evaluation handbook](#), UN Women, 2015

joint evaluation. The evaluation process will be participative and will involve all relevant programme's stakeholders and partners. Evaluation results will be disseminated amongst governments, donors, academic institutions and stakeholders of civil society (including workers' and employers' organizations) and a joint management response will be produced upon completion of the evaluation process to be made publicly available on the evaluation platforms or similar of the PUNOs

2. . BACKGROUND AND RATIONALE

The two-Year UN \$2million Joint Programme Institutionalizing Social Protection for Accelerated SDG implementation in Nigeria” strengthens social protection at the Federal level in Nigeria. In addition, a social protection programme was implemented in Sokoto State to serve as a blueprint for other states. Overall, the project aimed to generate impact by combining an institutional approach (policy and -strengthening) with the implementation of tangible interventions focusing on innovative financing mechanisms for social protection.

The National Social Protection Policy in Nigeria recognizes the need for both a systemic transformation (long term) and a blueprint for accelerated implementation (short-term) towards universal social protection. In Sokoto State, the Joint Programme is expected to contribute to the expansion and articulation of the cash transfer and universal health insurance scheme for greater impact on social protection access and improved health, education, and nutrition, especially among vulnerable groups.

The Joint Program has 2 outcomes, 5 outputs, and addresses 5 sustainable Development Goals (SDG) targets (1.3, 2.2, 2.8, 4.1 and 10.4). It is expected that implementation of the Joint Programme will accelerate the achievement of SDGs through the institutionalizing and acceleration of social protection in Nigeria (SDG 1.3). The impact expected from the implementation of the programme is that more men and women, boys and girls living in Nigeria have improved *access* to social protection, education, and health. Overall, the project contributes to priorities defined in the United Nations Sustainable Development Partnership Framework (UNSDPF) Outcome 6 (Protection) under Result Area 2: Equitable Basic Quality Service (see attached Joint Programme Document for full programme details).

At the Federal Level, the Joint Programme supported the Federal Government of Nigeria to align its legislative framework with the policy reform agenda toward universal social protection for all by strengthening Nigeria's national social protection legal framework with the development of a social protection bill to realize the right to social protection, for consideration by the National Assembly. In addition, the Joint Programme support the Government of Nigeria to review the NSPP to renew commitment and further the social protection agenda during the short, medium, and long term in Nigeria particularly providing opportunity to cost, and create financing options for the renewed policy implementation plan and activities.

The Joint Programme in Sokoto State identified and enrolled 5,500 vulnerable groups to receive one year of health insurance coverage and provided conditional cash transfer as transportation reimbursement to 1,000 pregnant women and Children out of the 5,500 vulnerable individuals identified upon utilizing health insurance coverage (Ante & Postnatal

visit/Immunization). In addition, the Joint Programme in collaboration with the Office of the Senior Special Assistant to the President on SDGs (OSSAP-SDGs) conducted consultations in the six geo-political zones in close partnership with six identified States (Sokoto, Enugu, Nasarrawa, Delta, Lagos and Gombe) where the SDGs Accelerator/Innovation was established. The identified focal states provide their SDGs offices accelerator/innovation hubs for the zone.

3. PURPOSE, OBJECTICE AND SCOPE OF WORK

Purpose: The purpose of this evaluation is to undertake an independent assessment of the relevance, coherence, effectiveness, efficiency, impact and sustainability of the SDG Joint Programme outcomes, interventions, and strategies and its contribution to the Nigerian Social Protection programme. In addition, the evaluation will examine the strengthens and weaknesses for replication and accountability of United Nations towards Government and relevant Partners vis-à-vis the return of this SDG joint investment: What Works well for Whom, What didn't work, Why and What to do better in the future. The Evaluation Report will be disseminated to Government, UN RCO, UN agencies, UN Secretary-General and Development Partners. The evaluation is also for knowledge generation and learning. The evaluation will determine the reasons why certain results occurred or not to draw lessons, derive good practices and pointers for learning. It will provide evidence-based findings to inform the replication and scale-up of integrated social protection programmes in Nigeria.

The objectives of the evaluation are as follows:

- To assess the relevance, effectiveness, efficiency, coherence, and sustainability of the joint programme with a focus on how it responded to the needs of the most vulnerable households, including people with disabilities.
- Assess the Performance of the JP in achieving expected results (outcomes and outputs) as committed within the Results Frameworks and Theory of Changes
- Determine the effective benefit (impact) and/or intended or unintended, higher-level effects of social protection interventions implemented in pilot Sokoto State on marginalized population regarding HH income generation and social coverage;
- To assess the extent the joint programme design, implementation and monitoring have been inclusive of men, women, boys and girls and persons with disabilities (accessibility, non-discrimination, participation of organization of persons with disables, data disaggregation by disability and gender)
- To measure the impact of Social Assistance on Livelihoods of marginalized households or population beneficiaries.
- To assess key success factors as well as key setbacks in the implementation of the SDG joint programme.
- To assess level of innovation, leveraging financing for social protection, strategic communication, and the capacity and leadership of governments and other stakeholders for ensuring that JP results are (institutionally and financially) sustainable.
- To identify and document good practices, innovative approaches and draw lessons and forward-looking recommendations to support future joint programmes and/or adapt in expanding the programme to other states including partnerships.

Scope:

The evaluation will provide an independent assessment of the joint programme. It will cover the implementation of the Joint programme from January 2020 to end of June 2022 paying particular attention to the policy framework in relation to gender, including Gender Equality and Empowerment of Women (GEEW) and people living with disabilities, and the Outcomes Effects of the Project for communities/marginalized beneficiaries in Sokoto State. To the extent possible, the evaluation would be participatory in nature and include the views of all relevant stakeholders at the national and state levels. In line with the 'Leaving No One Behind' principle and the obligation stemming from the conventions on the rights of persons with disabilities, programme needs to ensure that persons with disabilities within the targeted population access programmes without discrimination. As persons with disabilities are among the most vulnerable and marginalized groups across countries and considering the critical role that social protection can play in supporting their inclusion, most joint programmes had identified them as direct or indirect beneficiaries and they will be part of the critical stakeholders to be interviewed during the evaluation.

The geographical scope of the evaluation will be at the Federal level, in Sokoto state, and 6 Select States (Sokoto, Enugu, Nasarrawa, Delta, Lagos and Gombe) for the SDG Hubs where the JP was implemented.

The evaluation would focus on the 3 main results of the Joint Programme.

1. **The implementation of a legally and financially strengthened social protection system (SDG 1.3).** The JP is expected to have a draft SP bill which will include financial provisions on social protection expenditure of the Government presented to the National Assembly by the end of the JP. Reinforcement of Institutional framework which will accelerate progress of social protection in Nigeria.
2. **The integration of cash transfer programme to alleviate out-of-pocket expenditure in contributory health insurance under a State-financed health insurance scheme for the poorest and most vulnerable (SDG 3.8).** 5,000 poorest and most vulnerable groups are being identified to be enrolled in the State health insurance scheme. In addition, 2,100 pregnant women enrolled will be provided with transportation reimbursement through cash transfer and basis for cash transfer to pregnant women will be laid down in the State. In particular, the state cash transfer institutions will be provided with a foundation to adopt a shock- responsive social protection approach using their cash transfer mechanism in the event of future shocks.
3. Established and built the capacity of 6 state SDGs offices, to serve as innovation hub for other states' SDGs offices. The six pilot states will provide a platform to share some implementable innovative solutions that will use social protection to overcome bottlenecks and expand financing in order to accelerate SDG achievement. The JP will ensure the achievement of social protection-related SDGs can be accelerated and learning and sharing across states can be improved.

4. EVALUATION CRITERIA AND PRELIMINARY EVALUATION QUESTIONS

The evaluation will be conducted based on the modified Organization for Economic Co-operation and Development/Development Assistance Committee (OECD/DAC) criteria of relevance, effectiveness, efficiency, coherence, impact and sustainability, as well as equity, gender equality, and human rights considerations including persons with disability.

The evaluation will assess to what extent did the Joint programme design, implementation, and monitoring have been inclusive of persons with disabilities (accessibility, non-discrimination, participation of organizations of persons with disabilities, data disaggregation) as well as how effectively the Joint Programme contributed to the socio-economic inclusion of persons with disabilities by providing income security, coverage of health care, and disability-related costs across the life cycle (See attached Guiding questions on Persons with Disabilities).

The suggested evaluation questions (and sub-questions) are listed by the evaluation criteria below:

Relevance of integrated social protection services provided in relation to the national social protection priorities and policy and the needs of households in Nigeria:

1. How relevant are the integrated social protection services to priorities and policies at the national and state levels?
 - Are the activities and outputs of the joint programme consistent with the national social protection strategy and the attainment of its objectives?
 - Have contextual factors (specific to each of the programme sites) been considered in the design and implementation and adaptation of integrated social protection services?
 - To what extent are the integrated social protection services relevant to the most vulnerable households? Have services been fully adapted to meet the needs of different groups, in particular women, girls and people living with disabilities?

Coherence: The evaluation will assess the coherence of the programme with key international commitments including gender equality, equity for children, and the human rights-based approach; the comparative advantage of this joint programme over other social protection programmes to deliver expected results; and added value of coordination and convening roles:

3. To what extent is the programme addressing gender and equity? Are the rights of people with disabilities consistently integrated in all aspects of programming and implementation? - What are the comparative strengths of the joint programme in comparison to other social protection programmes? What are the comparative strengths of the coordination and convening roles of the joint programme?

Effectiveness of the Joint programme in achieving its set objectives and its results, including any unintended and differential results:

4. To what extent has the JP contributed to accelerating the SDGs at the national and state levels as well as contribution to UNSDPF Outcome 6?
5. What have been the major factors influencing the achievement or non-achievement of the programme objectives in providing integrated services? Did any innovations or

unintended (negative or positive) consequences arise as a result of implementation of the JP?

Efficiency of integrated social protection services outputs – both qualitative and quantitative – in relation to the inputs provided:

6. How efficiently has the JP been managed, given the human and financial resources available? What have been the costs, including both funds and in-kind support?
 - Have the integrated social protection services been implemented in an effective and efficient way, both in terms of human and financial resources compared to other alternatives?
 - To what extent did the JP contribute to enhancing UNCT coherence and UNCT efficiency (reducing transaction costs)?
 - Are activities low in cost and affordable (yet, of adequate quality to improve the situation of vulnerable households)?
 - Is the current organisational set-up, collaboration and contribution of concerned ministries and others working effectively to help ensure accountability? What more might be done?

Sustainability of the benefits of the integrated social protection services provided:

7. To what extent has the strategy adopted by the JP contributed to sustainability of results, especially in terms of LNOB and the social protection system?
8. To what extent has the JP supported the long-term buy-in, leadership and ownership by the Government and other relevant stakeholders? How likely will the results be sustained beyond the JP through the action of Government and other stakeholders and/or UNCTs?
 - What are the lessons learned about the provision of integrated social protection services?
 - To what extent are the benefits of the joint programme likely to continue?
 - In what ways should the current joint programme approach be revised or modified to improve the sustainability of the programme services?

Impact of Cash Transfer in Sokoto:

9. To what extent has the Social Assistance (Cash Transfer) provided to vulnerable population in the pilot state of Sokoto has generated significant positive effects in income and social transformations to Households and communities vis-à-vis SDG1 (ending poverty) and SDG10 (reducing inequality).

5. EVALUATION APPROACH AND METHODOLOGY

A detailed methodological Inception Report will be developed by the Consortia and submit to discussions and deliberations which provide clarifications about adequate methods required to generate sound evidence to meet expectations formulated within the objective and evaluation questions. If there is an expectation to measure the impact of cash transfer on beneficiaries in pilot state of Sokoto, then appropriate quantitative method of HH data collection and analysis will be proposed by the Consortia including appropriate sampling strategy and Solid Measurement of Impact.

The evaluation will be summative and employ a participatory approach whereby discussions and surveys of key stakeholders provide/verify the substance of the findings under appropriate COVID-19 protocols. Proposals submitted by prospective consultants should outline a strong mix of methodological approaches to data collection and analysis, clearly noting how various forms of evidence will be employed and strategies for data triangulation. At the inception phase of the evaluation, the evaluation team will prepare a methodological note, which will include the evaluation matrix and outline the key data collection protocols and stakeholder mapping (to identify key informants) collected information.

Proposals should clearly outline specific roles both at the Federal level and in Sokoto State each methodological approach plays in helping to address individual evaluation questions.

Sampling approach:

A purposive sampling approach will be used to select the sites and the stakeholders to be interviewed as the project was implemented by specific UN entities, in specific locations. The selection will be informed by the stakeholder mapping to be undertaken during the inception phase of the evaluation. This analysis will yield information on the relevant initiatives and partners to be part of the evaluation. The evaluation team in the inception report will clearly outline the sample selection criteria and process, and any potential bias and limitations.

The sampling technique should ensure that the selected samples adequately reflect the diversity of stakeholders of the intervention and pay special attention to the inclusion, participation, and non-discrimination of the most vulnerable stakeholders. Failing to do so may affect the credibility and technical adequacy of the information gathered.

If the impact of cash transfer on beneficiaries in pilot state of Sokoto, is to be measure, then the evaluation consortia will propose appropriate quantitative method of HH data collection and analysis including appropriate sampling strategy and Solid Measurement of Impact.

Data collection: The evaluation will use quantitative and qualitative approaches, including literature review, statistics at national and local levels, review of survey and monitoring data, semi-structured and structured interviews, direct observation, focus groups and workshops.

Data collection methodologies shall be reviewed and assessed on the strength of their relevance with evaluation questions and objectives. The appropriateness of data collection methodologies shall be in relation to clarity of understanding of project stakeholders including country SDG JP team, officials from key ministries and the government, representatives of civil society organizations, and beneficiaries.

Quality assurance: The data collected should be subjected to a rigorous quality assurance for validation purposes, using a variety of tools including triangulation of information sources.

Evaluation Matrix²: The evaluation team will use the template of the evaluation matrix provided by the evaluation manager to systematically structure and consolidate the data collected for each of the evaluation questions. This matrix will allow them, among other

² Annex 1

things, to identify the missing data and thus fill these gaps before the end of the collection. This matrix will also help to ensure the validity of the data collected.

Participation and inclusion: This evaluation should be conducted using a participatory and inclusive approach³, involving a wide range of partners and stakeholders. The evaluation team will carry out a stakeholder mapping to identify the direct and indirect partners of the project

Stakeholder's mapping may include government, civil society organizations⁴, social partners, the private sector, other multilateral, and bilateral cooperation organizations and, above all, the beneficiaries of the program.

Finalization of the evaluation questions and assumptions: The evaluation team will finalize the evaluation questions after consultations with the evaluation steering committee. The final evaluation questions should be a reasonable number, generally not exceeding 10. They should clearly reflect the evaluation criteria as well as the indicative evaluation questions listed in this Terms of Reference. The evaluation questions will be included in the evaluation matrix (see appendix).

6. EVALUATION PROCESSES

a. Preparation phase

The RCO will develop the TOR for the evaluation. The TOR will be shared with the participating agencies for review and final approval. The quality assurance of the joint programme Terms of reference will be provided by the SDG Fund Secretariat. In addition, the Evaluation Steering Committee (ESC) constituted for the evaluation of the UNSDPF will also provide overall oversight in the implementation of the evaluation. Once the ToR is approved by the SDG Fund Secretariat, the ToR will be published, followed by identification and recruitment of the evaluation team. Also, during the preparatory phase, the evaluation manager will assemble all relevant documents and list of key stakeholders to share with the evaluation team while also preparing the logistics for the commencement of the evaluation exercise.

b. Design phase

- The consortia will undertake the conduct of the evaluation.
- Preliminary desk review of available sources. The documentation that will be made available to the evaluation team is provided under Bibliography below. The evaluation

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https://www.yunbaogao.cn/report/index/report?reportId=5_31440

