



**TERMS OF REFERENCE**  
**Independent End of Project Evaluation NGAT/10**

<b>Project Title:</b>	Promoting Ethics and Transparency in Business Transactions in Nigeria
<b>Project Number:</b>	NGA/T10
<b>Strategic Theme and Result Area:</b>	UNODC Strategy result area 3.2.4: “Increased cooperation between UNODC and relevant civil society entities as well as bilateral and multilateral organizations that advance capacities to implement the United Nations Convention against Corruption”.
<b>Purpose:</b>	To assess the relevance, efficiency, effectiveness, impact and sustainability of the project and to identify lessons learnt, best practices, and policy issues arising from implementation.
<b>Duration:</b>	29 March – 28 April (The evaluator will be contracted for 15 working days)
<b>Mission Site:</b>	Nigeria (Abuja, Lagos and the evaluator’s duty station)
<b>Direct Supervision:</b>	UNODC Country Office Nigeria

## I. Project Background

Since the 1980s, corruption has become a central issue in the global arena. Fuelled by poverty, inefficiency of the criminal justice system, incessant military incursions in the political space, among others, corruption in Nigeria has become a central issue of concern for successive governments in the country. It impedes economic growth, discourages foreign and domestic investment and undermines the rule of law. Apart from distorting fiscal policies of governments and raising the cost of doing business, corruption has also become a precursor for a great number of international crimes with serious security implications. The hard drug trade and other forms of transnational crimes have been linked to proceeds of corruption.

Reaction of the international community to this challenge was the negotiation of the United Nations Convention against Corruption (Resolution 58/4) which was adopted by the UN General Assembly on 31 October 2003. UNCAC aims at assisting Member States to deal with the problem at the domestic level and to create a framework for concerted international cooperation against it.

The Nigerian government has declared its commitment to the anti-corruption fight by signing UNCAC, establishing anti-corruption institutions and introducing a handful of public service sector reforms. A similar effort in the private sector, however, has not been too apparent. Mobilization of the private sector is thus a necessary addition for a successful anti-corruption war in the country. In late 2007, UNODC and the Government of the Netherlands signed a cooperation agreement to finance a framework that will pave way for a greater involvement of the private sector in the anti-corruption crusade. The agreement has today resulted in the project: "Promoting Ethics and Transparency in Business Transactions in Nigeria (NGA/T10)".

Project implementation began in 2008. The primary aim has been to advocate for transparency and ethical business practice in the Nigerian business sector through a thorough risk assessment and the development of sound business principles and related training.

The main outcomes and outputs of the project are:

### *Outcome 1:*

*Public and private sector actors have jointly developed, adopted and launched implementation of anti-corruption principles.*

#### Output 1.1:

Assessment Report of risks and vulnerabilities to corruption involving the private sector.

#### Output 1.2:

General and sector specific anti-corruption principles developed and adopted.

#### Output 1.3:

Effective private and public sector partnership established for the implementation of the anti-corruption principles.

*Outcome 2:*

*A credible and functional public complaints system has been conceptualized and presented for adoption by private and public sector stakeholders.*

**Output 2.1:**

Easily accessible public complaints system developed to collect corruption related complaints/reports, including hotlines, complaints boxes and indirect and anonymous reporting.

*Outcome 3:*

*The banking sector and other financial institutions make increased use of anti-money laundering tools and standards.*

**Output 3.1:**

Training programme, including training manual, curriculum and agenda for private sector compliance with anti-money laundering standards developed and implemented.

## **II. Purpose of Evaluation**

This is a final evaluation of the NGA/T10 project “Promoting Ethics and Transparency in Business Transactions in Nigeria”. The purpose of the evaluation is to assess, analyse and draw conclusions on the design and implementation of the project vis-à-vis the expectations earlier earmarked. The evaluation will therefore assess the relevance, efficiency, effectiveness, impact and sustainability of the project, and identify lessons learnt and best practices. A national consultant to be recruited will review the existing documentation and costed work plan, undertake visits to selected relevant project counterparts and finally consult with the Working Group in a one day workshop.

In a nutshell, the evaluation will assess the implementation of the project in terms of organisational goals, quality and timeliness of inputs and efficiency and effectiveness of activities carried out. Lessons learnt and best practices could further assist in the development of future UNODC anti-corruption projects.

## **III. Scope of Evaluation**

The evaluation will assess the implementation of the project from the start up date of 2008 until April 2011. It will be a single 5-week mission that will be carried out in Lagos, Abuja and at the duty station of the evaluator (the evaluator will be contracted for 15 working days). In addition to project implementation, management and the accomplishment of objectives and outcomes, the evaluation will appraise the following:

*a) Evaluability of the project*

- Has a project monitoring system been set up to allow a proper monitoring throughout the project?
- Are targets well specified in the project document, including clear and concise performance indicators?

*b) Overall relevance of the project to national development priorities and needs*

- Were the needs properly identified?

- Are the objectives contained in the project still relevant to the actual and local situation?
- To what extent was the project aligned with the national strategies and plans to combat corruption?
- Is the project the appropriate solution to the problems it aims to address?
- Are any other stakeholders/projects offering the same type of assistance?
- What is the particular value-added of this project?

*c) Clarity, quality and appropriateness of project design*

- Is there a clear and logical consistency between the objectives, outputs, activities in terms of quality, quantity, timeframe and cost-efficiency?
- Are the beneficiaries well identified in the project document?
- Are prior obligations and prerequisites (assumptions and risks) well specified and met?
- Is the managerial and institutional framework for implementation well spelled out?
- Is the work plan practical, logical, and cohesive?
- Is the planned project duration realistic?
- Are all external institutional relationships correctly identified?

*d) Effectiveness, efficiency and adequacy of project implementation*

- Has the project achieved its objectives and result (outputs, outcomes and impact)?
- If not, has some progress been made towards their achievement?
- Quality and effectiveness of outputs delivered.
- Usefulness of project results in meeting the needs of Nigeria.
- Has the project funding been properly and timely allocated?
- Has the project funding been spent as planned?

*e) Impact*

- What difference has the project made to beneficiaries?
- Which of the following outcomes did the project successfully contribute to?
  - Public and private sector actors have jointly developed, adopted and launched implementation of anti-corruption principles.
  - A credible and functional public complaints system has been conceptualized and presented for adoption by private and public sector stakeholders.
  - The banking sector and other financial institutions make increased use of anti-money laundering tools and standards.

*f) Level of coordination, cooperation and partnerships with national counterparts and relevant international development partners*

- Level and quality of coordination with UN agencies, particularly UNIDO in areas relevant to the objectives of the project.
- Level and quality of partnerships established with direct project partners.
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- Level and quality of partnerships established with other relevant national stakeholders.

*g) Sustainability*

- Have the prospect for sustainability been addressed during the development of the project concept and related strategies?
- What measures were put in place to ensure sustainability?
- To what extent will the benefits generated through the project be sustained after the end of donor funding?
- Have the beneficiaries taken ownership of the objectives to be achieved by the project? Are they committed to continue working towards these objectives once the project has ended?

*h) Project outputs and outcomes*

The evaluation will assess the outputs and outcomes by the project as well as the likely impact and sustainability of project results. This should encompass an assessment of the achievement of the immediate objectives and the contribution to attaining the overall objective. The evaluation will assess if the project has had significant unexpected effects, whether of beneficial or detrimental character.

*i) Lessons and Best Practices*

On a general level, the evaluation will seek to draw lessons and best practices that can be used to set new priorities that fully meet the needs of beneficiary institutions and the country.

Based on the above analysis, the evaluator will recommend as to what needs to be done by UNODC and stakeholder to improve the sustainability and results of this current project, and what should be taken into account as lessons learned from this very project in both, the Nigerian project context, but also any lessons learned of general interest for UNODC and partners.

#### **IV. Evaluation Methodology**

The evaluation methods will include the following:

- An evaluation methodology submitted prior to the evaluation
- A review of existing documentation (see annex A)
- Participation and interviews with partners, stakeholders and relevant UNODC staff.
- Field visits to institutions involved in assessments (where possible).
- Overall general observations.
- A meeting of the Working Group to the project, with the main aim of:
  - Providing information on the findings of the above evaluation.
  - Determination of project target areas of focus for future project Phases.

Any other methods to be incorporated will be communicated to the Country Office prior to the assumption of the evaluation mission.

In conducting the evaluation, the evaluator needs to take account of relevant international standards, including the UNODC Independent Evaluation Unit (IEU) Evaluation Policy and Guidelines<sup>1</sup> and the United Nations Evaluation Group (UNEG) Norms and Standards.

## V. Roles and Responsibilities

### *Core Learning Partners (CLP)*

The CLP members are (see annex 2):

- CBI, Mr. Soji Apampa
- EFCC, Mr. Yusuf Haruna
- Global Advice Network, Mr. Jens Berthelsen

The CLP will have the following responsibilities:

- Comment on ToR, refine evaluation questions if needed
- Take note of evaluator proposed
- Provide support and insights throughout the evaluation process, as applicable
- Comment on draft evaluation report
- Take note of the final report
- Attend presentation of results if possible
- Agree on implementation of recommendation

### *The national evaluator*

The evaluation will be conducted by an independent national evaluator with administrative support provided by the project staff for the duration of the mission.

The national evaluator to be contracted should possess the following minimum selection criteria:

- Must have experience of evaluating UN projects and/or programmes, preferably in the area of governance and anti-corruption. He/she should also have a technical understanding/experience of corruption issues.
- Must be an independent evaluator who has had no prior involvement with the project during its design and implementation phases.
- Evaluation experience and knowledge, hereunder experience in quantitative and qualitative evaluation methods.
- Possess advanced university degree in law, public administration, economics, business administration or related field.
- Possess work experience in the field of integrity/ethics standards in the private sector.
- Proficiency in English, including a proven ability to draft at a professional level in that language.

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<sup>1</sup> <http://www.unodc.org/unodc/en/evaluation/about-projects-.html>

The national evaluator will have the following responsibilities:

- The strategic and operational guidance and management of the evaluation, familiarize himself with the project documentation and comment on the draft methodology and tools.
- Identify and set up meetings with third parties who might have first hand knowledge of the project.
- Do a first analysis of the results of the field survey
- Prepare a draft project evaluation report with findings, lessons learned, and recommendations.
- A final project evaluation report on the NGA T10 project covering the project concept and design, implementation, outputs, outcome and impact of the project, recommendations, and lessons learned.

This report will follow the outline below:

1. Executive summary (maximum 4 pages)
2. Introduction
3. Background (Programme/project description)
4. Evaluation purpose and objective
5. Evaluation Methodology
6. Major findings
7. Lessons learnt (from both positive and negative experiences)
8. Constraints that impacted programme delivery
9. Recommendations and conclusions

#### *The Independent Evaluation Unit*

The Independent Evaluation Unit (IEU) of UNODC will have the following responsibilities:

- Review ToR and provide quality assurance
- Provide clearance of final ToR
- Review the curricula vitae of proposed candidates against the criteria set down in the ToR and approves selection of proposed evaluator
- Liaises with evaluator, if requested
- Comment on evaluation methodology
- Provide methodological support throughout the evaluation process
- Comment on draft report
- Review final report, provide quality assurance and final clearance
- Place final evaluation report on the evaluation website

#### *UNODC CONIG Project team*

The project team will have the following responsibilities:

- Select Core Learning Partners and inform them about their role
- Liaises with Core Learning Partners
- Prepare ToR for the evaluation including a draft programme
- Prepare selection of evaluator
- Undertake the appointment of evaluator in cooperation with UNDP
- Provide relevant information and desk review materials to the evaluator

- Comment on evaluation methodology
- Give logical support to the to the evaluator
- Arrange meetings with key informants
- Comment on draft report

## VI. Planning and Implementation Arrangements

The evaluation will be conducted in full consultation with all project partners, namely: UNODC Nigeria and local partners. IEU will be supporting CONIG throughout the evaluation process.

The evaluator will have access to all relevant documents and available officers who have worked on the project.

The evaluator will visit partner institutions such as Nigeria Customs Service, Traffic Section of the Federal Road Service, Convention on Business Integrity, Nigeria Economic Summit Group etc.

The evaluator will present to all parties its main findings and recommendations; thereafter, the final report will be submitted to UNODC.

The tentative programme for the evaluation:

Activity	Timing	Date
Home based desk review of project documentation Elaboration of evaluation strategy and time table	2 days	29-30 March
Travel to Abuja: Briefing at UNODC Abuja	1 day	31 March
Meeting with the Nigeria Customs Service, Commissioner of Police (FCT), Directorate of Road Traffic Services and the National Union of Road Transport Meeting with selected project stakeholders in Abuja – EFCC, ICPC, PCC, SMEDAN, BPSR, CBI, TIN	3 days	1, 4, 5 April
Travel to Lagos: Meeting with selected project stakeholders in Lagos – NESG, NACCIMA, MAN etc.	2 days	6, 7 April
Return to Abuja: Internal consultations/report drafting/ad-hoc meetings	2 days	8, 11 April
Project Stakeholder Workshop to present findings and receive feedback	1 day	12 April
Finalisation of draft report and submission to UNODC	2 days	13, 14 April
UNODC review and comments	5 days	15, 18, 19, 20, 21 April
Incorporation of comments provided by UNODC	2 days	23, 26 April
UNODC review and approval of final report	2 days	27, 28 April

**VII. Deliverables**

- Evaluation design matrix
- Draft evaluation report
- Final evaluation report
- Facilitation of stakeholder work shop, report and ppt/presentation on key findings and recommendations of evaluator

**Remuneration**

The consultant will receive 30% of the total individual contractual fees upon submission and approval of the comprehensive evaluation design matrix and 70% upon completion of the assignment, subject to certification by UNODC CONIG and IEU clearance of the final evaluation report.

UNODC CONIG will provide the consultant with transport and required logistics for the effective discharge of this assignment. The consultant will also receive appropriate daily subsistence allowance (DSA) for the duration of the work conducted away from his/her city of residence.

## Annex 1

### List of documents to be reviewed by the evaluator

- Project Documents
- Funding agreement between UNODC and Netherlands Minister of Foreign Affairs
- ToR of the Working Group
- Minutes of the Working Group
- Publication produced/sponsored by the project – Principles for the Ethical Conduct of Business
- Grant Agreements with CBI, NESG
- ProFi Reports – Financials, Semi –annual and Annual Reports
- Risk assessment reports and other relevant documents
- Survey on the principles developed under the project, the risk-assessments and the public complaint system (CIVITAS)

## Annex 2

### Core Learning Partners

- CBI, Mr. Soji Apampa
- EFCC, Mr. Yusuf Haruna
- Global Advice Network, Mr. Jens Berthelsen