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**Federal Ministry of Education**

## **Terms of Reference**

# **Final Evaluation of the Girls Education Programme 2012-2020 in Northern Nigeria**

**August 2020**



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## 1. Evaluation Object

### 1.1. Context

Nigeria is the largest demographic and economic country in Africa with around 180 million people living in 36 states and 136 trillion Naira of annual GDP estimated in 2018. However, the human capital still weak. Despite efforts made by Government with support of development partners in making basic education free and compulsory within the 2014's National Policy on Education 2014, at least 10 million children are reported to be 'out of school' in Nigeria mostly girls and children from northern states. With approximately 20 million Out-of-school children globally, Nigeria has the highest number of out-of-school children in the world. Only 61% of 6-11-year old regularly attend primary school and only 36 per cent of children between three and five attend organized early childhood education program (MICS, 2016).

Regarding the quality of education, about '50% of in-school children are not learning as expected', and therefore cannot read or write. Approximately 63% of children who live in rural areas cannot read at all; and around 84% of children in the lowest economic quartile cannot read at all' (ibid).

The Federal Government collaborates with sub-national governments and the private sector in implementing the Ministerial Strategic Plan (2016-2019) entitled 'Education for Change'.

With support from DFID, UNICEF is working with the Government and other partners to test and build on several approaches to increase access to quality education for girls and boys especially those out of school, in rural areas and with disabilities, and to ensure that children complete education, with relevant skills and knowledge for lifelong learning and employability.

During the last eight years UNICEF has developed and implemented in partnership with DFID, the Girls Education programme covering five (5) states, (and later from 2018 six states with inclusion of Kano) which aimed to which aimed to improve social and economic opportunities for girls through increased enrolment, completion, and learning of girls in basic education in northern Nigeria. The programme was co-funded by "Educate A Child a part of Education Above All" that covered Zamfara, Kebbi, Katsina and Sokoto states in which Kebbi was solely funded by EAC however, this evaluation will focus on DfID support. It is part of UNICEF's responsibility to generate sound evidence that will show results achieved for children, how sustainable they are, and lessons learned from this investment on education.

### 1.2. Description of the GEP3 Program

In response to the high-burden out-of-school girls prevalent in northern Nigeria, UNICEF developed the Girls Education Project funded by the UK Department for International Development (DFID) and implemented in partnership with target State Governments. At the outset of the project in 2012, five

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states of Bauchi, Katsina, Niger, Sokoto, Zamfara were selected as focused states with Kano added in 2018. The total number of Out of School Children for Basic education estimated by UNICEF at the beginning of the project was 3,530,035 children in the five states. The main barriers to education of girls are: socio-cultural demand barriers, economic barriers (poverty, child labor, the belief that investment in girls education is a poor investment in traditionally patriarchal societies, especially in the 6 northern States; supply barriers, insecurity<sup>1</sup> and constraints related to governance, capacity and lack of financing of education sector in addition to the prevalence of violence in school and communities impacting girls education<sup>2</sup>. The main strategic objective of this project is to improve access and retention of girls to basic education and to ensure the quality of learning outcomes for girls.

Based on the original project document, 12 strategic interventions were supporting the strategic objective. These interventions comprised: 1.) Enrolment drives; 2.) The School Grant Cash Transfer for leaning and retention of girls to school; 3.) Girls for Girls Groups under SBMCs/CBMCs; 4.) Capacity Development of teachers and Head Teachers (Govt & IQ schools); 5.) Early literacy & Numeracy intervention; 6.) Capacity Development of SBMCs; 7.) Support effective Data collection – ASCs in GEP3 states; 8.) Inclusion of IQS in EMIS; 9.) Promote increased representation and participation of women (HiLWA); 10.) GESC as a forum to advocate for girl’s education issues at national, state, LGA level; 11.) Advocacy and advice to generate planning, budgeting to sustain interventions at scale; 12.) Advocacy Engagement to support interventions.

The duration of the project is 8 years from May 2012 to 30 April 2020 with a funding amount of 88,300,000 GBP (around 132 million US Dollars). The total programmable amount of \$89,367,192.37 amount was received, out of which USD 81,762,802.98 has been expended by the end of March 2020, representing 91% overall expenditure rate. Through an MoU signed on 7<sup>th</sup> May 2020, the project duration was extended to 31<sup>st</sup> December 2020.

### 1.3. Theory of Change

The Project was developed using the Results Based Planning and Management Approach grounded on adequate rationale of Situational Analysis. Logical Results Chains of Impact, Outcomes and Outputs were defined with clear articulation of Assumptions that would facilitate the achievement of those changes in access, retention and quality of education learning outcomes as presented below.

Expected transformations in families, school and institutional environment and children learning outcomes and impact are summarized within the diagram of Theory of Change below for which the independent evaluation will make objective judgement.

<sup>1</sup> As described in the risk assessment for the project

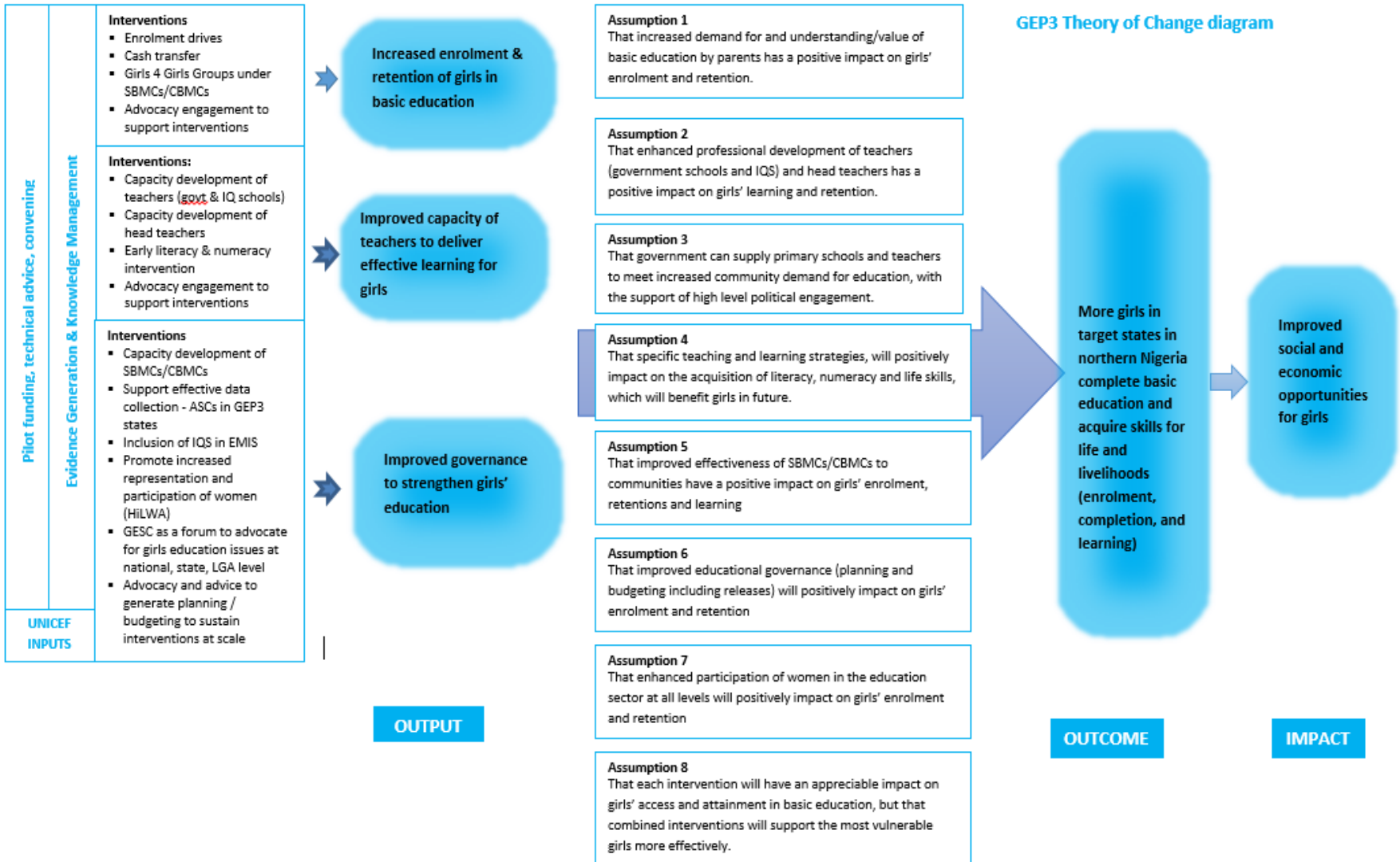
<sup>2</sup>UNICEF, 2019 “Research on the Impact of Violence on Girls Education”

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Theory of Changes of Girls Education Project 2012-2019 in Nigeria



GEP3 Theory of Change diagram

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#### 1.4. Results Framework of the Programme

We have summarized below key vertical and horizontal logical elements of the results framework of the project that will inform the methodological design of the evaluation.

Level of Results	Results Statement	Key indicators	Main Data Sources
Impact	Improved Social & Economic opportunities for girls;	<ul style="list-style-type: none"> <li>Literacy rate of young women (15-24 years)</li> <li>Rate of early marriage (under 19) in target states</li> <li>Early childbearing (Have had a live birth before age 15)</li> </ul>	-Education Census; -MICS 2011; MICS 2016; MICS 2020; -NDHS 2013; NDHS 2018;
Outcomes	More Girls in Target States in Northern Nigeria Complete Basic Education and acquire skills for life and livelihoods (Enrolment, Completion and Learning)	<ul style="list-style-type: none"> <li>Percentage increase in number of girls enrolled (gross) in primary education (public + private)</li> <li>Gender parity index (primary) (VfM equity)</li> <li>Girls' survival rate to Grade 5</li> <li>Percentage of girls achieving basic literacy (VfM effectiveness)</li> </ul>	-Education Census; -MICS 2011; MICS 2016; MICS 2020; -NDHS 2013; NDHS 2018; -Learning Assessment 2015 and Evaluation School Survey Learning Assessment 2020.
Output 1	Increased Enrolment Retention of Girls in Basic Education	<ul style="list-style-type: none"> <li>Number of girls in Grade 1 linked to enrolment drives (cumulative)</li> <li>Number of additional girls enrolled in focus IQS (cumulative)</li> <li>Girls' attendance rate (female students present on day of visit/ students enrolled)</li> <li>Percentage of parents in focus communities who prioritize girls' education</li> </ul>	-Education Census; -State EMIS Report
Output 2	Improved Capacity of Teachers to deliver effective Learning for Girls	<ul style="list-style-type: none"> <li>Teacher attendance rate in focus schools (public &amp; IQS teacher present on day of visit/total teachers employed)</li> <li>Percentage of teachers in IQS who demonstrate minimum teaching competencies</li> <li>Percentage of girls achieving basic literacy in pilot early learning schools</li> <li>Percentage of girls achieving basic numeracy in pilot early learning schools</li> </ul>	- Project Intervention Monitoring data -Donor Report -State EMIS Report; -Learning Assessment 2015 and Evaluation School Survey Learning Assessment 2020.
Output 3	Improved Governance to strengthen Girls education	<ul style="list-style-type: none"> <li>No of states with accurate Annual School Census (validated at 90% accuracy)</li> <li>No of states including IQS in EMIS with accurate data (validated at 90% accuracy)</li> <li>Percentage &amp; No. of focus schools/IQEs with functioning SBMCs/ CBMCs</li> <li>Percentage &amp; No. of FTTSS graduates deployed;</li> <li>No of GEP3 interventions adopted by any focus state-cumulative.</li> </ul>	- Project Intervention Monitoring data -Donor Report -State EMIS Report

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## 2. Purpose and Use of the Evaluation

This independent evaluation will have two purposes: accountability and learning. It will provide both the donor (vertical accountability) and the expected beneficiaries (horizontal accountability) with solid evidence on the extent to which the GEP3 Programme fulfilled its expected results (Impact, Outcomes and Outputs) and transformations as indicated in the programmatic documents (Business Plan & Operational Plan) and results frameworks that were agreed upon with the donor before the start of implementation. The evaluation will consider the 2015 evaluation report and recommendations that informed the redesign of the programme which resulted in changes to the results structure and operational plan. The evaluation will also allow the dissemination of information on the actual results achieved back to those communities which were expected to benefit from this Program and whose tax money was used to fund this project (horizontal accountability).

As part of UNICEF's accountability to government and the donor regarding the return on investment made by DFID to Nigeria, this exercise will allow for an appraisal of the strengthening of the Education Sector, especially in ensuring that more girls in target states in Northern Nigeria complete basic education and acquire skills for life and livelihoods (enrolment, completion and learning). Therefore, this independent evaluation will increase knowledge of key actors of education sector in Nigeria (National Education Group- Education Development Partners Group) about the strategic contribution of this programme in advancing the agenda of SDG4 in marginalized localities of Northern Nigeria in favor of better Gender Equality for child rights in education. More specifically, Federal Ministry of Education (FMoE) and States Ministries of Education and development actors and key stakeholders would like to know what worked well and how? What didn't work and why? Lastly, provide insights as to the extent that COVID 19 has impacted on the expected results of GEP3 outputs 1, 2 and 3 and what difference did the mitigation interventions deployed make?

With respect to learning, it is hoped that this evaluation will inform education sector programme implementation strategies in the years to come, and also shed some light on some potential corrective actions that may need to be explored further in the future by a relevant education stakeholder/development partner. More specifically, this evaluation is expected to generate recommendations that will help UNICEF Nigeria and its partners to inform future decision-making regarding Education Sector as follow:

- i) Government of Nigeria – the FMoE future education sector strategic and evidence-based planning, refining strategies and leveraging partnerships and public investment for scaling up innovative approaches;

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- ii) UNICEF Nigeria's current and future work to support better Education Sector and innovative strategies for building the nexus of education in Humanitarian-Peace-Development contexts for children and their communities in the areas of access, quality and system strengthening;
- iii) DFID's future programming on improving education outcomes in Nigeria, specifically for girls.
- iv) Knowledge Generation and Sharing--Inform dialogue on Education programming at the local and regional levels, both within UNICEF country and regional office and amongst other development partners, Civil Society and Youth.
- v) Provide information on education systems resilience to multifaceted emergencies such as COVID 19 to inform future Emergency Preparedness and Response planning (EPRP).

Table below summarizes the main users and the purpose of utilization of the final GEP Performance assessment findings, conclusions, lessons learned and recommendations:

**Table 2: Evaluation Users and Uses**

Evaluation Users	Evaluation Uses
Federal Ministry of Education	<ul style="list-style-type: none"> <li>Evidence-based public advocacy to leverage large scale public-private partnerships and adequate investment to Education Sector;</li> <li>To scale up innovative strategies and approaches revealed by the assessment and accelerate progress towards SDG-4.</li> </ul>
State Ministries of Education	<ul style="list-style-type: none"> <li>To develop, fund and implement evidence informed State Education Strategic Plan;</li> <li>To introduce more innovative interventions as part of acceleration strategy including in response to the post COVID 19 era.</li> </ul>
Ministry of Budget and National Planning	<ul style="list-style-type: none"> <li>To ensure adequate evidence-based National Budget Planning for Education Sector; adopt rigorous method of use of Theory of Changes for deliberations on budget.</li> </ul>
UNICEF, DFID and Development Partners	<ul style="list-style-type: none"> <li>To inform future education's programming &amp; investment</li> <li>Ensure better realignment of programme support and accountability at all levels</li> </ul>
CSOs and Nigerian Association of Evaluators (NAE)	<ul style="list-style-type: none"> <li>Follow up on findings and recommendations to inform advocacy</li> <li>To strengthen Sensitization amongst communities on the value of education against the negative vices of child labor and early marriages.</li> <li>To strengthen advocacy within the CSO and donors towards judicious use of funds</li> </ul>
Private Sectors	<ul style="list-style-type: none"> <li>To inform Resource mobilization and shared value approach (formerly Corporate Social Responsibility) strategies in favor of Basic Education</li> </ul>
Stakeholders	<ul style="list-style-type: none"> <li>Social Equity strengthened- Education investments have highest impact when directed to the poor and less privileged groups, those at risk of missing out on Education due to lack opportunities</li> </ul>

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## 3. Evaluation Objectives

The specific objectives of this evaluation are to:

- 1) Determine the merit of GEP3 in terms of achievement of expected results related to impact, outcomes and outputs of access & retention of girls to basic education and the quality of learning outcomes of basic education in the Northern Nigeria as planned within the initial business case and operational plan;
- 2) Document the resilience of communities and families in support to girl's education in the Northern Nigeria, particularly the support to access and retention;
- 3) Understand the most significant drivers of educational participation and performance of girls within the implementation states to enhance effectiveness and impact of future interventions;
- 4) Analyze the value for money regarding the GEP3 programme implementation and approaches to community and gender transformation within the target areas;
- 5) Assess the GEP3 preparedness and response to external shocks such as the COVID 19 pandemic;
- 6) Provide strategic recommendations for future investments to advance gender equity and equality in education.

## 4. Evaluation Scope

### Thematic scope

This independent evaluation will assess the merit or the shortfall of the GEP in the programmatic areas of **Access, Quality and Governance of education in the Northern Nigeria** and its contribution to the education sector. It will provide objective judgement of what worked, what didn't work and why regarding the prioritized components. How the programme was effective in achieving expected commitments agreed within the Business Plan or Results Frameworks related to Impact, Outcomes and Outputs and what can **be identified as the main enabling factors and barriers** of success or shortfalls. Based on the initial M&E agreed plan and the recommendations from the Annual review, an overview of all twelve strategic interventions will be carried out with a focus on six prioritized programmatic components to be assessed so that depth and quality of assessment can be achieved.

The interventions include:

1. Supplies management for school enrolment and retention;
2. The School Grant Cash Transfer for leaning and retention of girls to school
3. Teachers Training for improving quality and learning outcomes;
4. Communities & women empowerment to support education at community level, in schools, in the wider education system, in social and policy activity around education.
5. Supportive monitoring as part of systems strengthening
6. Data generation and usage for decision making at micro level- classroom, school and community

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It will be prudent for the independent evaluators with the partners in this programme to prioritize the interventions for assessment based on the recommendations in the annual report and the understanding that some of the interventions underwent rigorous evaluation in 2015.

- **Geographic scope**

The valuation of GEP will focus on those the six states of the project: Bauchi, Katsina, Niger, Sokoto, Zamfara and Kano plus one additional state that will serve as comparison state (reference to section on methodology). In total, seven (7) states will be covered by the evaluation. Analysis of data will take cognizant of late entrants to the project like Kano state added to the list of intervention states in the last year of implementation. An overview of national progress of education impact indicators will be also presented to give a big picture of national progress toward SDG4.

- **Chronological scope**

This evaluation will cover the whole duration of the investment from 2012 to December 2020. A recap of findings and lessons learnt from previous smaller evaluations will be capitalized on in line the independent evaluation of GEP Cash Transfer component completed in 2017 and mid-term evaluation of GEP 3 in 2017.

## 5. Evaluation Criteria and Questions

This independent evaluation of GEP3 2012-2020 will apply the six global standards of OECD/DAC Evaluation Criteria<sup>3</sup> adopted in December 2019 in consensus by all Development Partners, Academia and Evaluation Practitioners for generating adequate judgement of the Aid's effectiveness. Those common criteria are endorsed by United Nations Evaluation Group (UNEG) and UNICEF for the design and implementation of evaluation of Policy, Program and Projects. Those six criteria are: Relevance, Coherence, Effectiveness, Efficiency, Impact, Sustainability. In addition to the six criteria, stakeholders of GEP3 and UNICEF Nigeria have decided to add two additional criteria related to Equity, Gender Equality and Resilience owing to the programming context and UNICEF's commitment to advance the agenda of equal chance to child rights.

In line with the specific objectives listed in the previous section, this exercise will be guided by the evaluation questions listed in the table below within the framework of GEP3.

Evaluation Criteria	Evaluation Questions
1-Relevance	1) To what extent has the Girls Education 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 GEP doing the right things?)

<sup>3</sup> OECD/DAC Network on Development Evaluation (2019): "Better Criteria for Better Evaluation, Revised Evaluation Criteria, Definitions and Principles for Use", OECD/DAC, December 2019.

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Evaluation Criteria	Evaluation Questions
2-Coherence	2) To what extent other interventions (particularly policies) support or undermine the Girls Education Programme intervention including internal and external coherence (How well does the programme fit?)
3-Effectiveness	3) To what extent the Girls Education Programme achieved its Expected Results (Outcomes and Outputs) agreed within the Business Plan including any differential results across states in the three main strategic areas of Access, Quality and Governance of education sector; 4) What are the factors (internal and external to UNICEF) that contributed the most to the attainment of the GEP programme and results? 5) What are the factors (internal and external to UNICEF) that hindered the most the attainment of the GEP programme and results?
4-Efficiency	6) To what extent has the GEP delivered results in an economic and timely way (How well have resources been used?)
5-Impact	7) To what extent the Girls Education Programme has achieved Expected Result related to Impact defined in the Business Plan and if GEP3 has generated significant positive or negative, intended or unintended, higher-level effects at community and state level. 8) What long term transformative change or difference did the programme make on communities, institutions and children?
6-Sustainability	9) 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	10) To what extent the Girls Education Program addressed inequalities in education, incorporated gender equality and the empowerment of women and girls into the design, implementation and results achieved.
8- Resilience	11) To what extent was the project resilient to internal and external shocks (economic, conflicts, pandemic, etc.)? 12) To what extent has the GEP programme responded effectively to risks and threats?

## 6. Methodology of the Evaluation

A detailed Methodological Inception Report will be developed and submitted by the contracted Consult Firm for review, discussions and building consensus on Scope and Methods and Timeframe and approval by the Evaluation Steering Committee. Innovative approaches of data collection using digital platform would be also proposed by the Consult Firm adapted to the new challenging context of Covid19.

In summary, the evaluation will be conducted using a participatory and inclusive approach that can be combined with a Quasi Experimental Design and child-friendly approaches. New innovative approach of on-line data collection using digital platform (Mobile SMS) will be also explored considering the

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challenging context of Covid19 or conflicts. Field data collection will happen only when the risk posed by Covid19 is considered residual, the lock downs over and when Schools are re-opened in Q4 2020.

A **Quasi Experimental Design** Approach will be applied to ensure adequate assessment of the evaluation criteria related to **Impact of GEP3 over the 8 years of implementation** in making a difference in education Outcomes and impact indicators for children and communities' transformation. In addition to six states of programme implementation, one other state that never benefit of GEP will be selected in order to ensure comparison contribution analysis of difference in difference of outcomes and impacts indicators related to Access, Quality-Learning Outcomes (assessment of student capacity in Numeracy and Literacy) and institutional changes.

The evaluation will be based on mixed methods of collecting and analysing data obtained from GEP beneficiaries and key stakeholders. The purpose of using multiple methods is to triangulate data from different sources is to ensure reliability of data, develop a strong evidence base to support 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 secondary analysis of routine data generated by the UNICEF monitoring mechanism (and / or those of line Ministry or implementing partners), including;
- A desk review including the programme documentation, its action plan and annual reviews, as well as available monitoring and evaluation reports and data reports.
- A process of dialogue with key actors concerned by the programme, including:
  - UNICEF staff (Section Education) at the level of Country Offices and the Field Offices
  - Staff of Ministry of Education and its various implementing agencies
  - Development Partners and Civil Society

A detailed design of the evaluation 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 consultant/s in his/her/their bid. It is expected that the methods and sampling proposed for assessing the effects of interventions on expected beneficiaries (girls and women) are sufficiently robust to ensure the credibility and internal validity of the evaluation results. The final methodology will be agreed to during the inception phase and approved by the evaluation reference group.

**In the new context of Covid19, the consulting firm is strongly encouraged to propose the use of innovative methodologies like digital platform (SMS Mobile phone for challenging area) in their technical proposal for assessing beneficiary's satisfaction or performing some KIIs.**

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 consultant/s 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 GEP as well as the fundamental questions to be addressed by

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this evaluation, the inception report will provide a critical summary of the information contained in the programmatic documents made available to the evaluation team by UNICEF after signing 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)<sup>4</sup> and the UNEG Code of Conduct<sup>5</sup>. 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 Evaluations<sup>6</sup>. Close attention shall be paid to the conformity of different deliverables of this mandate with the Geros standards<sup>7</sup>, as UNICEF will not accept deliverables that do not comply with these standards or UNEG guidelines. The Geros standards, that 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".

It is suggested that the evaluation team adopt the following approach in applying quantitative and qualitative methods to the evaluation process: In addition to six states of programme implementation, one other state that never benefit of GEP will be selected in order to ensure comparison contribution analysis of difference in difference of outcomes and impacts indicators related to Access, Quality-Learning Outcomes (assessment of student capacity in Numeracy and Literacy) and institutional changes.

#### 6.1. Quantitative methods

Multiple data sources will be used to reinforce the evidence of objective judgement of the merit of the GEP related to the four components of thematic scope of the evaluation. Baseline data from previous assessment, evaluations or HH surveys will be used for this assessment in comparison to the new primary data collection in a sampling of LGAs and school-based survey of 7 States (6 states + 1 comparison state).

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<sup>4</sup> <http://www.unevaluation.org/document/detail/1914>

<sup>5</sup> <http://www.unevaluation.org/document/detail/100>

<sup>6</sup> <http://www.uneval.org/document/detail/980>

<sup>7</sup> <http://www.uneval.org/document/detail/607>

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#### a) Primary Data Collection to measure Learning Outcomes

Student school-based assessment survey will be undertaken in order to measure the learning outcomes of learners in Numeracy and Reading. A sampling of 600-700 primary school is proposed (100 school per state) for the school-based student learning assessment survey. Consulting Firm will clarify the adequate sample of student per school and per state (around 1000 to 1,500 students) to ensure adequate representative measurement. Additionally, institutional questionnaires such as teachers and school characteristics will be captured to understand the impact of teacher and school related inputs on learning outcomes of children.

#### b) Secondary Data Source to measure Access

The Federal Ministry of Education and UBEC will provide Educations Statistics from EMIS (Education census) that will be used by the Evaluation Team to perform Trend Analysis of indicators related to Access and other information related to infrastructures, learning materials, Teachers, etc.

Other Secondary Data from Nationwide HH Surveys like MICS 2011, 2016-2017, MICS 2020 and NDHS 2013, NDHS 2018 will be used to analyze trend of Outcomes and Impact indicators at national and state levels.

#### c) Household Survey to measure effectiveness & impact of Cash Grant to Girls

Appropriate design of a Quasi Experiment Approach for measuring the Impact of Cash Grant Allocation for girls Education will be developed by the Consult Firm and propose for discussions within the Inception. Adequate universal method and tools for impact evaluation of Cash Transfer Programme will be applied.

Household survey with a proposed sample size of 100 HHs per state will also serve as opportunity to measure updated accurate indicators of Access (Completion rate, net enrolment ratio, gender parity and equity analysis, etc...).

### 6.2. Qualitative methods

Qualitative information will be collected through the following methods:

- Programme document review: this would include an in-depth analysis of programmes progress reports, studies, surveys and past evaluation produced for education sector and Northern;
- Semi-structured interviews (about 6-8 KIIs per state + 10 at federal level) with the staff of institutions and organizational partners of education including the use of New Technology (on-line interview). Partners include, government agencies, NGOs, and the Donors. UNICEF can help provide a list of key informants and institutions, based on research criteria recommended by the Evaluation Team.
- Focus Group Discussions (at least 5 FGDs per state) will be undertaken at community level during the School-based survey with key beneficiaries of education services: Mothers, Adolescents, Community Management of School, Teachers and Community leaders, as well as religious groups.

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- Direct observations: Visits to selected communities will provide more specific evidence and answers to the evaluation questions.

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

#### 6.3. Financial Analysis

With respect to the evaluation criteria related to efficiency, the Evaluation Team will proceed the cost effectiveness analysis using financial and implementation records data from UNICEF and Government.

#### 6.4. Policy Review and Analysis

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

#### 6.5. 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 education 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 Projects among marginalized households and communities, whose experience and response to the program may not be fully captured by random sampling.

## 7. Evaluation Governance & Process

Ensuring national ownership of this GEP evaluation is critical. UNICEF will coordinate with the Director of Planning and Research at the FMoE to set up a National Steering Committee (NSC) for the Evaluation of 2012-2020 Girls Education Program funded by DFID, Government and UNICEF.

Members of the Steering Committee will include representatives of the following Departments of the FMoE: Planning and Research (chair), Monitoring & Evaluation, Director of UBEC, Director of EMIS, Director of Monitoring & Evaluation at the FMFBNP, Chief of Education at UNICEF, Senior Education Specialist - Project Manager, Evaluation Manager at UNICEF, Education Advisers at DFID, Evaluation Advisers at DFID, NGOs for Education sector, and as feasible a colleague of UNICEF Regional Office.

The role of the Evaluation Steering Committee is to provide strategic leadership and guidance in the conduct and eventual uptake of this independent evaluation of the GEP 3 project in Nigeria. This includes the commitment, sound technical guidance and ownership. The ESC is responsible of the review and approval of ToR, Inception Report and Final Report of the evaluation.

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This independent evaluation will be managed directly by the UNICEF's Evaluation Manager, in interactions with GEP 3 Manager and in close liaison with the Ministry of Education – Direction of Planning and Research and the Head of Evaluation at DFID.

## 8. Deliverables

Following are the key expected results that will be produced by the Independent Evaluation Team and submit to UNICEF and the National Steering Committee (NSC) for review and validation:

- 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 at Stakeholders Workshops.
- 4) Draft0 Final Evaluation Report reviewed and commented by UNICEF & Steering Committee
- 5) Draft1 Final Evaluation Report revised and submitted to NSC.
- 6) Draft2 Revised Final Evaluation Report submitted to UNICEF & Steering Committee;
- 7) PowerPoint presentation to be presented at the Official Launch Dissemination Event and Recommendations Validation Workshop.
- 8) A 4-page Evaluation and Learning Brief highlighting the main findings and key messages to disseminate to decision makers and education sector actors at national, regional and local level.
- 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.
- 10) Raw Collected Data shared with UNICEF.

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Figure 1 : Desired structure of the report

**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 users 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)

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## 9. Evaluation workplan

Realistic evaluation workplan will be elaborated and submitted by the Consult firm within the Inception Report

Activity	Key deliverable	Deadline
<b>Phase 1: Inception</b>		
Activity 1.1: Remotely initial work: Skype Call (Kick-off meeting) & Sharing key documents in Drop Box	Meeting Minutes	Week 1 (2 <sup>nd</sup> week of September 2020)
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 - September 2020
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.  <b>Draft0 Inception Report submitted to UNICEF, Steering Committee for Comments</b>	Weeks 3-6 (Mid-October 2020)
Activity 1.4: National Steering Committee Meeting in Abuja; Review and approval of the final inception report	<b>Final inception report</b>	Weeks 7-8 (Mid-October 2020)
<b>Phase 2: Data collection and analysis</b>		
Activity 2.1: Elaboration and submission of Ethical Protocol to the MoE Ethics Committee and Finalization of Tools	<ul style="list-style-type: none"> <li>Ethical Protocol submitted to Ethics Committee Review/Approval</li> <li>Final Data collection Tools</li> </ul>	Week 9 (1 <sup>st</sup> week of November 2020)
Activity 2.2: Enumerators' training	Training Curriculum	Week 10 (Mid-November)
<b>Activity 2.3: Data collection and iterative data analysis</b>	<b>Field Data Collection completed Secondary Data Analysis of existing HH Surveys + Routine Statistics</b>	<b>Weeks 11-14 (Last Week of November until Mid-December 2020)</b>
Activity 2.4: Debriefing meeting right after the end of the field data collection	PPT on preliminary debriefing	Last day of Week 16
Activity 2.5: Data Processing and Data Analysis +	Statistical Tables Produced and Trend Analysis completed	Weeks 16-18 (February 2021)

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Activity	Key deliverable	Deadline
Transcription/Analysis of Focus Group Discussions		
<b>Phase 3: Reporting and communication of results</b>		
Activity 3.1: Drafting and submission of the evaluation report, of the summary PowerPoint, of the evaluation key findings/messages	<b>Draft0 Full Evaluation Report</b>	Weeks 19-20 (March 2021)
Activity 3.2: National Steering Committee Meeting - Review of the Draft1 SDG3 Evaluation Full Report based on the stakeholders' feedback and resubmission of the final report		Week 20-21 (1 <sup>st</sup> week of April 2021)
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, FMoE	Week 22-23 (June 2021)
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 24-26 (End June 2021)

## 10. Human, Gender & Child Rights - Ethics

The SDGs evaluation will follow UNICEF guidelines on the ethical participation<sup>8</sup>. 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 an independent ethical review. 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

<sup>8</sup>[http://www.unicef.org/supply/files/ATTACHMENT\\_IV-UNICEF\\_Procedure\\_for\\_Ethical\\_Standards.PDF](http://www.unicef.org/supply/files/ATTACHMENT_IV-UNICEF_Procedure_for_Ethical_Standards.PDF)

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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. 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.
- **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.

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## 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 Education, Policy/Strategy Evaluation, research methodology, international development.
- Demonstrated exceptional technical expertise in high-level and high-quality Education programming and evaluations of Education Program and studies;
- Strong qualifications in Assessing Learning outcomes 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 Education 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 additional sectors involved in Education 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;

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- 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 Education;
- One specialized Access and Quality of Education;
- One specialized on Cash Transfer;
- 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 Consult 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 pandemic Covid19 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.

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

UNICEF Supply Section will advertise the RFP (Technical and Financial Proposals) 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.

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#### Criteria for technical review of proposals submitted by institutional consult firm

Technical Criteria	Technical sub-criteria	Max.Points
<b>Overall Response</b>	Quality analytical understanding of conceptual & policy framework of Education Sector and Situation of basic education in Northern and presentation of the Purpose & Expectations of evaluating GEP	5
<b>Standard Strategy/ Methodology for Evaluation</b>	Design, Methodological Approaches & Analysis Framework are very solid to generate credible evidence and answers to Evaluation Questions, Objectives & Ethics	35
<b>Consult Firm proposed Team dedicated to this evaluation</b>	Team Leader, Team Members, Expertise & Professional experience & knowledge of key strategic areas of the evaluation's objectives & criteria	20
<b>Trusted Organization for high level political complex Evaluation</b>	Evidence of concrete experience of End-Line Program and Project Evaluations completed for decision makers and familiarity with Africa/Nigeria	20
<b>Total Maximum Points</b>		<b>80</b>

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#### Annex – Evaluation Framework

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

Evaluation Criteria	Evaluation Questions	Indicators (proposed)	Data Sources
1-Relevance	1) To what extent has the Girls Education Programme Expected Results (Impact, Outcomes and Outputs) and design responded to beneficiaries global, country, and partner/institution needs, policies, and priorities taking into account evolving circumstances (is the GEP doing the right things?)	Content analysis of GEP TOC and Program Planning Document in relation to existing national strategic plan, State Education plans and global agenda of education	-GEP TOC and Programme planning document; -Education Sector Strategic Plan; and SDG4. -States Education Plans -Education Policy -Education Census; -State & LGAS EMIS Report; -GEP Annual Review Report; -GEP Donor Reports
2-Coherence	2) To what extent other interventions (particularly policies) support or undermine the Girls Education Programme intervention including internal and external coherence (How well does the programme fit?)	Content analysis of Human Rights Based Approach programming mainstreaming into GEP Theory of Change, Annual Workplans, etc.	-GEP TOC and Programme planning document -Education Census; -State & LGAS EMIS Report; -GEP Annual Review Report; -GEP Donor Reports
3-Effectiveness	3) To what extent the Girls Education Programme achieved its Expected Results (Outcomes and Outputs) agreed within the Business	<ul style="list-style-type: none"> <li>Percentage increase in number of girls enrolled (gross) in primary education (public + private)</li> <li>Gender parity index (primary) (VfM equity)</li> </ul>	-Education Census;

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Evaluation Criteria	Evaluation Questions	Indicators (proposed)	Data Sources
	<p>Plan including any differential results across states in the three main strategic areas of Access, Quality and Governance of education sector;</p> <p>4) What are the factors (internal and external to UNICEF) that contributed the most to the attainment of the GEP programme and results?</p> <p>5) What are the factors (internal and external to UNICEF) that hindered the most the attainment of the GEP programme and results?</p>	<ul style="list-style-type: none"> <li>• Girls' survival rate to Grade 5</li> <li>• Percentage of girls achieving basic literacy (VFM effectiveness)</li> <li>• Number of girls in Grade 1 linked to enrolment drives (cumulative)</li> <li>• Number of additional girls enrolled in focus IQS (cumulative)</li> <li>• Girls' attendance rate (female students present on day of visit/ students enrolled)</li> <li>• Percentage of parents in focus communities who prioritize girls' education</li> <li>• Teacher attendance rate in focus schools (public &amp; IQS teacher present on day of visit/total teachers employed)</li> <li>• Percentage of teachers in IQS who demonstrate minimum teaching competencies</li> <li>• Percentage of girls achieving basic literacy in pilot early learning schools</li> <li>• Percentage of girls achieving basic numeracy in pilot early learning schools;</li> <li>• No of states with accurate Annual School Census (validated at 90% accuracy)</li> <li>• No of states including IQS in EMIS with accurate data (validated at 90% accuracy)</li> <li>• Percentage &amp; No. of focus schools/IQEs with functioning SBMCs/ CBMCs</li> <li>• Percentage &amp; No. of FTSS graduates deployed;</li> <li>• No of GEP3 interventions adopted by any focus state–cumulative.</li> </ul>	<p>-State &amp; LGAS EMIS Report;</p> <p>-MICS 2011; MICS 2016; MICS 2020; NDHS 2013; NDHS 2018;</p> <p>-Learning Assessment 2015 and Evaluation School Survey Learning Assessment 2020.</p> <p>-Qualitative Assessment</p>
	6) To what extent has the GEP delivered results in an	<ul style="list-style-type: none"> <li>• Total Budget allocation and expenditures;</li> </ul>	-Education Census;

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Evaluation Criteria	Evaluation Questions	Indicators (proposed)	Data Sources
4-Efficiency	economic and timely way (How well are resources been used?)	<ul style="list-style-type: none"> <li>• Unit cost per result achieved;</li> <li>• Unit cost of training one participant</li> <li>• Unit cost of consultancy</li> <li>• % of expenditure through direct cash transfers to partners</li> <li>• Cost savings as % of project expenditure</li> <li>• Number of Functioning SBMC/CBMC.</li> </ul>	-State EMIS Report; -Project Monitoring Report; -GEP Annual Review Report; -GEP Donor Reports
5-Impact	7) To what extent the Girls Education Programme has achieved Expected Result related to Impact defined in the Business Plan and if GEP3 has generated significant positive or negative, intended or unintended, higher-level effects at community and state level.  8) What long term transformative change or difference did the programme made on communities, institutions and children?)	<ul style="list-style-type: none"> <li>• Literacy rate of young women (15-24 years)</li> <li>• Rate of early marriage (under 19) in target states</li> <li>• Early childbearing (Have had a live birth before age 15)</li> </ul>	-Education Census; -State EMIS Report; -MICS 2011; MICS 2016; MICS 2020; -NDHS 2013; NDHS 2018; -Learning Assessment 2015 and Evaluation School Survey Learning Assessment 2020.
6-Sustainability	9) To what extent the net benefits of interventions are 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	-Education Census; -State EMIS Report; -Project Monitoring Report -GEP Annual Review Report; -GEP Donor Reports -FGD, Kiis
7-Equity and Gender Equality	10) To what extent the Girls Education Program addressed inequalities in education, incorporated gender equality and the empowerment of	-Percentage of representation of women in local school committee; -Opportunity to participate in school management;	-Education Census; -State & LGAS EMIS Report; -GEP Annual

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Evaluation Criteria	Evaluation Questions	Indicators (proposed)	Data Sources
	women and girls into the design, implementation and results achieved.		Review Report; -GEP Donor Reports -FGD, Kiis
1. Resilience	<p>11) To what extent was the project resilient to internal and external shocks (economic, conflicts, pandemic, etc..)?</p> <p>12) To what extent has the programme responded effectively to risks and threats?</p>	<ul style="list-style-type: none"> <li>- Identified Risks</li> <li>- Strategies that dealt with the risks</li> <li>- Emerging Opportunities</li> <li>- Noteworthy lessons learnt</li> </ul>	<ul style="list-style-type: none"> <li>- Project Risk Registers,</li> <li>- Emergency Plans and Responses</li> <li>- Incidence reports</li> <li>- HACT reports</li> </ul>

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**Signatures**

**Initiated by:**

Name: Mr Michael Banda

Title: Senior Education Specialist

Signature: \_\_\_\_\_

Date: \_\_\_\_\_

**Developed and Finalized by:**

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Signature: \_\_\_\_\_

Date: \_\_\_\_\_

**Reviewed & Certified by:**

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Title: Chief of Education

Signature:  \_\_\_\_\_

Date: 13 August 2020

**Endorsed by:**

Name: Rushnan Murtaza

Title: UNICEF Deputy Representative

Signature: \_\_\_\_\_

Date: \_\_\_\_\_

**Approved by:**

Name: **Peter Hawkins**

Title: **UNICEF Country Representative in Nigeria**

Signature: \_\_\_\_\_

Date: \_\_\_\_\_