INDEPENDENT EVALUATION DIVISION
OFFICE OF EVALUATION AND INTERNAL OVERSIGHT

Independent Terminal Evaluation

National quality infrastructure project - Nigeria

UNIDO project ID: 130220

UNITED NATIONS
INDUSTRIAL DEVELOPMENT ORGANIZATION

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List of acronyms and abbreviations

Abbreviation	Meaning
CAB	Conformity Assessment Body
CPC	Consumer Protection Council
ECOWAS	Economic Community of West Africa States
EU	European Union
FMITI	Federal Ministry of Industry, Trade and Investment
IPAN	Institute of Public Analysts of Nigeria
ISO	International Organization for Standardization
MAN	Manufacturers Association of Nigeria
M&E	Monitoring and Evaluation
NACCIMA	Nigeria Association of Chambers of Commerce, Industry, Mines and Agriculture
NAFDAC	National Agency for Food and Drug Administration and Control
NASME	Nigerian Association of Small and Medium Enterprises
NEPC	Nigerian Export Promotion Council
NINAS	Nigerian National Accreditation Service
NMI	National Metrology Institute
NQIP	National Quality Infrastructure Project for Nigeria
OPS	Organised Private Sector
OTR	Office for Technical Regulations
RBM	Results Based Management
RMRDC	Raw Materials Research and Development Council
SDGs	Sustainable Development Goals
SME	Small and Medium Enterprise
SMEDAN	Small and Medium Enterprises Development Agency of Nigeria
SPS	Sanitary and phytosanitary
SON	Standards Organisation of Nigeria
TOC	Theory of change
TOR	Terms of Reference
UNIDO	United Nations Industrial Development Organization
WAQSP	West Africa Quality System Programme

Glossary of evaluation-related terms

Term	Definition
Baseline	The situation, prior to an intervention, against which progress can be assessed.
Effect	Intended or unintended change due directly or indirectly to an intervention.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved.
Efficiency	A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.
Impact	Positive and negative, intended and non-intended, directly and indirectly, long term effects produced by a development intervention.
Indicator	Quantitative or qualitative factors that provide a means to measure the changes caused by an intervention.
Lessons learned	Generalizations based on evaluation experiences that abstract from the specific circumstances to broader situations.
Logframe (logical framework approach)	Management tool used to facilitate the planning, implementation and evaluation of an intervention. It involves identifying strategic elements (activities, outputs, outcome, impact) and their causal relationships, indicators, and assumptions that may affect success or failure. Based on RBM (results-based management) principles.
Outcome	The likely or achieved (short-term and/or medium-term) effects of an intervention's outputs.
Outputs	The products, capital goods and services which result from an intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
Relevance	The extent to which the objectives of an intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donor's policies.
Risks	Factors, normally outside the scope of an intervention, which may affect the achievement of an intervention's objectives.
Sustainability	The continuation of benefits from an intervention, after the development assistance has been completed.
Target groups	The specific individuals or organizations for whose benefit an intervention is undertaken.

Executive summary

The National Quality Infrastructure Project for Nigeria (NQIP) aimed to strengthen Nigeria's capacity to deliver internationally recognised accreditation and certification functions, in turn supporting the longer-term goal of improving the quality, safety, integrity and marketability of Nigerian goods and services. NQIP worked towards this goal by supporting the development of five quality infrastructure components, namely (i) drafting of a national quality policy, (ii) establishment of a national accreditation service, (iii) development of a national metrology institute, (iv) creation of conformity assessment bodies, and (v) building awareness of and support for a stronger national quality infrastructure. The programme was funded by the European Union (EU) and implemented by the United Nations Industrial Development Organization (UNIDO) in collaboration with Nigeria's Federal Ministry for Industry, Trade and Investment (FMITI).

This independent terminal evaluation assessed the entire intervention and all its activities, from project inception in July 2013 to closure in January 2019. The project's overall performance was reviewed against the standard evaluation criteria of relevance, efficiency, effectiveness, progress to impact and sustainability. A combination of evaluation tools were applied including interviews, documentation review, and a technical assessment of Nigeria's broader quality environment. In addition to assessing overall results, the evaluation also aimed to identify recommendations to inform and strengthen UNIDO's future interventions.

NQIP was a well-designed intervention, and was highly relevant to institutional, national and regional priorities, addressing an acknowledged, pressing need to strengthen Nigeria's quality infrastructure. Project delivery was generally cost efficient and well managed, with UNIDO's staff team and technical inputs regularly praised by evaluation stakeholders. However, the project's time efficiency and the delivery of some core outputs were negatively and significantly affected by the absence of a UNIDO Country Representative for an extended period of time and, although outside of NQIP's control, by the change of Nigeria's Government in 2015.

Most of the anticipated project outputs were delivered, and these outputs were invariably of high technical quality. The validated national quality policy, the establishment of the Nigerian National Accreditation Service (NINAS), and the groundwork for the National Metrology Institute were all major project achievements. Promotional work including the project's media strategy and the National Quality Award were also effective. All this work has laid foundations for delivering long-term social, economic and health impacts. There are early, promising signs pointing to the likely nature of these impacts with – for example – some participating companies already reporting improved commercial opportunities, and evidence that the costs of certification in Nigeria are facing downward pressures. The project has also contributed to the development of a shared agenda and quality culture across participating institutions, with the formation of the NQI Forum representing a significant step towards building ownership within the country.

However, NQIP's considerable technical achievements and the momentum generated through the project face severe sustainability risks. As of May 2019, the national quality policy is still unapproved despite being validated by NQIP stakeholders in 2015. This has prevented formalisation of the national quality infrastructure, has placed some of the institutions established through NQIP (most notably NINAS) in a precarious situation, and has delayed allocation of the federal resources necessary for ensuring the infrastructure's long-term viability. Internal tensions and governance dynamics between Nigerian institutions have been the major factor in the stalling of the national quality policy. But a lack of senior political representation from UNIDO at a critical juncture also influenced the lack of progress. While UNIDO largely delivered what they set out to deliver *on paper*, many stakeholders felt that this was not sufficient and that NQIP should have continued until project sustainability was more assured. With the closure of NQIP there is a prevalent feeling that UNIDO and the EU are walking away from

unfinished business and that the status of the whole initiative is at risk. If the delays continue or the policy fails, UNIDO and the EU's reputation within Nigeria could suffer considerably.

Resolving the ongoing policy difficulties will be challenging for UNIDO and the EU to address, particularly now that the project has formally closed. But there are opportunities for building on the support and achievements of NQIP, both within Nigeria and more broadly. Based on detailed feedback from NQIP stakeholders and the evaluation's own findings, the following recommendations are made in order of priority.

Continue to provide support to the NQI effort, even if informal

1. UNIDO and the EU should develop a joint action plan for maintaining their engagement with the continuing NQI effort in Nigeria. Actions should include high-level engagement with the incoming Minister for Industry, Trade and Investment, formal engagement with potential donors (such as the World Bank) to ensure effective knowledge transfer, and accessing targeted support from the West Africa Quality System Programme. Consideration should also be given to supporting the NQI Forum and the training centres established through the project.

Revalidate the draft national quality policy

2. The FMITI and NQI Forum should reopen discussions on the draft national quality policy, with a view to rebuilding consensus and revalidating a policy that – in turn – is based on broad support from the NQI's core stakeholders.

Strengthen risk assessment and planning for gaps in UNIDO leadership

3. UNIDO should ensure that – if a Country Representative post is going to be vacant for any period of time – a thorough risk analysis is undertaken that identifies which activities require senior political representation. Mitigation plans should also be developed to ensure that sufficient senior political representation / backstopping is in place.

Build on NQIP's media strategy

4. The project's effective media strategy has the potential to be replicated across UNIDO's portfolio of work, regardless of sectoral focus: a short knowledge product should be developed to capture the key elements of the media strategy.

Strengthen communications with the Ministry for Budget & National Planning

5. In line with a standing request, UNIDO should routinely provide basic monitoring data to the Ministry's UN Development System Unit.

1. Introduction

This report documents the terminal evaluation of the National Quality Infrastructure Project for Nigeria (NQIP). The report commences with an overview of the project, followed by a description of the evaluation's methodology. Findings are then presented in detail against the five key evaluation questions and criteria. Building on these findings, the project's performance is assessed against UNIDO's evaluation rating scales, conclusions are presented, and recommendations are provided for UNIDO and other project stakeholders.

2. Overview of the project

2.1 Summary

2.1.1 Nigerian companies are often unable to fully participate in national and international markets due to the lack of an internationally recognised national quality infrastructure within the country. Goods and services produced within Nigeria often need accreditation or certification that is not readily available in the country, in turn requiring companies to incur significant costs securing certification and other quality-related services from outside Nigeria. Nigerian consumers are also negatively affected by the lack of a well-developed national quality infrastructure, potentially exposed to products with lower quality and safety standards, and/or having to spend more on suitably certified but *imported* goods and services.

2.1.2 Through a series of European Union (EU) funded programmes dating back to 2001, the United Nations Industrial Development Organization (UNIDO) have supported the development of a *regional* quality system for West Africa. These interventions have worked to build the political commitment, institutional structures and public awareness needed to support a regional system and – in doing so – have aimed to influence and encourage the development of *national* quality infrastructures within the region. As a further phase of support for the West Africa quality system was being developed in 2012, the Government of Nigeria approached UNIDO and the EU for a more intensive package of support for their own national quality infrastructure. Given the systemic importance of Nigeria's economy within the region, and in recognition of the country's comparatively under-developed quality infrastructure, the National Quality Infrastructure Project (NQIP) was subsequently developed and initiated in parallel to the latest phase of support for the West Africa region.

2.1.3 Funded by the EU and implemented by UNIDO in partnership with Nigeria's Federal Ministry of Industry, Trade and Investment (FMITI), the NQIP aimed to establish the foundations of a national quality infrastructure for Nigeria, in turn supporting the longer-term goal of improving the quality, safety, integrity and marketability of Nigerian goods and services. The project aimed to contribute to these goals by focusing on the development of five quality infrastructure components (analogous to project outcomes):

1. A **National Quality Policy is promulgated** and ensuing legislation for the NQI is improved
2. A **National Accreditation Body is established** in coherence with the West African accreditation system and is internationally recognized
3. A **National Metrology Institute is developed** to ensure calibration of instruments and traceability of measurement to international standards
4. **Improved capacity** of Organised Private Sector **to create and/or support Conformity Assessment Bodies**
5. **Improved capacity** of Consumer Protection Council and other consumer associations **to raise awareness and promote quality for better consumer protection**

2.1.4 The project's budget was €12.08m, comprised of a €12m grant from the EU and €80k from UNIDO. Initiated in July 2013, the project was originally planned for completion by April 2017. However, implementation delays resulted in a first no-cost extension until July 2018, followed by a second no-cost extension until the project's final closure in January 2019.

2.2 Main outputs and activities

2.2.1 Figure 1 summarises the main planned outputs and activities, as delivered through the five project components:

National Quality Policy and ensuing legislation developed	• Development of NQI 'Green Paper' (national quality policy), ready for government approval • Assessment of technical regulation regime against international best practice • Development of roadmap for strengthening of sanitary and phytosanitary (food safety) infrastructure, including building relevant institutional capacities • Testing and establishment of a comprehensive quality control management system for export of agricultural produce (dried beans Conduits of Excellence initiative)
National Accreditation Body established	• Establishment of a National Accreditation Body, including governance structure, business plan, trained staff base and resources • National and international promotion of Accreditation Body, including applications for membership of international and regional accreditation associations • Accreditation Body successfully accredits 5 Nigerian organisations as Conformity Assessment Bodies • Accreditation Body trains 15 Nigerian Assessors to point of qualification to undertake certification / accreditation audits • Development and implementation of proficiency testing scheme for Nigerian laboratories
National Metrology Institute developed	• Establishment of a National Metrology Institute, including governance structure, business plan, trained staff base and resources • Establishment of repair and maintenance workshop within Metrology Institute, including trained staff • Some Nigerian calibration laboratories ready for accreditation • Metrology Institute developed to point of providing calibration services at regional and international levels
Improved capacity of Organised Private Sector / creation of Conformity Assessment Bodies	• Development and implementation of plan for establishing private sector certification bodies, with 3 Conformity Assessment Bodies ready to undertake accreditation assessments • Capacity building for certification bodies on Quality Management Systems • Capacity development for a pool of auditors, trainers and implementers, capable of undertaking certifications • 10 pilot audits undertaken by NQIP-trained auditors
Improved capacity of Consumer Protection Council / awareness raising and promotion of quality	• Establishment of at least 2 training centres to deliver quality-related training programmes to stakeholders from across the economy • Implementation of national promotional campaigns and awareness raising activity on quality-related issues • Development and delivery of Nigerian Quality Award

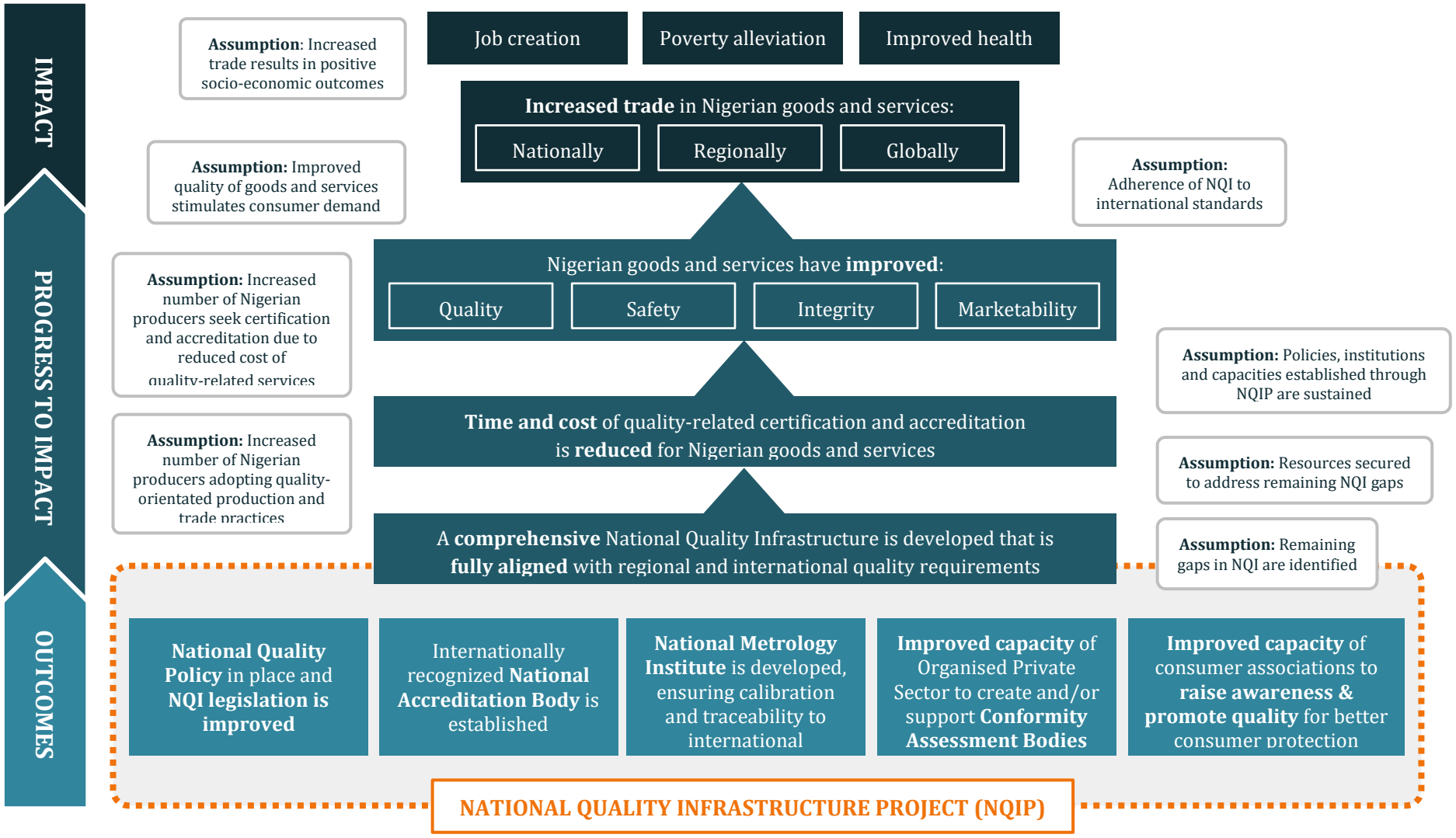
Figure 1: Main NQIP activities, by component

2.3 Project theory of change

2.3.1 Theories of change (TOCs) are a common management tool expressing the basic rationale behind an intervention. They describe the results an intervention aims to achieve, the longer term impacts it aims to contribute to, how the intervention works towards those results, and the main assumptions behind the intervention's approach. In turn, TOCs also support the identification of key elements that should – in due course – be evaluated. As such, TOCs are frequently used as the starting point for developing evaluation approaches, and for identifying evaluation questions.

2.3.2 The following TOC was developed during the evaluation's inception phase, following a review of the NQIP's project documentation and through discussion with the project management team.

Figure 2: NQIP Theory of Change



3. Evaluation methodology

3.1 Evaluation purpose, objectives, scope and audience

3.1.1 The overarching purpose of the evaluation was **to help UNIDO improve performance and results of future programmes and projects**. To achieve this – and as is standard for many evaluations – the evaluation had an **accountability** objective (identifying results) and a **learning** objective (improving actions).

3.1.2 The NQIP had a detailed logframe that established the expected outcomes and outputs, and indicators that were used to track progress against those results. This terminal evaluation aimed to assess progress towards those expected results and – where available – identify any unanticipated results.

Evaluation Objective 1 (accountability / results):
Assess the project performance in terms of relevance, effectiveness, efficiency, sustainability and progress to impact.

3.1.3 While understanding progress towards results was essential for accountability purposes, the assessment of progress was then used as a foundation for **learning** what had worked well (and why) and what hadn't worked so well (and why). To address this objective the evaluation assessed the broader NQIP strategy and processes, exploring elements such as planning and coordination. This assessment then helped the evaluation to develop an understanding of the project's overall performance.

Evaluation Objective 2 (learning / improvement):
Develop a series of findings, lessons and recommendations for enhancing the design of new and implementation of ongoing projects by UNIDO.

3.1.4 The evaluation **scope** covered the entire intervention and all its activities, from the project's design in 2012, through its inception in July 2013, to its completion in January 2019.

3.1.5 The primary target **audiences** for the evaluation are:

- **UNIDO management**, particularly those with direct responsibility for the design and implementation of the NQIP, for management of the UNIDO Nigeria country programme and regional hub, and for UNIDO teams involved in the design and delivery of other quality infrastructure interventions;
- The **European Union**, particularly those teams and individuals managing the EU's quality-related work in Nigeria and West Africa;
- The programme's **national partners and beneficiaries**, including the FMITI and its related institutions, such as the Standards Organisation of Nigeria (SON), the Department of Weights and Measures, and the Nigerian Export Promotion Council (NEPC); institutions established with the support of the project, specifically the Nigerian National Accreditation Service (NINAS) and the National Metrology Institute (NMI); and other institutions that were closely involved in project delivery and will likely play an important role in the NQI's ongoing development, including – amongst many others – the Institute of Public Analysts of Nigeria (IPAN), the Manufacturers Association of Nigeria (MAN), the Nigeria Association of Chambers of Commerce, Industry, Mines and Agriculture (NACCIMA), the Nigerian Association of SMEs (NASME), and the Raw Materials and Research Development Council (RMRDC).

3.2 Evaluation framework

3.2.1 The evaluation purpose and objectives, the theory of change, and UNIDO's evaluative requirements (as established within their evaluation policy and manual) all provided the basis for the **evaluation framework**, which in turn underpinned and guided the whole approach. The framework was structured against the standard **OECD-DAC criteria** agreed for the evaluation (**relevance**, **efficiency**, **effectiveness**, **sustainability**). In line with UNIDO policy and acknowledging the early nature of the NQIP's potential contributions to long-term impact, the OECD-DAC 'impact' criterion was simplified to instead measure '**progress to impact**'.

3.2.2 The framework identified **key evaluation questions**, supported by guiding **sub-questions**. The full framework is presented in annex 2, but figure 3 presents the five key evaluation questions:

1. **Relevance:** How relevant was the project to the needs and priorities of Nigeria and the participating institutions?
2. **Efficiency:** How efficient was project delivery?
3. **Effectiveness:** Did the NQIP achieve its planned outputs and outcomes?
4. **Progress to Impact:** How likely is it that the NQIP's outputs and outcomes will contribute to long-term impacts?
5. **Sustainability:** To what extent are the NQIP's outputs and outcomes likely to be sustained in the long term?

Figure 3: Key evaluation questions

3.3 Tools

3.3.1 To address the criteria and questions, the evaluation drew on a series of tools to gather and analyse qualitative and quantitative information:

- **Interviews:** 163 individuals participated in interviews and focus groups, primarily conducted face-to-face during meetings in Abuja, Enugu, Lagos and Vienna, with some additional discussions held via Skype.
- **Desk review:** A comprehensive literature review analysed documentation such as NQIP-produced material (including business plans, market research/analyses, progress reports, web material, management meeting minutes and financial data), and relevant external documentation (e.g. related national policies, evaluations/reviews of other quality-related interventions).
- **Technical assessment:** A snapshot assessment of the current status of Nigeria's national quality infrastructure was undertaken, presented in full within annex 3. This looked beyond the NQIP's immediate contributions, identifying strengths and weaknesses across the whole of Nigeria's quality infrastructure.
- **Logframe assessment:** The NQIP logframe was a central tool for day-to-day monitoring and was integral to the project's progress reports. The evaluation independently reviewed progress against the logframe indicators, providing an assessment of the extent to which the NQIP achieved its originally envisaged results.
- **MTR stocktake:** An independent mid-term review (MTR) of the NQIP was undertaken in 2016. In advance of the terminal evaluation's main data gathering phase, a light-touch document review was used to identify the extent to which MTR findings and

recommendations were addressed during the latter half of the project. This analysis subsequently informed lines of enquiry during stakeholder interviews.

- **UNIDO ratings:** All UNIDO project evaluations are required to rate a series of evaluation and project criteria against a six-point Likert scale, ranging from 'highly unsatisfactory' to 'highly satisfactory'[1]. The NQIP's ratings are presented in section 5.3 of this report.

3.4 Key informants

3.4.1 The following groups were the main NQIP stakeholders, and consequently were the main interviewee groups during the evaluation:

- **UNIDO:** Nigeria and HQ-based personnel that oversaw NQIP's design, development and day-to-day project management;
- **Government of Nigeria:** Primarily FMITI and its related institutions (including but not limited to SON and NEPC), but also the Ministry of Health (including NAFDAC, the National Agency for Food and Drug Administration and Control), and the Ministry of Budget and National Planning;
- **New, NQIP-supported institutions:** Specifically NINAS, the NMI and members of the NQI Forum (NQIF).
- **Other participating and beneficiary institutions:** Including public and private sector institutions that supported delivery of NQIP activities, participated in consultations, and/or received capacity development inputs; companies and laboratories that benefited from NQIP-supported certification and/or accreditation processes; companies that participated in the NQIP-driven National Quality Award; and media representatives that participated in NQIP-facilitated training and sensitisation workshops.
- **West Africa Quality System Programme:** The programme played a major role in NQIP's conception and worked extensively with NQIP during implementation.
- **Funding agency:** Beyond their support for NQIP, the EU have also provided extensive, long-term investment for the regional West Africa quality system.
- **Other international agencies:** The World Bank are another important stakeholder: although they were not involved in NQIP, they have recently provided support to Nigeria's quality infrastructure.

3.5 Analysis and reporting

3.5.1 Data analysis and the development of emerging findings were undertaken collectively by the evaluation team. As far as possible, emerging findings were derived through triangulation of data from multiple sources and tools, helping to ensure the robustness and internal validity of the assessment. Emerging findings were discussed and validated with NQIP stakeholders through debriefings in Abuja and Vienna.

3.5.2 Report preparation (including development of UNIDO ratings) was also undertaken collectively, but with the initial report drafting led by the evaluation team leader. The draft report was submitted to UNIDO's Independent Evaluation Division, who circulated to key stakeholders and managed the commenting process. The evaluation team then considered stakeholder comments, adjusting the draft report where appropriate, then submitted a final version to the UNIDO Independent Evaluation Division. The Independent Evaluation Division quality assured the final report and solicited UNIDO's management response for inclusion in the final product.

[1] See page 24, UNIDO Evaluation Manual, 2018.

3.6 Evaluation team

3.6.1 The evaluation team comprised one independent international team leader one independent international quality infrastructure expert, and one independent national quality infrastructure expert, all contracted by UNIDO for this specific evaluation. The team received logistical support (interview scheduling, transportation) from the UNIDO office in Abuja.

3.7 Challenges and limitations

3.7.1 The evaluation team collected and analysed quantitative and qualitative data. As with many evaluations, a considerable amount of this (particularly qualitative data) was based on individual perceptions and opinions. To mitigate any subjective bias, findings were – as far as possible – triangulated across sources, and across tools. Where potentially important findings were identified but it was not possible to triangulate (e.g. data/finding provided by a single source) this is explicitly noted within the evaluation report.

3.7.2 As noted within the above theory of change, the NQIP represented only an early step towards social, economic and health impacts for Nigerian consumers and companies. The UNIDO evaluation criterion of '**progress to** impact' is helpful here, as it recognises the long timescales to impact that are often inherent to UNIDO investments such as NQIP. In line with this approach – and instead of attempting to identify discrete impacts – the evaluation assessed the extent to which the project laid the **foundations for impact**.

4. Findings

4.1 Relevance

EVALUATION QUESTION 1:
How relevant was the project to the needs and priorities of Nigeria and the participating institutions?

SUMMARY OF FINDINGS
The evaluation found that NQIP was highly relevant to institutional, national and regional priorities, addressing a well-acknowledged, pressing need to strengthen Nigeria's quality infrastructure. The project was equally relevant to the mandates and priorities of both UNIDO and the EU, both of whom have long-standing, deep involvement in quality-related interventions in West Africa, and more broadly.

Highly relevant to Nigeria's national and institutional needs

4.1.1 Evaluation interviewees unanimously identified NQIP as a highly relevant intervention that addressed clear needs and priorities within Nigeria. All stakeholders openly acknowledged that, prior to NQIP, the national quality infrastructure was underdeveloped and that – across government, companies and consumers alike – basic awareness of quality issues was low. While quality was still a relatively niche issue before NQIP, those institutions and individuals that *were* involved or had an interest in the quality infrastructure fully appreciated the major institutional and capacity gaps within the country.

4.1.2 The project's high degree of relevance was firmly demonstrated during project implementation when, in 2015, the EU announced an import ban on Nigeria-produced dried beans, with the ban explicitly linked to inadequate quality control processes. The relevance and potential value of NQIP's work became apparent to a broader audience, providing a clear example of how quality infrastructure (or lack of) can lead to tangible economic and health impacts. NQIP's relevance was further validated when the Government of Nigeria identified the project as the most logical channel for coordinating the country's response to the ban (via the 'Conduits of Excellence' initiative).

Highly relevant to regional priorities

4.1.3 The Government of Nigeria's desire to deliver NQIP can also be partly attributed to the country's involvement in the long-running EU-financed, UNIDO-implemented West Africa Quality System Program (WAQSP). Initiated in 2001, this work has supported the 15 Member States of the Economic Community of West Africa (ECOWAS) plus Mauritania to raise awareness, develop policies, build institutional capacities and strengthen quality infrastructure across the region. Several evaluation interviewees that had participated in WAQSP noted how the program helped to both increase awareness of quality infrastructure requirements, but – more pointedly – also served to demonstrate that Nigeria's infrastructure and approach was markedly weaker when compared to other countries in the region.

4.1.4 NQIP's relevance to regional priorities was also assured by the timing of the project's design process, which was undertaken concurrently with the design process for WAQSP's third phase. Moreover, both projects were developed by the same donor (EU) and the same

implementing partner (UNIDO). Consequently, NQIP's design was able to closely take into account the regional context, priorities and plans.

Highly relevant to the work of UNIDO and the EU, and to the SDGs

4.1.5 Through the WAQSP, both UNIDO and the EU have played a central role in the development of a West African quality infrastructure since 2001; by extension, prior to NQIP's conception they already possessed a considerable degree of engagement with and knowledge of Nigeria's national infrastructure. Crucially, their work in West Africa was and is based on extensive international experience: UNIDO's Department of Trade, Investment and Innovation has worked in more than 100 countries on quality infrastructure, and the EU / European Commission have financed numerous regional and national quality infrastructure projects across the globe. Against that background, NQIP was of clear relevance to the mandates and competencies of UNIDO and the EU, with several evaluation interviewees indicating that those institutions were certainly the most appropriate funding and delivery partners for the work.

4.1.6 The work was also relevant to and well aligned with the Sustainable Development Goals (SDGs). In the long-term – and assuming NQIP's results can be sustained – the work has the potential to contribute most directly to SDG 8 (decent work and economic growth), SDG 9 (industry, innovation and infrastructure) and SDG 12 (responsible consumption and production). The most relevant SDGs are elaborated in figure 4:

8 DECENT WORK AND ECONOMIC GROWTH	**Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all**
9 INDUSTRY, INNOVATION AND INFRASTRUCTURE	**Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation**
12 RESPONSIBLE CONSUMPTION AND PRODUCTION	**Ensure sustainable consumption and production patterns**

Figure 4: SDGs of most relevance to NQIP

4.2 Efficiency

EVALUATION QUESTION 2:
How efficient was project delivery?

SUMMARY OF FINDINGS

The evaluation found that project delivery was generally cost efficient and well managed. However, the project's time efficiency and the delivery of some fundamental outputs were negatively and significantly affected by the absence of a UNIDO Country Representative for an extended period of time, and – although obviously outside of NQIP's control – by the change of

Nigeria's Government in 2015. Day-to-day implementation was generally efficient, but the evaluation did identify some UNIDO decisions that directly resulted in poor resource allocation. NQIP monitoring systems supported project oversight, delivery and progress reporting, but the project's results were not well articulated, and systems were not well geared to measuring long-term results.

Project efficiency undermined by disruptions to UNIDO leadership in Nigeria

4.2.1 The great majority of evaluation interviewees felt that day-to-day project delivery was well managed and efficient, benefiting from a responsive and highly knowledgeable UNIDO team. UNIDO's ability to draw on an extensive cadre of international experts was viewed as a particularly valuable aspect of project management.

4.2.2 However, NQIP's delivery coincided with the departure of UNIDO's Country Representative in 2015. The Country Representative had provided significant support to NQIP's conception and initial delivery, and – perhaps most importantly – fulfilled an essential political role, building relationships, awareness and support for NQIP across Government. Any leadership transition is likely be disruptive to some extent, but unfortunately a permanent UNIDO Country Representative was not recruited until 2017. The Abuja-based project team (with close support from colleagues in UNIDO's Vienna headquarters) were able to continue delivering most of the project according to the agreed workplans. However, the project's capacity for policy and advocacy work – including, critically, the maintenance of political relationships and momentum – was seriously compromised. From 2015 there was essentially a 2-year gap in political leadership at NQIP.

4.2.3 This situation was exacerbated by the change in Nigeria's Government after the country's 2015 elections. NQIP faced the challenge of building political relationships, awareness and buy-in across a new national administration, yet had to meet this challenge without established, senior representation in place at UNIDO Nigeria.

4.2.4 The leadership gap and loss of political momentum had a demonstrably negative influence on project efficiency, especially time efficiency. Two critical elements of NQIP suffered in particular: work on the national quality policy and the development of the Nigerian National Accreditation Service (NINAS) were both significantly held up during the period, ultimately resulting in the need for two no-cost extensions to NQIP's implementation period. Several other factors influenced progress on the national quality policy and NINAS (these factors are explored in detail within the following 'Effectiveness' section) but from an efficiency perspective the evaluation found that the hiatus in UNIDO's in-country political leadership was a major contributory factor to the delays. A quote from one evaluation interviewee is representative of the general view: "*agencies that have done well [in Nigeria] are there with a constant, senior focal point*".

Some inefficient resource management and allocation

4.2.5 Project delivery was generally cost efficient. However – and although not representative of the broader approach to project and cost management – the evaluation did identify some inefficiencies, specifically within some of the training centres supported by NQIP.

4.2.6 In addition to facilitating the development of quality systems curricula, NQIP provided training centres with a limited set of basic equipment (mainly projectors, computers and audio systems). However, some of these centres were already operational prior to NQIP's inputs, providing training to external clients and/or internal training to staff within their 'parent'

institutions. Indeed, many of the centres were selected by NQIP at least in part due to their historical track record. But this also meant that some training centres already had adequate equipment in place. Consequently, in some instances the equipment provided by NQIP was surplus to requirements. Within one training centre visited by the evaluation team, *all* NQIP-financed equipment was in storage, as the training facility was already fully resourced. Although the costs incurred were small when compared against the broader NQIP budget, some equipment purchases for training centres did not represent the most appropriate or efficient allocation of resources.

Monitoring systems supported project delivery, but were not well-geared to long-term results measurement

4.2.7 A comparatively detailed logframe supported project delivery and day-to-day progress monitoring. Activity-level progress was also transparently reported through a publicly accessible, web-based platform. Together, these helped UNIDO and partners to not only monitor progress, but also – due to the relatively high level of detail – communicate all the various steps and activities to be delivered under each of the project's five components.

4.2.8 However, the logframe's heavy focus on activities and outputs was not accompanied by a similar focus or even a description of the outcomes and qualitative changes – including long-term socio-economic impacts – that NQIP aimed to at least influence. NQIP's monitoring systems were therefore strong at measuring quantitative metrics such as activities and outputs (for example, the number of organisations receiving training, the type of equipment delivered), but made no allowance for measuring the ultimate *results* of those outputs (for example, the extent and nature of institutional capacity development achieved through training or equipment provision). Consequently, the logframe was not designed to support the kind of qualitative measurement and changes that are required to enable 'true' results-based management. Just as importantly, the logframe did not demonstrate and *communicate* the national quality infrastructure's linkages with positive socio-economic results. The logframe helped stakeholders understand *what* work would be delivered through NQIP, but was not a useful tool for expressing *why* that work was important.

4.2.9 On a separate monitoring-related issue and although not exclusively related to NQIP, during the course of this evaluation the Nigerian Government's UN Development System Unit (hosted within the Ministry of Budget and National Planning) noted that, despite a standing request, they do not routinely receive basic monitoring data on the financial inputs delivered and sectoral focuses of UNIDO's projects within the country. Regardless of whether this data should be provided directly by UNIDO or via the UN System's own in-country coordination mechanisms, the current lack of data sharing risks undermining country ownership of UNIDO's work (including NQIP) and seems to go against the spirit of the Paris Declaration.

4.3 Effectiveness

EVALUATION QUESTION 3:
Did the NQIP achieve its planned outputs and outcomes?

SUMMARY OF FINDINGS
The evaluation found that NQIP delivered most of the anticipated project outputs, and that these outputs were invariably of high technical quality. The validated national quality policy, the establishment of NINAS, and the groundwork for the NMI were most frequently singled out as major project achievements. The evaluation also found that promotional work including the

project's media strategy and the National Quality Award were particularly effective. While UNIDO largely delivered what they set out to deliver *on paper*, a majority of evaluation interviewees felt that this was not sufficient, and that NQIP should have continued until project sustainability was more assured. Interviewees were especially concerned about the current status and long-term prospects for the most critical components: the national policy has not been approved, NINAS's sustainability is precarious, and broader progress on the NMI has been slow. A sizeable minority of stakeholders feel that UNIDO are walking away from unfinished business, and that the status of the whole initiative is at risk.

4.3.1 To assess effectiveness, the evaluation considered each of the five components (reframed as outcomes within the programme's theory of change, figure 2 above). The following section presents findings against each outcome in turn.

Validated policy is highly regarded

4.3.2 One of the earliest activities undertaken through NQIP was the facilitation of the process to develop Nigeria's national quality policy. In addition to technical inputs, the project brought together a broad, appropriate range of stakeholders from across the public, private and non-governmental sectors. Through a series of workshops, a detailed, actionable policy was developed that essentially defined the desired goals and components of Nigeria's national quality infrastructure. Crucially, broad consensus for the policy was gained across the participating stakeholders.

4.3.3 Virtually all evaluation interviewees identified this policy document as being a high quality, critical milestone on the country's path to establishing the necessary institutions, systems and resources for a quality infrastructure. Interviewees also identified the *process* of developing the policy as being of value, as it brought together a diversity of groups that – although all important to the success of any eventual quality infrastructure – had only limited (if any) interaction with each other prior to NQIP. Consequently, the institutional and individual linkages that were initiated through the policy development process helped to establish an early network of interest and support for NQIP, and – more importantly – for the end goal of a national quality infrastructure.

Governance-related factors have stalled policy approval

4.3.4 Despite being drafted in 2015 and benefiting from near-unanimous support amongst NQIP stakeholders, as of May 2019 the policy had still not been approved by Nigeria's National Executive. Evaluation interviewees identified two primary factors that had stalled the policy's initial momentum.

4.3.5 Firstly, following elections in 2015 (very shortly after the policy had been validated) Nigeria's Government changed hands. Any change of national government in any country is – by definition – accompanied by changes to national policy priorities. Interviewees felt that the quality policy lost visibility during the Government transition, that the extent of Government-level ownership was reduced, and that the incoming administration subsequently did not consider the work to be a priority. Many interviewees also identified the above-noted absence of a UNIDO Country Representative during this critical period as being doubly unfortunate.

4.3.6 Secondly, the Standards Organisation of Nigeria (SON) – a central stakeholder in NQIP and within any eventual quality infrastructure – objected to the policy's articulation of the mandate of the Nigerian National Accreditation Service (NINAS), the national accreditation body established through NQIP's support. SON was concerned that NINAS's institutional articles did not permit NINAS to undertake accreditation work, only the *promotion* of accreditation (it's important to note here that SON drafted NINAS's institutional articles). SON also noted that *SON's* mandate extended to accreditation, although this limited accreditation mandate was only formalised through an Act passed in 2015, which itself was enacted *after* the national quality policy had been validated. While SON indicate that the 2015 Act had been drafted many years prior to NQIP, several evaluation interviewees suggested that the Act was prepared as a direct response to the NQIP-facilitated quality policy (and an associated perception that NINAS would encroach on SON's mandate), and to 'defend' SON's role and pre-eminence within Nigeria's current quality infrastructure. Several evaluation interviewees were also concerned about SON's lack of support for NINAS (and the *concept* of NINAS), noting that this risked compromising the independence and credibility of the nascent quality infrastructure, and was completely at odds with the substance and spirit of the original policy that – back in 2015 – had received broad consensus.

4.3.7 Irrespective of the rationale behind their concerns, SON's objections have ultimately served to arrest the policy's progression. However, it is critical to note that absolutely every other organisation interviewed during this evaluation were supportive of the original policy and of the mandate and structure of NINAS: SON was literally the *only* stakeholder interviewed that objected to the originally validated policy and the proposed mandate for NINAS.

Non-approval of policy is causing considerable frustration

4.3.8 The lack of progress since 2015 – particularly after the promising start for the policy – is causing considerable frustration amongst NQIP's stakeholders. Some of the delaying factors have been outside of UNIDO's control, and evaluation interviewees generally understood where the internal bottlenecks and tensions lie within Nigerian institutions. However, the evaluation also found that – in addition to frustrations with blockages that are internal to Nigeria – many stakeholders have become increasingly concerned about UNIDO's role and, in particular, the closure of the project despite the non-approval of the national quality policy.

4.3.9 Considering the NQIP's logframe and expected results, UNIDO have delivered what was agreed under the project's Output 1.3 (all emphasis added):

Output 1.3: A 'green paper' with a legal framework for an overarching, systematic, coherent, efficient and sustainable national quality policy and NQI is **published**. At least one common bill is **drafted**. A roadmap for the establishment of the National Quality Council in charge of the [policy] is **available and ready for government validation**.	**Indicator:** 1 green paper adjoining a cost-benefits assessment and draft proposals for its ensuing improvement plan for the fundamental laws of the NQI **ready for validation by the Government**
	Indicator: 1 roadmap for the establishment of the National Quality Council in charge of the [policy] **ready for Government validation**

Figure 5: NQIP's national quality policy-related deliverables (emphasis added)

4.3.10 Even though the agreed output has been delivered, a common view amongst evaluation interviewees was that this was completely insufficient, particularly when considering that many interviewees felt that the development of the NQI is largely contingent of the approval of the policy: without a policy in place institutional structures and mandates cannot be fixed, and federal resources for supporting the NQI cannot be secured. Interviewees routinely acknowledged that policy approval was, of course, the ultimate responsibility of Nigeria's Government. However, the evaluation found that – notwithstanding the highly regarded *technical* inputs delivered by UNIDO – a degree of negative feeling towards UNIDO has developed as a *direct* result of the policy impasse. Two representative quotes from evaluation interviewees concisely illustrate the concerns voiced by many stakeholders:

> *"How can you say you have finished a job when the policy is not approved?"*
>
> *"If the policy isn't sorted out, everything else is useless"*

4.3.11 UNIDO's inputs to the NQI process have been extensive and high profile, and the agency's contributions to project successes are widely recognised. However, the inverse is also true: if the national quality policy fails, UNIDO will be associated with that failure, regardless of whether that association is justified or not.

Absence of an Office for Technical Regulations also causing frustration

4.3.12 Much of UNIDO's early work on NQIP was also dedicated to research and building consensus around the scope and function of a potential Office for Technical Regulations (OTR), which would serve to harmonise and streamline the multiple (often duplicative or contradictory) regulations and compliance procedures faced by Nigerian companies and producers. Evaluation interviewees invariably commended the technical inputs provided by UNIDO, and again welcomed the *process* through which an OTR concept was developed, bringing together multiple stakeholders to tackle the problem of regulatory inefficiencies.

4.3.13 As with the NQIP output relating to the national quality policy, UNIDO did successfully deliver the OTR-related results *as expressed within the project logframe*:

Output 1.1: The technical regulation regime is **assessed** against international best practice.	**Indicator:** Assessment report on Nigerian Technical Regulations **available and disseminated**
	Indicator: **Methodology** for clear, feasible, cost effective and harmonized TR **available and disseminated**
	Indicator: 1 Database concerning TR **available and disseminated** with related methodology for its updating and sustainable management
Output 1.2 (partial): **Roadmap** designed for harmonization of regulatory systems, establishment of new organisations, and strengthened capacity of new and existing stakeholders	**Indicator:** One **roadmap agreed** by stakeholders and **disseminated** for their further engagement to improve sanitary & phytosanitary infrastructures
	Indicator: One **roadmap** to harmonize technical regulation in accordance with Notification Obligation as required by WTO and SPS National Enquiry Points

Figure 6: NQIP's OTR-related deliverables (emphasis added)

4.3.14 Despite this groundwork, as of May 2019 an OTR has not been formed within Nigeria. Most interviewees attributed the lack of progress with the OTR to internal politics and power struggles. However, some evaluation interviews still felt that – as with the national quality policy – UNIDO's delivery of the agreed project results was insufficient and that UNIDO's engagement

with the OTR work should have continued until the 'final product' (i.e. a fully functioning OTR) was delivered.

Effective contributions to the development and passing of the Food Safety Bill

4.3.15 In addition to supporting the development of an overarching national quality policy, NQIP also facilitated sector-specific legislation, namely within Nigeria's Sanitary and Phytosanitary (SPS) or food safety sector. Inputs included research, dissemination of best practices, and technical capacity development (including the organisation of study tours for Nigerian professionals working on food safety regulation). UNIDO's contributions here were widely praised by evaluation interviewees, with their inputs often identified as the driving force behind the country's Food Safety Bill, which was approved in 2018.

4.3.16 The experience here could be instructive: UNIDO's visible support for the legislation and their high-quality inputs mean that – for many institutions and individuals – UNIDO are, and will always be, closely associated with the Food Safety Bill *and its successful adoption*. Should the national quality policy be approved in the near future, UNIDO stands to gain a similar level of recognition and commendation.

'Conduits of Excellence' initiative was valuable, even though goal not achieved

4.3.17 Although unplanned during project design, NQIP also developed and delivered the 'Conduits of Excellence' initiative, which was triggered in 2015 after the EU announced an import ban on Nigerian-produced dried beans. NQIP was identified by the Nigerian Government as the most appropriate channel through which to coordinate the country's response to the ban. The project subsequently undertook value chain analyses, facilitated intensive discussions and action planning across the relevant governmental agencies, and produced a series of technical guidelines for all participants within the dried beans value chain (from farmers to packers to regulators). Despite this effort the ban was not lifted: however, evaluation interviewees generally identified the failure to remove the ban as a problem with internal resources and governance, rather than due to any shortcoming with UNIDO's inputs. Indeed, UNIDO's technical inputs were highly valued by evaluation interviewees, and again the process of facilitating cross-working amongst diverse stakeholders was commended. Crucially though, the initiative also boosted the profile, understanding and support for NQIP, as it provided a real-world, real-time demonstration of the importance of a robust national quality infrastructure (including food safety regulation), and that infrastructure's direct, tangible relationship with economic and health impacts.

OUTCOME 1	**OUTCOME 2**	OUTCOME 3	OUTCOME 4	OUTCOME 5
National Quality Policy in place and **NQI legislation is improved**	Internationally recognized **National Accreditation Body** is established	**National Metrology Institute** is developed, ensuring calibration and traceability to international standards	**Improved capacity** of Organized Private Sector to create and/or support **Conformity Assessment Bodies**	**Improved capacity** of consumer associations to **raise awareness & promote quality** for better consumer protection

Establishment of NINAS viewed as a major national and regional achievement

4.3.18 Aside from the lack of a national policy, another significant quality infrastructure gap within Nigeria that NQIP aimed to address was the absence of an internationally recognised national accreditation body. While SON have historically provided management systems certifications to Nigerian companies, this was never internationally recognised. Consequently,

even if companies had obtained certification through SON, they were unable to access export markets where internationally-recognised accreditation and certification was a prerequisite. Nigerian companies instead had to access international suppliers for accreditation and certification services, incurring significant costs in the process.

4.3.19 NQIP aimed to support the establishment of a national but internationally-recognised accreditation service that would, in turn, reduce costs for Nigerian companies and increase capacity within the country to meet demand for accreditation and certification services. During NQIP consultations on the national quality policy, a general consensus also developed amongst stakeholders that – partly to build confidence amongst consumers and companies – the accreditation service should be independent, standing outside existing government structures.

4.3.20 The subsequent formation, development and growth of NINAS was pinpointed by the majority of evaluation interviewees as the single most impressive and important contribution delivered through NQIP. In addition to the domestic capability and capacity that NINAS had delivered, many interviewees also identified the value of the 'signal' that NINAS was communicating within and outside Nigeria: namely that the country was taking substantive steps towards a robust, *internationally*-aligned quality infrastructure. This perception that NINAS's formation has improved the international credibility of Nigeria's quality infrastructure is supported by NINAS's central role across the broader West Africa region. NINAS has provided accreditation services to other countries within the region, is chair of the regional accreditation system and – particularly through its work accrediting laboratories within Nigeria – is improving regional capacity for quality-related services such as calibration and metrology.

NINAS's future is highly dependent on progress of national quality policy

4.3.21 Notwithstanding the broadly recognised achievement of setting up NINAS, the institution's future is not assured. NINAS's own business plan – the development of which was funded by NQIP – indicates that attaining financial self-sufficiency will take another 4-5 years. These projections are in line with accreditation services in other countries, and it is not unusual for national accreditation bodies to be non-profit making (or at least non-profit *focused*) entities, whose viability is instead assured through external resources such as federal funding. NINAS's overheads had mostly been covered by NQIP, but the project's closure in January 2019 has left the organisation in a precarious financial situation. While some donor funding has been secured, this has been for discrete inputs (e.g. specific training events) and does not cover the organisation's core costs.

4.3.22 Even if NINAS successfully generates its predicted income, some form of external support will therefore continue to be necessary for NINAS's development in the near to medium term. Ideally, such support would come from federal resources, and the validated national quality policy (as originally facilitated by UNIDO) obligates the Nigerian Government to provide those resources. But – as above – the quality policy is not yet approved, so federal resources for NINAS are not yet in place.

4.3.23 In addition to preventing NINAS's access to federal funding, on a practical level the continued political inertia is also limiting NINAS's ability to fulfil its intended function. Before NINAS can provide internationally accepted accreditation services it needs to gain full recognition from international accreditation organisations. But NINAS cannot gain this international recognition until it is legally recognised as an accreditation body within Nigeria. Again, the validated national quality policy would – if approved – afford NINAS this recognition.

4.3.24 At this point it is worth recapitulating the political dynamics that underlie NINAS's current situation. As noted above, the approval of the national quality policy has – at least to some extent – been delayed as a result of SON's objections to NINAS's role as an accreditation service,

and the conflict between NINAS's work and SON's accreditation mandate (as established within the 2015 SON Act). But it is also important to reiterate that – of the institutions interviewed during this evaluation – these concerns were entirely, wholly limited to SON: every other evaluation interviewee expressed support and admiration for NINAS as a body, with many placing considerable value on NINAS's *independence* from government.

Some frustration with the absence of longer-term support from UNIDO

4.3.25 As with the national quality policy and the OTR roadmap, UNIDO and NQIP largely delivered what they set out to deliver with respect to NINAS: the explicit aim was to *establish* (but not *sustain*) a national accreditation service. Again though, many evaluation interviewees expressed frustration with what has been perceived as UNIDO's abrupt conclusion of support for NINAS. Irrespective of whether this perception is justified or not – and irrespective of whether UNIDO realistically has any influence over the current relationship between SON and NINAS – there is a feeling amongst a sizeable minority of stakeholders that UNIDO are walking away from unfinished business, and that UNIDO's lack of engagement since NQIP's closure in January 2019 is placing many of the project's achievements (including NINAS) at risk.

OUTCOME 1	OUTCOME 2	**OUTCOME 3**	OUTCOME 4	OUTCOME 5
National Quality Policy in place and **NQI legislation is improved**	Internationally recognized **National Accreditation Body** is established	**National Metrology Institute** is developed, ensuring calibration and traceability to international standards	**Improved capacity** of Organized Private Sector to create and/or support **Conformity Assessment Bodies**	**Improved capacity** of consumer associations to **raise awareness & promote quality** for better consumer protection

Foundations for a strong NMI have been established

4.3.26 A further, critical NQI component supported by the project was the development of a National Metrology Institute (NMI) that would be capable of supporting Nigeria's calibration and traceability requirements. The NMI was to be complemented by calibration laboratories, which in turn would be accredited by the newly-formed, NQIP-supported NINAS. The NMI itself would be established as a subsidiary body of SON, in line with SON's mandate for overseeing scientific and industrial metrology within Nigeria.

4.3.27 The evaluation found that the majority of NMI-related inputs and expected outputs have been delivered and that – as with NQIP's other components – evaluation interviewees greatly appreciated UNIDO's work on this project component, particularly UNIDO's technical inputs and expertise. UNIDO's inputs have ensured that the NMI has the requisite scope and equipment in place to undertake calibration within Nigeria. Importantly, traceability is ensured by calibration within Nigerian laboratories, with those laboratories in turn accredited by NINAS. For some evaluation interviewees, the clear interdependencies between these project components has helped to concretise the value and *potential* of a domestic, self-sufficient quality infrastructure. A Nigerian accreditation service (NINAS) enables accreditation of Nigerian laboratories, which in turn are economically intertwined with a Nigerian metrology body (NMI), which in turn has the potential to generate more interest in laboratory accreditation, which in turn should generate more business for the Nigerian accreditation service.

4.3.28 In addition to the development of the NMI, the project also strengthened metrology functions that already existed within Nigeria well before NQIP's conception. Specifically, NQIP supported capacity development of Nigeria's legal metrology system, as hosted within the

country's Department of Weight and Measures. This work was highly valued by those teams and individuals involved in the training and study visits provided through the project.

Significant work required before NMI is fully functional

4.3.29 While the evaluation confirmed that UNIDO and NQIP's work has established promising foundations for a strong domestic NMI, it was equally clear that significant work is required before the NMI is fully functional. A dedicated facility is being constructed by SON for the NMI, but construction progress has been extremely slow, with only one third of building complete as of May 2019. The portion of the building that *has* been completed hosts the majority of functions and equipment supported through NQIP, so – from the project's perspective – this has ensured delivery of the majority of relevant project outputs. However, the delayed construction has prevented delivery of one NQIP output: the planned repair and maintenance workshop (providing services to accredited calibration laboratories) is still not operational at the NMI.

4.3.30 The day-to-day operation of the NMI is obviously severely limited by the lack of a complete facility. However, the evaluation also found that fundamental changes have been made to the NMI strategy (as originally facilitated by NQIP) that risk reducing the NMI's efficiency and effectiveness. The original strategy envisaged that *all* of Nigeria's metrology functions would be relocated to the new NMI facility, encompassing the scientific and industrial metrology functions undertaken by SON, and the legal metrology functions undertaken by the Department of Weight and Measures. This strategy of consolidating Nigeria's metrology functions within a single facility was also articulated in the validated national quality policy. However, SON no longer plan to support the relocation of the legal metrology function to the new NMI facility. The Department of Weight and Measures are disappointed by this decision, but a number of *other* evaluation interviewees (i.e. not just those from within the Department of Weight and Measures) also expressed exasperation.

4.3.31 Such strategic decisions and the outstanding NMI-related work are mostly beyond UNIDO's control. However, the pattern observed across the first two NQIP's components is again evident for the NMI component. The inputs and outputs that NQIP agreed to deliver have largely been delivered, and indeed UNIDO's contributions were undoubtedly the primary driver in getting the NMI to its current stage. But the long-term prospects of all this effort are again being placed at considerable risk due to 'internal' politics and governance dynamics.

Equipment and training provision undermined due to NMI staff relocations

4.3.32 In addition to providing the conceptual and strategic drive for the establishment of the NMI, NQIP also provided practical inputs (equipment and staff training) to support the Institute's development. However, the evaluation found that personnel trained through NQIP – including personnel trained on the use of NQIP-procured equipment – have since moved on or have been relocated from the NMI facility. Consequently, the current staff base at the facility have received no training on the use and maintenance of equipment purchased through NQIP: this has resulted in immediate, obvious capacity limitations for the NMI.

OUTCOME 1	OUTCOME 2	OUTCOME 3	OUTCOME 4	OUTCOME 5
National Quality Policy in place and **NQI legislation is improved**	Internationally recognized **National Accreditation Body** is established	**National Metrology Institute** is developed, ensuring calibration and traceability to international standards	**Improved capacity** of Organized Private Sector to create and/or support **Conformity Assessment Bodies**	**Improved capacity** of consumer associations to **raise awareness & promote quality** for better consumer protection

Solid progress towards establishment of internationally recognised CABs

4.3.33 The fourth NQIP component aimed to establish and/or develop the capacity of Conformity Assessment Bodies (CABs) within Nigeria to the point where those CABs were ready to undertake internationally recognised certification assessments. In parallel to this, NQIP also aimed to build a domestically available pool of professionals capable of undertaking the audits and certification assessments that the CABs would eventually provide.

4.3.34 Within the original project design NQIP aimed to support only one CAB to the point of international accreditation, but during the course of delivery the project increased its ambitions, aiming instead to develop the capacity of three CABs that would initially specialise in providing certifications within three discrete domains:

PARENT BODY	CAB	INITIAL CERTIFICATION FOCUS
Institute of Public Analysts of Nigeria (**IPAN**)	IPAN Society of Testing Laboratory Analysts of Nigeria (**IPAN-SOTLAN**)	Personnel certification, focusing specifically on laboratory personnel (ISO17024)
Nigeria Employers' Consultative Association (**NECA**)	NECA Global Certification Limited (**NGCL**)	Quality Management Systems (ISO9001/14001/22000)
Standards Organisation of Nigeria (**SON**)	Existing product certification function	Product certification (ISO17065

Figure 7: CABs established and/or supported through NQIP

Consequently, NQIP supported the formation of two completely new entities (IPAN-SOTLAN and NGCL) and provided capacity support for a third, existing CAB, namely the product certification function within SON.

4.3.35 Evaluation interviewees and the evaluation's own technical assessment identified the formation of NGCL and IPAN-SOTLAN to be significant achievements for NQIP and major milestones for the ongoing development of Nigeria's broader quality infrastructure. NQIP's planned results were actually surpassed, as NGCL went beyond the NQIP logframe's expectation of being "*ready to undertake accreditation assessment*", with NGCL actually *securing* full international accreditation during the project delivery period. Moreover, the evaluation found that it is highly likely IPAN-SOTLAN will also secure international accreditation imminently. Also notable is that – even though only recently formed – IPAN-SOTLAN's focus on personnel certification is a major development for such a 'young' national quality infrastructure, providing a function that is already in line with international best practice. Together with the functions fulfilled by NINAS and the NMI, these two CABs further strengthen Nigeria's domestic competency for quality-related services and should help to increase the international credibility of the country's quality infrastructure.

Results of NQIP's support to *existing* bodies not as positive

4.3.36 During NQIP's development of CABs, most project resources were directed towards establishing the new bodies (NGCL and IPAN-SOTLAN). To an extent this was an appropriate strategy, not least because of the broader certification coverage that the new CABs have opened up within Nigeria. The successful accreditation of NGCL (and highly likely accreditation of IPAN-SOTLAN) also suggests that the strategy was well-judged. But a number of evaluation interviewees expressed disappointment that the same level of progress was not achieved through NQIP's support to Nigeria's *existing*, long-established conformity assessment functions. In particular, some interviewees felt that – even though NQIP support was provided – NQIP should have allocated more resources towards securing international accreditation for SON's existing product certification arm. Given the project's thematic focus on food safety and the work undertaken through the Conduits of Excellence initiative, other interviewees also felt that NQIP could have invested more towards securing international recognition for the National Agency for Food and Drug Administration and Control's (NAFDAC's) food inspection services.

4.3.37 In summary, NQIP successfully established *new*, well-developed structures for conformity assessment, but the inputs provided to Nigeria's *existing* structures did not produce the same quality of results. The imbalance of focus, resources and achievements here introduces a risk that NQIP could be perceived (in some quarters at least) as a top-down exercise, developing new solutions rather than ensuring the success of existing, established infrastructure.

Pool of certification professionals has been established and is growing

4.3.38 In addition to establishing and strengthening CABs within Nigeria, NQIP also supported efforts to build a cadre of domestically-available certification and compliance professionals. These professionals will eventually be required by CABs to deliver conformity assessments, but also by companies that are working to ensure that they are capable of obtaining (and maintaining compliance with) quality certifications.

4.3.39 To that end, NQIP directly financed a series of training courses – delivered by NINAS – that resulted in an initial pool of 45 fully trained assessors. The capacity of these assessors was further developed through their involvement in various other NQIP-supported activities, including a series of pilot audits of Nigerian laboratories, as undertaken by NINAS. While the evaluation did not identify any evidence that this work has resulted in the creation of any additional jobs (trainees already held quality-focused positions within their companies, or were independent consultants looking to diversify their service offering), the work has undoubtedly strengthened domestic *capacity* for the provision of certification and related services. Moreover, NQIP's contributions have gone beyond the development of the initial pool of 45 fully trained assessors. The training courses that were developed and delivered with NQIP support continue to be delivered by NINAS (albeit not funded by NQIP), and – as a result – the pool of Nigeria-based quality professionals continues to grow.

4.3.40 Despite these clear achievements, one question frequently raised by evaluation interviewees was whether sufficient demand existed within Nigeria to sustain the services provided by the newly established CABs, and by the growing pool of certification professionals. The project's fifth and final component was in large part designed to build demand for the competencies and institutions established through component four, and – more broadly – to build support for a credible national quality infrastructure in the country.

OUTCOME 1	OUTCOME 2	OUTCOME 3	OUTCOME 4	OUTCOME 5
National Quality Policy in place and **NQI legislation is improved**	Internationally recognized **National Accreditation Body** is established	**National Metrology Institute** is developed, ensuring calibration and traceability to international standards	**Improved capacity** of Organized Private Sector to create and/or support **Conformity Assessment Bodies**	**Improved capacity** of consumer associations to **raise awareness & promote quality** for better consumer protection

Effective media strategy

4.3.41 Given the relatively immature state of Nigeria's quality infrastructure, NQIP understandably allocated most resources towards the development of foundational NQI components such as legislation, institutions, and professional competencies. But a primary aim of the project's fifth component was to reach *beyond* the institutions and individuals that were most directly engaged with quality infrastructure, aiming to raise awareness of quality issues across society more broadly and – by doing so – generate increased demand from companies and everyday consumers for a robust quality infrastructure within the country.

4.3.42 Although not part of NQIP's initial plans, the evaluation found that the most effective and influential awareness-raising results were delivered through the project's media strategy. This involved quality-focused training for 30 Nigerian journalists, many of whom were high profile, working for major media outlets within the country. Many of these journalists subsequently delivered print, radio and TV coverage of quality-related issues. Crucially, this went well beyond raising awareness of NQIP: trained journalists were able to report on quality issues more generally, irrespective of whether NQIP were directly involved in a given story.

4.3.43 Participating journalists noted that their stories invariably generated interest and queries from the public. For example (one amongst many), after hearing a radio report about accredited laboratories' role in the cashew nut supply chain, a group of cassava farmers approached the journalist to better understand how the same processes could support their products. Participating journalists also noted how – following the EU import ban – the media coverage generated a degree of public questioning and pressure: if Nigerian produce isn't safe for export to the EU, then why should it be considered safe for consumption domestically?

4.3.44 In order to sustain a quality-focused community of practice, the participating journalists formed a 'Media for Quality' cell that continues to operate independently of NQIP. This cell maintains the links between the pool of NQIP-trained journalists and works to build broader interest in quality across Nigerian media outlets. This includes the provision of ad-hoc advice and signposting to journalists working on relevant articles within the country. The cell is supported by an informed and enthusiastic base of journalists that are keen to build public awareness and pressure for a national quality infrastructure. Even though an *unintended* project outcome, the media cell should be considered a highly positive result for NQIP: it has the potential to be a significantly influential factor on the long-term development of the NQI.

National Quality Award delivered clear benefits to participants and to NQIP

4.3.45 The project also built awareness through delivery of two rounds of the National Quality Award (NQA) in 2017 and 2018, which recognised companies with a robust approach to quality. Although evaluation interviewees sometimes criticised the short timeframe that the awards were advertised for, the NQAs nevertheless attracted around 500 applicants, reaching many companies that had not previously been aware of NQIP or of Nigeria's broader quality infrastructure.

4.3.46 The evaluation found that – regardless of whether they actually received an award or not – companies gained value from merely participating in the NQA process. The award assessment procedure (essentially a 'mock' certification assessment) helped companies to identify their own strengths and weaknesses, and built understanding as to what was required of quality-oriented companies. For the actual awardees it was in most instances too early to identify whether receipt of an NQA had been of commercial benefit to their companies. Nevertheless, one awardee interviewed during the evaluation *explicitly* linked their NQA – and the degree of assurance it provided – to the securing of a major commercial contract.

4.3.47 While the NQA process indisputably raised the profile of NQIP and the quality sector more broadly, many evaluation interviewees felt that the awards should have had a higher profile. A number of interviewees compared the NQA with the closely related National Productivity Order of Merit: while the NQA was awarded by a Government Minister, the Order of Merit is awarded by the Nigerian President. For obvious reasons, this results in a significantly higher degree of exposure for the Order of Merit and, crucially, for participating companies. The same interviewees also questioned whether there was sufficient justification and 'space' for two awards within Nigeria. In any case, following the closure of NQIP the NQA does not yet have a confirmed institutional home, and it is unclear whether and how future rounds will be managed.

Value of NQIP-supported training centres not yet demonstrated

4.3.48 In addition to generating interest amongst companies and the general public, the fifth component also aimed to build awareness of – and basic capacities for implementing – quality processes within companies. To this end, NQIP supported the development of Total Quality Management courses within two Universities and, more substantially, strengthened the capacity of ten training centres to deliver introductory courses on ISO9001:2015, ISO14001:2015 and ISO22001. The project provided equipment, training of centre staff, and development of curricula and materials. Support was provided to a combination of existing training centres, and to new centres that were established solely to deliver the NQIP-supported quality courses.

4.3.49 NQIP also supported each centres' efforts to secure internationally recognised course accreditation from the International Register of Certificated Auditors (IRCA). While all training centres were on this path – and four centres had obtained Approved Training Provider status from IRCA – as of May 2019 none of the supported training centres had actually secured full accreditation for their courses. Following closure of the project, many of the centres were disappointed with the withdrawal of NQIP support for their ongoing course accreditation efforts. Most seriously, some centres have no substantive strategies in place for securing the necessary course accreditation fees and have no clear timeframe for securing course accreditation. This 'accreditation gap' has implications for NQIP's longer-term anticipated outcomes: some centres are continuing to deliver courses in lieu of securing accreditation, but the majority of centres were limiting or even *freezing* their activity until course accreditation was secured. The roll-out of training and awareness raising has therefore been rather limited, and even where training *has* been delivered this has mostly been restricted to courses for staff within each training centres' own extended organisations (training centres were most commonly established as an arm or subsidiary of a larger, parent institution).

4.3.50 Should Nigeria's quality infrastructure continue to develop, there will undoubtedly be a continuous need to provide the kind of general, introductory courses offered through these training centres. However, during interviews with the training centres there was a lack of evidence that, at this early stage, sufficient demand existed to justify the establishment of ten centres (including five in Abuja alone), all offering exactly the same curriculum. The evaluation also identified a clear missed opportunity to support the specialisation and differentiation of the training centres. Some interviewees noted that it may have been more valuable to *also* support the development of courses that were aligned to the competencies and specialisations of each training centre's parent institutions: for example, NEPC could have developed courses relating specifically to export-related quality considerations, the Raw Materials Research and

Development Council could have developed courses relating specifically to quality control of materials, and so on.

Strengthened reputation for UNIDO in Nigeria

4.3.51 The focus of NQIP's promotional activity was rightly on building awareness of and support for a national quality infrastructure. However, the evaluation also found that the promotional work and – more significantly – the intensity and quality of UNIDO's involvement have strengthened UNIDO's visibility and reputation within Nigeria. Many evaluation interviewees directly identified UNIDO's work on NQIP as having built UNIDO's credibility and standing as a reliable and valuable partner.

4.3.52 The EU also commended UNIDO's efforts to ensure that the EU were broadly recognised as the project's donor. UNIDO's achievements here were well-supported during evaluation interviews, as NQIP was invariably characterised by interviewees as a UNIDO *and* EU project, rather than 'just' as a UNIDO project.

4.4 Sustainability and Progress to Impact

Sustainability and *Progress to Impact* are two separate evaluation criteria linked to two separate questions, but during the evaluation it became clear that there was considerable overlap between the related findings. Consequently, both criteria are addressed together within the following section.

EVALUATION QUESTION 4:
How likely is it that the NQIP's outputs and outcomes will contribute to long-term impacts?

EVALUATION QUESTION 5:
To what extent are the NQIP's outputs and outcomes likely to be sustained in the long term?

SUMMARY OF FINDINGS

The evaluation found that the quality infrastructure components established through NQIP have laid foundations for delivering long-term social, economic and health impacts. There are early, promising signs pointing to the likely nature of these impacts with – for example – some participating companies already reporting improved commercial opportunities, and evidence that the costs of certification in Nigeria are facing downward pressures. The project has also contributed to the development of a shared agenda and quality culture across participating institutions, with the formation of the NQI Forum representing a significant step towards building ownership of the NQI within the country. However, the continued impasse around the national quality policy represents a severe risk to sustainability: without an approved policy in place the future of some NQIP-supported institutions – most notably NINAS – is precarious. While the policy inertia has to an extent been beyond UNIDO and the EU's control, UNIDO and the EU are inextricably linked to the policy and the nascent NQI. If the delays continue or the policy fails, UNIDO and the EU's reputation could suffer considerably.

Foundations established for a national quality infrastructure, and for delivering impact

4.4.1 NQIP has delivered a series of critical, technically solid, and well-regarded quality infrastructure components. In particular, the validated national quality policy and the establishment of NINAS represent major milestones along Nigeria's journey towards a credible,

internationally recognised quality system. Also vital have been NQIP's input to the development of the NMI, the support provided to developing certification bodies (NGCL and IPAN-SOTLAN), and the development of a domestic pool of trained certification professionals. Taken together, these outputs – along with all the other project achievements – have established the foundations for a robust national quality infrastructure. If the NQI continues to develop along this initial trajectory the infrastructure should, in turn, deliver the hypothesised economic, social and health benefits.

4.4.2 There are early indications that the nascent quality infrastructure is already influencing longer-term impacts. Some NQA winners have reported increased business as a direct result of their participation in the award process, with other participants also identifying the award process as being of benefit to their companies' understanding of and approach to quality. While no additional jobs were created through the NQIP-facilitated training of assessors and certification professionals, this work has delivered new domestically-available capabilities, and has strengthened the in-house quality skill base for many Nigerian companies. The Conduits of Excellence work – along with the broader inputs to the Food Safety Bill – has certainly built awareness of (and a desire to address) food safety and quality issues across agricultural value chains. And, for Nigerian companies, the financial costs of ensuring a robust quality system are now facing downwards pressures, whether through the certification services offered by NGCL, or through the accredited testing laboratories that have in turn been supported by the early work of NINAS and the NMI. All these examples provide promising signs of the potential that NQIP's inputs hold, and the probable characteristics of the long-term impacts that could be delivered.

4.4.3 Although less tangible than the possible economic and social impacts, the evaluation also found that NQIP had driven a new *culture* for quality across participating institutions. The project convened a broad set of stakeholders and institutions, all of whom had a direct interest in a stronger NQI, but few of whom had substantively interacted with each other before. Through participation in NQIP these institutions and individuals have strengthened their understanding of quality, they better appreciate each other's roles and comparative advantages, and – most crucially – they have built a broad consensus around what the direction of travel should be for the NQI. An important factor in the success of this work was the level at which NQIP sought and secured participation: institutions were almost always represented by (or at least supported at) the very highest management and decision-making levels.

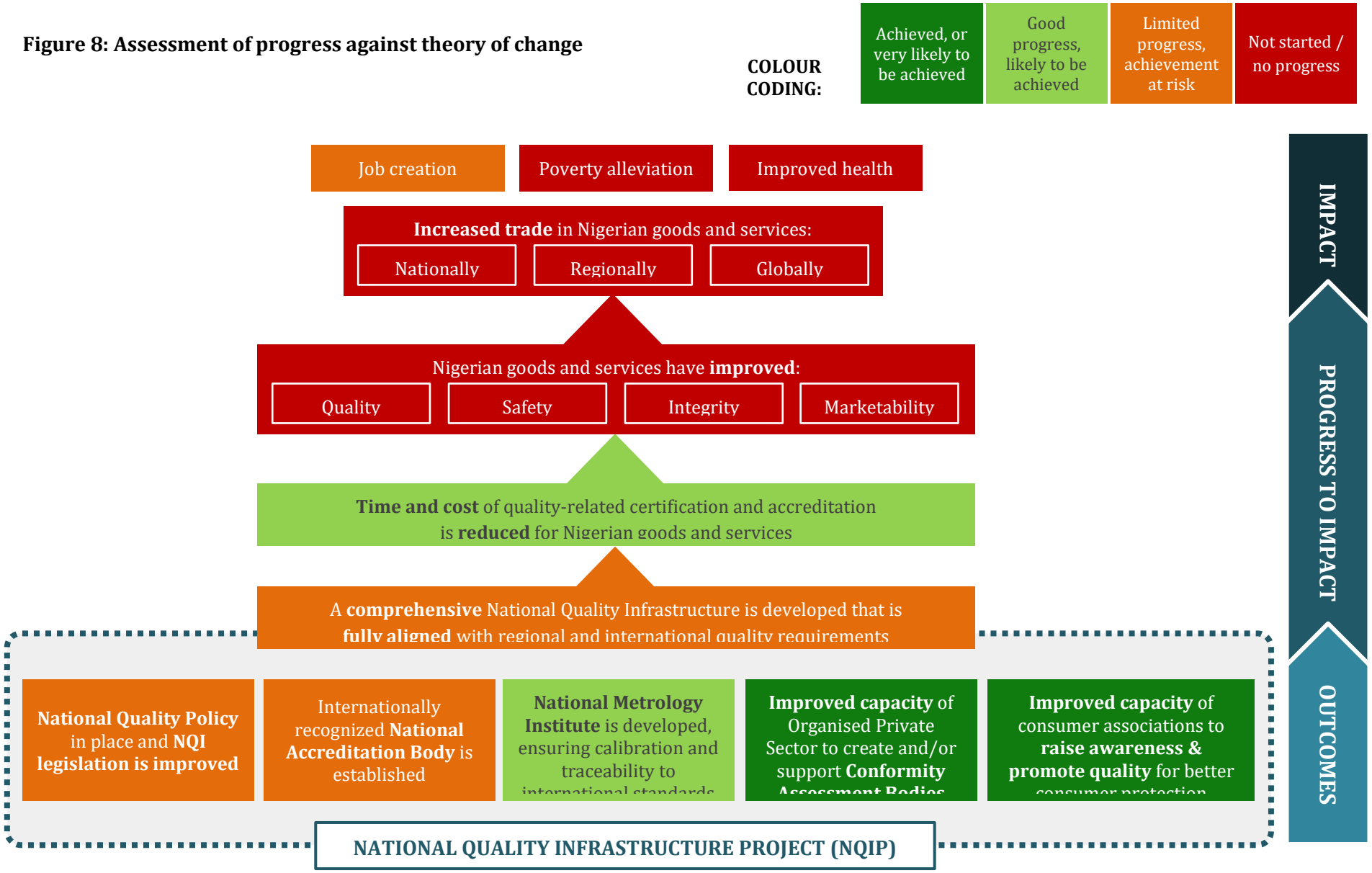
4.4.4 This cultural, institutional strengthening is best exemplified through the NQI Forum (NQIF), which brings together the main quality infrastructure stakeholders in Nigeria, including all the main NQIP partners. The Forum aims to sustain the momentum generated through NQIP, is working to ensure that visibility and pressure for a national quality infrastructure is maintained, and supports continued networking and coordination across the various institutions. Although NQIP facilitated the formation of NQIF, the Forum continues to be active and for the majority of evaluation interviewees is viewed as a central mechanism for ensuring that the NQI is ultimately delivered, and that the associated long-term impacts are realised. As for NQIP, the Forum's membership is high-level, with participating institutions invariably represented by their senior management. Alongside the national quality policy, NINAS, the NMI and all the other expected project outputs, NQIF should *also* be considered a critical foundation for NQIP's long-term impact.

Identifying how NQIP's initial progress towards impact can be sustained

4.4.5 The theory of change (page 4, above) summarised the long-term rationale of NQIP. In considering how the NQIP's initial progress to impact can be sustained, it is instructive to apply the evaluation's findings to the theory of change and – in turn – to identify where NQIP has most clearly contributed to long-term changes, but also where most attention will be required in the future. The following diagram provides summary assessments of progress towards each of the

theory of change's elements. The presence of several elements that are assessed as 'red' (not started / no progress) should not necessarily be interpreted as a shortcoming of NQIP. Rather, the theory of change describes the *long-term* pathway to impact. Given that NQIP represented an early step in that process, it is expected that *many* elements will have not yet been delivered or even initiated. However, the remainder of this section considers which theory of change elements could be most influential on the long-term sustainability of NQIP's achievements.

Figure 8: Assessment of progress against theory of change



Policy blockage is a severe risk to sustainability

4.4.6 The evaluation found that the primary risk to the sustainability of NQIP's achievements is the continued impasse around the national quality policy. The failure to approve the policy means that *foundational* components of the NQI have still not been formalised. Most notably, this includes the lack of legal recognition for NINAS. Without a formal legal standing, NINAS cannot gain international recognition[2], which in turn affects the status of the Nigerian certifying authorities and laboratories that have been looking to NINAS for accreditation. Many stakeholders are justifiably concerned about the legal validity and international credibility of NINAS's current accreditation services and, by extension, the credibility of the broader set of institutions (NMI, NGCL, testing laboratories) that NQIP has helped to establish.

4.4.7 No policy also means no federal resources for the quality infrastructure: until the policy passes, the evolution of the NQI will continue to depend on external (donor) support and ad-hoc investments from Nigerian institutions. NINAS's financial situation is precarious: although it has secured finance for discrete projects such as training courses, its current and projected income cannot possibly cover its core overheads (a situation that is by no means unusual for national accreditation services, many of whom depend on federal support). Separately, the NQIF represents a promising step towards building broad-based ownership of the NQI within Nigeria, but it is still being run on a voluntary basis with no resource base yet established. And the National Quality Award – another well-regarded intervention – no longer has an institutional home.

4.4.8 Aside from these immediate risks to sustainability, the absence of a policy could also be limiting the potential demand for quality-related services. Without the incentive provided by concrete legislation, the level of awareness, demand and pressure amongst companies and consumers for quality goods and services may not grow as anticipated, which would affect demand for the services of NQIP-facilitated institutions such as NGCL, the NMI, testing laboratories and the training centres. Even if the policy is eventually approved, these organisations could – at least in the interim – have a challenging time creating sufficient demand to sustain their services.

Reputational risk for UNIDO and the EU is also severe

4.4.9 As noted above, UNIDO have largely delivered what they set out to deliver through NQIP, and the technical quality of that work has been widely commended. Moreover, the political difficulties and institutional relationships that are preventing the national quality policy's approval are to an extent beyond UNIDO and the EU's control. But these difficulties did not arise when the project closed: they have been playing out since the early days of NQIP. While some of the difficulties can be attributed to the change in Nigeria's government in 2015, the absence of senior country leadership within UNIDO also slowed the policy's momentum. That gap in political leadership from UNIDO, the closure of NQIP prior to the policy's approval and, most recently, the limited extent of 'soft' or transitional support from NQIP means that a degree of ill feeling is now developing towards UNIDO and the EU. Some ad-hoc support to the NQI is being provided through UNIDO's 2018-2022 Nigeria Country Programme, and via the UNIDO-implemented, EU-funded West Africa Quality Support Programme (WAQSP), but this is markedly less substantive (or visible) than previous inputs.

4.4.10 For most stakeholders UNIDO and the EU are inextricably linked with the technical achievements of NQIP and if the NQI is formalised imminently their reputation in Nigeria stands to gain considerably. But the opposite is also true: if the national policy remains in limbo, or if any

[2] Specifically the International Accreditation Forum's Multilateral Recognition Arrangement (MLA) and the International Laboratory Accreditation Cooperation's Arrangement (MFA)

of the institutions established through NQIP fail as a result of continued policy delays, UNIDO and the EU's reputation will suffer accordingly.

4.5 Gender mainstreaming

Gender aspects of NQIP's design and delivery were strong

4.5.1 The extent to which NQIP addressed gender was also explored during the evaluation's assessment of sustainability. To that end, the evaluation found that gender considerations were well-embedded in project design, with initial plans explicitly targeting the close participation of a number of women's groups. Project design was further strengthened through the incorporation of several gender-sensitive indicators within the NQIP logframe.

4.5.2 The generally strong consideration of gender during project design was carried over to project delivery. The project achieved an impressive gender balance throughout delivery of activities and – of most importance – this included the extensive involvement of women in the project's substantive strategic and decision-making processes. A number of women's groups were closely involved in the delivery of project activities, with one of the supported training centres being solely focused on capacity development for women entrepreneurs. Monitoring of project activities and indicators was also consistently gender-sensitive, whenever feasible.

5. UNIDO Project Evaluation Ratings

In addition to the main assessment against the evaluation criteria (relevance, efficiency, effectiveness, progress to impact, sustainability), evaluations of UNIDO-supported projects routinely assess specific aspects of an intervention's delivery. The following section summarises (and restates, where appropriate) the evaluation's findings on **performance of partners**, and on **factors facilitating or limiting the achievement of results**, particularly with regards to M&E and results-based management. The section concludes with a table (standard to all UNIDO evaluations) that summarises performance ratings for each component of the project's design, delivery and management.

5.1 Performance of partners

UNIDO

5.1.1 To reiterate some of the evaluation's main findings, UNIDO's day-to-day project management was widely commended by NQIP participants, with the project team (both Abuja and Vienna-based) regularly receiving praise from evaluation interviewees. UNIDO's technical expertise and inputs were often singled out as being of particularly high quality, with many participants identifying this aspect as the main added-value that UNIDO brought as an implementation partner. However, the same stakeholders *also* criticised UNIDO's limited capacity for policy-related work. While many factors influenced the failure to approve the national quality policy, UNIDO were not seen as 'blameless' in this situation. In particular, the absence of senior, permanent representation from UNIDO at a critical juncture in NQIP's development was often identified as a major shortcoming.

National Counterparts

5.1.2 A notable characteristic of NQIP was the large quantity and variety of institutions that participated on a *substantive* basis with the project. The evaluation found that counterparts were meaningfully engaged throughout NQIP's delivery, adding considerable value to the project. This extended beyond mere participation and, collectively, national counterparts were instrumental in building broader awareness and support for a quality infrastructure. This is best exemplified by the NQIF: although initiated with UNIDO's support, the Forum remains active, benefiting from a high level of continued enthusiasm from NQIP's participants. Notwithstanding these positive aspects, the ongoing national quality policy blockage is – to a very large extent – a result of tensions and conflict between some national counterparts. Unless these inter-institutional difficulties are resolved, the sustainability of the whole project is at risk.

Donor

5.1.3 Thanks in part to UNIDO's promotional efforts, the EU were well-associated with NQIP by evaluation interviewees: indeed, the project was regularly described by interviewees as being a "*UNIDO and EU*" initiative. The EU's long-standing engagement on quality infrastructure within the West Africa region also added value to NQIP. They were able to provide technical insight at important points and – based on their broader understanding of the challenges faced during the development of quality infrastructure – they provided a good degree of flexibility during NQIP's delivery. This enabled UNIDO to make appropriate but relatively major workplan adjustments (e.g. to deliver the originally unplanned Conduits of Excellence initiative) and allowed for a significantly extended project delivery period.

5.2 Factors facilitating or limiting the achievement of results

5.2.1 Paragraphs 4.2.7-8 provide the main analysis of NQIP's performance with regards to monitoring, evaluation and result-based management. In summary though, project delivery and day-to-day monitoring benefited from a detailed logframe, with progress transparently reported via a web-based platform. However, the logframe's heavy focus on activities and outputs came at

the expense of a focus on higher-level outcomes or impacts. NQIP's monitoring systems were therefore strong at measuring *quantity* (for example, the number of organisations receiving training), but made little allowance for measuring *quality* or change (for example, the extent and nature of institutional capacity development achieved as a result of that training). Consequently, the logframe was not designed to support the kind of qualitative measurement and changes that are required to enable 'true' results-based management.

5.2.2 The lack of routine qualitative monitoring was mitigated to an extent through a series of survey-based 'success stories' that sought to identify qualitative changes for participants. This exercise gathered valuable data, but – from the outset – only emphasised positive lessons: equally valuable learning could have been captured had the exercise also sought to analyse some of the project's weak points or missteps.

5.3 Performance ratings table

5.3.1 Evaluations of UNIDO-supported interventions routinely provide performance ratings for each component of a project's design, delivery and management. Performance is assessed against UNIDO's six-point rating scale, which ranges from 'highly unsatisfactory' (score 1) to 'highly satisfactory' (score 6).

5.3.2 Based on the foregoing findings and analysis, the following presents ratings and summary assessments for each of the UNIDO performance components.

	Project element	Summary assessment	Rating
A	**PROGRESS TO IMPACT (OVERALL)**	There are early signs that the foundations established by NQIP are already influencing long-term results. However, progress to impact is inextricably linked with sustainability, which is very uncertain.	Moderately satisfactory (4)
B	**PROJECT DESIGN (OVERALL)**		Satisfactory (5)
1	Overall design	NQIP was a well-designed, technically robust project. However, more allowance could have been made for managing political factors and risks.	Satisfactory (5)
2	Logframe	The logframe was operationally focused and supported day-to-day project delivery. However, it did not include qualitative outcomes or long-term results.	Moderately unsatisfactory (3)
C	**PROJECT PERFORMANCE (OVERALL)**		Moderately satisfactory (4)
1	Relevance	Highly relevant to Nigeria's national and institutional needs, regional priorities, and UNIDO and EU mandates.	Highly satisfactory (6)
2	Effectiveness	Most of the expected outputs were delivered as per the project plan, although some outputs were not realised.	Satisfactory (5)
3	Efficiency	Project delivery was generally efficient, but some factors had a significant negative effect on efficiency, particularly the absence of a UNIDO Country Representative for 2 years. Some instances of inefficient resource management were also identified.	Moderately unsatisfactory (3)
4	Sustainability of benefits	Much of the delay has been beyond UNIDO's control, but the ongoing impasse with the quality policy represents a severe risk to sustainability, and to the NQI overall.	Moderately Unsatisfactory (3)
D	**CROSS-CUTTING PERFORMANCE (OVERALL)**		Moderately satisfactory (4)
1	Gender mainstreaming	Gender mainstreaming was strong from project design through delivery. In addition to gender sensitive indicators and monitoring, NQIP benefited from gender-balanced (and substantive) participation throughout, with some well-targeted gender-sensitive interventions.	Highly satisfactory (6)
2	M&E	In addition to logframe monitoring and detailed annual reports, NQIP also commissioned survey-based 'success stories' that sought to identify qualitative changes for participants. This exercise gathered valuable data, but – from the outset – placed a positive spin on the work (success stories) and could have been more objective.	Moderately satisfactory (4)
3	Results-based management	The logframe's lack of qualitative outcomes and long-term results meant that 'true' RBM was not feasible.	Moderately Unsatisfactory (3)
E	**PARTNER PERFORMANCE (OVERALL)**		Moderately satisfactory (4)
1	UNIDO	UNIDO's inputs were technically robust, but policy-related support was not strong.	Moderately satisfactory (4)
2	National Counterparts	NQIP greatly benefited from the substantive support of a large quantity and variety of counterparts, with NQIF being an important legacy of the project. However, tensions and conflict between some counterparts is placing NQIP's sustainability at risk.	Moderately satisfactory (4)
3	Donor	The EU were closely involved, flexible, and – based on years of NQI experience – were able to provide sound technical insight at important points.	Highly satisfactory (6)
F	**OVERALL ASSESSMENT**		Moderately satisfactory (4)

6. Conclusions and recommendations

6.0.1 NQIP was a highly relevant intervention that addressed a pressing need within Nigeria for a stronger national quality infrastructure. The project delivered a series of technically robust outputs, including the drafting of a highly regarded national quality policy, and the formation of several new institutions that have the potential to increase the international credibility of Nigeria's quality infrastructure and – more importantly – the international credibility of Nigerian goods and services. The project also built awareness and high-level support for a robust national quality infrastructure across a multitude of institutions and sectors.

6.0.2 There are early signs that the project's work is already having a positive influence on longer-term socio-economic impacts. Some companies attribute an increase in their commercial activity directly to their involvement in NQIP. The domestic skill base and competency for delivering credible, internationally accepted certifications and accreditations has certainly expanded as a result of NQIP's work. And the project was instrumental during the recent development and approval of Nigeria's Food Safety Bill, which – in turn – has the potential to deliver considerable social, economic and health impacts for Nigeria.

6.0.3 However, NQIP's considerable technical achievements and the momentum generated through the project face severe sustainability risks. As of May 2019, the national quality policy that was facilitated by the project remains unapproved, despite being validated by NQIP stakeholders in 2015. This has prevented formalisation of the national quality infrastructure, has placed some of the institutions established through NQIP in a precarious situation, and has delayed allocation of the federal resources that are necessary for ensuring the infrastructure's long-term viability. Internal tensions and governance dynamics between Nigerian institutions have been the major factor in the stalling of the national quality policy. But a lack of senior political representation and leadership from UNIDO at a critical juncture in NQIP's delivery also influenced the lack of progress. Should approval of the policy continue to be delayed, much of UNIDO and the EU's investment in NQIP will be placed at risk, and UNIDO and the EU's reputation within Nigeria faces considerable damage.

6.0.4 Resolving the ongoing policy difficulties will be challenging for UNIDO and the EU to address, particularly now that the NQIP has formally closed. But there are opportunities for building on the support and achievements of NQIP, both within Nigeria and more broadly. Based on detailed feedback from NQIP stakeholders and the evaluation's own findings, the following recommendations are made in order of priority.

Continue to provide support to the NQI effort, even if informal

6.0.5 UNIDO delivered most of the agreed outputs as articulated in the NQIP project plan: for example a national quality policy was developed, NINAS was formed, training centres were established. But many of these achievements weren't developed to the point of sustainability: the policy has not been approved, NINAS is not yet internationally recognised, the training centres have not obtained international accreditation for their courses. Even though – on paper – UNIDO have successfully delivered the agreed outputs, many NQIP stakeholders believe that UNIDO and the EU have a considerable amount of 'unfinished business' within Nigeria. There is a perception amongst some stakeholders that UNIDO and the EU's withdrawal was untimely and abrupt, and that the lack of ongoing engagement is placing much of the NQIP investment at risk. NQIP stakeholders don't necessarily feel that at this stage UNIDO or the EU should provide 'hard' resources such as money and equipment, but there is a majority view that – at the very least – UNIDO and the EU should maintain some kind of ongoing 'soft' or even informal engagement with the work.

Recommendation 1

UNIDO and the EU should develop and implement a joint action plan for maintaining their engagement with the continuing NQI effort in Nigeria. Actions should include, at the very least:

- High-level political engagement with the incoming Minister for Industry, Trade and Investment; in addition to the EU Delegation and UNIDO Country Representative, consideration should also be given to involving the UN Country Representative
- Close, formal engagement with potential external donors (such as the World Bank) to ensure effective knowledge transfer
- Agreeing specific, targeted inputs to be provided through the West Africa Quality System Programme during its remaining implementation time

While the above should be considered essential actions, consideration should also be given to:

- Providing formal support (whether in-kind or material) to the NQI Forum
- Facilitating the course accreditation efforts of NQIP-supported training centres

Revalidate the draft national quality policy

6.0.6 The draft national quality policy – as facilitated by NQIP – was based on the consensus of numerous institutions that have a direct role and interest in the development of Nigeria's national quality infrastructure. But four years have passed since the policy's validation in 2015, during which time there have been significant political and institutional developments. Yet there is still a clear desire amongst the great majority of stakeholders to gain approval for the national quality policy, and a clear desire to rebuild the consensus and momentum that was originally generated at the time of the policy's initial development.

Recommendation 2

FMITI should work with the NQIF to re-open discussions on the draft national quality policy, with a view to rebuilding consensus and revalidating a policy that – in turn – is based on broad support from the NQI's core stakeholders.

Strengthen risk assessment and planning processes for gaps in UNIDO country leadership

6.0.7 The two-year absence of a UNIDO Country Representative undermined the efficiency and effectiveness of NQIP delivery, and ultimately contributed to the current sustainability risks. Momentum behind the national quality policy was lost, and senior political representation was absent when it was *most* needed: during the transition of the Nigerian Government. While some factors were outside of UNIDO's control, some risks were foreseeable and could have been planned for.

Recommendation 3

UNIDO should ensure that – if a Country Representative post is going to be vacant for any period of time – Country Offices undertake a thorough risk analysis, identifying which activities require senior political representation. Mitigation plans should then be developed to ensure that sufficient senior political representation / backstopping is in place, whether provided by UNIDO or by the UN Country System more broadly.

Build on NQIP's media strategy

6.0.8 While much of the work delivered by NQIP was – understandably – highly sector-specific, the project's effective, innovative media strategy has the potential to be replicated across UNIDO's portfolio of work, regardless of sectoral focus.

Recommendation 4

UNIDO should develop a short knowledge product / briefing that describes NQIP's media strategy, including the post-project establishment of a community-of-practice for journalists. This briefing should then be made available to UNIDO personnel involved in any project development process.

Strengthen communications with the Ministry for Budget and National Planning

6.0.9 Despite having oversight of the UN's work in Nigeria – and despite a standing request to UNIDO – the Ministry of Budget and National Planning's UN Development System Unit does not routinely receive basic monitoring data on UNIDO's Nigerian projects (whether relating to NQIP or otherwise).

Recommendation 5

Whether directly or through the UN Country Representative, UNIDO should strengthen communications with the Ministry of Budget and National Planning's UN Development System Unit. This should include the routine provision of basic data on UNIDO activities.

Annex 1: Terms of Reference

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

TERMS OF REFERENCE

INDEPENDENT TERMINAL EVALUATION OF UNIDO PROJECT:

NATIONAL QUALITY INFRASTRUCTURE (NQI) OF NIGERIA
UNIDO PROJECT ID: 130220

FEBRUARY 2019

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I. INTRODUCTION, BACKGROUND AND CONTEXT

1. Project factsheet

Project Title	National Quality Infrastructure (NQI) of Nigeria
UNIDO Project ID	130220
Region	West Africa
Country	Nigeria
Project Donor(s)	European Union
Project Approval Date	18 July 2013
Project Implementation Start Date	19 July 2013
Expected Duration at Project Approval	45 months duration
Expected Implementation End Date	28 February 2017: the project duration is extended to 60 months 18 July 2018: the project duration is extended to 66 months (until 18 January 2019)
Other Executing Partners	Federal Ministry of Industry, Trade and Investment (FMITI)
Executing Partners	See above
Donor Funding	Euro 12 000 000
UNIDO Input (in kind, EUR)	80,000 for implementation phase
Co-financing:	n.a.
Total Project Cost (EUR)	12,080,000
Mid-term Review Date:	January 2015
Planned Terminal Evaluation Date	Q2 2019

(Source: Project document)

2. Project context

Every country needs to be able to produce tradable goods that are competitive in design, quality and price. Increasing international trade, in an era of liberalized economic context, largely depends on quality standards as well as on credible testing and calibration facilities, which ensure that products comply with the requirements of standards.

Hitherto, a number of duty free and quota free facilities were launched to support developing countries in accessing markets. In-spite of this, many developing countries are still unable to enjoy equitable participation in global trade due to challenges of inadequate supply capacity and the lack of quality infrastructure. As a matter of fact, trade is identified as one of the principal instruments of poverty alleviation. Local and regional trade and export-led growth has resulted in increased household incomes and employment opportunities signifying a positive trade poverty-nexus in development process. Good quality is an essential element for products to integrate into international markets.

Being an import dependent economy, Nigeria has been experiencing trade imbalance in its trade with most countries. While many of the imported products are of poor quality, the country's nascent diversified industry is not yet able to satisfy local demands in quantity and quality of goods. In view of this, Nigeria's young and non-oil industries require support to improve the quality of their products. At the moment, Nigeria does not have the quality infrastructure that is internationally recognized and therefore able to ensure safety, integrity and marketability of goods and services and remove technical barriers to local, regional and international trade. Within the regional context, Nigeria exerts major political and economic influence in the West Africa region and a number of initiatives at the ECOWAS level are being pursued for trade facilitation and economic integration including multilateral trade negotiations (EPA with the EU), a customs union through a CET, sanitary and phyto-sanitary measures and investment.

3. Project history and rationale

Introduction

The National Quality Infrastructure Project for Nigeria (NQIP) is in charge of the 2nd objective of the Programme to support Nigeria Competitiveness in Trade and Investment. This project is funded by the EU and implemented by UNIDO in coordination with the Federal Government of Nigeria (FGN).

The project has a total budget allocation of funds which are managed by UNIDO in the amount of EUR 12,080,000 (including a UNIDO contribution of EUR 80,000). The project started on 19 July 2013, with an inception phase, and was expected to conclude in April 2017, with a total project time frame of 45 months. Succeeding, the NQIP got two no-cost extensions, the first one on 28 February 2017 when it was extended to be 60 months; and the second one on 18 July 2018 when the project duration was extended to 66 months (End date: 18 January 2019).

Target group(s)

The main beneficiary institutions are Standard Organization of Nigeria (SON), Weights and Measures Department of FMITI, National Agency for Food & Drug Administration and Control (NAFDAC), Conformity Assessment Bodies (including private CABs), Organized private sector (NACCIMA, MAN, NASME, etc.), Small and Medium Enterprises Development Agency of Nigeria (SMEDAN), Nigerian Export Promotion Council (NEPC), Consumers Protection Council (CPC) and Consumer Associations.

Intended outputs, outcomes and impact

The overall objective of the NQI Project is to support the development of missing standards and conformity assessment/ quality control bodies within the framework of the national quality infrastructure in order to improve the quality of products and services exchanged in the Nigerian and international markets. Its purpose is to improve the quality, safety, integrity and marketability of Nigerian goods and services and remove technical barriers to trade by having an adequate, effective and sustainable National Quality Infrastructure (NQI), consistent with international and regional principles and practices.

This objective is aligned with the Nigerian Federal Government's vision 20-2020 and the Nigerian Industrial Revolution Plan which focuses on areas of competitive and comparative advantage, follows an integrated approach across the value chain, and ensures linkages to ancillary subsectors and to critical enabler such as innovation and skills. The NQIP overall objective is in line with the MDGs especially goal number 8: developing global partnership for development. It falls under Component 3: "Quality Infrastructure, Market Access and Trade" of the UNIDO County Support Programme for Nigeria.

The project has five specific objectives:

- Promulgation of a National Quality Policy and ensuing legislation for the NQI;
- Establishment of a National Accreditation Body;
- Development of a National Metrology Institute;
- Improvement of Organized Private Sector (OPS) patronage of the NQI and their capacities to create and support conformity assessment bodies (CAB) and;
- Enhancement of the consumer protection role on quality issues as well as increased capacities of consumer associations to lift up the quality offer/culture of Nigerian enterprises

4. Project logic model

Impact: The quality of products and services exchanged in the Nigerian markets is improved through the development of missing standards and quality control bodies within the framework of the National Quality Infrastructure (NQI).

Outcome 1: A National Quality Policy (NQP) is promulgated and ensuing legislation for the National Quality Infrastructure (NQI) is improved.

Outputs:

1.1 The technical regulation (TR) regime is assessed against international best practice

1.2 Roadmap is designed for the harmonization of regulatory systems, establishment of new organizations, and capacity of new and existing conformity assessment and consumer protection institutions are strengthened

1.3 A "Green Paper" with a legal framework for an overarching, systematic, coherent, efficient and sustainable National Quality Policy (NQP) and National Quality Infrastructure (NQI) is published

1.4 Institutional capacity of regulatory bodies and consumer protection agencies are improved to implement reforms.

Outcome 2: A National Accreditation Body (NAB) provides accreditation services in coherence with the West African accreditation system and meets international standards.

Outputs:
2.1 A NAB is established with institutional governance, quality management system, sustainability plan, personnel and resources
2.2 A national proficiency testing scheme is developed and implemented in partnership with regional and international partners
2.3 Conformity assessment bodies are supported and accredited as a pilot case by the National Accreditation Body
2.4 National Accreditation Body is promoted at national level and recognized at regional and international level.

Outcome 3: A National Metrology Institute (NMI) is developed to ensure calibration of instruments and traceability of measurement to international standards.
Outputs:
3.1. The NMI is established with institutional governance, quality management system, sustainability plan, personnel and resources, and meets the demand for calibration in priority fields
3.2 Repair and maintenance shop operates as business unit providing services to calibration laboratories
3.3 The NMI is recognized in the region and at international level. Calibration labs are accredited to ISO/IEC 17025 for priority fields

Outcome 4: Capacity of the Organized Private Sector (OPS) is improved to create and/or support Conformity Assessment Bodies (CABs).
Outputs:
4.1 Capacity development plan for OPS are developed and implemented
4.2 Certification bodies are strengthened and/or established for certification of management systems and for certification of persons according to international standards
4.3 Pool of auditors is available for the certification of management systems and of persons
4.4 Pilot certification audits by a team of lead auditors and recently trained auditors for the certification of management systems, in companies willing to cooperate with the certification body
Outcome 5: Capacity of Consumer Protection Council, other consumer associations and regulatory bodies is improved to raise awareness and promote quality for better consumer protection
Outputs:
5.1. Training units are set up to provide training on awareness raising, advocacy, quality assessment and application of international standards for management systems
5.2 Collaborative programmes of promotional campaigns and awareness activities on quality are organized nationwide for a wide range of stakeholders
5.3 The Nigerian Quality Award is established and harmonized with ECOWAS scheme

5. Budget Information

Table 1. Budget breakdown by component (EUR)

Project Components/Outcomes	**Total EUR**
Outcome 1: A National Quality Policy (NQP) is promulgated and ensuing legislation for the National Quality Infrastructure (NQI) is improved	994,008
Outcome 2: A National Accreditation Body (NAB) provides accreditation services in coherence with the West African accreditation system and meets international standards	2,182,901
Outcome 3: A National Metrology Institute (NMI) is developed to ensure calibration of instruments and traceability of measurement to international standards	1,900,075
Outcome 4: Capacity of the Organized Private Sector (OPS) is improved to create and/or support Conformity Assessment Bodies (CABs)	944,625
Outcome 5: Capacity of Consumer Protection Council, other consumer associations and regulatory bodies is improved to raise awareness and promote quality for better consumer protection	1,459,375
Total	12,080,000

Table 2. UNIDO budget execution, EUR (Grants 2000002426, 4000520, 5000224, 5000239)[3]

	2013	2014	2015	2016	2017	2018	2019	Grand Total
Contractual Services		35,231	43,812	161,521	101,425	409,267	72,215	823,471
Equipment		173,933	81,577	27,470	792,952	163,268	325,662	1,564,862
International Meetings		3,177	2,046		17,282	499	500	23,504
Local travel		58,456	215,047	168,312	280,148	210,771	59,668	992,402
Nat. Consultants/Staff	14,747	170,048	347,463	368,210	442,670	454,545	348,233	2,145,916
Other Direct Costs	4,093	60,641	91,399	99,225	136,189	117,920	44,098	553,565
Premises	69,853	67,828	84,534	42,983	26,617	79,372	6,801	377,988
Staff & Intern Consultants	4,178	402,943	770,465	549,466	627,126	571,432	173,539	3,099,149
Staff Travel	6,081	34,517	21,131	11,723	38,385	8,742	14,797	135,376
Train/Fellowship/Study	8,506	198,959	373,881	381,366	206,165	150,828	179,015	1,498,720
TRAVEL Advance				(5)				
Grand Total	**107,458**	**1,205,733**	**2,031,354**	**1,810,276**	**2,668,959**	**2,166,644**	**1,224,528**	**11,214,952**

[3] Source: UNIDO. Project management data base as of 22 February 2019

II. MID-TERM EVALUATION

The following essential conclusions were highlighted in the mid-term evaluation report:

- The NQIP was carefully designed and well operationalized through a dedicated inception phase. The time budget is however too short to achieve the intended outcomes.
- The NQI is a pivotal element of an enabling business environment. The NQIP is of high ongoing relevance to Nigeria's economic development.
- The NQIP is generally well managed particularly in terms of flexibility to respond to emerging needs and ensuring service quality. Detailed activity planning endorsed by beneficiaries as well as operational and financial reporting need to be improved.
- UNIDO's input to the formulation and achievement of consensus on a draft NNQP was instrumental. Obtaining government approval and relating legal and institutional reforms will take minimum three more years.
- While the National Accreditation Body (NiNAS) has been incorporated, its operationalization and international recognition will take at least three years.
- Work towards accrediting the new National Metrology Institute laboratories has not yet started; Accreditation seems unlikely to be achieved before the end of 2019.
- Training of Organized Private Sector has not yet led to expected establishment of Conformity Assessment Bodies. Considering the low absorption capacity in some target institutions, a focus on few promising organizations is more likely to yield results.
- An active role of consumers drives the demand for quality. Planned support to both Consumer Protection Council and Consumer Protection Association needs to be clearly agreed upon. Training the media is important.
- Gender, M&E, Good Governance, Value Chain pilot, Quality award are good initiatives but their implementation would need adjustment and/or improvement.
- Assuming that the NQIP is extended in a way that all remaining planned outputs are delivered in a way that they lead to expected outcomes. A project extension as recommended would substantially increase chances of achieving and maintaining outcome-level results.

The following table presents the recommendations by the MTR and the follow-up so far:

#	Recommendations	Follow-up so far
	Project-specific recommendations to UNIDO:	
1	Propose a no-cost extension of the NQIP until the end of 2019 to the EU and the FMITI in order to finalize and consolidate those outputs that are instrumental to achieving expected outcomes within the available extended time frame.	**Extension #1: 28 February 2017.** The project duration is extended to 60 months (until 18 July 2018). **Extension #2: 18 July 2018** The project duration is extended to 66 months (until 18 January 2019)
2	After obtaining agreement for a project extension in principle, prepare an updated logical framework, budget and implementation plan for approval.	The project extensions requests are supported with updated logical framework, budget and implementation plan for approval
3	Notwithstanding of an extension, continue implementation with a focus on: policy advice and advocacy involving local stakeholders (in particular the OPS); support to the operationalisation of the OTR; operationalization of the NAB; re-focus the support in developing CABs on a limited number of institutions that are now ready to set up a CAB that has realistically the potential to become as self-sustainable service provider	The recommended focus areas are incorporated in the project action plan and implementation.

#	Recommendations	Follow-up so far
	by the end of the NQIP; identification and involvement of associations of quality professionals into the capacity building initiatives; "Institutionalisation" of the National Quality Award within a stable structure that is able to continue organising it beyond the NQIP, training on NQI-related topics and consumer protection to journalists; Capacity building for consumer organizations and the CPC; In close coordination with GIZ, the replication of "conduits of excellence" for other value chains, with a particular focus on products with real export potential and value chains that result in a high socio-economic impact continue application of the principles of gender balance in project implementation without however adding new gender-related activities.	
4	On planning, monitoring and reporting: - If the possible project extension is approved in principle, amend the logical framework, budgets and Gantt chart; -Establish a detailed planning of support per beneficiary institution: Translate the logical framework into an updated plan at activity level. Agree in written with each individual beneficiary on the ToR(including time line) of services to be provided; - Progress reports: consistently report planned against achieved results using the format of the logical framework; The EU mentioned non-cumulative reports last year. We advise to remove "cumulative". -Monitoring of service quality: Systematically monitor and document the quality of services (expertise, trainings, and other services) through obtaining feed-back from beneficiaries and from the local project team; - Financial reporting: Include a financial report according to budget lines (types of expenditures) and outputs (cost centres) into all periodic progress reports to the Steering Committee.	All recommendations are incorporated in the project action plan and implementation.
	Project-specific recommendations to EU/FMITI:	
5	Favourably consider an extension in line with the recommendations above and conditional to submission of a revised budget, logical framework and implementation plan.	**Extension #1: 28 February 2017.** The project duration is extended to 60 months (until 18 July 2018). **Extension #2: 18 July 2018** The project duration is extended to 66 months (until 18 January 2019)

III. EVALUATION PURPOSE AND SCOPE

The purpose of the evaluation is to independently assess the project to help UNIDO improve performance and results of future programmes and projects.

The evaluation has two specific objectives:
(i) Assess the project performance in terms of relevance, effectiveness, efficiency, sustainability and progress to impact;
(ii) Develop a series of findings, lessons and recommendations for enhancing the design of new and implementation of ongoing projects by UNIDO.

The independent terminal evaluation (TE) will cover the whole duration of the project from its starting date in 19 July 2013 to the completion date in 18 January 2019.

IV. EVALUATION APPROACH AND METHODOLOGY

The evaluation is to be carried out in keeping with agreed evaluation standards and requirements. More specifically it will fully respect the principles laid down in the "UN Norms and Standards for Evaluation", UNIDO Guidelines for the Technical Cooperation Programmes and Projects and Evaluation Policies of UNIDO[4].

The evaluation will be carried out as an independent in-depth evaluation using a participatory approach whereby all key parties associated with the project will be informed and consulted throughout the evaluation. The evaluation team leader will liaise with the UNIDO Independent Evaluation Division (ODG/EIO/IED) and the Project Manager on the conduct of the evaluation and methodological issues.

The evaluation will use a theory of change approach and mixed methods to collect data and information from a range of sources and informants. It will pay attention to triangulating the data and information collected before forming its assessment. This is essential to ensure an evidence-based and credible evaluation, with robust analytical underpinning.

The theory of change will identify causal and transformational pathways from the project outputs to outcomes and longer-term impacts, and drivers as well as barriers to achieve them. The learning from this analysis will be useful to feed into the design of the future projects so that the management team can effectively manage them based on results.

1. Data collection methods

Following are the main instruments for data collection:

(a) **Desk and literature review** of documents related to the project, including but not limited to:
- The original project document, monitoring reports (such as progress and financial reports, mid-term review report, output reports, back-to-office mission report(s), end-of-contract report(s) and relevant correspondence.
- Notes from the meetings of committees involved in the project.

(b) **Stakeholder consultations** will be conducted through structured and semi-structured interviews and focus group discussion. Key stakeholders to be interviewed include:
- UNIDO Management and staff involved in the project; and
- Representatives of donors, counterparts and stakeholders.

(c) **Field visit** to project sites in Nigeria.

The details about the methodology used by the evaluation team and an evaluation matrix will be included in the evaluation inception report.

2. Evaluation key questions and criteria

The key evaluation questions are the following:

(a) What are the key drivers and barriers to achieve the long term objectives? To what extent has the project helped put in place the conditions likely to address the drivers, overcome barriers and contribute to the long term objectives?

(b) How well has the project performed? Has the project done the right things? Has the project done things right, with good value for money?

(c) What have been the project's key results (outputs, outcome and impact)? To what extent have the expected results been achieved or are likely to be achieved? To what extent the achieved results will sustain after the completion of the project?

[4] All documents available from the websites of the UN Evaluation Group: http://www.uneval.org/

(d) What lessons can be drawn from the successful and unsuccessful practices in designing, implementing and managing the project?

The evaluation will assess the likelihood of sustainability of the project results after the project completion. The assessment will identify key risks (e.g. in terms of financial, socio-political, institutional and environmental risks) and explain how these risks may affect the continuation of results after the project ends. Table below provides the key evaluation criteria to be assessed by the evaluation. The details questions to assess each evaluation criterion are in annex 2 of UNIDO Evaluation Manual.

Table 3. Project evaluation criteria

#	Evaluation criteria	Mandatory rating
A	**Impact**	**Yes**
B	**Project design**	**Yes**
1	• Overall design	Yes
2	• Logframe	Yes
C	**Project performance**	**Yes**
1	• Relevance	Yes
2	• Effectiveness	Yes
3	• Efficiency	Yes
4	• Sustainability of benefits	Yes
D	**Cross-cutting performance criteria**	
1	• Gender mainstreaming	Yes
2	• M&E: ✓ M&E design ✓ M&E implementation	Yes
3	• Results-based Management (RBM)	Yes
E	**Performance of partners**	
1	• UNIDO	Yes
2	• National counterparts	Yes
3	• Donor	Yes
F	**Overall assessment**	Yes

3. Rating system

In line with the practice adopted by many development agencies, the UNIDO Independent Evaluation Division uses a six-point rating system, where 6 is the highest score (highly satisfactory) and 1 is the lowest (highly unsatisfactory) as per table below.

Table 4. Project rating criteria

Score		Definition	Category
6	Highly satisfactory	Level of achievement clearly exceeds expectations and there is no shortcoming.	SATISFACTORY
5	Satisfactory	Level of achievement meets expectations (indicatively, over 80-95 per cent) and there is no or minor shortcoming.	
4	Moderately satisfactory	Level of achievement more or less meets expectations (indicatively, 60 to 80 per cent) and there are some shortcomings.	

Score		Definition	Category
3	Moderately unsatisfactory	Level of achievement is somewhat lower than expected (indicatively, less than 60 per cent) and there are significant shortcomings.	UNSATISFACTORY
2	Unsatisfactory	Level of achievement is substantially lower than expected and there are major shortcomings.	
1	Highly unsatisfactory	Level of achievement is negligible and there are severe shortcomings.	

4. Evaluation process

The evaluation will be implemented in five phases which are not strictly sequential, but in many cases iterative, conducted in parallel and partly overlapping:

i. Inception phase: The evaluation team leader, with the support of the team members if necessary, will prepare the inception report providing details on the methodology for the evaluation and include an evaluation matrix with specific issues for the evaluation; the specific site visits will be determined during the inception phase.
ii. Desk review and data analysis;
iii. Stakeholders interviews, survey and literature review;
iv. Field visits;
v. Data analysis and report writing.

5. Time schedule and deliverables

The evaluation is scheduled to take place from 1 March to 31 May 2019. The evaluation field mission to Abuja, Nigeria is tentatively planned for 1-12 April 2019. At the end of the field mission, there will be a presentation of the preliminary findings for all stakeholders involved in this project. The tentative timelines are provided in Table below.

After the evaluation field mission, the evaluation team leader and QI will visit UNIDO HQ for debriefing and presentation of the preliminary findings of the terminal evaluation. The draft TE report will be submitted 4 weeks after the end of the mission. The draft TE report is to be shared with the UNIDO PM, UNIDO Independent Evaluation Division, and other stakeholders for comments and verification of factual and interpretation errors. The ET leader is expected to revise the draft TE report based on the comments received, edit the language and form and submit the final version of the TE report in accordance with UNIDO ODG/EIO/EID standards.

Table 5. Tentative schedule

Timelines	Tasks
1 March – 30 March 2019	Desk review and preparation of inception report
20 March 2019	Briefing with UNIDO Project Manager and experts based in Vienna (by team leader and QI team member)
15-25 April 2019	Field visits
10 May 2019	First draft evaluation report shared with UNIDO Project Manager & Evaluation Manager
22-24 May 2019	Debriefing in Vienna
25 May 2019	Revision of draft evaluation report

Timelines	Tasks
	Internal peer review of the report by the UNIDO ODG/ EVA and other stakeholders' comments to draft evaluation report
31 May 2019	Final evaluation report

6. Evaluation Team Composition

The evaluation team will be composed of one international evaluation consultant acting as the team leader, one international expert on quality infrastructure and a national evaluator. The evaluation team will possess relevant strong experience and expertise on evaluation and on quality infrastructure. The tasks of each team member are specified in the job descriptions annexed to these terms of reference. All the consultants will be contracted by UNIDO.

The Project Manager at UNIDO and the counterparts will support the evaluation team.

According to UNIDO Evaluation Policy, members of the evaluation team must not have been directly involved in the design and/or implementation of the project under evaluation.

The UNIDO Project Manager and the project team in Nigeria will support the evaluation team.

The evaluation manager from UNIDO Independent Evaluation Division will provide technical backstopping to the evaluation team and ensure the quality of the evaluation. The UNIDO Project Manager, national project teams and UNIDO Regional Office in Nigeria will act as resourced persons and provide support to the evaluation team (e.g. documents, information, data collection, arrangement of field visit programme and schedule…) and the evaluation manager. The donor will be briefed on the evaluation and equally provide support to its conduct.

V. REPORTING

Inception report

This Terms of Reference (ToR) provides some information on the evaluation methodology, but this should not be regarded as exhaustive. After reviewing the project documentation and initial interviews with the project manager and team in Vienna, the Team Leader will prepare, in collaboration with the team members, a short inception report that will operationalize the ToR relating to the evaluation questions and provide information on what type of and how the evidence will be collected (methodology). It will be discussed with and approved by the responsible UNIDO Evaluation Manager.

The Inception Report will focus on the following elements: preliminary project theory model(s); elaboration of evaluation methodology including quantitative and qualitative approaches through an evaluation framework ("evaluation matrix"); division of work between the team leader and team members; mission plan, including places to be visited, people to be interviewed and possible surveys to be conducted and a debriefing and reporting timetable [5].

Evaluation report format and review procedures

The draft report will be delivered to ODG/EVQ/IEV (the suggested report outline is in Annex 2) and circulated to UNIDO staff and national stakeholders associated with the project for factual validation and comments. Any comments or responses, or feedback on any errors of fact to the draft report provided by the stakeholders will be sent to ODG/EVQ/IEV for collation and onward transmission to the project evaluation team who will be advised of any necessary revisions. On the basis of this feedback, and taking

[5] The evaluator will be provided with a Guide on how to prepare an evaluation inception report prepared by the UNIDO ODG/EVQ/IEV.

into consideration the comments received, the evaluation team will prepare the final version of the terminal evaluation report.
The evaluation team will present its preliminary findings to the local stakeholders at the end of the field visit and take into account their feed-back in preparing the evaluation report. A presentation of preliminary findings will take place at UNIDO HQ after the field mission.

The TE report should be brief, to the point and easy to understand. It must explain the purpose of the evaluation, exactly what was evaluated, and the methods used. The report must highlight any methodological limitations, identify key concerns and present evidence-based findings, consequent conclusions, recommendations and lessons. The report should provide information on when the evaluation took place, the places visited, who was involved and be presented in a way that makes the information accessible and comprehensible. The report should include an executive summary that encapsulates the essence of the information contained in the report to facilitate dissemination and distillation of lessons.

Findings, conclusions and recommendations should be presented in a complete, logical and balanced manner. The evaluation report shall be written in English and follow the outline given in annex 2.

Quality assurance

All UNIDO evaluations are subject to quality assessments by UNIDO ODG/EVQ/IEV. Quality assurance and control is exercised in different ways throughout the evaluation process (briefing of consultants on methodology and process of UNIDO ODG/EVQ/IEV, providing inputs regarding findings, lessons learned and recommendations from other UNIDO evaluations, review of inception report and evaluation report by UNIDO ODG/EVQ/IEV).

The quality of the evaluation report will be assessed and rated against the criteria set forth in the Checklist on evaluation report quality, attached as Annex 3. The applied evaluation quality assessment criteria are used as a tool to provide structured feedback. UNIDO ODG/EVQ/IEV should ensure that the evaluation report is useful for UNIDO in terms of organizational learning (recommendations and lessons learned) and is compliant with UNIDO's evaluation policy and these terms of reference. The draft and final evaluation report are reviewed by UNIDO ODG/EVQ/IEV, which will submit the report to the donor and circulate it within UNIDO together with a management response sheet.

VI. ANNEXES

Annex 1: Job Descriptions

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

TERMS OF REFERENCE FOR PERSONNEL UNDER INDIVIDUAL SERVICE AGREEMENT (ISA)

Title:	Principal International Evaluation Expert –Team Leader
Main Duty Station and Location:	Home-based
Mission/s to:	Nigeria and Vienna/Austria
Start of Contract (EOD):	1 March 2019
End of Contract (COB):	31 May 2019
Number of Working Days:	32 days spreading during the above-mentioned period

ORGANIZATIONAL CONTEXT

The Office for Independent Evaluation is responsible for the independent evaluation function of UNIDO. It supports learning, continuous improvement and accountability, and provides factual information about result and practices that feed into the programmatic and strategic decision-making processes.

PROJECT CONTEXT (See evaluation terms of reference attached)

Duties: The senior international evaluation consultant will act as a Team Leader in this project evaluation according to the terms of reference. She/he will be responsible for the preparation of the evaluation report, including the coordination of inputs from other team members. The Team Leader will perform the following tasks:

MAIN DUTIES	Concrete/ Measurable Outputs to be achieved	Working Days	Location
1. Review project documentation and relevant country background information (national policies and strategies, UN strategies and general economic data); determine key data to collect in the field and adjust the key data collection instrument if needed; Prepare an inception report which streamlines the specific questions to address the key issues in the TOR, specific methods that will be used and data to collect in the field visits, detailed evaluation methodology confirmed, draft theory of change, and tentative agenda for field work.	• Adjust table of evaluation questions, depending on country specific context; • Prepare a map of stakeholders to interview during the field missions; • The inception report. Submitted to evaluation manager.	6	Home-based
2. Briefing with the UNIDO Independent Evaluation Division, project managers and other key stakeholders at UNIDO HQ.	• Detailed evaluation schedule with tentative mission agenda (incl. list of stakeholders to interview and site visits); mission planning; • Division of evaluation tasks with the team member.	1	Vienna

MAIN DUTIES	Concrete/ Measurable Outputs to be achieved	Working Days	Location
3. Conduct field mission in 2019[6].	• Conduct meetings with relevant project stakeholders, beneficiaries, etc. for the collection of data and clarifications; • Agreement with the team members on the structure and content of the evaluation report and the distribution of writing tasks; • Evaluation presentation of the evaluation's initial findings prepared, draft conclusions and recommendations to stakeholders in the country at the end of the mission.	14, including travel	Nigeria
4. Present overall findings and recommendations to the stakeholders at UNIDO HQ.	• After field mission(s): Presentation slides, feedback from stakeholders obtained and discussed	2	Vienna, Austria
5. Prepare the evaluation report, with inputs from the team members, according to the TOR; Coordinate the inputs from the team member and combine with her/his own inputs into the draft evaluation report; Share the evaluation report with UNIDO HQ and national stakeholders for feedback and comments.	• Draft evaluation report.	7	Home-based
6. Revise the draft project evaluation report based on comments from UNIDO Independent Evaluation Division and stakeholders and edit the language and form of the final version according to UNIDO standards.	• Final evaluation report.	2	Home-based
	TOTAL	32	

REQUIRED COMPETENCIES

Core values:
1. Integrity
2. Professionalism
3. Respect for diversity

Managerial competencies:
1. Strategy and direction
2. Judgement and decision making
3. Conflict resolution

Core competencies:
1. Results orientation and accountability
2. Planning and organizing
3. Communication and trust
4. Client orientation
5. Organizational development and innovation

[6] The exact mission dates will be decided in agreement with the Consultant, UNIDO HQ, and the country counterparts.

MINIMUM ORGANIZATIONAL REQUIREMENTS

Education: Advanced university degree preferably in economics, trade, development or related disciplines.

Technical and Functional Experience:

- Minimum of 15 years' experience in private sector development, value chain interventions, SME development, export promotion, entrepreneurship development and/or evaluation (of development projects)
- A minimum of 10 years practical experience in the field of development projects, including evaluation experience at the international level involving technical cooperation in developing countries
- Knowledge about SECO operational programs and strategies and results monitoring and
- Experience in the evaluation of SECO projects and knowledge of UNIDO activities an asset
- Knowledge about multilateral technical cooperation and the UN, international development priorities and frameworks
- Working experience in developing countries, exposure to the needs, conditions and problems in developing countries; Experience in Nigeria and African countries is a plus

Languages: Fluency in written and spoken English is required;

Absence of Conflict of Interest:

According to UNIDO rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project (or theme) under evaluation. The consultant will be requested to sign a declaration that none of the above situations exists and that the consultants will not seek assignments with the manager/s in charge of the project before the completion of her/his contract with the Office for Independent Evaluation.

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION
TERMS OF REFERENCE FOR PERSONNEL UNDER INDIVIDUAL SERVICE AGREEMENT (ISA)

Title:	International Quality Infrastructure expert – Team Member
Main Duty Station and Location:	Home-based and travels to Vienna and Nigeria when required
Mission/s to:	Nigeria and Vienna/Austria
Start of Contract (EOD):	1 March 2018
End of Contract (COB):	31 May 2018
Number of Working Days:	27 days spreading during the above-mentioned period

ORGANIZATIONAL CONTEXT

The Office for Independent Evaluation is responsible for the independent evaluation function of UNIDO. It supports learning, continuous improvement and accountability, and provides factual information about result and practices that feed into the programmatic and strategic decision-making processes.

PROJECT CONTEXT (See evaluation terms of reference attached)

Duties: The international expert will act as a Team Member in this project evaluation according to the terms of reference. She/he will be responsible for the preparation of the evaluation report, including the coordination of inputs from other team members. He/she will perform the following tasks:

MAIN DUTIES	Concrete/measurable outputs to be achieved	Expected duration	Location
Review project documentation; determine key data to collect in the field related to Quality Infrastructure and adjust the key data collection instrument if needed; Contribute to the technical aspects related to Quality Infrastructures in the Inception Report as requested by the evaluation team leader. Based on the documents related to the project, and the inception report, complete parts of the information gathering tools in the inception report prior to the field mission.	Evaluation questions, questionnaires/interview guide covering Quality Infrastructure and information gathering tools	4	Home-based
Briefing with the UNIDO Independent Evaluation Division, project managers and other key stakeholders at UNIDO HQ.	Key technical issues to be addressed by the evaluation team	1	Home-based
Responsible for assessing technical aspects related to Quality Infrastructure by the evaluation, under the overall collaboration with the Team Leader Coordinate and conduct the field mission with the team leader and member in cooperation with the Project Management Unit, where required;	Contribute to the presentations of the evaluation's initial findings, draft conclusions and recommendations to stakeholders in the country at the end of the mission. Agreement with the Team Leader on the structure and content of the evaluation	14	Nigeria

MAIN DUTIES	Concrete/measurable outputs to be achieved	Expected duration	Location
Consult with the team leader on the structure and content of the evaluation report and the distribution of writing tasks.	report and the distribution of writing tasks.		
Together with the Team Leader, present overall findings and recommendations to the stakeholders at UNIDO HQ.	After field mission(s): Presentation slides, feedback from stakeholders obtained and discussed	2	Vienna, Austria
Prepare inputs and analysis to the evaluation report according to Inception Report and as agreed with the Team Leader.	Draft analysis to the evaluation report prepared.	5	Home-based
Contribute to the revision of the draft project evaluation report based on comments from UNIDO Independent Evaluation Division and stakeholders and edit the language and form of the final version according to UNIDO standards.	Final evaluation report prepared.	1	Home-based
TOTAL		27	

REQUIRED COMPETENCIES

Core values:
1. Integrity
2. Professionalism
3. Respect for diversity

Core competencies:
1. Results orientation and accountability
2. Planning and organizing
3. Communication and trust
4. Client orientation
5. Organizational development and innovation

Managerial competencies:
1. Strategy and direction
2. Judgement and decision making
3. Conflict resolution

MINIMUM ORGANIZATIONAL REQUIREMENTS

Education: Advanced university degree preferably in economics, trade, development or related disciplines.

Technical and Functional Experience:

- At least 10 years of progressive and proven professional development experience in the field of quality infrastructure for trade;
- A minimum of ten years practical experience in the field of development projects involving technical cooperation in developing countries; experience with UNIDO quality infrastructure projects is a plus,
- Adequate understanding of local social and cultural issues;
- Exposure to the needs, conditions and problems in developing countries; Experience in Nigeria and African countries is a plus

Languages: Fluency in written and spoken English is required;

Absence of Conflict of Interest:

According to UNIDO rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project (or theme) under evaluation. The consultant will be requested to sign a declaration that none of the above situations exists and that the consultants will not seek assignments with the manager/s in charge of the project before the completion of her/his contract with the Office for Independent Evaluation.

UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION

TERMS OF REFERENCE FOR PERSONNEL UNDER INDIVIDUAL SERVICE AGREEMENT (ISA)

Title:	National Evaluator – Team Member
Main Duty Station and Location:	Home-based and travels in Nigeria (project sites)
Mission/s to:	Some project sites in Nigeria
Start of Contract (EOD):	4 March 2019
End of Contract (COB):	31 May 2019
Number of Working Days:	28 days spreading over the above-mentioned period

ORGANIZATIONAL CONTEXT

The Office for Independent Evaluation is responsible for the independent evaluation function of UNIDO. It supports learning, continuous improvement and accountability, and provides factual information about result and practices that feed into the programmatic and strategic decision-making processes.

PROJECT CONTEXT (See evaluation terms of reference attached)

Duties: The international expert will act as a Team Member in this project evaluation according to the terms of reference. She/he will be responsible for the preparation of the evaluation report, including the coordination of inputs from other team members. He/she will perform the following tasks:

MAIN DUTIES	Concrete/measurable outputs to be achieved	Expected duration	Location
Desk review Review and analyze project documentation and relevant country background information; in cooperation with the team leader, determine key data to collect in the field and prepare key instruments in English (questionnaires, logic models); If need be, recommend adjustments to the evaluation framework and Theory of Change in order to ensure their understanding in the local context.	Evaluation questions, questionnaires/interview guide, logic models adjusted to ensure understanding in the national context; A stakeholder mapping, in coordination with the project team.	4 days	Home-based
Carry out preliminary analysis of pertaining technical issues determined with the Team Leader and the Quality Infrastructure expert. In close coordination with the project staff team verify the extent of achievement of project outputs prior to field visits (based on the tools in the inception report). Develop a brief analysis of key contextual conditions relevant to the project	• Report addressing technical issues and question previously identified with the Team leader • Tables that present extent of achievement of project outputs • Brief analysis of conditions relevant to the project	6 days	Home-based

MAIN DUTIES	Concrete/measurable outputs to be achieved	Expected duration	Location
Coordinate the evaluation mission agenda, ensuring and setting up the required meetings with project partners and government counterparts, and organize and lead site visits, in close cooperation with project staff in the field.	• Detailed evaluation schedule. • List of stakeholders to interview during the field missions.	2 days	Home-based
Coordinate and conduct the field mission with the team leader in cooperation with the Project Management Unit, where required; Consult with the Team Leader on the structure and content of the evaluation report and the distribution of writing tasks. Conduct the translation for the Team, when needed.	• Presentations of the evaluation's initial findings, draft conclusions and recommendations to stakeholders in the country at the end of the mission. • Agreement with the Team Leader on the structure and content of the evaluation report and the distribution of writing tasks.	10 days (including travel days)	In Nigeria
Follow up with stakeholders regarding additional information promised during interviews Prepare inputs to help fill in information and analysis gaps and to prepare of tables to be included in the evaluation report as agreed with the Team Leader. Revise the draft project evaluation report based on comments from UNIDO Independent Evaluation Division and stakeholders and proof read the final version.	• Part of draft evaluation report prepared.	6 days	Home-based
TOTAL		28 days	

REQUIRED COMPETENCIES

Core values:
1. Integrity
2. Professionalism
3. Respect for diversity

Core competencies:
1. Results orientation and accountability
2. Planning and organizing
3. Communication and trust
4. Team orientation
5. Client orientation
6. Organizational development and innovation

Managerial competencies (as applicable):
1. Strategy and direction
2. Managing people and performance
3. Judgement and decision making
4. Conflict resolution

Annex 2: Outline of an in-depth project evaluation report

Executive summary (maximum 5 pages)

Evaluation purpose and methodology
Key findings
Conclusions and recommendations
Project ratings
Tabular overview of key findings – conclusions – recommendations

1. Introduction
- 1.1. Evaluation objectives and scope
- 1.2. Overview of the Project Context
- 1.3. Overview of the Project
- 1.4. Theory of Change
- 1.5. Evaluation Methodology
- 1.6. Limitations of the Evaluation

2. Project's contribution to Development Results - Effectiveness and Impact
- 2.1. Project's achieved results and overall effectiveness
- 2.2. Progress towards impact
  - 2.2.1. Behavioural change
    - 2.2.1.1. Economically competitive - Advancing economic competitiveness
    - 2.2.1.2. Environmentally sound – Safeguarding environment
    - 2.2.1.3. Socially inclusive – Creating shared prosperity
  - 2.2.2. Broader adoption
    - 2.2.2.1. Mainstreaming
    - 2.2.2.2. Replication
    - 2.2.2.3. Scaling-up

3. Project's quality and performance
- 3.1. Design
- 3.2. Relevance
- 3.3. Efficiency
- 3.4. Sustainability
- 3.5. Gender mainstreaming

4. Performance of Partners
- 4.1. UNIDO
- 4.2. National counterparts
- 4.3. Donor

5. Factors facilitating or limiting the achievement of results
- 5.1. Monitoring & evaluation
- 5.2. Results-Based Management
- 5.3. Other factors
- 5.4. Overarching assessment and rating table

6. **Conclusions, recommendations and lessons learned**
- 6.1. Conclusions
- 6.2. Recommendations
- 6.3. Lessons learned
- 6.4. Good practices

Annexes (to be put online separately later)

- Evaluation Terms of Reference
- Evaluation framework
- List of documentation reviewed
- List of stakeholders consulted
- Project logframe/Theory of Change
- Primary data collection instruments: evaluation survey/questionnaire
- Statistical data from evaluation survey/questionnaire analysis

Annex 3: Checklist on evaluation report quality

Project Title:
UNIDO Project ID:
Evaluation team:
Quality review done by: Date:

Report quality criteria		UNIDO IEV assessment notes	Rating
a.	Was the report well-structured and properly written? (Clear language, correct grammar, clear and logical structure)		
b.	Was the evaluation objective clearly stated and the methodology appropriately defined?		
c.	Did the report present an assessment of relevant outcomes and achievement of project objectives?		
d.	Was the report consistent with the ToR and was the evidence complete and convincing?		
e.	Did the report present a sound assessment of sustainability of outcomes or did it explain why this is not (yet) possible? (Including assessment of assumptions, risks and impact drivers)		
f.	Did the evidence presented support the lessons and recommendations? Are these directly based on findings?		
g.	Did the report include the actual project costs (total, per activity, per source)?		
h.	Did the report include an assessment of the quality of both the M&E plan at entry and the system used during the implementation? Was the M&E sufficiently budgeted for during preparation and properly funded during implementation?		
i.	Quality of the lessons: were lessons readily applicable in other contexts? Did they suggest prescriptive action?		
j.	Quality of the recommendations: did recommendations specify the actions necessary to correct existing conditions or improve operations ('who?' 'what?' 'where?' 'when?'). Can these be immediately implemented with current resources?		
k.	Are the main cross-cutting issues, such as gender, human rights and environment, appropriately covered?		
l.	Was the report delivered in a timely manner? (Observance of deadlines)		

Rating system for quality of evaluation reports

A rating scale of 1-6 is used for each criterion: Highly satisfactory = 6, Satisfactory = 5, Moderately satisfactory = 4, Moderately unsatisfactory = 3, Unsatisfactory = 2, Highly unsatisfactory = 1, and unable to assess = 0.

Annex 4: Project Logical Framework

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS		SOURCES OF VERIFICATION	ASSUMPTIONS
RBM code	**INTERVENTION LOGIC**	**(Key Performance Indicators (I to X)**			
IMPACT	The quality of products and services exchanged in the Nigerian markets is improved through the development of missing standards and quality control bodies within the framework of the National Quality Infrastructure (NQI), in the context of a National Sustainability Strategy	I. Decrease in number of product rejections in the national, regional and international markets due to low quality II. Decrease in number of complaints from buyers/consumers about quality of products III. Increase % of export products tested against each enforced national technical regulation which are found to be non-compliant IV. Improved image of "Made in Nigeria" products on local markets V. Increase of business opportunities for all NQI entities VI. Establishment and implementation of the Governance structure following the Good Governance code of conduct within NQI organizations VII. Number of accredited quality conformity assessment bodies services available in Nigeria VIII. Number of enterprises certified on selected group IX. Lift up of restriction of dried bean import in EU X. At least a restrictive and controlled channel of excellence functioning in the country as a model		-National statistics. -Data collected among the entities of the NQI incl. market surveillance ones. -Evaluation report. -Survey on consumer satisfaction and trends to buy "Made in Nigeria" products -Survey on Nigeria foreign partners	FGN continues to support the improvement of business climate, the removal of supply-side constraints, the diversification of the economy and the encouragement of non-oil exports. FGN is committed to integrating the private sector into trade policy and its implementation and the private sector continues to be willing to co-operate Stability in the country is maintained, contributing significantly to attract the much-needed domestic and foreign direct investment in non-oil export sectors The Quality Policy is approved and the legal bill is drafted and approved by NASS National statistics on Trade are available and made available NMI Construction completed on time
	OUTCOME 1	**OUTCOME 2**	**OUTCOME 3**	**OUTCOME 4**	**OUTCOME 5**
OUTCOMES	A National Quality Policy (NQP) is promulgated and ensuing legislation for the Sustainable National Quality Infrastructure (NQI).	A National Accreditation Body (NAB) provides accreditation services in coherence with the West African accreditation system and meets international standards.	A National Metrology Institute (NMI) is developed to ensure calibration of instruments and traceability of measurement to international standards.	Capacity of the Organized Private Sector (OPS) is improved to create and/or support Conformity Assessment Bodies (CABs).	Capacity of Consumer Protection Council and other stakeholders is improved to raise awareness and promote quality for better consumer protection.

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
	COMPONENT 1			
OUTCOME	**OUTCOME 1**. A National Quality Policy (NQP) is approved and ensuing legislation for the Sustainable National Quality Infrastructure (NQI)	• 1 NNQP approved by Government including a plan for the mandatory inclusion of women in technical and certification committees and measures to increase positive impact of policy and policy decisions on women • At least 1 common bill on standardization, metrology, conformity assessment and accreditation submitted to NASS • 1 assessment of the Technical Regulation regime against international best practices and roadmap toward its harmonization • 1 Technical Regulation office/committee established Good Governance code of conduct standardized and marketed for implementation within public and private sector *Target: A National Quality Policy for the fundamental NQI laws approved before project completion*	• Project progress reports • NASS records • Bills of law • National standards • Assessment Reports	Commitment and interest of all stakeholders to reach consensus and agreement on the policy FGN committed to update and overhaul the fundamental legislation for the NQI Commitment and interest of all stakeholders to establish a Technical Regulation office/committee

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
OUTPUT S	**OUTPUT 1.1** The technical regulation (TR) regime is assessed against international best practice *Leadership: WGTR*	• 1 Assessment report on Nigerian Technical Regulation available and disseminated • 1 methodology for clear, feasible, cost effective and harmonized TR available and disseminated • 1 Database concerning TR available and disseminated with related methodology for its updating and sustainable management	• Assessment report documents • Document with detailed methodology • Periodic assessment carried out by the TBT SPS Enquiry Points (for instance by using the project data base for TR). • Up to date Database • Project progress reports and minutes of the Steering committee meetings. • Independent and self-evaluation reports	Support of all national stakeholders in facilitating the mapping process and providing all information / data needed High level of coordination between the project and other ongoing initiatives in the field
	Activities 1.1.1 Assess the current Nigerian technical regulations (TR) package and of the effectiveness of related market surveillance authorities 1.1.2 Prepare the basic activities to identify, store, update and use the information on foreign TR, standards and conformity assessment dispositions of countries that import from Nigeria 1.1.3 Build capacity of the WGTR on Good Regulatory Practices			
	OUTPUT 1.2 Roadmap designed for harmonization of regulatory systems, establishment of new organizations, and strengthened capacity of new and existing stakeholders. A Quality Control Management System for export of agricultural commodities and solid mineral is supported through the case of conduits of excellence applied to the dried bean value chain	• 1 roadmap agreed by stakeholders and disseminated for their further engagement to improve SPS infrastructures • 1 roadmap to harmonize technical regulation in accordance with the Notification Obligation as required by WTO and SPS National Enquiry Points • 1 roadmap to implement the validated Food Safety Policy in line with its implementation plan.	• Roadmap documents • Declaration of approval by key stakeholders • Statistics • SOPs • TOR • Methodology • Conduit of excellence implementation for dried beans value chain evaluation report • Records of support meetings • Recommendations papers	Support of all parties in the development of the roadmap, systems Full engagement of public and private stakeholders in the implementation of the conduit of excellence within the dried bean value chain

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
	Leadership: NEPs, NNA, NFSMC	• Number of NFSMC members trained on Food Safety Policy best practices • Quality control management of value chain methodology and SOPs for 1 value chain • Successful implementation of the conduit of excellence methodology within the selected dried bean value chain		
	Activities 1.2.1 Facilitate engagement of stakeholders in the development of a roadmap for strengthening existing institutions and developing new institutions in line with the harmonized TR 1.2.2 Streamline and improve capacity of the WTO TBT and SPS national enquiry points (NEP) and national notification authority (NNA) 1.2.3 Strengthen the implementation of the Food Safety Policy through Nigeria Sanitary and Phytosanitary (SPS) infrastructure and food safety control systems at the National and State Levels 1.2.4 Train Institutions on Quality Control Management System for Export (QCMSE) 1.2.5 Assist the development of Standard Operating Procedure (SOP) for QCMSE for 1 commodity value chain 1.2.6 Develop, support and demonstrate the implementation of the conduit of excellence methodology within the selected dried bean value chain 1.2.7 Review current export procedures using Business Process Analysis (BPA) and recommend streamlined, robust export control processes, in particular in consideration of risk management practices			
	OUTPUT 1.3 A "Green Paper" with a legal framework for an overarching, systematic, coherent, efficient and sustainable NQP and NQI is published. At least one common bill is drafted. A roadmap for the	• 1 Green paper (NNQP) adjoining a cost-benefits assessment and draft proposals for its implementation and its ensuing improvement plan for the fundamental laws of the NQI ready for validation by the Government	• Published Green Paper • Monitoring and evaluation reports • Statistics • Roadmaps	Commitment and active participation of all concerned national parties in the process Government support to facilitate the adoption and

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
	establishment of the National Quality Council in charge of the NNQP is available and ready for Government validation *Leadership: NNQPSC, FMITI*	• 1 roadmap for the establishment of the National Quality Council in charge of the NNQP ready for Government validation		clearance of the national quality policy framework
	Activities 1.3.1 Sensitize the team preparing 'Green Paper' on the gender rights aspects, specifically the mandatory inclusion of women in technical and certification committees and for quarantine and crisis handling procedures to incorporate mitigating measures for most vulnerable group, including women producers 1.3.2 Facilitate and monitor the preparation of a "Green Paper" with the legal framework for an overarching, systematic, coherent, efficient and sustainable NQP and NQI institutional dialogue 1.3.3 Submit the NNQP to the Government and ensure its validation 1.3.4 Prepare at least 1 common bill on standardization, metrology, conformity assessment and accreditation and ensure its validation 1.3.5 Prepare a roadmap for the establishment of the National Quality Council in charge of the NNQP toward the Government validation			
	OUTPUT 1.4 The institutional capacity and organizational governance of stakeholders is improved to implement their mandate and answer to the needs of the Conduits of Excellence *Leadership: SON*	• 1 need assessment and 70% of the targeted staff trained in line with the need assessment produced • 1 Good Governance Standard published and marketed and governance structures established • 1 implementation manual for CoEs including business case for dried beans	• Needs assessment report • Capacity development plan • Capacity development reports • National Standard • Code of conduct and its implementation	Stakeholders willing to participate to NNQP reforms, Good Governance principles and Standard Operating Procedure (SOP) for Quality Control Management System for Export (QCMSE) of agricultural commodities developed
	Activities			

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
	1.4.1 Assist stakeholders to carry out capacity development need assessment and develop a plan to meet reforms identified in the NNQP 1.4.2 Enhance the Standard Organisation of Nigeria managerial system and on its voluntary standard creation capacity, through the specific case of National Standard on Good Governance 1.4.3 Create an implementation manual for CoEs for later use in mainstreaming; in part generic, in part specific for the dried bean value chain, ideally containing a business case 1.4.4 Develop and implement a code of practice that reflects transparency, integrity and accountability to ensure governance structures are established			
	COMPONENT 2			
OUTCOME	**OUTCOME 2.** A National Accreditation Body (NAB) provides accreditation services in coherence with the West African accreditation system and meets international standards	• 1 fully established and operational NAB (staff formed, structures built and initial financial resources ensured) recognized as part of the ECOWAS Accreditation System • 1 institutional gender policy implemented • 1 Good Governance structure and policies for combating corruption and bribery established within NAB • Number of beneficiaries receives services from the NAB Target: *NAB is registered as a Legal Entity by year 2*	• AFRAC/ILAC records and website • NAB's own data • Project and evaluation reports • ECOWAS report on regional accreditation system. • Institutional gender policy • Good Governance structure and policies	Commitment of the government of Nigeria to support the sustainability plan of NAB and provide the necessary resources for its operation. Motivated and committed NAB staff A critical mass of laboratories is keen to benefit from the project support and invest in quality improvement

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
OUTPUT S	**OUTPUT 2.1.** A NAB is established with organisational governance code of conduct, institutional governance, quality management system, sustainability plan, personnel and resources *Leadership: BOT*	• ISO 17011 compliant Quality System integrated in defined and operational business plan • 100% of NAB staff trained • At least 40% women employed in NiNAS management and Technical position • Governance structure, roles & responsibilities and Sustainability Plan implemented	• NAB annual reports • NAB gender policy • Business plan • Audit reports of the international organizations • Project progress / evaluation reports • Training reports • Governance structure • Roles and Responsibilities, SOPs	Effective participation of the team and the target beneficiaries in the project activities Commitment of the government in providing the resources for achieving the sustainability of the body Commitment of the government and related authorities to support the operations of the NAB and recognize its services.

Activities

2.1.1 Create NAB as a legal entity with its statutes, premises, business plan, leadership, internal organization, personnel and resources

2.1.2 Create and implement an organizational governance code of conduct to combat corruption and bribery policies and gender balance objectives, gender mainstreaming training and specific technical and leadership training opportunities for women within an institutional gender policy

2.1.3 Prepare and implement supporting management documents according to the reference standard ISO/IEC 17011

2.1.4 Train NAB personnel on NAB's operational methodologies

2.1.5 Prepare and implement a Governance structure consisting of the Board of Trustees and Board of Directors with defined responsibilities with respect to oversight of finances, legal compliance, strategic development and executive performance

2.1.6 Define and implement a strategy to address mid to longer term financial and organizational sustainability

2.1.7 Develop a strategy for mentoring / partnership of NiNAS with established ABs which will also serve to provide Nigerian laboratories with international recognition pending the recognition of NiNAS

2.1.8 Establish roles and responsibilities of NiNAS with regard to medical accreditation, in synergy with the Medical Laboratory Science Council of Nigeria

2.1.9 Train NAB in SOP related to accreditation of testing, calibration, inspection and certification related to the dried bean value chain and control of its implementation through frequent review of data collected

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
	OUTPUT 2.2. A national proficiency testing scheme developed and implemented in partnership with regional and international partners. *Leadership: NAFDAC*	• 1 national PT Scheme meets the requirements of ISO 17043 • At least 50 laboratories participating in national PT Scheme (at least 25% of participant are women-managed laboratories)	• Proficiency testing reports. • Report of compliance with ISO 17043. • Statutes of laboratories	Commitment of the PT scheme hosting organisation in coordinating the resources for achieving the sustainability of the scheme Effective participation of the team and the target beneficiaries in the project activities
	Activities 2.2.1 Design and approve a national proficiency testing scheme to meet national, regional and international standards in compliance with ISO 17043 2.2.2 Pilot "proficiency testing" for a selected group of testing laboratories and for a selected type of testing, according to applicable international standards and ILAC P9, establish synergies with other PT programme 2.2.3 Identify opportunities to expand the national program to other areas as needed by Nigerian and West African laboratories 2.2.4 Create and implement an organizational governance for NAFDAC / PT Scheme 2.2.5 Develop a sustainability program for the Scheme 2.2.6 Train PT scheme hosting and beneficiary in SOP related to testing within the dried bean value chain and control of its implementation through frequent review of data collected			
	OUTPUT 2.3 Conformity assessment bodies supported and accredited as a pilot case by the National Accreditation Body and in partnership with foreign Accreditation Bodies *Leadership: IPAN*	• At least 60 laboratories mentored toward accreditation • At least 5 Pilot accreditations of laboratories completed with 15% of them are women owned or managed • At least 5 pilot accreditation of certification body completed with 15% of them women owned or managed • At least 15 assessors qualified and internationally recognized	• Project implementation and monitoring records. • Accreditation registration records • Assessment reports of laboratory conformance to ISO/IEC 17025 • Assessor evaluations	Effective participation of the team and the target beneficiaries in the project activities

RESULTS / PROJECT COMPONENTS	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
	Activities 2.3.1 Select, train and assess accreditation assessors according to ILAC applicable guides and promotion of women applicants 2.3.2 Implement a registration system for pool of registered auditors 2.3.3 Pilot accreditation audits by a team of NAB's auditors, in partnership with foreign AB and recognized lead auditors to assess the conformity with ISO/IEC standards in CABs 2.3.4 Select, train, mentor and pilot laboratories and prepare road maps for their accreditation readiness 2.3.5 Purchase and install new equipment for pilot laboratories 2.3.6 Train testing and calibration laboratories in SOP related to dried bean value chain and control of its implementation through frequent review of data collected 2.3.7 Train in standards for electronic certificates and review of electronically verifiable certificates of analysis from NAFDAC and NAQS 2.3.8 Assist NAFDAC, NQS and other relevant Competent Authorities to implement electronically verifiable certificates of analysis 2.3.9 Disseminate to EU border control units of electronically verifiable certificates through pamphlets and workshop in Europe		
	OUTPUT 2.4 National Accreditation Body promoted at national, regional and international level *Leadership: BOT*	• Membership request of AFRAC, IAF and ILAC completed • Outreach to National stakeholders that can use or benefit from the NAB services	• Membership documents. • Cooperation documents. • Training records. • Case study and dissemination strategy/ proof • Implementation of NAB Marketing Strategy	The NAB implements recommended marketing actions to ensure its national, regional and international recognition
	Activities 2.4.1 Internal audit on the compliance of the NAB with ISO/IEC 17011 carried out by a team of lead auditors satisfying the requirements of applicable ILAC and IAF guides 2.4.2 Application to AFRAC, ILAC's membership and mutual recognition arrangement for laboratories and to AFRAC, IAF's membership and MRA for certification bodies 2.4.3 Market NAB's services to interested stakeholders in Nigeria with gender policy used as promotional material with gender case studies 2.4.4 Create, report and disseminate the NAB establishment case study which contributes to the outcome 2 2.4.5 Disseminate services of the NAB and conformity assessment bodies related to the dried bean value chain			

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
	COMPONENT 3			
OUTCOME	**OUTCOME 3**. A National Metrology Institute (NMI) is developed to ensure calibration of instruments and traceability of measurement to international standards	• NMI benefited from initial operationalization and capacity building support • No/type of services provided *Target: The NMI is constructed with effectively operational laboratories (block B and C) at least 15 months before completion of the project to ensure that at least basic capacity building and initial operationalization can be carried out*	• Reports produced by the national institute and the project progress reports / evaluation reports	The government of Nigeria provides sufficient resources for the physical construction of the NMI and the laboratories are built on time (15 months before the end of the project to ensure at least basic capacity building and initial operationalisation) Effective participation of the target beneficiaries in the project activities. Commitment of the government-related authorities to recognize the services of the institution and to support its operations Continuous support of the government to the metrology and calibration services

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
OUTPUT S	**OUTPUT 3.1.** NMI established with institutional governance, quality management system, sustainability plan, personnel and resources, and meets the demand for calibration in priority fields *Leadership: TCM*	• No. of traceability parameters established and supported for the institute (Priority equipment purchased and installed in Block C) • No. of metrological calibration services offered to the beneficiaries • No. of NMI staff trained to operate in selected metrological laboratories • Institutional governance defined • 1 business plan available	• NMI Annual reports • Project progress / evaluation reports • Training reports • NMI policies, plans and marketing materials • Certificate of Acceptance of Equipment	Commitment of the government to support the sustainability plan of the institute and provide the necessary resources for its operation The government of Nigeria provides sufficient resources for the physical construction of the NMI and the laboratories are built on time (15 months before the end of the project to ensure at least basic capacity building and initial operationalization)
	Activities (including the consideration of CoE specific needs) 3.1.1 Develop a NMI with its statutes, premises, business plan, leadership, internal organization, personnel and resources 3.1.2 Calibrate for international traceability 3.1.3 Purchase and install new equipment 3.1.4 Train metrologists of the NMI and Weight and Measures Department			

RESULTS / PROJECT COMPONENTS	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
OUTPUT 3.2 Repair and maintenance shop operates as business unit providing services to calibration laboratories *Leadership: TCM*	• No. of technicians and experts trained and qualified at the institute • No. of equipment repaired by the maintenance unit • Length of time between the request for repair and the repair completed	• Marketing of the maintenance unit • Maintenance register • Repair and maintenance shop financial accounts • Satisfactory forms	The government of Nigeria provides sufficient resources for the physical construction of the NMI and the laboratories are built on time (15 months before the end of the project to ensure at least basic capacity building and initial operationalisation)
Activities (including the consideration of CoE specific needs) 3.2.1 Study needs for repair and maintenance shop 3.2.2 Develop business and strategic plans for repair and maintenance shop 3.2.3 Assess training need of repair and maintenance staff/technicians 3.2.4 Conduct training as per training plan and need 3.2.5 Set up repair and maintenance shop as a business unit in NMI			
OUTPUT 3.3 The NMI is prepared to initiate in the region and at international level. Calibration labs are ready for accreditation to ISO/IEC 17025 for priority fields. *Leadership: TCM*	• Number of meetings participations of NMI Staff in AFRIMETS/ BIPM/ OIML • Number of NMI and/or private calibration laboratories ready for accreditation (related to Component 2)	• Membership documents • Register of Accreditations • Laboratory assessment against ISO/IEC 17025 • Case study and dissemination strategy/ proof	The government of Nigeria provides sufficient resources for the physical construction of the NMI and the laboratories are built on time (15 months before the end of the project to ensure at least basic capacity building and initial operationalisation)

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
	Activities (including the consideration of CoE specific needs) 3.3.1 Implement in the NMI the requirements of International Standard ISO/IEC 17025 for its readiness toward accreditation 3.3.2 Regular participation of NMI and WMD staff into AFRIMETS/BIPM/OIML annual meetings			
	COMPONENT 4			
OUTCOME	OUTCOME 4. Capacity of the Organised Private Sector (OPS) is improved to create and/or support Conformity Assessment Bodies (CABs)	• At least three conformity assessment bodies created and accredited • At least 20 companies ready for certification in management system, in product or in persons • 3 woman national association included in conformity assessment bodies' establishment process • Good Governance structure established and policies for combating corruption and bribery are available *Target: at least 3 certification bodies established by the end of the project*	• OPS reports and market studies • Project progress / evaluation reports	Awareness among the associations of the private sector of the importance of the business climate for a credible and internationally recognized NQI Willingness of the organized private sector to engage with the certification business Government support for private sector CABs Public and private sector confidence under the rigor of the audits Willingness of CAB to implement relevant standards, undertake corrective actions and be accredited
OUTPUTS	**OUTPUT 4.1** Capacity development plan for OPS developed and implemented *Leader: JWG*	• 1 strategy for the development of private sector certification bodies • 50% of targeted OPS received training on QMS in at least 6 geo-political zones of Nigeria	• Adopted strategy record • Minutes of OPS meeting • Training reports, training satisfactory survey	NA

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
	Activities 4.1.1 Support OPS to develop and implement a strategy for the development of private sector CABs which includes the promotion of women ownership and/or management. 4.1.2 Training and of OPS on EU standard pre-shipment requirements 4.1.3 Training on Quality Management standards in six geo-political zones of Nigeria			
	OUTPUT 4.2 Certification bodies are strengthened and/or established for certification of management systems, products and persons according to international standards *Leader: JWG*	• At least 3 certification bodies compliant with ISO/IEC 17021, ISO/IEC 17065 and ISO/IEC 17024 and ready to undertake accreditation assessment • At least 1 Sustainability / business plan for conformity assessment bodies operating in certification • At least 10 members of CAB staff trained (at least 30% women) each on the standards ISO17021, ISO17024 & ISO17065 • Number of companies ready for certification in management system, in product or in persons	• Policy and procedural documents of certification bodies • Annual reports • Project reports • Quality Manuals • Training reports • Project implementation and monitoring records • Pamphlets, visibility material	Commitment and active participation of all concerned national parties in the process High level of coordination between the project and other ongoing initiatives in the field

RESULTS / PROJECT COMPONENTS	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
Activities 4.2.1 Consult with Project Partners, including formal associations of women entrepreneurs, for the implementation of certification bodies for management systems, products and persons 4.2.2 Conduct training of trainers for ISO 9001:2015, 14001 and 22000 for OPS and for at least 30% of women 4.2.3 Develop certification bodies providing audit and certification for management systems, persons and products and implementation of ISO/IEC 17021, ISO/IEC 17024 and ISO/IEC 17065 4.2.4 Create and implement an organizational governance code of conduct to combat corruption and bribery policies and gender balance objectives, gender mainstreaming training and specific technical and leadership training opportunities for women within an institutional gender policy 4.2.5 Carry out internal audits on the compliance of the certification bodies with ISO/IEC 17021, ISO/IEC 17065 and/or ISO/IEC 17024 4.2.6 Apply for accreditation of the newly established certification bodies 4.2.7 Select and prepare at least 20 company's members to receive audits and/or certifications against ISO 9001:2015, 14001:2015 and 22000 including selected buyers, retailers and exporters of dried beans which integrate the CoE 4.2.8 Study tour to foreign certification bodies by representatives of local CBs 4.2.9 Train the product CBs in SOP related to dried bean value chain and control of its implementation through frequent review of data collected			
OUTPUT 4.3 Pools of auditors, implementors and trainers are available for the certification of management systems, products and of persons *Leader: JWG*	• 100% of selected auditors, trainers and implementors are trained (at least 35% are women) • 1 Registration System available and maintained by certification bodies	• Training reports • Register of Auditors	NA
Activities 4.3.1 Select, train and assess third party auditors, internal auditors, implementors and trainers for management systems, products and persons according to IAF applicable guides 4.3.2 Implement a registration system for pool of registered accreditation auditors for certification of management systems, products and personnel			

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
	OUTPUT 4.4 Pilot certification audits by a team of lead auditors and recently trained auditors for the certification of management systems, in companies willing to cooperate with the certification body *Leader: JWG*	• 10 audits performed by the trained auditors within selected companies for certification of management system, product and person • 1 case study carried out and disseminated	• Reports on audits • Case study and dissemination strategy/ proof	NA
	Activities 4.4.1 Pilot certification audits by a team of male and female lead auditors and recently trained auditors for the certification of management systems, products and person in companies willing to cooperate with the certification body. 4.4.2 Create, report and disseminate one certification case study which contributes to the outcome 4, including on the good governance implementation			
	COMPONENT 5			

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
OUTCOME 5	**OUTCOME 5.** Capacity of Consumer Protection Council and other stakeholders is improved to raise awareness and promote quality for better consumer protection *Leader: JWG and QANC*	• At least 2 training units and 6 training programs are established on awareness/advocacy, quality assessment and quality management system to improve CPC/consumer associations and regulator' capacity • Number of quality awareness campaigns are organized by these associations • 1 model gender charter is available for training units. And at least 1 specific training opportunities are available for women • Good Governance structure is established and policies for combating corruption and bribery are available Target*: 2 training units and 6 training programs established/ recognized and quality awareness campaign carried out before end of project*	• Annual reports of the bodies. • Training reports • Project progress / evaluation reports • Gender charter • Reports with social performance indicators	Local experts sufficiently qualified to be selected as trainers Enterprises are prepared to put to use the knowledge and skills acquired by their trainees. There is media trust in the new regulatory environment

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
OUTPUTS	**OUTPUT 5.1.** Training units set up to-provide training on awareness raising, advocacy, quality assessment and application of international standards for management systems, social responsibility, Good Governance and sustainability *Leadership: JWG*	• At least 2 training units established per IRCA guidelines • At least 1 Business Plan for training units has developed • Curriculum for training units developed as per IRCA guidelines. • At least 60 quality managers, consultants, and trainers trained (30% woman) from the newly established training units • At least 6 training programmes available • A consumers charter finalized and validated	• Activity reports of the bodies • Project / Evaluation reports • Project implementation and monitoring records • Training unit statutes • Business Plan • Curricula • Training reports • Training programmes	NA
	Activities 5.1.1 Develop training units, for the application of international standards for management systems (like ISO 9001, ISO/IEC20000, ISO 22000, Global G.A.P. and others) and national standards (good governance) 5.1.2 Support all training units to develop gender and good governance policies in line with national and international standards 5.1.3 Carry out 2 awareness sessions on standards 5.1.4 Build capacity of trainers to use appropriate curriculum and training approaches and carry out training of trainers courses on ISO 9001, ISO 14001, ISO 22001, Social Responsibility and Good Governance (including modules on gender mainstreaming as food safety practices in informal markets, women-owned business certification) 5.1.5 Train training units in SOP related to dried bean value chain and control of its implementation through frequent review of data collected 5.1.6 Train CPC staff on CPC Act and establish CPC Consumer Charter as part of the institutional capacity building programme for CPC 5.1.7 Study tour of foreign training centers by representatives of local training centers			
	OUTPUT 5.2 Collaborative programmes of promotional campaigns and awareness	• 1 Joint platform to implement collaborative programmes of	• Collaborative programme • Training reports • Record of publications	NA

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
	activities on quality organized nationwide for a wide range of stakeholders. *Leader: JWG ad-hoc*	promotional campaigns and awareness activities on quality • At least 1 collaborative programme of promotional campaigns and awareness activities on quality organized nationwide for a wide range of stakeholders • Number quality awareness campaigns organized by consumer protection associations • The Regulation on Warranty and Guarantee for quality goods and services in Nigeria finalized and approved	• Survey to determine reach and impact of campaign	
	Activities 5.2.1 Develop collaborative and harmonized plan for a joint platform which is constituted by CPC, OPS, consumer associations and regulatory bodies 5.2.2 Develop promotional material which is gender sensitive 5.2.3 Support 3 quality awareness campaigns organized by consumer protection associations 5.2.4 Train capacities of the joint platform on quality matters 5.2.5 Promote the conduits of excellence concept and implementation related to dried bean value chain including a workshop with Nigerian retailers to raise awareness of importance of control of product quality and safety through CoE against health issues of pesticide and mycotoxin contamination, roadshows and promotional material 5.2.6 Train Media on CPC Act and Quality issues in Trade and Industry as part of the institutional capacity building programme for CPC 5.2.7 Provide awareness campaign and staff training on CPC Regulation on Warranty and Guarantee for quality goods and services in Nigeria as part of the institutional capacity building programme for CPC 5.2.8 Prepare updated case study using the CoE and the Export Control System as basis for new submission to the EU to lift beans ban			

RESULTS / PROJECT COMPONENTS		OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
	OUTPUT 5.3 The Nigerian Quality Award is established and harmonized with ECOWAS scheme and contains Social Responsibility and Sustainability indicators *Leadership: JWG*	• 1 National Steering Committee for National Quality Award set up • 30 Quality Award Implementers developed (at least 20% are women) • 30 Assessors for quality award developed (at least 20% are women)	• Committee reports • Training reports, certificates • Terms of reference	NA
	Activities 5.3.1 Identify and implement system and protocols for assessment and award for The 'Nigerian Quality Award' identified, agreed across partners 5.3.2 Campaign to promote 'Nigerian Quality Award' as a prestigious symbol of quality management, services and product with categories to explicitly include women-owned businesses. 5.3.3 Train capacities of quality award implementers and assessors 5.3.4 Develop and implement a code of conduct and ethical practices of assessors			

Annex 2: Evaluation framework

The evaluation purpose and objectives, theory of change, and UNIDO's evaluative requirements all provided the basis for the **evaluation framework**, which in turn underpinned and guided the whole approach. The framework is structured against the standard **OECD-DAC criteria** agreed for the evaluation (**relevance**, **efficiency**, **effectiveness**, **sustainability**). In line with UNIDO policy and acknowledging the early, foundational nature of the NQIP's potential contributions to long-term impact, the OECD-DAC 'impact' criterion was simplified to instead measure '**progress to impact**'.

The framework identified **key evaluation questions**, supported by guiding **sub-questions**. The framework was also informed by a set of indicative questions presented within the evaluation TOR: all those indicative questions were incorporated accordingly.

Key evaluation questions	Guiding sub-questions
RELEVANCE	
1. How relevant was the project to the needs and priorities of Nigeria and the participating institutions?	**1.1** To what extent was the project relevant to Nigeria's national priorities and strategies?
	1.2 To what extent was the project's work relevant to the needs of participating institutions, and to Nigerian consumers?
	1.3 To what extent was the programme relevant to UNIDO's mandate?
	1.4 How well did the project align with related regional and international quality initiatives?
EFFICIENCY	
2. How efficient was project delivery?	**2.1** Was the project plan clear, appropriate and realistic?
	2.2 Were project roles, responsibilities and accountabilities sufficiently clear?
	2.3 How effective were the project's monitoring processes?
	2.4 How cost- and time-efficient was the project?
EFFECTIVENESS	
3. Did the NQIP achieve its planned outputs and outcomes?	**3.1** Was a National Quality Policy developed, validated and approved? What associated legislation was developed?
	3.2 Was an internationally recognised National Accreditation Body established? Was this body coherent with the West African accreditation system?
	3.3 Was a National Metrology Institute developed, capable of providing calibration and traceability to international standards?
	3.4 To what extent were capacities improved within the Organised Private Sector? Were Conformity Assessment Bodies established?
	3.5 To what extent were capacities improved within the Consumer Protection Council and other consumer associations? To what extent was general awareness raised around quality and consumer protection issues?

Key evaluation questions	Guiding sub-questions
PROGRESS TO IMPACT	
4. How likely is it that the NQIP's outputs and outcomes will contribute to long-term impacts?	**4.1** To what extent has the project established the necessary conditions for a national quality infrastructure in Nigeria? What are the strongest elements of that infrastructure? What elements are missing?
	4.2 To what extent have project beneficiaries realised economic benefits as a direct result of participating in the project? How do they assess their future commercial potential, and the project's contribution to that potential?
	4.3 To what extent has the project stimulated demand amongst producers for quality-related services, and demand amongst consumers for quality products?
	4.4 Did the programme contribute to any unintended impacts, positive or negative?
SUSTAINABILITY	
5. To what extent are the NQIP's outputs and outcomes likely to be sustained in the long term?	**5.1** What are the key factors that will affect (negatively or positively) the sustainability of the project's results, and the sustainability of Nigeria's national quality infrastructure?
	5.2 How (if at all) could UNIDO potentially provide further support to the continuing development of Nigeria's national quality infrastructure?
	5.3 How were gender dimensions incorporated within project design and delivery?

Annex 3: Snapshot technical assessment

The evaluation team's quality infrastructure experts undertook a snapshot assessment of the current status of Nigeria's national quality infrastructure, looking at the NQIP project components, but also taking into account the broader quality environment and trajectory within Nigeria. The assessment is presented here.

Component 1: National Quality Policy

Key strengths:

1. National quality policy prepared covering all the components of the NQI in Nigeria.

Key weaknesses:

1. National quality policy has not been approved and there is no clear time frame expected for the approval of the policy, affecting many components of the project and generating conflict between many services provided by organizations.
2. The Office for Technical Regulation was not established
3. National Quality Infrastructure Forum was only established towards end of project.

Component 2: National Accreditation Body

Key strengths:

1. Establishment of the national accreditation body NINAS, which is already providing an accreditation service (16 labs accredited so far). NINAS also is a member of regional/international accreditation organizations (AFRAC and ILAC), and has adequate human resources.
2. NINAS established its internal management system according to the requirements of ISO 17011.
3. NINAS has the sufficient resources to provide accreditation service in the scope of labs accreditation (testing/ calibration /medical).
4. NINAS is implementing a training program for laboratories covering many topics of accreditation, and the participation in these programs is for free for the labs.
5. NINAS is an active member in regional and international accreditation organizations, and participated in MCC committee and proficiency testing work group.
6. Several Interlab-comparison programs organized by IPAN for more than 60 labs in different areas of testing to ensure competency of the labs, and equipment also supplied to NAFDAC to establish programs for proficiency testing.
7. Mentoring of 60 labs towards accreditation.

Key weaknesses:

1. The current legal structure of NINAS is not enabling them to provide full accreditation services, which would be a challenge for them when seeking to obtain international recognition.
2. Conflict between SON and NINAS regarding accreditation mandates.
3. There is a critical challenge related to the Sustainability of NINAS, because NQIP has closed, there is no federal support committed yet, and NINAS's own sources of income are insufficient to cover the expenses, which could affect NINAS operations soon.
4. No accreditation was undertaken for any of the certification bodies or inspection bodies by NINAS, as originally planned as part of project output 2.3.
5. Although 60 labs were mentored during the project to get accreditation from NINAS, only 10 of them applied for accreditation.

Component 3: National Metrology Institute (NMI)

Key strengths:

1. Establishment of the NMI, building of the initial infrastructure, and capacities in place for operations with equipment in the area of pressure, temperature.
2. NMI budget is allocated / assured by the government through SON.
3. Strong legal metrology system, as overseen by the Department of Weights and Measures.

Key weaknesses:

1. The NMI is still under construction with only one out of three blocks constructed, and the legal metrology department is not planned to be shifted to the new buildings.
2. There is no coordination between SON and the Department of Weights and Measures for activities related to metrology. It was noted that the Department of Weights and Measures is not invited to the metrology committee or to the metrology society, which is chaired by SON.
3. Although the project provided equipment for the NMI, no equipment was provided to the Department of Weights and Measures and no training programs related to the legal metrology were implemented for their staff.
4. Repair and maintenance workshop for calibration is not established yet; there was a visit from an international expert to provide support, but the NMI did not receive the final report of the visit until very recently.
5. There was no dedicated NMI expert contracted by the project to facilitate the implementation of the NMI activities.
6. No training provided by the manufacturer / contractor on calibration of equipment, only installation.
7. It was noted that the current facility staff of NMI were not involved in the request process for purchase of equipment.
8. Some expected equipment was not delivered, which has affected the startup of the calibration activities (multifunction calibrator for electrical calibration and multi-channel temperature logger for thermal calibration).

Component 4: Organized Private Sector (OPS)

Key strengths:

1. Many private sector organizations were involved and received benefits from the project.
2. Establishment of the national conformity assessment bodies, which will replace the usage of foreign conformity assessment bodies in Nigeria.
3. Many organizations are now providing many conformity assessment activities (system certification, personnel certification, accredited testing and calibration lab) as part of the organized private sector improvement component.

Key weaknesses:

1. It was noted that the existing inspection activities implemented by existing organizations (NAFDAC, SON, FMITI) were only included in the project to a limited extent.

Component 5: Consumer Protection

Key strengths:

1. It was noted that the level of awareness related to quality has increased in many sectors, service users and among the society; Consumer Protection Council is implementing quality awareness program (quality ambassadors) in 3 Nigerian universities.

2. National quality award established and awarded in 2018 according to ECOWAS criteria with participation of around 500 organizations.
3. Media awareness about quality and involvement of journalists within the project was implemented well, 30 journalists received training through NQIP.

Key weaknesses:

1. Although several organizations had been qualified to be training centres, all of them are providing the same IRCA training courses, and none of them received accreditation from IRCA. There is a sustainability challenge for these training centres.
2. There is no clear commitment from the government to ensure the sustainability of the National Quality Award.
3. The time frame for the National Quality Award was short, so some organizations faced difficulties participating in the program.

Project design and management

1. The project design covers most of the components required to improve the NQI of Nigeria.
2. It was noted that for many project elements (training centres, NINAS, national quality award) there was a sustainability challenge.
3. The Ministry of Budget and National Planning was not involved in the sustainability plans for the project activities and institutions, which could have helped to ensure the financial sustainability and commitment of the government.

Annex 4: Persons interviewed

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