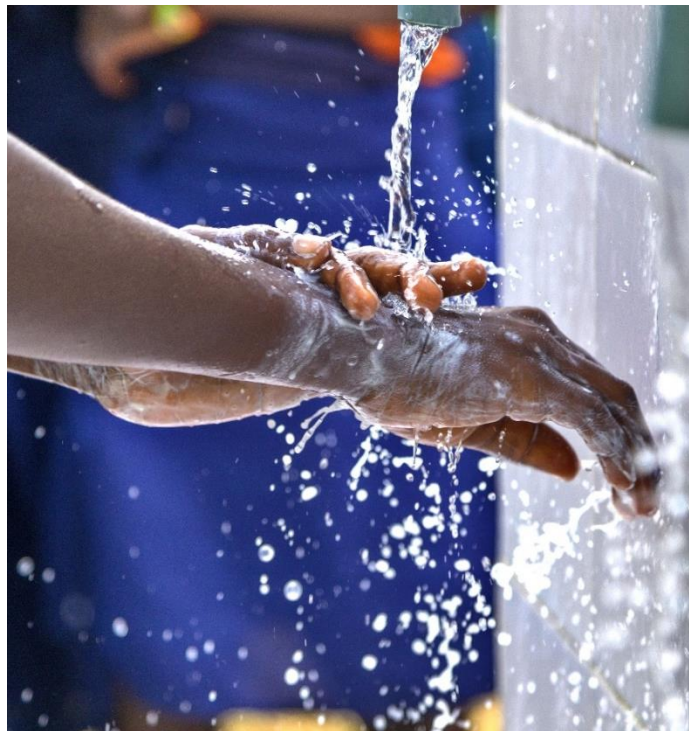


Federal Republic of Nigeria



Federal Ministry of Water Resources



**End-Cycle Independent Evaluation of Nigeria-
UNICEF WASH Country Programme Cooperation
2018-2022**

Terms of Reference of Evaluation

Abuja, June 2023

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1. Evaluation Background Information

1.1. Summary

Access to climate-resilient, safely managed water, sanitation, and hygiene services is critical for children's survival and development. It is a key factor in health, education, and nutrition outcomes for children and women, particularly those in vulnerable situations. The use of improved drinking water, basic sanitation, and hygiene services has been shown to contribute significantly to public health improvements and reducing adverse outcomes that disproportionately affect women and girls, such as violence, harassment, and exploitation. A lack of access to improved WASH services discourages girls from attending school and prevents women from engaging in income-generating activities.

The overall vision of UNICEF Nigeria 2018-2022 WASH country programme, was to support the Federal Government of Nigeria (FGN) to ensure that by 2022, Nigerians, especially women & girls and those in vulnerable situations in rural and urban settings in focal states/ LGAs have equitable and sustainable access to and use safe and affordable water supply, sanitation and hygiene practices in communities and institutions and live in an Open Defecation free environment and to contribute to the overall survival of the child.

The Outcome and Outputs of the WASH programme in the 2018 – 2022 cycle was delivered through a partnership with government at the federal, state and local government levels, and stakeholders in the community. UNICEF worked in collaboration with members of the Development Partners Group (DPG) for the WASH sector, the private sector, research institutions (e.g., the National Water Research Institute – NWRI), as well as directly with women, children and young people.

During the programme cycle of 2018-2022, the funding resources for Water, Sanitation and Hygiene programme stood at a total amount of 156.6 million US Dollars, mobilized by UNICEF against the planned budget of 193.1 million US Dollars (representing a funding level of 81%).

Following the successful implementation of the 2018 – 2022 programme cycles, and the many factors that influenced the delivery of results, including the effect of Covid19 across all sectors; Government, UNICEF, and partners of the WASH Sector have planned to **conduct this independent evaluation of the investments and interventions made in WASH to ensure accountability for the results achieved for children and communities and to generate strategic knowledge about what worked, what didn't work, why and what could be done differently during the new country program of cooperation 2023-2027**, which aims to accelerate progress toward the attainment of SDG6 in Nigeria.

UNICEF have conducted evaluations of the WASH component of previous country programme cycles, most recently the evaluation of the WASH Programme in the 2007-2011 and the 2014-2017 (Programme Cycle). Over the years, very specific evaluations have also been done of donor funded projects, (e.g. evaluation of the SHAWN programme by FCDO and the WSSSRP by EU), which were often limited to assessing the effectiveness and impact of the project with limited thematic and geographic scopes.

The scope of this End-Cycle Evaluation of WASH Programme 2018-2022 will cover both software and hardware approaches, the enabling environment for WASH in Nigeria, as well as the related strategies and integration modalities, in both development and humanitarian situations.

The findings, conclusions and recommendations of this independent evaluation will be used to inform better implementation of the 2023-2027 country programme, serve as an evidence-based to inform and influence national plans, strategies, financing and to accelerate access to and use of climate resilient, equitable and safely managed basic water, sanitation and hygiene services for the achievement of SDG6 in Nigeria.

1.2. WASH context in Nigeria

The human right to safe water, sanitation and hygiene is at the core of UNICEF's mandate for children. The use of safe water and sanitation services coupled with proper hygiene behaviour practices are essential prerequisites for improvements in health, nutrition, education, gender equality and sustainable economic growth. The United Nations General Assembly (UNGA) in July 2010 formally recognised this human right to water sanitation and hygiene, acknowledging that clean drinking water, sanitation and hygiene are essential to the realization of all human rights. The Sustainable Development Goals (SDGs) 6.1 and 6.2, which aim to "ensure availability and sustainable management of water and sanitation for all", has set specific indicators and universal targets of safely managed services for drinking water, water quality, sanitation, and hygiene. Generally, Nigeria is off-track to meet these Sustainable Development Goals (SDGs) targets for WASH.

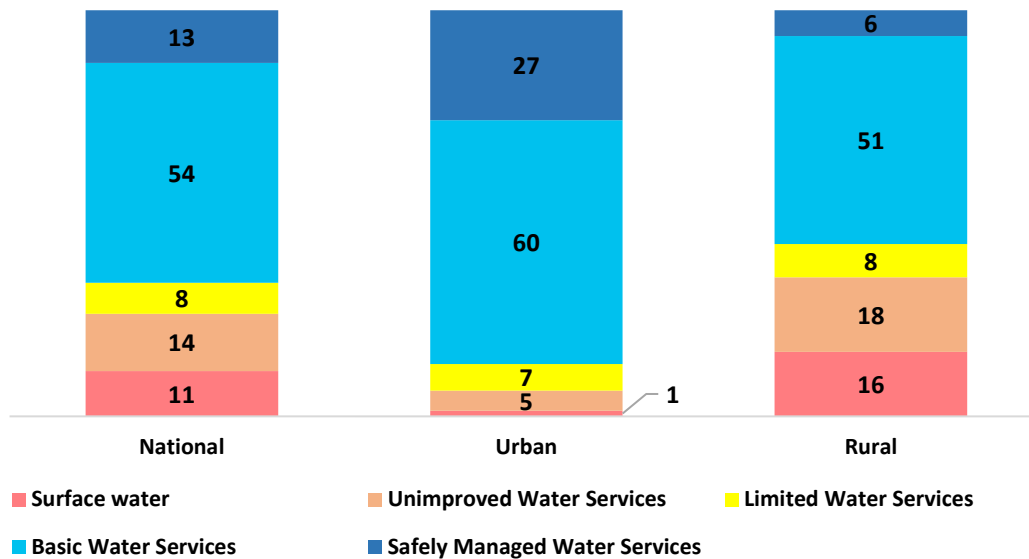
1.2.1 Access to Water

According to the WASHNORM Survey of 2021 only about 13 per cent of Nigerians have access to safely managed drinking water services. Access to basic water services is limited to only 67 per cent, with huge disparities observed among the different wealth quintiles and the area of settlements (86 per cent of urban population and 57 percent of rural population). Across the country, data from the WASHNORM survey shows that indicators for dependability of the design and configuration of water systems are as low as 14 percent while those for functionality are put at 77 per cent. This means that many water systems are poorly constructed, wrongly sited without consideration for underground water quality and have limited provision for operation and maintenance. Consequently, these inefficiencies contribute to a substandard share of 10 litres of water per person per day and water contamination (by E.coli) rates of 68 per cent and 70 per cent at source and point of consumption, respectively.

The WASHNORM survey further revealed that of the public water supply facilities available across the country, functionality is only around 77 per cent. About 23 per cent of these facilities break down within the first year of operation. Among the reasons for the non-functionality of water supply systems is weak ownership and accountability at the community level, including the absence of a sustained tariff system (only 7 per cent have tariff systems) to support regular operations and maintenance. This is not surprising as only 30 per cent of these facilities have functional systems (WASHCOM or water consumer associations) that manage, operate, and maintain these water schemes at the community level.

According to global reports, women and girls around the world spend together 200 million hours daily collecting water. In Sub-Saharan Africa, including Nigeria, where water collection will take more than 30 minutes round trip, women often do the collection.

Fig.1: Level of Access to Water Services in Nigeria according to the JMP Service Ladder

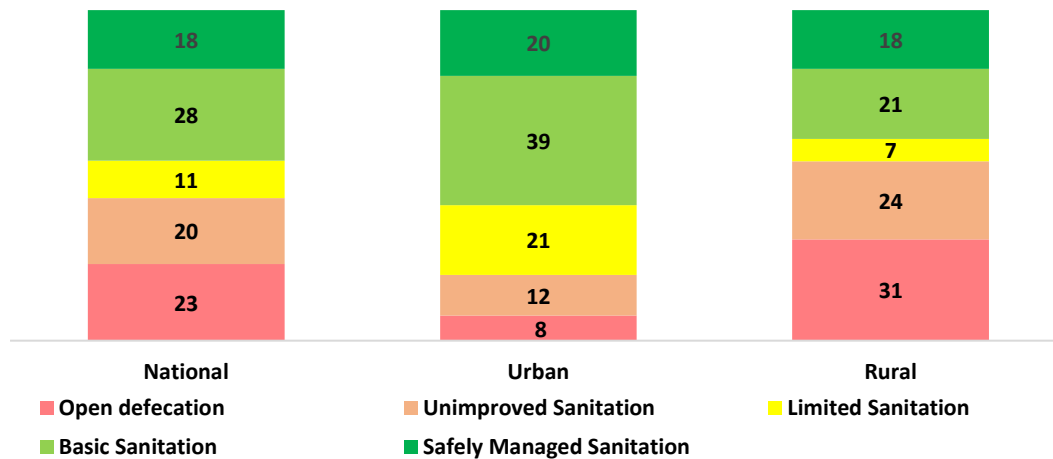


1.1.2 Access to Sanitation and Hygiene

About one in four (48 million) Nigerians still defecate in the open. Open defecation is highest in the rural areas at 31 per cent against 8 per cent in urban settings. Access to basic sanitation is 46 per cent (59 per cent urban; 39 per cent rural) while only 18 per cent of Nigerians use safely managed sanitation services (i.e., a sanitation service that is improved, with onsite or offsite treatment and it is not shared with other households).

While there is generally a high level of knowledge of the critical times for handwashing among household members, the actual practice of handwashing remains low as 3 in 5 (17 per cent) Nigerians do not have access to basic handwashing facilities. Similarly, sanitation and hygiene strategies in communities do not address menstrual health and hygiene in the household.

Fig.2: Level of Access to Sanitation Services in Nigeria according to the JMP Service Ladder

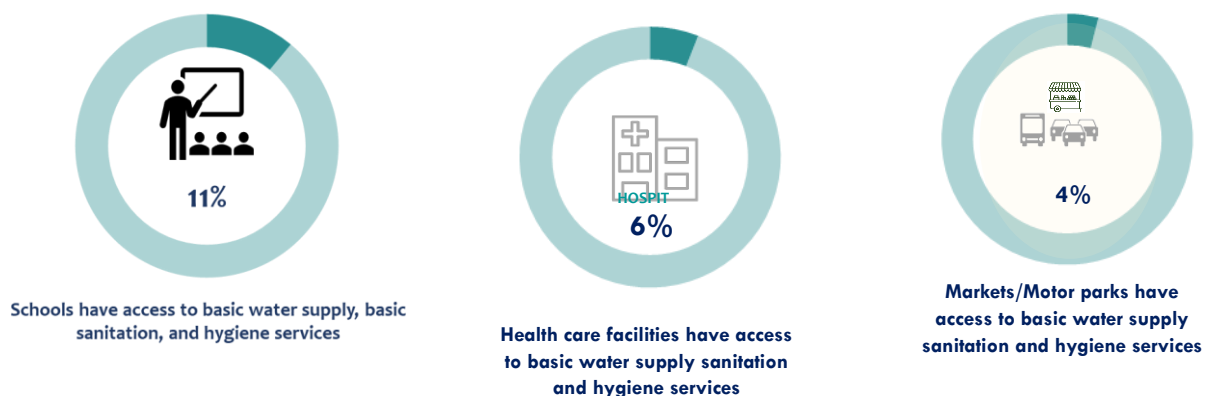


1.1.3 WASH in Institutions and Public Places

The situation of WASH in schools and Health Care Facilities (HCF) is particularly poor in Nigeria. The WASHNORM survey report 2021 indicated that only 11 per cent of schools in Nigeria have access to a full complement of basic water, sanitation, and hygiene services, with disparities observed between urban (18 per cent) and rural (7 per cent). Furthermore, a 2015 study showed that post-menarche schoolgirls face many challenges which affect their ability to manage their menstruation in a dignified way while in school, often leading to missed days or even drop-out.

Primary Healthcare Centres (PHC) in Nigeria have even lower access levels as only 6 per cent of these have access to basic water, sanitation, and hygiene services. In terms of public places such as public transportation hubs and bus stations (commonly referred to as motor parks) and markets, only 4 per cent have access to basic WASH services.

Fig.3: Access to WASH in Institutions and Public Places based on WASHNORM 2021 Data

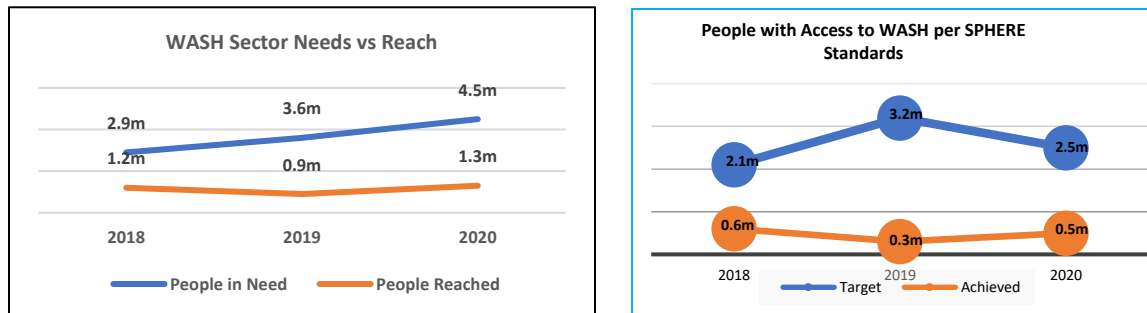


1.1.4 Humanitarian Situation

As of 2022, an estimated 4.5m Nigerians in humanitarian and emergency situations were in need of WASH services. This is due to the protracted conflict in the Northeast, the increasingly deteriorating situation in the Northwest, communal conflict in the Northcentral states and influx of displaced persons from Cameroon into communities in Benue and Cross River States in addition to Internally Displaced Persons (IDPs) mostly in congested camps or in host communities already stretched with poor access to adequate WASH services.

The situation was further exacerbated by health emergencies like the outbreak of the COVID-19 pandemic and the current cholera outbreak which has affected 31 States and the FCT out of 36 states with 90,890 suspected cases and 3,208 fatalities in 2021. Outbreaks of cholera continues to remain a threat across many states in the country. The trend of humanitarian WASH needs over the years (2018 to 2022) shows that less than 30 per cent of the people in need are reached with basic WASH services, while less than 15 per cent are reached with WASH services that meet the SPHERE Standards (2018). While there is well established and functional sector coordination for emergency response in the Northeast, funding is increasingly a challenge and the capacity of government to prepare for and respond to these emergencies remain weak both at the national and sub-national levels especially in the Northwest and the Northcentral regions confronted with recurrent natural disasters like flooding and public health emergencies like cholera.

Fig.4: Humanitarian Situation based on WASHNORM 2021 Data



1.1.5 Climate Change and WASH

Climate change has serious implications for access to water, sanitation, and hygiene services, particularly in Nigeria, where access to safe water, sanitation and hygiene is low. A 2020 report by UNICEF introducing 'The Children's Climate Risk Index' (CCRI) identified Nigeria among the top 10 ranking countries with a climate risk index of 8.5 points out of 10 (8.8 on climate and environmental factors and 8.1 on child vulnerability factors). Threats faced by women and children in Nigeria continue to be worsened with the impact of climate change. Perennial floods and the discharge of faecal sludge into rivers/open ground have impacted water sources and collapsed sanitation facilities, compromising the quality and availability of water and sanitation services in most parts of the country. At the other extreme are drought and decreasing groundwater levels, resulting in drying up of existing boreholes and an increasing number of non-productive boreholes.

Industrial activities such as oil exploration and plastic production, among others, result in greenhouse gas emissions that affect even the quality of rainwater harvested for domestic use. When water sources dry up or are polluted and sanitation facilities destroyed, women and children often end up missing out on school or face risks of violence as they walk long distances in search of water and go into the bush for defecation. This impacts their future livelihoods, which are crucial for social stability and long-term economic growth. Based on Nigeria's experiences, communities that have experienced the impact of climate change like flooding (e.g., Rivers, Delta, Edo, and Benue States) and reduction in rainfall (e.g., Sokoto, Kebbi and Katsina States) are also those that have experienced high levels of WASH-related diseases like diarrhoea, cholera and stunting as a result, the lack of climate-focused WASH services has a very negative effect. Integrating climate resilience and mitigation actions into WASH interventions provide an exceptional opportunity to unlock massive economic and social benefits to protect the most vulnerable children while building their resilience to future shocks.

1.1.6 Urbanization and WASH

Nigeria has a growing population with an approximate growth rate of 3.3 per cent per annum. This population growth has led to increasing urbanization of the country resulting in the evolution of megacities with a corresponding increase in the numbers of towns, urban and peri-urban slums. It is estimated that close to 10,000 settlements in Nigeria are above the official 20,000 population for classifying a settlement as an urban area. A UN estimate published in 2018, with population projections till the year 2050, suggests that 57 per cent of Nigerians would be living in an urban setting by 2025, and this number is expected to continue to grow into the next decade. Without a corresponding growth in

infrastructure, especially water and sanitation facilities, these people must depend on self-supplied poor water and sanitation services. It is clear that without addressing the issues of poor WASH in urban and peri-urban areas with the growing population, the country will not achieve the visions of PEWASH, CNC and will miss the SDG targets. Therefore, UNICEF will provide technical support to the government to expand current national WASH plans and strategies or develop new strategies required to address urban and peri-urban WASH shortages.

1.1.7 WASH Financing, Policies, Regulatory and Institutional Framework

According to recent estimates from WASH Accounts 2020 and the National Action Plan for the Revitalization of the WASH Sector, 2018, Nigeria needs an annual investment of \$10 billion to achieve SDG 6.1 and 6.2. However, the current public spending (by the government and donors) stands at only \$0.8 billion annually. While there seem to be improved focus on the sector by the government at the federal level and in some states across the country, data from the 2020 WASH Accounts Survey shows that actual funding and investment in the WASH sector in Nigeria, as a percentage of GDP, was only 0.23 per cent, which is significantly lower than the Sub-Sahara Africa regional average of 0.7 per cent. This is in contrast to the estimates by the National Action Plan for the revitalization of the WASH sector (2018), that Nigeria must invest about 2.5 per cent of its current GDP per year to cover the costs of reaching SDG 6.1 and 6.2 by 2030. About 50 per cent of this investment (1.3 per cent of GDP, equivalent to \$5.2 billion a year until 2030) will have to come from the federal, state, and local government, and the rest mobilized from the private sector or other financing mechanisms. Therefore, a lot of support is required to build home-grown solutions to local resource mobilization.

The WASH donor landscape in Nigeria is challenging as key agencies that have been traditional partners (e.g. FCDO, EU) are moving away from supporting the sector. New alliances are being sought, and multi-sectoral approaches investigated to increase opportunities. Resource mobilization remains a key aspect of the WASH strategy going forward, including leveraging domestic resources from the government and the private sector.

Another issue facing the WASH sector in Nigeria is a lack of a comprehensive sector policy and regulatory framework to provide direction for coherent implementation of sector plans and strategies. Though there is the National Action Plan for the revitalization of the WASH sector (2018), the revised National Water Policy (2016), the PEWASH Strategy (2016), the National ODF Roadmap (2018), the National Village Level Operation and Maintenance (VLOM) Strategy (2018), and the draft Water Resource Bill (2020), most of these plans and strategies are at the federal level, and they have not received the same levels of implementation and support in many states and LGAs. The lack of a national WASH policy makes adopting and replicating these strategies and plans in the states difficult. The National Water and Sanitation Policy (2004) is still in draft, and the National Water Resources Strategy (2006) is due for review to reflect recent changes and development in the sector.

There is as yet no effective regulation of service providers in Nigeria at the federal level. As far as it occurs, service regulation is undertaken by state ministries, and, in many instances, tariffs are set with little regard to the cost-of-service provision. According to the 2021 WASHNORM, consumer satisfaction is very low at only 25 per cent, with many resorting to self-supply rather than relying on public water utilities. This is occasioned by poor service quality, particularly from urban utilities, with frequent supply interruptions, high levels of non-revenue water consumers and poor customer engagement. In the rural areas, water committees are established to prioritize investment and sustainability of communal WASH infrastructure; however, in most cases, they are weak and have low participation of women in decision-making processes.

At the federal level, the overall oversight function for water and water-borne-sanitation lies with the Federal Ministry of Water Resources, while the Federal Ministry of Environment is responsible for general environmental sanitation, solid and liquid water/waste management, among others. The states have the state ministry of water resources, or a ministry with a mixed portfolio of water, environment, power and energy or public works who are responsible for water and sanitation. States, over the years, have also established Urban and Rural Water Supply and Sanitation Agencies and state public water utilities, which serve as the project implementation arm of the ministries. The local government is responsible for water and sanitation at the community level, with the mandate resting with different directorates in the LGA. These LGA structures also have oversight functions for the WASH Committees (WASHCOM) and Water Consumer Associations (WCA) at the community level.

This institutional framework of federal, state and LGA ministries, departments and agencies is challenged by weak capacities for programme planning, budgeting, implementation, and service delivery at different levels, especially at the state, LGA and community levels. After 20 years since it was first proposed, in the Local Government Scheme of Service 2002, fewer than ten states have established a dedicated LGA WASH department for all the local governments in their state. For example, only 20 per cent of the 774 local governments in Nigeria have LGA WASH departments established with the mandate to budget for and implement water supply and sanitation services in the communities. Hence, there are many states where there is a need for further reforms — developing state water policies, setting state-level targets, building capacities, strengthening regulations on state water utilities, among others, given that actual service delivery takes place at the state and local levels.

1.3. Description of the WASH Country Programme (2018–2022)

1.3.1 Overview of the Country Program Document (CPD)

The outcome for the 2018–2022 Nigeria-UNICEF WASH programme is that Nigerians, especially women and girls and those in vulnerable situations in rural and urban settings, have equitable and sustainable access to and use safe and affordable water supply, sanitation and hygiene practices in communities and institutions and live in an open defecation-free environment.

The WASH country programme cooperation supported the Government in implementing the National Open Defecation Free Roadmap and the Partnership for Expanded Water Supply, Sanitation and Hygiene (PEWASH). Both aim at a national collaboration for improving access to water supply and sanitation through a structured multisectoral partnership, eliminating open defecation by 2025 and providing access to basic water supply by 2030. The 2018 – 2022 WASH programme had four key output areas, - enabling environment, WASH Services, WASH Behaviour and WASH in emergency.

Output 1 (Enabling Environment)

Strengthened political commitment, accountability, and capacities at national/ subnational level to legislate, formulate evidence-based plans, budget, coordinate, monitor and mobilize resources for scaling-up of equitable water supply, sanitation and hygiene interventions.

The following were the planned results for this output:

- Government authorities at federal and state levels demonstrate sufficient political will and commitment to the WASH sector by firmly placing it at the top of the political agenda;

- Government prioritizes WASH in the annual budget (Federal and state), with specific budget line for sanitation and hygiene;
- Government is willing to undertake sectoral reform including review/update of WASH policies (in line with the revised national WASH policy), have clear roles and responsibilities and put-in place clear accountability mechanisms;
- All LGAs in focus states adopt and use the WASH Information Management System (WASHIMS) for regular progress updates and decision-making, to enable equity-based targeting of WASH interventions;
- Communities have a platform to engage with duty bearers to voice their concerns and foster greater accountability from service providers.

Below are the conditions for achieving the planned results:

- The PEWASH Strategy is rolled out in the focus states, led by the Ministry of Water Resources;
- The Road Map for Ending Open Defecation is implemented in the focus states, led by FMWR
- Institutional arrangements are in place, with wash departments at LGA level;
- The WASH-MIS is scaled up across all LGAs in the focus states;
- Staff at all levels have capacity to implement the policies and manage investments;
- Communities are sensitized and aware of their rights to clean water and sanitation.

The UNICEF specific contribution comprised of:

- policy advocacy and technical support, by engaging with key stakeholders at federal level to develop clear policy framework, strategies and guidelines; and supports states/LGAs in the adaptation and roll-out of these policies/strategies and guidelines;
- sector coordination: as the lead agency for WASH until 2018, UNICEF will use the opportunity to influence donors on key issues affecting children and the scale-up of successful pilots/approaches;
- leveraging resources through evidence-based advocacy for increased investment in the WASH sector, cost-sharing in donor programmes and through the roll-out of PEWASH program;
- system strengthening, including capacity development of staff down to LGA level to plan, budget implement, manage and monitor interventions, equipment and logistics support (IT, vehicles);
- technical support to strengthen knowledge management and scaling-up of the monitoring and evaluation framework (WASH-MIS) through sharing of information, development of tools and guidelines, documentation of best practices and evidence generation;
- partnerships and engagement with civil society and the private sector to invest in the sector and build on their marketing capacities to promote affordable WASH services;
- media engagement to sensitize citizens and decision makers on WASH issues and foster accountability of duty bearers.

Output 2 (WASH Services)

National and subnational governments and relevant stakeholders have increased capacities to deliver equitable and sustainable access to safe and affordable drinking water, progressively attaining safely managed levels of water service

The following were the planned results for this output:

- Adequate resources are available to LGAs for investments in water facilities, including operations and maintenance and replacement of infrastructure;
- Water points are equitably distributed, functional and maintained;

- Communities are empowered to manage their WASH facilities through WASH Committees (WASHCOMS) and voice their concerns (e.g., through Federation of WASHCOMS)
- Village-level Operations and Maintenance (VLOM) is institutionalized at state and LGA level comprising a functioning supply chain network (spare parts dealers, etc.) with trained local area mechanics at LGA level.
- People are willing to change and adopt community water safety plan, household water treatment and storage and water conservation measures.
- All the relevant Ministries (Water Resources, Health, Education, Works) at national and state level work together and prioritize investments in WASH in Institutions including provision for operations and maintenance, and replacement of infrastructure;
- WASH facilities in Institutions are constructed as per the national guidelines along with the establishment of a proper regime for operations and maintenance regime;
- WASH facilities are equitably distributed, gender and disable-friendly, functional and well maintained;
- Relevant structures at institutional (e.g. school-based management committee) and community level (e.g. WASHCOM), are engaged in the planning, siting and upkeep of WASH facilities in Institutions.
- People including children accessing institutions are aware of proper hygiene practices.

Below are the conditions for achieving the planned results:

- A dedicated Rural Water Supply and Sanitation Agency at the state level and WASH department at LGA level equipped with qualified staff with capacity to plan, implement, manage and monitor resources invested in the water sector;
- Budget and plans developed, funded and implemented at LGA level;
- WASHCOMS are established, trained and engaged in WASH activities (e.g., management of WASH facilities, development of water safety plans, etc.);
- Capacity-building systems in place (to build capacity of LGA staff, local mechanics, hygiene promoters, community caretakers, etc.);
- Supplies, spare parts are available in the local markets and are affordable;
- Promotional activities raise awareness on key household practices including HWTS, water conservation, etc.
- All the relevant Ministries (Water Resources, Health, Education, Works) at national and state level work together and prioritize investments in WASH in Institutions including provision for operations and maintenance, and replacement of infrastructure;
- Greater collaboration and engagement between the relevant Ministries (Water Resources, Health, Education, Works) at national and state level;
- Costed plans (capital and operational) for WASH facilities in schools and primary health centres available;
- Resources for provision of WASH facilities in Institutions and their maintenance are available at national/state/LGA levels;
- Staff within the Ministries have capacity to plan, implement, manage and monitor resources invested in WASH facilities in Institutions;
- Resources to procure soap, cleaning materials, etc. and maintain WASH facilities in Institutions are available;
- Promotional activities within institutions raise awareness on key household practices including proper handwashing and sanitation practices.

The UNICEF contribution will comprise:

- service delivery: based on available resources, rehabilitate and install water points in focus LGAs;
- capacity-building of state Rural Water Supply and Sanitation Agency (RUWASSA), LGA staff, communities, CSO/NGO staff;
- Community engagement and empowerment through setting-up of WASHCOMs, Federation of WASHCOMs;
- Institutionalizing VLOM with private sector engagement;
- climate change adaptation: by prioritizing vulnerable areas, water conservation, resilience, appropriate technologies;
- strengthening water quality through water safety plans, monitoring and surveillance;
- fostering sustainability: SMS based real-time tracking of water point functionality to address breakdowns in quick time (within 48 hours); community and private sector managed service delivery.
- Inter-ministerial collaboration through establishment and operationalization of WASH in Education and WASH in Primary Health Care working groups at national/state levels;
- based on available resources, rehabilitate and provide WASH facilities in schools and primary health centres in focus LGAs;
- capacity-building of staff from the related MDA on planning, implementation, monitoring and on national guidelines/strategies and best practices;
- establish linkages between the various community (e.g. WASHCOMs) and institutional structures (e.g. school-based management committee);
- establish environmental health clubs within schools to promote proper hygiene practices, awareness of water conservation, climate change, maintenance of WASH facilities, etc.; and
- foster sustainability through SMS-based real-time tracking of water point functionality to address breakdowns in quick time (within 48 hours), engaging school children in monitoring and reporting of WASH services within schools and linking status of WASH facilities in institutions to WASHIMS.

Output 3 (WASH Behaviour)

National and subnational governments and relevant stakeholders have increased capacities to eliminate open defecation and achieve adequate and equitable access to sanitation and hygiene services, progressively attaining safely managed levels of sanitation.

The following were the planned results for this output:

- Adequate resources are available to LGAs for investments in sanitation and hygiene promotion, monitoring and evidence based planning;
- Trained CLTS facilitators and village-level hygiene promoters are available in the LGAs;
- Communities are mobilized and empowered to become ODF through CLTS process.
- Social norms change so open defecation is considered unacceptable.
- Private sector exists and responds to increased demand for improved sanitation through appropriate supply side interventions.
- Latrine options are available to suit the needs and aspirations of all market segments in rural communities
- Financial institutions have developed financing products that respond to the financing needs of the households for construction/upgradation of their latrines.
- Households construct and use latrines and wash their hands at critical times.

Below are the conditions for achieving the planned results:

- Budgets and plans for sanitation and hygiene promotion and follow-up activities are developed and implemented at LGA level.
- There is a large enough resource pool of trained CLTS facilitators to support LGAs level facilitators capacity building needs for quality CLTS triggering.
- LGA staff remain motivated and have the capacity to implement CLTS and hygiene promotion activities.
- Capacity-building systems in place (training programmes target LGA staff and community facilitators, CSOs/NGOs, WASHCOMS are established and trained).
- Communities develop and monitor implementation of their ODF plans, and households are aware of proper sanitation and handwashing practices.
- Microfinance Institutions (MFIs) are willing and have appropriate financing products, to offer affordable sanitation financing to households and sanitation businesses.
- Appropriate latrine designs are available which are climate change adaptive and responds to the needs of communities in high water table and flood prone areas.
- Sanitary and hygiene supplies are available and are affordable.

The UNICEF contribution will comprise:

- service delivery: based on available resources, support state RUWASSA and LGAs to provide sanitation facilities in public places on public-private partnership basis;
- capacity-building of state RUWASSA, LGA staff, CSO/NGO staff and community consultants in CLTS, social mobilization, community engagement, hygiene promotion and WASHCOM formation, as well as capacity-building of private enterprises/MFIs/community saving groups, etc.;
- behaviour change communication: development of communication strategy, IEC materials, promotional activities including media campaign;
- mobilize private sector (entrepreneurs, MFIs and other providers) to shape markets, develop/offer sanitation products and services, and affordable financing;
- community engagement and empowerment through setting-up of WASHCOMs, WASHCOM Saving Groups; and
- sustainability: quality assurance mechanisms through third-party ODF certification and validation in place; smartphone based real-time tracking of constructed toilets; enabling private sector to not only supply to the increased demand for improved sanitation but also create demand for improved sanitation.

Output 4 (WASH in Emergency):

Strengthened capacity of national and subnational institutions and relevant stakeholders to foster increased community resilience to disasters, and to deliver gender sensitive basic WASH services in humanitarian situations.

The following were the planned results for this output:

- All the relevant Ministries (Water Resources, Emergency Management Agency, Environment, Health, etc.) at national and state level work together on Disaster Risk Reduction (DRR), building community resilience, and have a coordinated and timely response to humanitarian situations.
- National/ State level DRR and emergency preparedness plans are in place and budget allocated.
- WASH Services in humanitarian settings are provided as per National/ SPHERE standards.
- People in humanitarian situations are aware of proper hygiene and sanitation practices.

Below are the conditions for achieving the planned results:

- Active WASH in Emergency Working Groups at national and sub-national level
- Resources for implementing WASH facilities in humanitarian situations are available
- Staff within the relevant Ministries (Water Resources, Emergency Management Agency, Environment, etc.) have capacity to plan, implement, manage and monitor resources invested in DRR/ WASH services
- High-risk/ disaster prone areas are mapped and activities aimed at promoting community resilience and disaster preparedness are in place
- WASH facilities are provided as per standards (National/ SPHERE) and functional
- Promotional activities raise awareness on key household practices including proper handwashing and sanitation practices.

The UNICEF contribution will comprise:

- WASH in Emergency (WiE) Sector Coordination – support to establish and strengthen WiE working groups at national and state level
- Promote Community resilience, DRR/Early Recovery
- Institutional strengthening support: for setting-up an updated Information Management system including mapping of hot spot/high risk areas, partner presence, ongoing activities and gaps;
- Capacity Building: of government staff, NGOs/CSOs on planning, implementation, monitoring; DRR, WASH standards in humanitarian situations, hygiene promotion, etc.
- Service Delivery: based on available resources, rehabilitate and provide WASH facilities in affected locations in collaboration with WiE sector actors
- Sanitation and Hygiene Promotion in humanitarian situations

Key partners:

WASH Development Partners Group (UKAid, EU, World Bank, African Development Bank, French Development Agency, USAID, JICA, Water Aid, etc.); Federal and State Ministries of Water Resources, State Rural Water Supply & Sanitation Agencies; Federal and State Ministries of Environment; Environmental Health Officers Registration Council of Nigeria; Federal and State Ministries of Health, National Primary Health Care Development Agency; Federal and State Ministries of Education, State Universal Basic Education Board; National and State Emergency Management Agencies.

1.3.2 Intervention coverage by state

In the 2018 – 2022 country programme, UNICEF focused on supporting WASH interventions in 20 selected states (table1). In relation to these, the independent evaluation team will derive factors for strategic recommendations and sound evidence to be able to assess the effectiveness or shortfall of the WASH Programme expected outcome and the four outputs in these states and in the specific targeted local government areas of these states.

Table 1: Intervention coverage of Nigeria-UNICEF WASH Programme in Nigeria by State

State	Number of LGAs	Donor supported project and year
Adamawa	5	EU-WSSSRP III (2013 – 2020) DGIS-ASWA II (2019 – 2023)
Akwa-Ibom	4	EU-NDSP (2012 – 2019)
Anambra	4	EU-WSSSRP II (2012 – 2019)
Bauchi	12	FCDO - SHAWN (2010 – 2020) Lixil Corporation (2022 – 2023)

State	Number of LGAs	Donor supported project and year
Bayelsa	2	EU-NDSP (2012 – 2019)
Benue	9	FCDO - SHAWN (2010 – 2020) Lixil Corporation (2022 – 2023)
Borno	2	DGIS-ASWA II (2019 – 2023)
Cross River	2	EU-WSSSRP II (2012 – 2019)
Delta	5	EU-NDSP (2012 – 2019)
Edo	5	EU-NDSP (2012 – 2019)
Ekiti	2	EU-WSSSRP III (2013 – 2020)
Jigawa	21	EU-WSSSRP II (2012 – 2019) FCDO - SHAWN (2010 – 2020)
Kaduna	22	FCDO - SHAWN (2010 – 2020)
Kano	13	EU-WSSSRP II (2012 – 2019) FCDO - SHAWN (2010 – 2020)
Katsina	26	FCDO - SHAWN (2010 – 2020)
Kebbi	3	USAID – IWASH (2021 – 2023)
Osun	3	EU-WSSSRP II (2012 – 2019)
Plateau	3	EU-WSSSRP III (2013 – 2020)
Rivers	2	EU-NDSP (2012 – 2019)
Sokoto	3	USAID – IWASH (2021 – 2023)
Yobe	12	FCDO - SHAWN (2010 – 2020) EU-WSSSRP II (2012 – 2019) DGIS-ASWA II (2019 – 2023)
Zamfara	10	FCDO - SHAWN (2010 – 2020) USAID – IWASH (2021 – 2023)

Table 2: Key Partners for WASH in Emergency

Donor	Grant Type	Thematic Coverage and Geo Coverage
UNOCHA	Humanitarian Action for Children (HAC)	Humanitarian Response (Northeast)
UN-CERF	Humanitarian Action for Children (HAC)	Humanitarian Response (Northeast, and Northcentral)
BHA	HAC Multi-Year	Staff cost and technical assistance (Northeast)
EU-ECHO	HAC Multi-Year	Emergency response (Northeast and Northwest)
BMZ	Resilience Multi-Year	Resilience and Recovery (Northeast)
SIDA	HAC	Northeast
CIDA	HAC	Northwest

1.3.3 Theory of Change of WASH Country Programme 2018-2022 in Nigeria

The vision of change for the WASH sector is that by 2022, **Nigerians, especially those in vulnerable situations, have equitable and sustainable access to safely managed drinking water, sanitation and hygiene services.** The WASH programme has one overarching outcome, which contributes to child survival by increasing access to safe water, sanitation and hygiene for children, women and men and reducing morbidity and mortality caused by WASH-related diseases. This outcome will be achieved by four output areas encompassing creating an enabling environment for WASH, providing WASH services, WASH behavior change and building resilience to respond and recover from crisis and humanitarian situation.

To achieve this vision, pathways of progress from outputs to outcome and impact have been outlined with corresponding activities. The pathways, as outlined below, are influenced by specific assumptions and risks. Consideration of these assumptions and the need to mitigate associated risks will be implicit in implementing activities to deliver the vision.

If: systems for evidence generation are established and capacity to analyse data to identify the most deprived communities, WASH needs and coverage especially for vulnerable people are available, and; communities, including women, are empowered, through training and high-level participation in decision making of design, operation and maintenance of water systems, and; scalable strategies for affordable, sustainable gender-sensitive and climate-resilient sanitation services and product options are available in communities, institutions and public places, and; individuals, communities and institutions have the knowledge of proper handwashing and facilities exist that promote sustained hygiene behavior in communities and institutions, and; Government, private sector and CSOs develop partnerships for WASH and innovative financing models, to facilitate supply of WASH services the urban and rural poor, and; capacities are built at national and sub-national levels for emergency preparedness and response; and humanitarian response is provided for people in crisis situation and early recovery

Then: an institutional framework for data collection and management and capacity for evidence-based policy, planning, budgeting and targeting will exist at national and sub-national levels; safely managed water services, that are gender-sensitive and climate-resilient are available in communities, institutions and public places; Children, women and men will have knowledge of and use safely managed sanitation services and stop the practice of open defecation; Children, women and men will have access to adequate facilities and practice hygiene behavior; Households and communities have access to adequate financing and supply of water, sanitation and hygiene services, using appropriate technology to meet their WASH needs; Government and communities will have the capacity to absorb and recover from shocks, disasters and effect of climate change.

Based on the assumption that Govt will continue to strengthen coordination between stakeholders in the WASH sector; Communities will remain open to change in adopting positive behaviour; There will be sufficient government budgetary allocation and continued donor interest in WASH; There will continue to be political stability in the country; sustained high-level political engagement and commitment at federal and state level for scaling up models to improved access to WASH; humanitarian crises are within the planned preparedness/projections.

While looking out for the following risks: Changing political landscape; Increasing insecurity across the country; Unstable economic situation; climate change with a major impact on water resources; Depleting aquifer due to over-extraction of water; conflict and power dynamics; Policy changes and shift in donor priorities; Declining local and external financing for WASH; Social and cultural norms and beliefs remain resistant to change.

1.3.4 Results Framework of WASH Country Programme 2018-2022 in Nigeria

Table 3 below shows the vertical logic (results chains) and horizontal logic of the Nigeria-UNICEF WASH Country Program Cooperation Component. This results framework will serve as basis for the independent evaluation of the WASH Programme 2018-2022.

Table3: WASH Country Programme 2018-2022 Results Framework/Indicators

	INDICATORS	BASELINE (2016)	MILESTONE	MILESTONE	MILESTONE	MILESTONE	MILESTONE	TARGET (5 Years) 2022	DATA SOURCE
			2018	2019	2020	2021	2022		
<p>Impact Indicator of WASH contribution to improve Child Survival & Thrive and Education picked from CPD 2018-2022 Results Framework:</p> <p>Health: By 2022, Children, adolescents and women have equitable access to, and use improved and quality, high-impact maternal, neonatal and child health interventions and adopt healthy life practices.</p> <p>Nutrition: By 2022, All children access and complete quality education, within a safe learning environment, with skills and knowledge for lifelong learning.</p> <p>Education: By 2022, Children, adolescent mothers and women, particularly in vulnerable and deprived areas, have increased access to quality services and information, and adopt appropriate nutritional practices to prevent and treat malnutrition.</p>									
1	Health: Percentage of children under 5 experiencing diarrhea during the last 2 weeks before the HH survey		13% (NDHS 2018)					NSHDP 2018-2022: % reduction in prevalence of oral diseases; Target =30%	-MICS 2021 -NDHS 2023 -WASHNORM 2023
2	Nutrition: Prevalence of children under 5 years of age who are stunted	34.8% (MICS 2011)	37% (NDHS 2018)				30 %	30 %	-MICS 2021 -NFCMS 2021 -NDHS 2023
3	Education1: Completion Rate at Primary School	85%					91%	91%	-MICS 2021; NPC 2023 -EMIS Report 2022-2023
4	Education 2: Net Completion Rate at Junior Secondary	63%					69%	69%	-MICS 2021; -NPC 2023 -EMIS Report 2022-2023
<p>Outcome- WASH: By 2022, Nigerians, especially women & girls and those in vulnerable situations in rural and urban settings in focal states/ LGAs have equitable and sustainable access to and use safe and affordable water supply, sanitation and hygiene practices in communities and institutions and live in an Open Defecation free environment.</p>									
1	Proportion of the population practicing open defecation	25%	23%	20%	15%	10%	9.5%	9.5%	National Surveys (MICS/NDHS); WASH Sector Monitoring Reports
2	Proportion of people with access to basic water in rural areas	57%	60%	65%	70%	73%	75%	75%	

3	Proportion of people with access to basic sanitation	29%	30%	35%	40%	45%	49%	49%	
Output-1 (Enabling Environment) - Strengthened political commitment, accountability and capacity at national/ subnational level to legislate, formulate evidence-based plans, budget, coordinate, monitor and mobilize resources for scaling-up of equitable WASH interventions (national and state level).									
1	No. of states implementing the national ODF (Open Defecation Free) road map	National ODF road map launched	4	8	12	16	20	20	WASH Sector Monitoring Reports
2	Number of states with WASH Information Management System across 50% of the LGAs	Nil	4	8	12	16	20	20	
3	No. of states involved in the roll-out of PEWASH program	PEWASH launched	4	7	10	13	16	16	
Output-2 (WASH Services): National, subnational governments and relevant stakeholders have increased capacity to deliver equitable and sustainable access to safe and affordable drinking water, progressively attaining safely managed levels of water service.									
1	Number of people with access to basic water	0	600,000	350,000	350,000	350,000	350,000	2,000,000	WASH Information Management System reports; EMIS; Health Sector reports
1	Number of schools with functional gender sensitive WASH facilities	0	450	100	100	100	100	850	WASH Information Management System reports; EMIS; Health Sector reports
2	Number of health facilities with functional gender sensitive WASH facilities	0	100	50	50	50	50	300	
Output-3 (WASH Behaviour): National & sub-national governments and relevant stakeholders have increased capacity to eliminate open defecation and provide adequate and equitable access to sanitation and hygiene services, progressively attaining safely managed levels of sanitation.									

1	No. of ODF certified communities	0	2000	1,600	1600	1,600	1600	8400	WASH Information Management System reports; EMIS; Health Sector reports
2	No. of people in ODF certified communities with handwashing facility	0	900,000	720,000	720,000	720,000	720,000	3,780,000	
3	Number of people with access to at least basic sanitation services	0	0	1,500,000	1,650,000	4,000,000	7,600,000	14,750,000	
4	Number of LGAs validated and declared ODF by the NTGS	0	0	0	0	56	67	125	Indicator was added after the mid-term review
Output-4 (WASH in Emergency): Strengthened capacity of national & sub-national institutions and relevant stakeholders to foster increased community resilience to disasters, and to deliver gender sensitive basic WASH services in humanitarian situations.									
1	Number of People in humanitarian situations with access to safe drinking water	0	150,000	100,000	50,000	40,000	40,000	380,000	WASH in Emergency sector report; UNICEF reports
2	Number of People in humanitarian situations with access to basic sanitation facilities	0	150,000	100,000	50,000	40,000	40,000	380,000	
3	No. of Health Centres/ CMAM centres reached with access to Water, Sanitation and hygiene in humanitarian situations	0	90	40	50	35	35	250	
4	Number of UNICEF-targeted IDP's in humanitarian situations accessing hygiene education in temporary communities and provided with hygiene kits	0	150,000	100,000	50,000	40,000	40,000	380,000	

Table4: Revised Table of Indicators, Targets and Achievements Post Mid-Term Review

Result Area	2018		2019		2020		2021		2022	
	Target value	Actually achieved	Target value	Actually achieved	Target value	Actually achieved	Target value	Actually achieved	Target value	Actually achieved
2 WASH Outcome										
Number of people in humanitarian situations who have access to and use adequate sanitation and hygiene facilities (24-02-L2-01)					600,000	1,442,998	1,500,000	3,686,727	2,650,000	2,420,380
Number of people still practicing open defecation	42,632,636	43,087,502	39,144,081	36,422,296	35,940,989	35,709,660	33,000,000	38,470,799	38,470,799	38,470,799
Percentage of population using basic improved sanitation services. (64744)			39	40.1	43	44	45	43	44	43
Proportion of the population practising open defecation (24-02-L2-06)	21	20.5	18	18.1	16	16	15.6	19	17	19
Proportion of the population using a safely managed drinking water service at community level	4.7	4.4	5.7	6.5	6.7	7	7.7	18	20	22
2.1 WASH INSTITUTIONAL SYSTEMS										
Existence of water, sanitation and hygiene sector monitoring, evaluation and learning mechanism	1	1	1	1	1	1	1	1	1	1
Number of LGAs with fully functional routine mapping of WASH indicators (52887)	200	242	80	259	80	129	129	142	149	298
Number of states with Rural Water Supply and Sanitation agencies (52890)	2	31	1	3	2	2	1	2	2	2
Water, sanitation and hygiene sector plans integrating climate resilient development and/or risk management strategies available (24-01-L3-22)			4	3	2	2	1	1	1	1
2.2 ACCESS TO WASH										
Number of health centres (clinics, hospitals, etc.) equipped with water and sanitation facilities separated for girls and boys that meet national standards and have been installed in the reporting year only, with UNICEF direct support (52893)	200	599	500	996	300	354	150	73	275	32
Number of schools with water and sanitation facilities separated for girls and boys that meet national standards and have been installed in	500	1,227	1,000	1,636	400	67	1,000	72	280	91

Result Area	2018		2019		2020		2021		2022	
	Target value	Actually achieved	Target value	Actually achieved	Target value	Actually achieved	Target value	Actually achieved	Target value	Actually achieved
the reporting year only, with UNICEF direct support (52892)										
Proportion of people with access to a safe drinking water source in the reporting year only, as a result of UNICEF direct support	7	9	8	8.3	7	7	2	1	2	1
Proportion of rural population in UNICEF focus LGAs with using safely managed drinking water services (52891)	7	11	8	8.3	7	7	2	1	2	1
2.3 WASH BEHAVIOUR										
Number of additional people living in the newly certified Open Defecation Free (ODF) communities as a result of UNICEF CATS programming during the year of reporting	1,500,000	3,344,597	3,000,000	3,624,744	4,200,000	2,616,471	5,200,000	6,595,163	5,000,000	7,892,015
Number of communities certified free of open defecation in the reporting year only as a result of UNICEF direct support	1,800	3,908	4,000	4,781	6,000	5,318	6,000	7,350	12,330	10,455
Number of Districts (Local Government Areas) attaining ODF in Nigeria as a result of UNICEF direct support							58	65	67	86
Number of men and women, girls and boys, who gained access to basic sanitation services in the reporting year only, as a result of UNICEF direct support	0	2,199,661	1,500,000	3,597,662	1,650,000	3,570,966	4,000,000	6,538,751	7,600,000	8,102,997
Number of schools supported by UNICEF during the year of reporting with separate sanitation facilities for boys and girls			650	1636	400	22	200	72	0	0
Number of schools with water and sanitation facilities separated for girls and boys that meet national standards and have been installed in the reporting year only, with UNICEF direct support			650	1636	400	67	200	72	0	0
Percentage of parents, children (8-10) and adolescents (10-18) in UNICEF focus LGAs who correctly identify the three key times to wash hands (before meals, after using toilet, after changing baby) (52895)	6	8.5	5	7.6	3	24	24	28	67	86
2.4 WASH IN EMERGENCIES										
# People accessing a sufficient quantity of safe water							624,000	722,538	621,967	274,282

Result Area	2018		2019		2020		2021		2022	
	Target value	Actually achieved	Target value	Actually achieved	Target value	Actually achieved	Target value	Actually achieved	Target value	Actually achieved
# People accessing appropriately designed and managed latrines							229,320	51,200	389,825	120,355
Existence of Child sensitive national or local risk management plans addressing risks related to disasters, climate change, conflict, public health emergencies or other crises	100	0	100	0	100	100	100	100	1	1
Number of people accessing a sustainable drinking water service in the reporting year only (24-01-L3-16)							2,875,000	1,045,670	1,577,308	748,622
Number of people exposed to key hygiene messages and/or provided with WASH NFIs and/or cash for NFIs							1,985,000	3,686,727	779,140	1,081,622
Number of people sustainably accessing clean, disinfected and desludged latrines							875,520	320,256	875,520	569,557
Percentage of UNICEF-targeted people in humanitarian situations who access timely, gender-sensitive safe drinking water, basic sanitation, and hygiene services (52896)	100	176	100	100	100	100	100	62	100	60

1.4. Funding situation and implementation challenges

At the end of the programme cycle, the WASH programme received a total of US\$156.6m out of the planned US\$193.1m (table 3). As per table 1 above, interventions are seen mostly in the north, due to the dire humanitarian situation in the northeast and the growing insecurity in the northwest resulting in severe WASH deprivation. Therefore, output 4 (WASH in emergencies) has the highest planned budget of all four outputs.

Table5: 2018-2022 planned and resourced funding at output level

WASH	Duration	Planned (\$'millions)	Funded (\$'millions)
Output1 WASH SYSTEMS	Jan 2018 - Dec 2022	40.4	12.4
Output2 ACCESS TO WASH	Jan 2018 - Dec 2022	22.0	73.0
Output3 WASH BEHAVIOUR	Jan 2018 - Dec 2022	39.4	22.7
Output4 WASH IN EMERGENCIES	Jan 2018 - Dec 2022	91.3	48.5
Total		193.1	156.6

Fig.5 2018 – 2022 Funding Allocation by Type and by Year

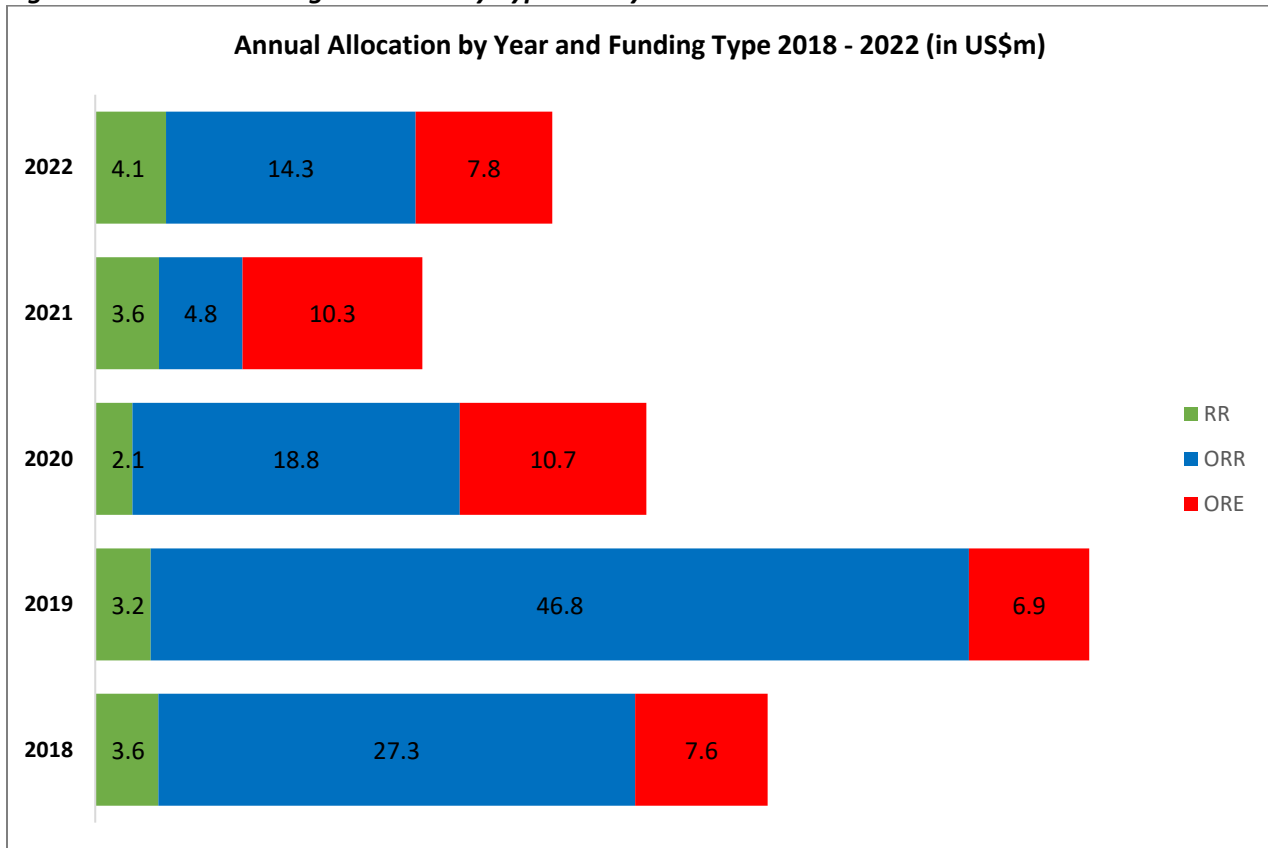
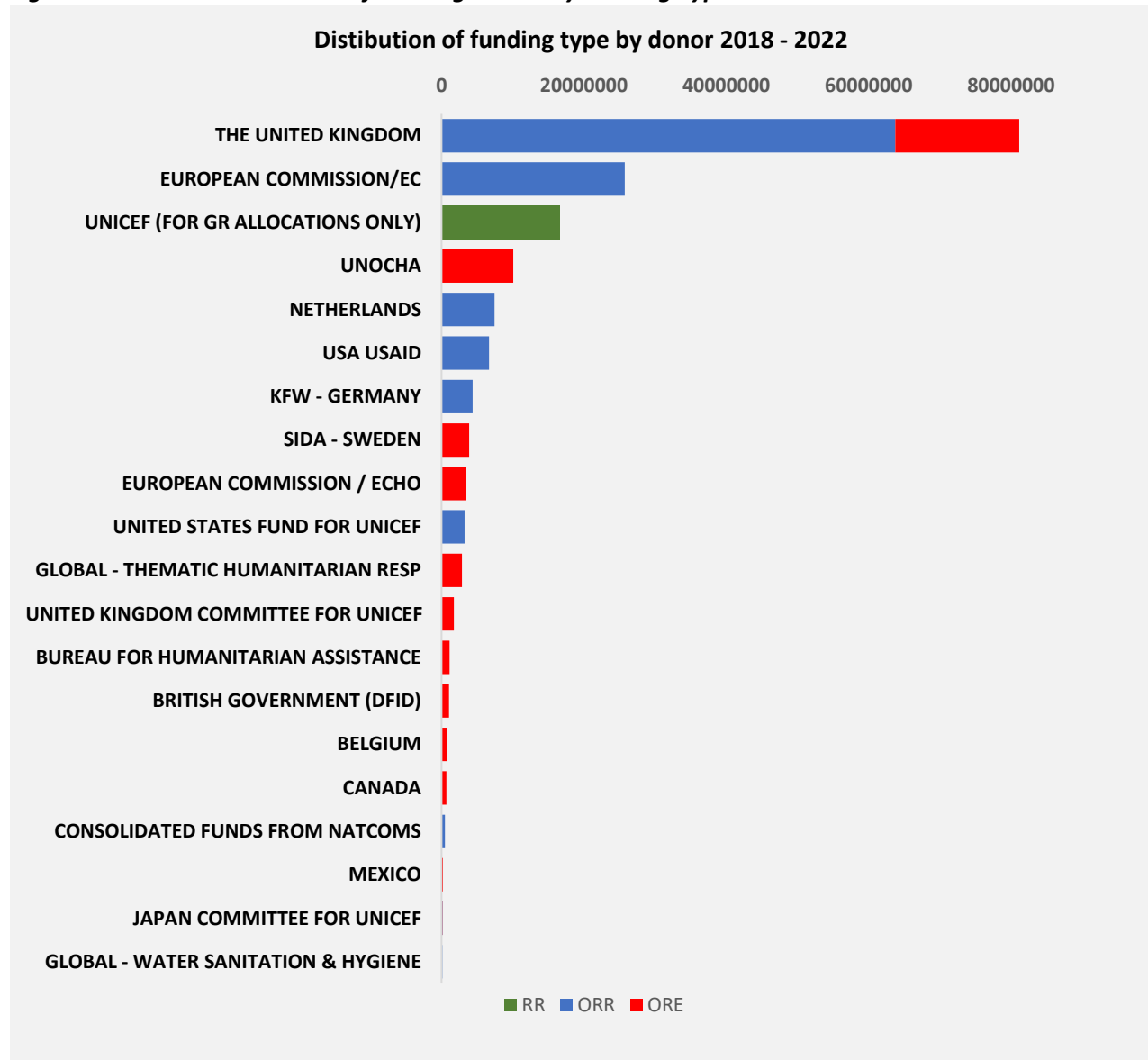


Fig.6: 2018 – 2022 Distribution of Funding Source by Funding Type and Donor



1.5. Program implementation challenges (by planned result)

- Federal, state and local governments have strengthened political commitment, accountability and capacity at national/ subnational level to legislate, formulate evidence-based plans, budget, coordinate, monitor and mobilize resources for scaling-up of equitable WASH interventions (national and state level)
 - Low political prioritization and accountability
 - Gross under-investment
 - Weak co-ordination, leadership, capacity and implementation
- National, subnational governments and relevant stakeholders have increased capacity to deliver equitable and sustainable access to safe and affordable drinking water, progressively attaining safely managed levels of water service
 - Weak capacity of government and partners to deliver WASH services at scale

- Huge gap for WASH facilities in schools and health care facilities
- Low prioritization of WASH in institutions (schools and healthcare facilities)
- National & sub-national governments and relevant stakeholders have increased capacity to eliminate open defecation and provide adequate and equitable access to sanitation and hygiene services, progressively attaining safely managed levels of sanitation
 - High levels of open defecation across the country
 - Poor funding for the sanitation component of WASH across the country
 - Poor financial capacity of households to construct and use improved latrines
- Strengthened capacity of national & sub-national institutions and relevant stakeholders to foster increased community resilience to disasters, and to deliver gender sensitive basic WASH services in humanitarian situations
 - Poor funding and implementation of the national WASH in emergency response plan
 - Low capacity especially at state level for emergency preparedness and response
 - Insecure pipeline for key commodities

2. Purpose and Use of the Evaluation

2.1 Purpose

Overall, this independent evaluation of the Nigeria-UNICEF country WASH programme of cooperation 2018-2022 will have **two main purposes: accountability and learning**. Thus, the evaluation will review the achievements of the programme, assess its impact and provide insights for better implementation of the new country programmes 2023-2027. Beyond UNICEF, the evaluation aims to generate sound evidence on the results of the programme, document successful strategies towards improving access to climate resilient, improved water, sanitation, and hygiene, for the most vulnerable and the impact of system strengthening initiatives in the sector. Also, the evaluation aims to make recommendations for potential strategies that could increase operational and strategic learning in the WASH sector thematic areas of water, sanitation and hygiene service delivery and system strengthening and to also cover such areas as WASH in institutions, climate resilient WASH, WASH in emergency and other cross cutting areas like gender and private sector engagement.

Lessons learned and strategic recommendations gained from this rigorous independent evaluation will be useful to the government of Nigeria, UNICEF and development partners to reshape approaches, adopt responsive interventions, that can be used to influence the implementation of the WASH programme strategy note and the 2023-2027 Country Programme Document (CPD). Similarly, UNICEF will use the insights and knowledge gained through this evaluation to strengthen its role of providing sector leadership in evidence-based policy formation, WASH sector planning and budgeting and implementation of existing National WASH strategic frameworks like the National Action Plan for the Revitalization of the WASH Sector (2018), the Partnership for Expanded WASH (PEWASH) and the National Open Defecation Free Road Map.

2.1.1 Accountability

UNICEF has a mandate of accountability to the children, women and beneficiaries on whose behalf all WASH programme and interventions are implemented. In addition, UNICEF must demonstrate results accountability to Government at Federal, States and Local Government Areas (LGAs); Development Partners and Other Stakeholders. The results accountability is not limited to impact, outcomes and outputs within the Results Framework of the 2018-2022 CPD and Program Strategy Notes. It includes

Value for Money (VfM), Equity and Efficiency, and the effective return on investment made in addressing the WASH needs for the children and women of Nigeria.

Questions to be addressed in this area include the following:

- What are the merit and comparative advantages of strategic interventions supported by UNICEF on climate resilient, equitable WASH interventions in Nigeria?
- What components, strategies and approaches have worked very well and what factors contributed to their success?
- What was the program benefit, to whom, and how?
- What didn't work, where, and why?
- To what extent did COVID 19 impact on WASH and how were expected results affected?
- What difference did the deployed COVID 19 mitigation interventions make, and to what extent do they remain of value moving forward?

2.1.2 Learning

This evaluation is expected to contribute to learning within UNICEF and the WASH Sector in general. It will serve to inform, through lessons learned, to refine and implement the new Country Program Nigeria-UNICEF WASH programme 2023-2027 approaches, annual planning, leveraging partnerships and financing for WASH Sector in Nigeria. The evaluation will also provide insights to the Government of Nigeria to better reshape its WASH strategies and investment in view of the Sector Wide Theory of Change, the planned policy review, existing strategic plans of action and the most recent finance advocacy strategy.

More specifically, this evaluation is expected to generate strategic recommendations that will assist UNICEF, the Nigeria Government and its partners to inform future decisions on:

- The WASH indicators and targets for Sustainable Development Goals (SDGs) 6.1 and 6.2;
- National Action Plan for the Revitalization of the WASH Sector (2018);
- National Partnership for Expanded WASH (2016);
- National Open Defecation Free Road Map (2016-2025);
- The National Water Sector Monitoring and Evaluation Framework (2021)
- State level domestication and localisation of the WASH strategies and frameworks
- Government of Nigeria – the Federal Ministry of Water Resources national platforms (e.g., National Task Group for Sanitation, the Clean Nigeria Campaign, National ODF Committee, etc.) for leveraging partnerships and public investment for scaling up innovative approaches.
- UNICEF Nigeria's current and future work to support innovative strategies for building the nexus of WASH in Humanitarian-Peace-Development contexts for children and their communities in the area of access, quality and system strengthening in fragile and recovery context;
- Future allocation of resources from Government and Development Partners aimed at improving WASH outcomes in Nigeria;
- Knowledge Generation and evidence-based and informed dialogue on WASH Programming at the local and states levels, both within UNICEF and amongst other development partners, Civil Society;
- Provide information on WASH systems resilience to multifaceted emergencies such as cholera and COVID 19 to inform Emergency Preparedness and Response planning (EPRP) known and emerging WASH related disease and climate risk induced emergencies and disasters.

2.2 Use of the evaluation

As mentioned above, findings, conclusions and strategic recommendations of this independent evaluation of Nigeria-UNICEF WASH Country Program 2018–2022 will be used by the Federal Government, States Government, Local Authorities, communities, UNICEF and development partners to strategize and capitalize on successful initiatives and interventions and identified bottlenecks. All of that will assist the envisaged users and stakeholders in the WASH sector to make strategic shifts to enable the acceleration of progress towards SDG 6.1 and 6.2 in Nigeria. Table 6 below summarizes the main users and the purpose of utilization of the WASH Programme Evaluation findings, conclusions, lessons learned and recommendations.

Table6: Evaluation Users and Uses

Evaluation Users	Evaluation Uses
Government of Nigeria	
Federal Ministry of Water Resources, Finance, Budgets and National Planning	<ul style="list-style-type: none"> • Ensure adequate evidence-based National planning and budgeting for WASH Sector • Inform scale up of innovative strategies and approaches revealed by the assessment and accelerate progress towards SDG-6.1 and 6.2 • Evidence-based public advocacy to leverage large scale public-private partnerships and adequate investment to WASH Sector
Federal Ministry of Environment	<ul style="list-style-type: none"> • Evidence-based strategies for collaboration between the Ministry of Environment and Ministry of Water Resources on key issues of sanitation, solid waste management and climate change
State Line Ministries for Water, Sanitation and Environment and State RUWASSAs	<ul style="list-style-type: none"> • Inform the development, funding and implementation of evidence-based State WASH plans, strategies and guidelines • Implement successful WASH intervention and approaches at scale • Have available documented evidence of best practices, what has worked well and the factors for successes • To introduce and share lessons learned on innovative interventions as part of acceleration strategy
Local Government WASH Units and Departments	<ul style="list-style-type: none"> • Provide lessons and documented evidence of best practices, what has worked well and the factors for successes • To introduce and share innovative interventions, strategies and approaches in scaling up LGA wide results • Gain insights into key issues of sustainability, climate change, disaster risk reduction and gender, to refine programme design and implementation going forward • Improve accountability to government and beneficiaries at programme implementation level
Partners	
Joint UN and Development Partners	<ul style="list-style-type: none"> • Provide evidence for resource mobilization for the WASH Sector; • To strengthen WASH Sector Coordination within WASH Development Partners Group; • To inform future WASH’s programing and investment • Ensure better realignment of programme support and accountability at all levels
Women and Youth	<ul style="list-style-type: none"> • Follow up on findings and recommendations to inform advocacy.

Evaluation Users	Evaluation Uses
Associations, CSOs and Nigerian Association of Evaluators (NAE)	<ul style="list-style-type: none"> • Provide information and insights to inform social and behaviour change campaign (SBCC) for WASH • To strengthen advocacy within the Civil Society Organisation (CSO) and donors towards judicious use of funds • Evidence for accountability to beneficiaries and stakeholders
Private Sectors	<ul style="list-style-type: none"> • To inform Resource mobilization and shared value approach (formerly Corporate Social Responsibility) strategies in favor of WASH • To inform the development an investment case for WASH and promote Business for Results (B4R) strategies
Other Stakeholders	<ul style="list-style-type: none"> • Provide evidence on the social impact of WASH investments • Demonstrate the gains of WASH when interventions are directed to the poor and less privileged groups, the most vulnerable and at risk of missing out on adequate childhood opportunities due to lack of WASH.

3. Evaluation Objectives

Specific objectives of this evaluation are to:

1. Measure the Impact of Nigeria-UNICEF WASH programme 2018–2022, especially the impact of WASH legacy projects of SHAWN, WSSSRP and NDSP on sector capacity and system strengthening and the success of the WASH intervention in the 2018-2022 programme cycle;
2. Determine the Merit (Effectiveness) of the WASH Programme funded by UNICEF, Government and its partners in terms of achievement of expected results related to Impact, Outcome and four Outputs contributing to the reduction of WASH deprivation in Nigeria as planned within the CPC 2018-2022;
3. Assess UNICEF effective contribution to achievement of govt political commitment to ending open defecation by 2025;
4. Measure the level of sustainability of WASH facilities and the WASH gains in the 2018-2022 programme cycle;
5. Assess the impact of the paradigm shift of focus from service delivery (hardware) to system strengthening (software), occasioned at the mid-term review of the 2018-2022 programme;
6. Assess the factors driving the success or failure of the Nigeria-UNICEF WASH country programme 2018-2022 and provide operational recommendations and evidence to refine the 2023-2027 Programme Strategy Note and influence WASH sector strategy and policy and programme implementation;
7. Provide insight and learning to improve the implementation of the WASH programme in the 2023-2027 CPC, with a focus on the new direction of WASH in institutions, Social and Behaviour Change Communication (SBCC), climate resilient WASH and Private Sector engagement;
8. Assess the opportunity or not of the COVID 19 pandemic on the WASH sector in Nigeria in term of public investment/additional resources allocation by Govt and partners and the strengthening of Social and Behaviour Change Communication;

9. Document the comparative advantages of UNICEF’s programming as provider of last resort in addressing WASH in the Humanitarian settings in Northern Nigeria, particularly the coverage and quality of interventions
10. Understand the most significant drivers of WASH Programme performance within the implementation in Focus States to enhance effectiveness and impact of future interventions;
11. Analyze the value for money regarding the WASH Country Programme implementation and approaches to community and gender transformation within the target areas;
12. Provide strategic and operational recommendations for future investments to advance the acceleration of sustainable WASH coverage in Nigeria.

4. Evaluation Scope

4.1 Thematic scope

This independent evaluation will assess the merit or shortfall of the of the Nigeria-UNICEF WASH Country Programme 2018-2022 with focus on 5 thematic areas. Details under each area will also cover cross-cutting issues of gender and equality, climate resilient WASH, WASH in institutions, private sector engagement, innovation, and sustainability. All Evaluation Criteria adopted will be applied to these areas.

- 1) **The first thematic scope is related to Review and Assessment of Nationwide Policy/Upstream enabling environment and system strengthening.** This area was covered under output 2.1 of the programme cycle. Under this theme, issues of policy support, evidence generation, development of sector strategy, guidelines, monitoring and evaluation, budgeting and resource mobilization was covered. This first thematic evaluation scope will also cover **Nationwide Performance Evaluation of the Effectiveness of WASH Country Program and Trend Analysis of Impact and Outcome Indicators of the Results Framework.**
- 2) **The second thematic area is on service delivery.** In this thematic area, focus is on water supply, WASH in schools and healthcare facilities, water quality, sustainability of water facilities and access to safely managed water and sanitation services. In the course of implementation, this thematic area witnessed heavy investment in the procurement of water and sanitation facilities in communities, schools and healthcare facilities, including the rehabilitation of water facilities through partnership with states and NGOs.
- 3) **The third thematic area covers WASH behaviour** which include sanitation and hygiene promotion through social and behaviour change communication, open defecation free campaign, hand hygiene promotion and uptake of household improved toilets. May innovative and pilot approaches was implemented under this thematic area, notably the refinement of the community led total sanitation approach, introduction of sanitation marketing, training of toilet

business owners for sanitation supply and innovative sanitation loans, pool funds and Adashe for household sanitation financing. There was also the development of the hygiene promotion strategy which covered, menstrual health and hygiene, volunteer hygiene promoters in communities, hygiene promotion in and through schools via the environmental health clubs and the training of community health extension workers on hygiene in healthcare facilities. Also under this area, the WASH programme supported the implementation of activities in response to the prevalence of neglected tropical diseases.

- 4) **The fourth thematic area focused on WASH in emergency.** This area covered the specific work that was done by UNICEF as the WASH sector cluster lead in the emergency response in the Northeast (particularly Borno, Adamawa and Yobe). It also covers the work that was done in the emerging humanitarian situation in the Northwest, emergency response to the various cholera outbreaks, and flooding emergency during the programme cycle. It will also cover the work under the COVID 19 pandemic.
- 5) The fifth thematic scope is focused on **assessing the Impact of WASH Component of the 2018 - 2022 Country Program.** This will cover the following:
 - a. Nationwide Impact Evaluation of the WASH programme in the states (listed in Table1 and Table2 above) where WASH intervention was implemented in the UNICEF's 2018-2022 country programme using the Impact and Outcomes Indicators for measurement.
 - b. **Downstream Impact Evaluation of flagship innovative WASH interventions like the sanitation marketing implemented in some specific Local Governments Areas (LGAs) of six States** (Benue, Bauchi, Jigawa, Katsina, Kaduna and Zamfara) and the Village Level Operation and Maintenance (VLOM) and **Facility Management Models** piloted in three (3) States of Yobe, Adamawa and Borno during the 2018 – 2022 country programme.

In covering the thematic scope mentioned above, efforts will be made to measure WASH outcomes in intervention communities, state and LGAs, against outcomes in non-intervention LGAs (which in this case will serve as the control group). WASH outcomes that will be measured will include such components as knowledge and practice of safe hygiene behaviour and their impact on children's health (for example prevalence of diarrhoea); access to and use of basic sanitation services (for example, increase in the number of people and households using improved toilet facilities) and sustainability of water facilities, (for example, the number of functioning water facilities and the downtime for broken down water facilities).

4.2 Geographic Scope

With reference to the objective and thematic scopes indicated above, the evaluation will concentrate on three geographic scopes which though different are inter-dependent and inter-connected, in line with the nature of the WASH Country Programme thematic component as highlighted above.

These geographic scopes are:

- **Nationwide coverage:** As the Nigeria-UNICEF WASH programme 2018-2022 support government and the sector at the national and subnational level, the evaluation will allow a nationwide coverage of

Upstream interventions e.g., Clean Nigeria Campaign (CNC) at the federal level and in all 36 states of Nigeria. More specifically, the evaluation will focus on the measurement of performance indicators at the national level and the contribution of the Nigeria-UNICEF WASH country programme contributions to these performances.

- Sub-national coverage (States and LGAs): The second level of geographical scope is the state coverage. This will be organised by the six geopolitical zones (Northeast, Northwest, Northcentral, Southeast, Southwest and South-south). During the 2018-2022 programme implementation period, the WASH programme covered over 125 local government areas spread across 25 states in the different geopolitical zones. Covering these areas in this evaluation will provide insight into the programme at the subnational level. The information will be used to contribute to the scale up of the most impactful interventions.
- Selected intervention areas: In the course of implementation of the Nigeria-UNICEF WASH 2018-2022, UNICEF selected and championed innovative WASH interventions in some specific local governments and states. Examples are the sanitation marketing in Benue, Bauchi, Jigawa, Katsina, Kaduna and Zamfara, and the facility management model in Yobe, Adamawa and Borno. The evaluation will also focus on specific states where Humanitarian Actions in the WASH sectors are carried out, mostly in the Northeast, Northwest and Northcentral states.

Overall, the specific states and the details of the LGAs that will be sampled will be discussed and decided at the inception phase of the evaluation and in agreement with government and partners.

4.3 Periodic Scope

This independent evaluation of Nigeria-UNICEF WASH Country Programme 2018-2022 will cover two time periods.

The first will cover the entire period of the 2018-2022 country programme including the intermediate period from 2021-2022 after the Strategic Moment of Reflection from which decision has been made to adopt a strategic shift from service delivery to system strengthening. The significance of having these two specific temporal scopes, is to reflect the changing dynamics that were present during programme implementation between 2018-2022.

The second will cover the trend Analysis of performance indicators over a 10 year period covering the long-term period of 2012-2022. This period will offer an opportunity to assess the propension of progress of Nigeria towards WASH Sector Wide goals and SDG6 Targets.

5. Evaluation Criteria and Questions

In line with the specific objectives listed in the previous section, this evaluation will be guided by the evaluation questions listed in the table7 below within the Theory of Changes of WASH and guided by the [OECD-DAC Evaluation Criteria](#) of Relevance, Coherence, Effectiveness, Efficiency, Impact and Sustainability and SDGs Principles of Equity/Gender Equality and Humanitarian Accountability for Resilience.

Table7: Evaluation questions

Evaluation Criteria	Evaluation Questions
1-Relevance	1) To what extent has the WASH Programme Expected Results (Impact, Outcomes and Outputs) and design responded to beneficiaries global, country, and partner/institution needs, policies, and priorities considering the evolving circumstances (is the WASH doing the right things?)
2-Coherence	2) To what extent have other interventions (particularly system strengthening) support or undermine the WASH Programme intervention including internal and external coherence (How well does the programme fit?)
3-Effectiveness	3) To what extent the WASH Programme achieved its Expected Results (Outcomes and Outputs) agreed within the Program Strategy Note including any differential results across states in the three main strategic areas of WASH service delivery and Multi Sector integration and Capacity Development 4) What is the quality of partnerships leveraged and the scaling up of WASH Programme achieved for greater impact? 5) What are the factors (internal and external to UNICEF) that contributed the most to the attainment of the WASH Programme and results? 6) What are the factors (internal and external to UNICEF) that hindered the most the attainment of the WASH Programme and results?
4-Efficiency	7) To what extent has the WASH Programme delivered results in an economic and timely way (How well have resources been used?)
5-Impact	8) To what extent have the WASH innovative interventions -piloted in some LGAs including the sanitation marketing and financing and facility management model among others- achieved the Impact-level expected Results, as defined in the Theory of Change? 9) To what extent has the WASH Programme generated significant positive or negative, intended, or unintended, higher-level effects at community and state level? 10) What long term transformative / system change, or difference did the WASH Programme make on communities, institutions, and children?
6-Sustainability	11) To what extent are the net benefits of interventions likely to continue after the UNICEF support has stopped? How likely are the benefits (including resilience to risk) to last and under which conditions?
7-Equity and Gender Equality	12) To what extent did the WASH Programme address inequalities in WASH access, incorporated gender equality and the empowerment of women and girls into the design, implementation and results achieved?

Evaluation Criteria	Evaluation Questions
8- Resilience	<p>13) To what extent was the WASH Programme able to enhance the continuation of service provision and access, despite the internal and external shocks (economic, conflicts, COVID-19 pandemic, etc.)?</p> <p>14) To what extent has the WASH Programme responded effectively to risks and threats (including emerging climate change induced risk)?</p>

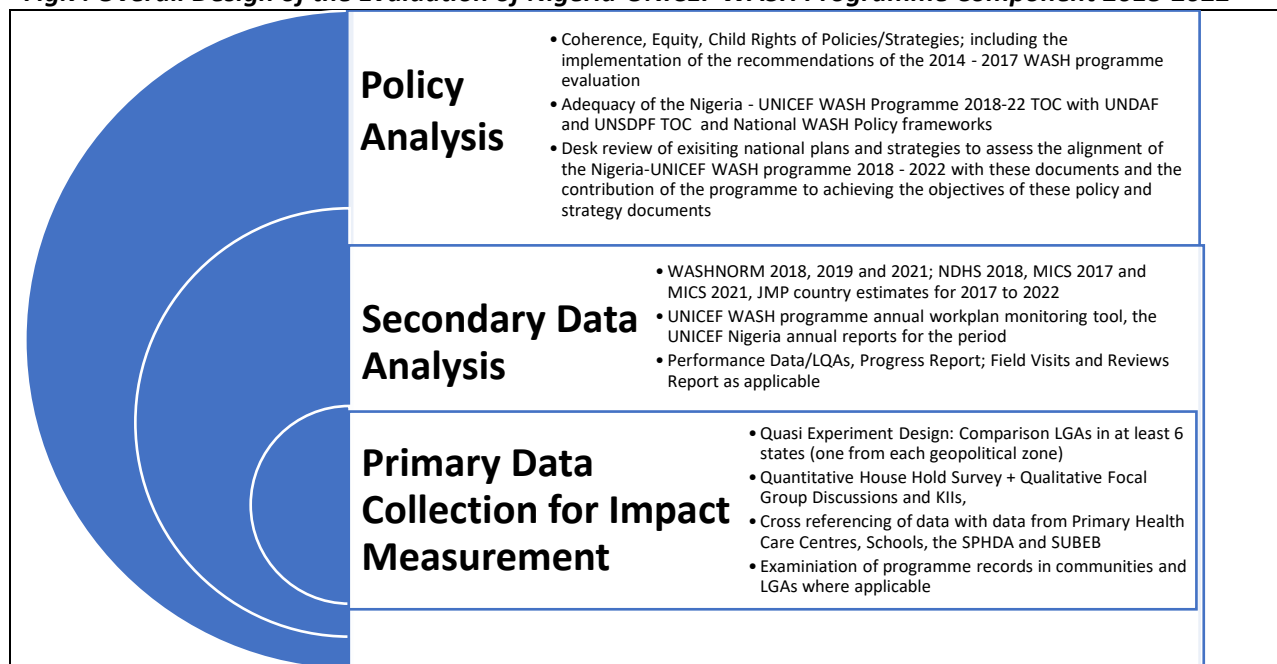
6. Methodology of the Evaluation

6.1 The approach

A detailed methodological inception report will be developed and submitted by the contracted Consulting Firm for review, discussions and building consensus on scope and methods, timeframe, and approval by the Evaluation Steering Committee. Innovative approaches of data collection using digital platform would be also proposed by the Consulting Firm adapted to the need for data quality, relevance, and utility value of the collected data.

The evaluation will follow a Theory-based approach and will assess the validity of the assumptions and conditions for success of the WASH Programme between 2018 and 2022, as formulated within the Theory of Change. The approach will also help measure the achievement of expected results and the level of satisfaction among the children and women, among others, who were expected to be served by the programme. The figure below summarizes the overall evidence generation approach.

Fig.7. Overall Design of the Evaluation of Nigeria-UNICEF WASH Programme Component 2018-2022



This independent evaluation of WASH Country Programme will be conducted using mixed methods and a particularly inclusive and child-friendly approach, combined with a quasi-experimental design targeting at least 6 states from the six geopolitical zones. Innovative online data collection approaches (e.g., using such digital platform as open data kits (ODK) or CSPro or any other platform as applicable) is recommended.

A **quasi-experimental design** approach will be applied to ensure adequate assessment of the evaluation criteria related to the measurement of the: i) impact of the Nigeria - UNICEF WASH Programme in the focus states and ii) the **downstream impact of the innovative WASH Programme implemented over the 5 years of the programme cycle in targeted LGAs. The design must ensure to distinguish between measuring the impact of the overall WASH programme from that of the individual projects that**

constituted and contributed to the WASH programme results. Such design will help assess whether the Programme has made any difference on the WASH status of the country and ultimately the survival of the child. Also, the evaluation will help assess what worked for scaling up, what didn't work and why?

The evaluation will be based on mixed methods of collecting and analysing data obtained from communities, Households and WASH service providers, beneficiaries and key stakeholders. The purpose of using multiple methods is to triangulate data from different sources to formulate the findings and to provide the most relevant and credible answers to the evaluation questions. Primary data collected in the field will be supplemented by:

- A desk review including the programme documentation, review of equity existing policies and strategies its action plan and annual reviews, as well as available monitoring and evaluation reports
- Statistical analysis of secondary data set from HH Surveys and systems analytical reports like WASHNORM, WASH Accounts, MICS, NDHS Sector Wide Sustainability Checks and GLAAS reports
- Secondary data analysis of routine data from WASHIMS, JMP and UNICEF WASH programme monitoring mechanism
- Primary field quantitative data collection – Sample HH survey in intervention LGAs and control LGAs for the measurement of impact of downstream innovative community-based interventions, e.g., sanitation marketing and hygiene promotion;
- Qualitative FGDs with community based stakeholders and key informant interview with key actors and stakeholders of the programme, including:
 - UNICEF staff (WASH Section) at the Country Office and Field Office levels
 - Staff of Federal and States Ministry of Water Resources and LGAs.
 - Agencies and Departments of Government (E.g., Rural Water Supply Agencies, State Primary Healthcare Development Agency, State Universal Basic Education Board, State Urban Water Supply Utilities and Water Works)
 - Development Partners and Civil Society.

A detailed evaluation design including the proposed methodology for each evaluation question and/or objectives, sample size, sampling methodology and the tools to be used will be proposed by the Consulting Firm. It is expected that the methods and sampling proposed for assessing the impact of interventions on expected results be sufficiently robust to ensure the credibility and internal validity of the evaluation results. The final methodology will be agreed upon during the inception phase and approved by the evaluation reference group.

Existing data and documents will be made available to the evaluation team by UNICEF staff at least one week before the start of the consultation. The consulting firm will submit an inception report with a detailed methodology, which will include both quantitative and qualitative elements, designed to accurately answer the evaluation questions. In order to demonstrate that the evaluation team has clearly understood the content of the WASH Programme as well as the fundamental questions to be addressed by this evaluation, the inception report will provide a critical summary of the information contained in the WASH Programme Strategy Notes 2018-2022 made available to the evaluation team by UNICEF after the signature of the contract. The inception report will also indicate -for each of the evaluation questions- the following information: what methods and data collection tools will be used to respond to it, from whom the data in question will be collected (including the respondent sampling strategy), which analytical methods will be used to interpret the data, what measures will be adopted to ensure the quality of the evaluation, and how the data will be disseminated. This report should also

propose specific measures that will ensure that the evaluation complies with ethical standards including the confidentiality and respect for dignity of those involved.

The evaluation will be conducted according to the evaluation norms and standards of the United Nations Evaluation Group (UNEG)¹ and the UNEG Code of Conduct² and UNICEF guidance for Ethics in Evaluations and Research. Transversal analysis of human rights, gender and equity aspects shall be conducted in line with the Guidelines on the Integration of Human Rights and Gender Equality in Evaluations³. Close attention shall be paid to the conformity of different deliverables of this mandate with the GEROS standards⁴, as UNICEF will not accept deliverables that do not comply with these standards or aforementioned UNEG guidelines. The GEROS standards, which will be also used to determine the rating of the final report by a UNICEF-independent entity, will be shared by UNICEF with the evaluation team immediately after the signature of the contract. In order to increase its use, the main conclusions and recommendations of the evaluation will be disseminated in the form of briefing notes or policy briefs. The evaluation validation workshop will serve as an opportunity to develop, in a participatory manner, the action plan for the implementation of the main recommendations of the evaluation or "management response".

6.2 Quantitative methods

Multiple data sources will be used to reinforce the evidence of objective judgement of the merit of the WASH Programme related to the service delivery (hardware), sanitation and hygiene promotion (software) strategies and institutional capacities development. Baseline data from previous assessment, evaluations or household surveys will be used for this assessment in comparison to the new primary data collection in the sample LGAs and household survey in at least 6 States (1 state per geopolitical zone - to be discussed and agreed during the inception phase).

6.2.1 Primary Data Collection to measure Impact and Outcome indicators

Household surveys will be undertaken in order to assess key WASH status indicators in the 6 states with integrated multi-intervention packages of WASH programme. In order to facilitate the comparability of the financial proposals that will be submitted by bidders, we suggest a reference sample size of at least 600 households per state (treatment group and control group of LGAs). In total, a sample size of 3,600 HH could be determined to ensure adequate representative statistical measurement of impact and outcomes indicator related to Sanitation and Hygiene. However, it should be noted that this suggested sample size is only for budgeting purpose. A final sample size will be agreed before the contract is issued to the consulting firm.

The consulting firm will clarify the adequate sample disaggregated by age and sex per state to ensure adequate representative measurement of outcomes and impact at state level.

Secondary Data Source for trend analysis of nationwide and state levels indicators

- The Evaluation Team will perform Trend Analysis of indicators related to Impact and Outcomes and determinant factors using existing Data from nationwide Household surveys completed in

¹ <http://www.unevaluation.org/document/detail/1914>

² <http://www.unevaluation.org/document/detail/100>

³ <http://www.uneval.org/document/detail/980>

⁴ <http://www.uneval.org/document/detail/607>

Nigeria: WASHNORM 2018, 2019 and 2021. Urban Utilities Mapping 2021, WASH Accounts 2018, 2019 and 2020; MICS 2021, MICS 2016/2017, MICS 2011; NDHS 2003, NDHS 2008, NDHS 2013 and NDHS 2018; Living Standard Household Survey 2019 (Poverty measurement).

- The Federal Ministry of Water Resources (FMWR) will provide routine statistics as available from WASHIMS that will inform programme contribution to the level of access to WASH services. Data from other line ministries and agencies like health and education will be used to assess the impact of the programme on other child survival indicators of health, nutrition and education.
- The Evaluation team will perform the quantitative statistical measurement of nationwide impact of WASH Program in the 19 UNICEF's Focus States by calculating the Difference-In-Difference of Key Impact and Outcomes Indicators with comparison analysis between UNICEF's 19 Focus States and 17 Non-UNICEF Focus States per Geopolitical Zone. The evaluation team will use Raw Data Set from existing Nationwide HH Survey of MICS 2016 (Base line) and MICS 2021 (end-program) and WASHNORM 2018 (base line) and WASHNORM 2021 (Mid-Term Review).

6.2.1 Qualitative methods

Qualitative information will be collected through the following methods:

- Programme document review: this would include an in-depth analysis of programme progress reports, studies, surveys and past evaluation produced for WASH sector in development and humanitarian context.
- Semi-structured interviews with the staff of institutions and organizational partners of WASH including the use of New Technology such as Computer Assisted Personal Interviews (CAPI). Partners include, among others, representatives of Government agencies, NGOs, and the Donors. The FMWR, and UNICEF will help provide a list of key informants and institutions, based on research criteria recommended by the Evaluation Team.
- Focus Group Discussions (FGDs) will be undertaken at community level -during the Household Survey- with key beneficiaries of WASH services: Children, Mothers, Adolescents, CMAM Team, Health Workers and Community leaders, as well as religious groups, Volunteer Hygiene Promoters, TBOs and WASHCOM Members, etc.
- Direct observations: Visits to selected communities, schools and healthcare facilities to observe WASHCOM, VHPs, EHCs, CHEWS, TBOs etc., will provide more specific evidence and answers to the evaluation questions.

Detailed methodology for sampling of FGDs and targets participants will be developed and submitted by the consultant team. It is highly advised that the evaluation team favor the use of child-friendly data collection tools.

6.2.2 Financial Analysis

With respect to the evaluation criteria related to efficiency, the Evaluation Team will produce the cost effectiveness analysis using financial and implementation records data made available by both UNICEF and the Government.

6.2.3 Policy Review and Analysis

The Evaluation Team should undertake examination of content of existing WASH policies and strategies to assess the relevance and coherence for enabling equity principle of access and quality of WASH (no one is left behind).

6.2.4 Other methodological considerations

Taking into consideration the principle of equity, the design and specific methodology put forward by the Consulting Firm will need to reflect the aspect of equity-focused results. Therefore, next to the measurement of the average effect size of WASH interventions, some strategies (e.g., equity-based sampling) will need to be included in the suggested methodology so as to capture the impact of the Flagship and Legacy Projects among marginalized households and communities, whose experience and response to the program may not be fully captured by random sampling.

7. Evaluation Governance and Process

National ownership of this independent first evaluation of Nigeria-UNICEF WASH Country Programme Cooperation Component is critical. The Director Responsible of multi sector coordination of WASH Programme at the Federal Ministry of Budget and National Planning will set up a National Steering Committee (NSC) of the WASH Country Programme Evaluation funded by Federal Government, States Government, Private sector, UNICEF and Development Partners.

Members of the Steering Committee will include the following: Director responsible of multi sector coordination of WASH Programme at the FMBNP (chair), Director of WASH at the FMWR, Director of Monitoring and Evaluation at the FMWR, Director of Monitoring and Evaluation at the FMFBNP, Chief of WASH at UNICEF, WASH Manager, Evaluation Manager at UNICEF, Health Adviser at FCDO/DFID, WASH Focal Person in EU, Members of the WASH Development Partners Group, Key NGOs partners of WASH (TCF, ACH, etc.), Regional Evaluation Adviser at the UNICEF Regional Office for West and Central Africa (WCARO), etc....

The role of the WASH Evaluation Steering Committee is to provide strategic leadership and guidance in the conduct and eventual uptake of this independent evaluation of the Nigeria-UNICEF WASH Country Programme Cooperation 2018-2022. This includes the provision of political commitment, ownership and high-level technical guidance. The NSC is responsible of the review and approval of Terms of Reference, Inception Report and Final Report of the WASH CPC 2018-2022 Evaluation.

With respect to UNICEF's Evaluation Policy 2018, the new Monitoring and Evaluation policy of Nigeria adopted by FEC in August 2022 mentioning the global principle of independency and impartiality of an evaluation, this independent evaluation of WASH Country Program 2018-2022 will be managed directly daily by the UNICEF's Evaluation Manager, in interactions with Section Chief of WASH at UNICEF and in close liaison with the Federal Ministry of Water Resource – Director of Planning, Research and Statistics.

8. Deliverables

The following are the key expected deliverables that the Independent Evaluation Team is expected to submit to UNICEF and the National Steering Committee (NSC) for review and validation, with desirable structure of report seen in Fig8:

- 1) Evaluation Inception Report including Evaluation Matrix and data collection tools
- 2) Ethical Protocol and tools for submission to Ethics Review Board
- 3) Preliminary Findings – PowerPoint presentation to the Steering Committee.
- 4) Draft1 Final Evaluation Report reviewed and commented by UNICEF and Steering Committee
- 5) Draft2 Final Evaluation Report revised and submitted to NSC.

- 6) Draft3 Revised Final Evaluation Report submitted to final review, editing and approved by UNICEF and the Steering Committee.
- 7) PowerPoint presentation to be presented at the Official Launch of the Dissemination Forum.
- 8) A 4-page Evaluation Policy Brief highlighting the main findings and key messages to disseminate to decision makers and education sector actors at national, regional and local level for policy advocacy.
- 9) An action plan for the implementation of the main recommendations of the evaluation or "**management response**": An action plan will be developed in a participatory manner during the validation workshop and as per the template provided by the UNICEF Nigeria Country Office
- 10) Raw Collected Data shared with UNICEF.

Fig.8. Desired Structure of the Final Full Report (maximum 80 pages not including the annex)

The full final report shall be structured as follows:

- Table of Contents including List of Tables and List of Figures
- Executive Summary (covering all main sections of the report: background, methodology and process, main findings and recommendations, lessons learnt)
- Acknowledgements (all who supported the evaluation and provided strong cooperation and collaboration during the process)
- List of abbreviations and acronyms
- Introduction (object of the evaluation, evaluation purpose, objective, scope, intended uses and users)
- Evaluation context
- Methodology, including sampling strategy and data analysis methods
- Key findings (by criterion – each individual question will need to be answered) + Preliminary Conclusions (given that all findings will be numbered, each conclusion will need to clearly indicate this specific findings and corresponding paragraph numbers which it is based on)
- Final conclusions
- Lessons Learnt
- Recommendations (strategic and operational, maximum 5 priority recommendations)
- Annexes (ToRs; List of persons interviewed, and sites visited; List of documents consulted; More details on methodology, such as data collection instruments, including details of their reliability and validity; Evaluators biodata and/or justification of team composition; Evaluation matrix; Results framework)

9. Evaluation workplan

A Realistic evaluation workplan will be elaborated and submitted by the Consult firm within the Inception Report. The table below will assist the evaluation team in finalizing the evaluation workplan.

Table8: Evaluation work plan

Activity	Key deliverable	Deadline
Phase 1: Inception		
Activity 1.1: Remotely initial work: Skype Call (Kick-off meeting) and Sharing key documents in Drop Box	Meeting Minutes	Week 1 (1 st to 2 nd week of August 2023)
Activity 1.2: Country Visit Inception Meeting with Stakeholders	Minutes of Clear High Demand from Stakeholders useful to develop adequate Inception Report	Week 2 (Third Week -August 2023)
Activity 1.3: Initial Desk Review of existing evidence; finalization of the evaluation matrix, development of methodology and work plan; development of the data collection material; drafting of the inception report	Summary Synthesis of existing Researches, Studies, evaluations, etc. Draft1 Inception Report submitted to UNICEF, Steering Committee for Comments	Weeks 3-6 (Mid-Sept 2023)
Activity 1.4: National Steering Committee Meeting in Abuja; Review and approval of the final inception report	Final inception report	Weeks 7-8 (End-Sept 2023)
Phase 2: Data collection and analysis		
Activity 2.1: Elaboration and submission of Ethical Protocol to the FMWR and the Ethics Committee and Finalization of Tools	-Ethical Protocol submitted to Ethics Committee Review/Approval -Final Data collection Tools	Week 9 (1 st week of October 2023)
Activity 2.2: Enumerators' training	Training Curriculum	Week 10 (October)
Activity 2.3: Data collection and iterative data analysis	Field Data Collection completed Secondary Data Analysis of existing Household Surveys + Routine Statistics	Weeks 11-14 (Last Week of November 2023)
Activity 2.4: Debriefing meeting right after the end of the field data collection	PPT on preliminary findings debriefing	Last day of Week 11
Activity 2.5: Data Processing and Data Analysis + Transcription/Analysis of Focus Group Discussions	Statistical Tables Produced and Trend Analysis completed	Weeks 12-15 (December 2023)
Note: above timeline are tentative - to be determined after the bidding process and award		

Activity	Key deliverable	Deadline
<i>Phase 3: Reporting and communication of results</i>		
Activity 3.1: Drafting and submission of the evaluation report, of the summary PowerPoint, of the evaluation key findings/messages	Draft1 Full WASH Evaluation Report	Weeks 16-17 (January 2024)
Activity 3.2: National Steering Committee Meeting - Review of the Draft2 WASH Programme Evaluation Full Report based on the stakeholders' feedback and resubmission of the final report		Week 18 (1 st week of February 2024)
Activity 3.3: Finalization and Quality-Copy Editing and signature of Foreword of the Final SDG Evaluation Report	Final Quality Copy Edited Report including photos and Foreword signed jointly by UNICEF, FMWR	Week 19 (March 2024)
Activity 3.4: Official Launch dissemination Event in Abuja and States; Presentation of final report findings, conclusions and recommendations	Meeting of key strategic decision of the official launch	Weeks 20-21 May 2024

10. Human, Gender and Child Rights - Ethics

The WASH Country Programme Cooperation Evaluation (WASH CPC Evaluation) will follow UNEG and UNICEF guidelines on the ethical participation⁵. In addition, all participants in the evaluation will be fully informed about the nature and purpose of the evaluation and their requested involvement. Only participants who have given their written or verbal consent (documented) will be included in the evaluation. All the documents, including data collection, entry and analysis tools, and all the data developed or collected for this evaluation are the intellectual property of the Government of Nigeria and UNICEF.

The Evaluation team members may not publish or disseminate the Evaluation Report, data collection tools, collected data or any other documents produced from this consultancy without the express permission of, and acknowledgement of UNICEF. The bidders are invited to further analyze aspects of methodological and organizational complexity that might affect the evaluation in general and make it difficult to answer some of the questions, and to explain how they will address them.

The evaluation will require the independent ethical review and approval by the Ethics Review Board of the Federal Ministry of Health. A particular attention shall be paid to the avoidance of harm and stress to evaluation participants, especially children and other vulnerable populations; obtaining informed consent/verbal assent from them (except from UNICEF staff, who will be directed to participate if needed); absence of benefit or compensation offered to them; protection of their privacy; confidentiality and anonymity of data collected; security matters and protection protocols both for enumerators and key informants; training of enumerators in ethical issues and on enumeration and communication skills.

The evaluation should be conducted according to the ethical principles and standards defined by the United Nations Evaluation Group:

- **Anonymity and confidentiality:** The evaluation must respect the rights of the people who provide information, guaranteeing their anonymity and confidentiality.
- **Responsibility:** The entire team must confirm the results presented in the report, any disagreements are to be mentioned. The report should inform about any conflicts or differences of opinion that may have arisen between the consultants or between the consultant and the programme managers regarding the conclusions and / or recommendations of the evaluation.
- **Integrity:** The evaluator will need to highlight issues that are not specifically mentioned in the ToR, in order to carry out a complete analysis of the programme.
- **Independence:** The consultant must ensure that he/she remains independent in respect to the programme under review, and he/she should not be involved in its implementation or any other phase.
- **Incidents:** If problems arise during fieldwork, or at any other point of the evaluation, they should be reported immediately to the Evaluation Manager and WASH Chief. If this is not done, the existence of such problems can in no way be used to justify the failure to achieve the results expected by UNICEF in these terms of reference.

⁵http://www.unicef.org/supply/files/ATTACHMENT_IV-UNICEF_Procedure_for_Ethical_Standards.PDF

- **Validation of information:** The consultant/s must ensure the accuracy of the information gathered during the preparation of the reports and will be responsible for the information presented in the final report.
- **Intellectual property:** Using the different sources of information, the consultant/s must respect the intellectual property rights of the institutions and communities involved in the evaluation.
- **Submission of reports:** If the reports are submitted after agreed deadlines, or if the quality of the submitted reports is significantly lower than agreed, the sanctions provided in these terms of reference will apply.

11. Evaluation Team and responsibilities

The evaluation will be carried out by an institution: credible international consortium or academic institution combined with Nigeria Local research Centre, or similar service provider. The number and profile of the evaluation team members will be proposed by the bidders in such a way that the team size, experience, qualifications, references, mix and complementarity of expertise, availability and level of effort are convincing in terms of proposed work plan's feasibility. The contracted institution will be responsible for recruiting and training of enumerators. The following is suggested as a guidance:

11.1 Evaluation Team Leader: International

The evaluation team leader should possess the following competencies (experts with multi-skill sets can fill more than one competency):

a) Required competencies:

- Strong academic qualifications (a PhD would be desirable) in a WASH related field, Policy/Strategy Evaluation, research methodology, international development.
- Demonstrated exceptional technical expertise in high-level and high-quality WASH Policy, WASH Programming and evaluations of WASH Programme and studies;
- Strong qualifications in Assessing WASH status and performing multi variate statistical data analysis (both quantitative and qualitative);
- Strong expertise and experience in designing and implementing development programmes in complex situation in Africa;
- In-depth knowledge of the global WASH sector and global development context and agenda;
- Excellent writing and language skills in English.

b) Considered an advantage:

- Experience in using non-traditional and innovative evaluation methods including child-friendly and remote data collection methods.
- Good knowledge of UNICEF programming strategies, field work, procedures and organizational culture; note prior involvement of team members with UNICEF should be declared in the technical proposal in order to work around any possible conflicts of interest;
- Knowledge of other sectors (e.g., Health, Nutrition and Education) involved in WASH Programming;

c) Additional considerations:

- The number and level of effort of the respective senior, intermediate level and junior experts should be appropriate and ensure a high quality and timely evaluation process;
- Track record of collaboration (on a similar or different assignment) will be considered a major advantage;
- A strong commitment to delivering timely and high-quality results, i.e. credible evaluations that are effectively used, is necessary;

- A gender balance in the evaluation team is desirable;
- A copy of a recent evaluation report of which the team has been primary author, should be included as part of the documents of the technical proposal.

11.2 Other Members of the Team

The other members of the team should include at least one national and one international:

- One specialized in Economic Policy for WASH and Value for Money Analysis;
- One specialized on Preventive Strategies of WASH and Public Health;
- One Specialized in Quantitative Survey – Statistical Data Analysis
- One Specialist of Qualitative Data Collection and Analysis.

Regarding academic qualifications, an advanced University degree (Master or PhD) is desirable or long years of experience in relevant work. Solid experience in Evaluation is a key advantage.

12. Proposal submission – elements of RFP

UNICEF will apply its procedure of competitive bidding process of contracting and results-based management of Consulting Firm for delivery of high-quality end products. In presenting its technical proposal, the evaluation team should take into consideration the limits and opportunities for using innovative and appropriate data collection methods due to the COVID-19 pandemic context as well as most efficient use of resources (human and financial).

A Request For Proposal (RFP) will be elaborated by UNICEF Supply Section/Operations for the services contract process. Institutional contract with credible reputed worldwide consortium of evaluation in partnership with Nigeria’s local research/evaluation institution will be the preference for this high demanding evidence generation. UNICEF Supply Section could also explore opportunity to use global LTA.

Below criteria for the technical assessment of the technical proposal has been defined by UNICEF Evaluation Manager in consultation with the Supply and WASH Section. UNICEF Supply Section/Operation will take care of the criteria of financial assessment of offers from bidders.

UNICEF Supply Section will advertise technical and Financial Request for Proposals (RFP) at country level and worldwide using all African and international networks. The RFP will be also communicated to the Nigeria Association of Evaluators, the African Evaluation Association of Evaluators and other Asia, European and American Association of Evaluations.

Table9: Criteria for technical review of proposals submitted by institutional consult firm

Technical Criteria	Technical sub-criteria	Max.Points
Overall Response	Quality analytical understanding of conceptual and policy framework of WASH Sector and Situation of WASH in Nigeria; Solid presentation of the Purpose and Expectations of evaluating WASH Country Programme	5
Standard Strategy/ Methodology for Evaluation	Design, Methodological Approaches and Analysis Framework are very solid to generate credible evidence and answers to Evaluation Questions, Objectives and Ethics	30
Consulting Firm proposed Team dedicated to this evaluation	Team Leader, Team Members, Expertise and Professional experience and knowledge of key strategic areas of the evaluation’s objectives and criteria	20
Trusted Organization for Country Program Evaluation	Evidence of concrete experience of Evaluation of WASH Programme completed for decision makers and familiarity with	15

	Africa/Nigeria	
Sub-Total Points	-	70
Financial Criteria	Value for Money	30
GRAND TOTAL	-	100

Annex – Evaluation Framework

Table10: The Evaluation Framework will be clarified and finalized within the Inception Report

Evaluation Criteria	Evaluation Questions	Indicators	Data Sources
1-Relevance	1) To what extent has the WASH Programme Expected Results (Impact, Outcomes and Outputs) and design responded to beneficiaries global, country, and partner/institution needs, policies, and priorities considering the evolving circumstances (is the WASH doing the right things?)	Content analysis of WASH Programme 2018-2022 Theory of Changes and Program Planning Document in relation to Situation Analysis, existing national strategic plan and policies, State WASH plans and global agenda of WASH	-WASH TOC and Programme Planning document; -WASH Sector Strategic Plan; and SDG2. -States WASH Plans -WASH Policy -State and LGAS WASHIMS -WASH Annual Review Report; -WASH Donor Reports
2-Coherence	2) To what extent other interventions (particularly policies) support or undermine the WASH Programme intervention including internal and external coherence (How well does the programme fit?)	Content analysis of Human Rights Based Approach programming mainstreaming into WASH Theory of Change, Annual Workplans, etc.	-WASH TOC and Programme planning document -WASH Policies; -State and LGAS HMIS Reports; -WASH Annual Review Report; -WASH Donor Reports
3-Effectiveness	3) To what extent the WASH Programme achieved its Expected Results (Outcomes and Outputs) agreed within the Program Strategy Note including any differential results across states in the three main strategic areas of Prevention of Stunting, Curative approach against Severe Acute WASH, Multi Sector integration and Capacity Development; 4) What is the quality of partnerships leveraged and the scaling up of WASH Programme achieved for greater impact? 5) What are the factors (internal and external to UNICEF) that contributed the most to the attainment of the WASH Programme and results? 6) What are the factors (internal and external to UNICEF) that hindered the most the attainment of the WASH Programme and results?	Impact, Outcomes and Outputs Indicators of the WASH Results Framework presented into Table 3	-Nationwide HH Surveys: WASHNORM, MICS, NDHS -WASHIMS Routine Statistics -Humanitarian Response Data -Qualitative Information for the explanation (WHY), etc.

Evaluation Criteria	Evaluation Questions	Indicators	Data Sources
4-Efficiency	7) To what extent has the WASH Programme delivered results in an economic and timely way (How well have resources been used?)	<ul style="list-style-type: none"> -Cost Effectiveness Analysis/VFM; -Total Budget allocation and expenditures; -Unit cost per result achieved -Number of children admitted to WASH Center; -Number of WASH workers empowered to deliver quality WASH services to children -Number of CMAM Services 	<ul style="list-style-type: none"> -WASH Account -WASHIMS; -State and LGAS HMIS Report; -WASH Annual Review Report; -WASH Donor Reports
5-Impact	<p>8) To what extent investments and interventions made into UNICEF Focus state make potential significant contribution on impact and outcomes indicators in comparison to other 17 states per geopolitical zone;</p> <p>9) To what extent innovative Marketing Sanitation and Hygiene approach implemented in pilot LGAs of targeted six states make significant difference in improving family SBC practices with great effects on child healthy life with regard to Impact defined in the Theory of Changes;</p> <p>10) Did WASH Country Programme has generated significant positive or negative, intended, or unintended, higher-level effects at community and state level.</p> <p>11) What long term transformative/systemic change or difference did the WASH Programme make on communities, institutions and children?)</p>	<p>Impact and Outcomes Indicators presented within the result Framework in table3:</p> <ul style="list-style-type: none"> -Prevalence of Diarrhoea among U5 Children -Prevalence of stunting among U5 children; -Completion Rate in Primary Education, -Use of Basic Water Service -Use of Improved Sanitation Facilities -Practices of Open Defecation -Practices of Hygiene. 	<ul style="list-style-type: none"> 1-Existing Nationwide Household Survey: WASHNORM 2018, 2019 and 2021, NDHS 2003, NDHS 2008, NDHS 2013, NDHS 2018; MICS 2011, MICS 2016/17, MICS 2021; 2-Primary Quantitative Field Data Collection – HH Sample survey in 6 selected states; 3-Qualitative Assessment; 4-Bottlenecks/Determinants Analysis.
6-Sustainability	12) To what extent are the net benefits of interventions likely to continue after the UNICEF support has stopped? How likely are the benefits (including resilience to risk) to last and under which conditions?	Mechanisms in place to ensure sustaining gains achieved	<ul style="list-style-type: none"> -Qualitative Assessment -HH Surveys
7-Equity and Gender	13) To what extent the WASH Programme addressed inequalities in combatting child WASH, incorporated gender equality and	-Percentage of representation of women in local school	<ul style="list-style-type: none"> -Quantitative Household survey -Qualitative Assessment

Evaluation Criteria	Evaluation Questions	Indicators	Data Sources
Equality	the empowerment of women and girls into the design, implementation and results achieved.	committee; -Opportunity to participate in school management;	
8- Resilience	14) To what extent was the WASH Programme resilient to internal and external shocks (economic, conflicts, Covid19 pandemic, etc.)? 15) To what extent has the WASH Programmeme responded effectively to risks and threats?	<ul style="list-style-type: none"> - Identified Risks - Strategies that dealt with the risks - Emerging Opportunities - Noteworthy lessons learnt 	<ul style="list-style-type: none"> -Annual Review Reports -Donors Reports -Qualitative Assessment

Instructions to bidders:

1. Proposals should be made separately: Technical and Financial. Technical should not have financial information as such technical proposal will be disqualified.
2. All completed proposals should be submitted to this email address: ngrsupply@unicef.org with the RFP reference number: 91883641. Your proposals will not be considered nor opened failure to quote the RFP number on your forwarding email.
3. Deadline for submission is 13th July 2023
4. Financial proposal that includes a brief cover letter with summary of cost on letter-headed paper with contact details of the company and duly signed with a detailed breakdown of cost as an attachment is mandatory.
5. Financial proposal should be aligned to these cost elements: personnel, travels, data collection, and others. Admin charges should be clearly stated

