



FINAL REPORT OF THE EVALUATION OF ELECTORAL  
INTEGRITY AND DEMOCRATIC EMPOWERMENT  
PROJECT IN NIGERIA

PREPARED

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## List of Acronym

APC	All Progressives Congress
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CPD	Country Programme Document
CSOs	Civil Society Organizations
DFID	Department for International Development
DGD	Democratic Governance for Development
ECA	Electoral Cycle Approach
EMBs	Electoral Management Bodies
ESERC	Economic and Social Empowerment of Rural Communities
ETWG	Elections Technical Working Group
EU	European Union
FCT	Federal Capital Territory
FGD	Focus Group Discussion
FGM	Female Genital Mutilation
FRED	Foundation for Resilient Empowerment and Development
GBV	Gender-Based Violence
GII	Gender Inequality Index
ICCES	Inter-Agency Coordination Committee on Election Security
ICT	Information and Communication Technology
IIPAC	Inter-Party Advisory Council
INEC	Independent National Electoral Commission
IP	Implementing Partner
IR	Inception Report
JDBF	Joint Donor Basket Fund
KII	Key Informant Interview
LGA	Local Government Area
MDAs	Ministries, Departments and Agencies
NPC	National Peace Committee
OECD/DAC	Organization for Economic Cooperation and Development/Development Assistance Committee
PDP	Peoples Democratic Party
RBM	Results-Based Management
SDGs	Sustainable Development Goals
SIECs	State Independent Electoral Commissions
TOR	Terms of Reference
TQM	Total Quality Management
UN	United Nations
UNDP	United Nations Development Programme
UNEG	UN Evaluation Group
UNEG	United Nations Evaluation Group
VAWE	Violence Against Women in Elections
WOPELS	Women Participation in Elections Support

## **Executive Summary**

### **Background and introduction**

The international community supports elections around the world to assist less developed countries to advance their democratic governance through credible and transparent elections.. International organizations provide electoral assistance in many forms, including coordination of international observers, technical assistance and support, resource mobilization, the actual conduct of elections in some instances, and supervision and verification (certification) of the electoral process. The most important of these organizations are the United Nations (UN) including the United Nations Development Programme (UNDP). In Nigeria, UNDP has implemented several interventions to promote democratic governance, since 1999, including the first Joint Donor basket Fund (JDBF) initiated in 2010 and the Democratic Governance for Development (DGD) Phase I and phase II which started in 2010 and ended in 2016. The current initiative is the Electoral Integrity and Democratic Empowerment Project hereafter referred to as the ‘electoral integrity project’. The United Nations Development Programme (UNDP) Nigeria Country Office (CO) commissioned an end-of-project evaluation of the “electoral integrity and democratic empowerment project”. The project seeks to enhance electoral integrity and democratic rights of citizens by consolidating the institutional capacities of democratic institutions especially the Independent National Electoral Commission (INEC) to discharge their mandates transparently and with a greater sense of public accountability. It also seeks to strengthen national efforts for robust conflict prevention and dispute management mechanism for all electoral related disputes. The project started from May 2018 and ended in December 2019.

### **Methodology**

The evaluation applied OECD/DAC evaluation criteria: relevance, effectiveness, efficiency, impact, and sustainability. In addition to OECD/DAC criteria, the evaluation took into consideration gender equality, human rights as separate standalone criteria. The evaluation used a mixed-method approach involving document review and interviews to collect qualitative and quantitative data. Respondents included representatives of the project recipients, including the Independent National Electoral Commission (INEC), National Human Rights Commission, Abuja, Ministry of Finance, Budget and National Planning, Government of Norway, and the project team in UNDP. Quantitative data were analyzed using descriptive statistics and thematic coding was used to analyze qualitative data. The findings from the qualitative and quantitative data analysis were triangulated by source and methods to obtain descriptive findings and conclusions relevant to respond to the objectives of this evaluation. These were subsequently transformed into normative recommendations to address issues that are deemed sufficiently important and operational.

### **Findings**

#### **Relevance**

The project remains relevant to the national development priorities of the Government of Nigeria. The project is also relevant to key development policies of the government including the Economic Recovery and Growth Plan and the National Development Plan (2021-2025). The electoral integrity

and democratic empowerment project is also relevant to the UNDP Programme Document (2018-2022) (Pillar 1-Governance, peace and security) as well as UNDP Strategic Plan (2018-2021) targeting Signature solution 2: Strengthen effective, inclusive, and accountable governance. The project is also relevant to the SDGs contributing to the achievement of SDG 5 & 16. The evaluation confirmed that lessons learned from other relevant projects and perspectives of those who could affect the outcomes were given due consideration to a moderate extent during the project design processes and implementation. All four components of the project remained relevant to promoting electoral integrity in Nigeria.

### **Effectiveness**

The evaluation judged the electoral integrity project as fairly successful, having achieved some of the outputs and outcomes of the project. However, the impact of this on electoral integrity and democratic empowerment in Nigeria is still limited. The evaluation found that the definition of objectives of the project and outputs are clear and practical but not feasible within the 20 months' time frame of the project and in the context of the project implementation strategy which was based on the ECA. The evaluation belief that it is not enough to reform electoral institutions, other factors outside of the electoral institutions themselves need to be taken into account and strengthened. Election officials, judges, and courts must have the independence that is respected by politicians. The electoral integrity project contributed to the country programme document (CPD) outcomes and outputs, the SDGs, the UNDP Strategic Plan (2018-2021), and national development priorities. However, contributions to these various plans by the project were limited due to the limited number of activities implemented under the project. The evaluation also found that the reported output achievements of the project were different from the result framework outputs. On the other hand, the reported output achievements of the project in the activity report shared with the evaluation team did not specify the planned targets for each output. Thus, the opportunity to establish the extent the project outputs were achieved was missed. Overall, the evaluation rated the UNDP partnership strategy for this project as fair. The evaluation found that the project made a significant contribution on the training of 40 INEC Senior Management and technical staff trained on Election Support and Management Platform, provided Varied IEC materials /jingles aired on radio and television channels for Ekiti and Osun states' elections in 2018 and 2019 general elections in 36 states and FCT. It also supported the production of three types of gender-sensitive outreach materials and jingles which were disseminated and aired on radio and television as well as contributed to the development of the WOPELS Bill which aims at facilitating advocacy, awareness, and eventual passing of legislation that would have helped to galvanize women participation in elective offices in the country which passed 1<sup>st</sup> Reading at NASS. However, there was no evidence from the project document to show that component 4 of the project was implemented by the project team. Several constraining factors on the part of the project include the inability of the project team to secure the Joint Donor Basket Funding (JDBF), limited availability of funds for project implementation, the short duration of the project, and high staff turnover, especially at the top management level.

### **Efficiency**

Overall, the evaluators judged the electoral integrity project's efficiency as moderate for the following reasons: firstly, the use of Direct Implementation and Letter of Agreement as well as provision of

Grants to civil society organizations to implement components of the project. The project with a duration of approximately 20 months had a planned budget of approximately eight Hundred and Fifty Thousand Dollars (\$850,000). All the budget was spent on development activity costs. In the 20 months implementation period of the project, the project had utilized 70 per cent of the project budget (\$594,529.42) that was committed at the end of project implementation. However, given the limited financial resources and results achieved, the evaluation concluded that to a large extent, there was economic use of financial and human resources to achieve outcomes. The evaluation also found that the implementing partners were provided with sufficient resources and support necessary to enable them to efficiently undertake their assignments during the 2019 general election. However, several limitations were noted including the short duration of the engagement, too many bureaucratic bottlenecks on the part of the UNDP systems of operations, and limited training opportunities provided under the project for the implementing partner before the implementation of the project.

## **Impact**

The evaluation could not attribute any change in the lives of the intended beneficiaries and changes in norms and systems to the project due to many factors at play in promoting electoral integrity in Nigeria. First, even though UNDP is the leader in electoral support in Nigeria, there are so many organizations in Nigeria implementing interventions in Nigeria targeted at improving electoral integrity. Secondly, the study design did not take into consideration global indicators for measuring electoral integrity at baseline and target levels. Thus, it was difficult for the evaluation to measure the impact of the project in strengthening electoral integrity. Also, the scope of activities and the duration of the implementation period were too short for the project to cause any significant change in the lives of the beneficiaries and changes in norms and systems of electoral institutions in Nigeria.

## **Sustainability**

The evaluation believed that sustainability and scaling up of the project was anchored on partnership and alignment to the major programmes of the government on electoral reforms, the vision and programme of the leadership of the INEC, strategic and operational plan of INEC, and major programmes of other stakeholders. This was a good mechanism of sustaining the benefits of the project and a good exit strategy. However, the limited engagement of the project with government partners, INEC, and other stakeholders constitutes a serious challenge to the sustainability of the benefits of the project. One of the areas the project would have made much impact in terms of sustainability of the project outputs is component 4 which focuses on supporting the development of policy framework for government. However, there was no evidence from the review of the project document to show that this component was implemented by the project. Another key limitation to the sustainability of the output of the project is the absence of funding support through the JDBF. Despite that the electoral integrity project was designed using the Electoral Cycle Approach, there were no financial provisions for the implementation of pre and post-election activities. Some planned activities were not implemented such as component 4 of the project. Due to lack of implementation, adherence, and respect for the ECA, many activities of the project are potentially unsustainable without a follow on a project that conforms to this approach and funding mechanism. Overall, the project's sustainability was deemed low without a follow-up programme and adequate funding by government and partner organizations.

## 6.0. LESSONS LEARNED

Several lessons can be learned from the implementation of the electoral integrity and democratic empowerment project.

- ✚ Key amongst which relate to the importance and priority that should be accorded to resolving the internal and external issues that bedevilled DGD II. The failure of other donors to participate in JDBF confirms that the consultations were not sufficient and some of the internal and external challenges that occurred during the last JDBF for DGD II have not been resolved successfully.
- ✚ Another important lesson learned with the electoral integrity project is that the duration of the project which was twenty 20 months and the limited number of stakeholders involved in implementation are at variance with the ECA principle on which the project design is based. The ECA approach emphasized that electoral support needs to be provided at pre-election, election day, and post-election and targeting many stakeholders. The Electoral Cycle Approach was thus built upon the premise that elections are comprised of a totality of interacting elements where a wide range of legal, technical, and organizational aspects must be considered simultaneously.  
The electoral integrity project design did not take into consideration critical global indicators for measuring electoral integrity. The absence of baseline data on these global indicators for the electoral integrity project makes the establishment of the counterfactual impossible and attribution difficult. The opportunity to ‘prove’ or substantiate the project impacts and achievement was essentially lost due to the lack of baseline data on global indicators.
- ✚ Another useful lesson learned is the fact that UNDP has been designing and implementing election and election management interventions in line with local, national realities and priorities of targeted beneficiaries. But achievements from these interventions have been stymied by several internal and external challenges that need to be addressed going forwards. These challenges include the internal and external issues that bedevilled DGD II that resulted in partners seeking alternative platform to channel their electoral assistance to FGN, long period of transitioning and instability in UNDP CO management and the late start of UNDP process of assistance towards the 2019 general elections.
- ✚ The utilization of only one team member from UNDP for the implementation of the electoral integrity project irrespective of the amount of money available for project implementation is not a good practice and should be discouraged going forward.
- ✚ The anchoring of the sustainability strategy of the project on the sustainability on partnership and alignment to the major programmes of the government on electoral reforms, the vision and programme of the leadership of the INEC, strategic and operational plan of INEC, and major programmes of other stakeholders was a good mechanism of sustaining the benefits of the project and a good exit strategy. However, the limited engagement of the project with partners during implementation summarily weaken the sustainability of benefits of the project.
- ✚ It is indeed possible to implement successful programming even with budget constraints and limitations and management inefficiencies. This is because despite the little funds available for project implementation against the initial budget, the electoral integrity project managed to



implement some activities to achieve its most critical objective of enhancing the integrity and democratic rights of citizens.

## 7.0. RECOMMENDATIONS

The evaluation makes the following key recommendations which are informed by the evaluation findings and conclusions.

- ✚ Going forward and as first step leader in electoral support, UNDP should consider embarking on wide consultations with donors and other partners to identify and address issues that contributed to their non-participation in the planned JDBF for the implementation of the electoral integrity and democratic empowerment project.
- ✚ UNDP should consider designing a long-term electoral support intervention using the JDBF approach and the ECA principles and targeting multiples of election management bodies and involving several stakeholders in both management and implementation with roles of stakeholders clearly defined while ensuring a fair division of labour amongst donors to promote their interest and visibility.
- ✚ Going forward, UNDP should consider adopting global indicators for measuring electoral integrity interventions with clearly defined baseline and targets. This is important to establishing the counterfactual and impact of the intervention at the end of project implementation.
- ✚ UNDP should consider expanding the size of the project team members to incorporate key personnel such as Monitoring and Evaluation officer, Finance, Gender, etc. with a different skill set which they can bring to bear during project implementation to improve the effectiveness of project implementation. This should be done irrespective of the size of the budget and the project duration.
- ✚ While partnership is at the heart of every project UNDP implements in Nigeria, for the electoral support interventions UNDP partnership strategy should focus more on long-term partnerships targeting more donors rather than one-off partners as in the case of the electoral integrity project where few of the partners came only to implement a few of the activities.
- ✚ UNDP should seek for opportunities to generate its own fund for project implementation activities to be able to implement their project in situations of failure of donor partners to contribute to project funding.

## 1.0. INTRODUCTION

The United Nations Development Programme (UNDP) Nigeria Country Office (CO) commissioned an end-of-project evaluation of a 20-month project called “electoral integrity and democratic empowerment project”. The project was formulated to be a Basket Fund that enables donors and development partners to contribute to or fund specific activities or a part of it with an original projected budget of USD 17,144,636. However, available funding for the project was US\$ 850,000 with a UNDP contribution of US\$250,000 and the Government of Norway contributing US\$600,000 due to the failure of other partners to contribute to the basket of funds. The project sought to enhance electoral integrity and democratic rights of citizens by consolidating the institutional capacities of democratic institutions especially the Independent National Electoral Commission (INEC) to discharge their mandates transparently and with a greater sense of public accountability. It also sought to strengthen national efforts for robust conflict prevention and dispute management mechanism for all electoral related disputes. The project started from May 2018 and ended in December 2019. This document presents the main findings of the evaluation of the project and is organized into four sections after this introductory section.

### 1.1 Background and Context of the Evaluation

#### Location and Demographic Characteristics

The Federal Republic of Nigeria, with an area of 923,769 square kilometres between 3° and 14° East Longitude and 4° and 14° North Latitude. The country is bordered on the West by the Republic of Benin and Niger; on the East by the Republic of Cameroon; on the North by Niger and Chad Republics and the South by the Gulf of Guinea. Nigeria operates a three-tier federal system of government made up of 36 states and Federal Capital Territory (FCT), and 774 Local Government Areas (LGAs). The country is divided into six geopolitical zones for political and administrative convenience. With an estimated population of over 180 million and a growth rate of 3.2 per cent, Nigeria is the most populous country in Africa and the seventh most populous in the world<sup>1</sup>. The majority of the population is young with 45.7 per cent under 15 years and 31.7 per cent between ages 10-24 years, contributing to the high dependency ratio of 98 per cent.

#### Political

There is an ongoing debate over a single, universal definition of electoral integrity. A major contribution to the discussion is the Report of the Global Commission on Elections, Democracy, and Security, *Deepening Democracy: A Strategy for Improving the Integrity of Elections Worldwide* (September 2012). This report defines electoral integrity as "any election that is based on the democratic principles of universal suffrage and political equality as reflected in international standards and agreements and is professional, impartial, and transparent in its preparation and administration throughout the electoral cycle<sup>2</sup>. With the movement toward democratization, elections have become an essential means of political participation for citizens. However, the growing importance of elections has given rise to

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<sup>1</sup> National Population Commission, 2012 projections

<sup>2</sup> Annan, Kofi A., Zedillo, E., Ahtisaari, M., Albright, M. H., Arbour, L., Helgesen, V. & Wirajuda, H. (2012). *Deepening Democracy: A Strategy for Improving the Integrity of Elections Worldwide*. Stockholm: Global Commission on Elections, Democracy, and Security. [http://kofiannanfoundation.org/sites/default/files/deepening\\_democracy\\_0.pdf](http://kofiannanfoundation.org/sites/default/files/deepening_democracy_0.pdf).

increasingly sophisticated and diversified forms of electoral fraud. Some countries have combated electoral fraud effectively, while others have been less successful. In February 2019, Nigeria held its sixth (1999, 2003, 2007, 2011, 2015, and 2019) national election since the country returned to democratic civilian rule in 1999. While the elections were ultimately deemed largely free, fair, and credible by international and domestic observation groups, they were marred by intimidation, irregularities, and public indifference. Election violence is generally recognized as the greatest deterrent to democracy in Nigeria.<sup>3</sup> Electoral violence, ballot snatching, rigging, and conflicts have been a terminal problem of Nigerian politics since the 1950s. However, there can be no democratic election, democratization, consolidation of democracy, growth in a democratic culture, or internalization of best democratic practice in any country if electoral violence is prevalent.<sup>4</sup>

The 2019 election reflects both the strengths of and deficiencies in Nigeria's democracy. The elections were competitive with a large number of contenders for all seats. During the 2019 election, there were 91 registered political parties, all of which nominated at least one candidate. There were 73 candidates for the presidency, 1,899 for 109 Senate seats, and 4,680 for the 360 House of Representative seats. For the state elections, there were 1,046 candidates for the 29 governorships, and 14,609 candidates for the 991 State Assembly seats.<sup>5</sup> Despite these high numbers, there was an evident lack of gender and age diversity in the candidates nominated. The proportion of female candidates was less than 12.8 per cent in all races. Similarly, there was a lack of young people nominated by parties as only 0.1 per cent of APC or PDP candidates were under the age of 30<sup>6</sup>. Incidents of violence, including against electoral staff, damaged the process; parties and security agencies did not sufficiently protect the citizens' right to vote safely, free from intimidation. The number of female lawmakers decreased from eight to seven in the Senate, representing 6.4 per cent of the total, and from 18 to 11 in the House of Representatives, 3.1 per cent of the total. The proportion of women in elective positions is 6.5 per cent in the 2019 elections which is well below the 30 per cent Beijing Declaration and Platform for Action and the 35 per cent Affirmative Action provided in the National Gender Policy.

The international community supports elections around the world assist the less developed countries to advance their democratic governance through credible and transparent elections. International organizations provide electoral assistance in many forms, including coordination of international observers,<sup>7</sup> technical assistance and support, resource mobilization, the actual conduct of elections in some instances, and supervision and verification (certification) of the electoral process.<sup>8</sup> The most important of these organizations are the United Nations (UN) including the United Nations Development Programme (UNDP). In Nigeria, UNDP has implemented several interventions to

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<sup>3</sup> Kean, J(2004). *Violence and Democracy*. Cambridge: Cambridge University Press.

<sup>4</sup> 3Albert,I.O (2007). Re-conceptualizing Electoral Violence in Nigeria in I Albert, D Marco& V Ochoche.'Electoral Violence in Nigeria'. *Africa Peace Review* 1 (1),April

<sup>5</sup> [https://eeas.europa.eu/sites/eeas/files/nigeria\\_2019\\_eu\\_eom\\_final\\_report-web.pdf](https://eeas.europa.eu/sites/eeas/files/nigeria_2019_eu_eom_final_report-web.pdf)

<sup>6</sup> European Union Election Observation MissionNIGERIA2019Final Report available at [https://eeas.europa.eu/sites/eeas/files/nigeria\\_2019\\_eu\\_eom\\_final\\_report-web.pdf](https://eeas.europa.eu/sites/eeas/files/nigeria_2019_eu_eom_final_report-web.pdf)

<sup>7</sup> Annan, Kofi A., Zedillo, E., Ahtisaari, M., Albright, M. H., Arbour, L., Helgesen, V. & Wirajuda, H. (2012). *Deepening Democracy: A Strategy for Improving the Integrity of Elections Worldwide*. Stockholm: Global Commission on Elections, Democracy, and Security. [http://kofiannanfoundation.org/sites/default/files/deepening\\_democracy\\_0.pdf](http://kofiannanfoundation.org/sites/default/files/deepening_democracy_0.pdf).

<sup>8</sup> United Nations document A/66/314 (19 August 2011). "Strengthening the role of the United Nations in enhancing the effectiveness of the principle of periodic and genuine elections and the promotion of democratization". Report of the Secretary-General. <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N11/458/24/PDF/N1145824.pdf?OpenElement>.

promote democratic governance and key examples include the first Joint Donor basket Fund (JDBF) initiated in 2010 and ended in 2011 which was the Democratic Governance for Development (DGD) phase II started in 2012 and ended in 2016. The current initiative is the Electoral Integrity and Democratic Empowerment Project. The focus of this evaluation is on the latter which is the Electoral Integrity and Democratic Empowerment Project.

## 1.2. Description of the Programme

The overall goal of the project was to enhance the integrity and democratic rights of citizens by strengthening institutional capacities of democratic institutions to discharge their mandates transparently and with a great sense of public accountability and provide robust election-related conflict prevention and dispute management mechanism. The project responded to the urgent needs of the Independent National Electoral Commission (INEC) and other key stakeholders to deliver on credible, transparent, and peaceful general elections in Nigeria. Based on an inclusive approach, the overall objective of the project was to promote the integrity of the electoral process through enhanced service delivery for election day activities and integrated citizens-focused mobilization, conflict prevention, and mitigation strategies. Attempting to leverage information and communication technology (ICT) capacity, the project would also empower civil society organizations (CSOs) at the grassroots to develop the linkages between early warning and responses on electoral operations preparedness and conflict prevention. Key flagship tools that were intended to be deployed include Total quality management (TQM) platform for Ad Hoc staff, violence Against Women in Elections (VAWE) platform, crisis management and early response platform at the national peace committee secretariat, and integrated and coordinated issue identification and civil education engagements and long term process observation by civil society Organizations intervening in 12 selected states across the six geo-political zones, the project would mainstream gender and human rights in all its activities. It would also contribute to strengthening the post-election social contract between the government and the people. It would underline targeted interventions to build support among political parties and institutions for women candidates, build the capacity of women candidates and foster public support for their political campaigns. Overall, the project would provide structural and proximate empowerment for Nigerians to exercise their franchise in a safe, secured, and informed atmosphere. To achieve this, it sought to employ the following strategic approaches.

### Multi-Stakeholders Approach

The project aimed to contribute to the continued use of the multi-stakeholder approach in strengthening democratic institutions, for improved quality of elections. Elections are conducted at the national level by INEC though several other institutions play critical roles in the electoral process and their actions and/or inactions can impact either positively or negatively on the electoral process. For electoral assistance to INEC to be sustainable, it behoves Development Partners to work together with several other institutions.

### Electoral Cycle Approach (ECA)

As recommended by the UNDP and EU Evaluation of the DGD-II Project, this approach provides all-encompassing support to a wide array of electoral institutions (not limited to INEC) in addressing the structural and operational impediments to the conduct of inclusive elections. It appreciates election

as a continuous process rather than an isolated event. This approach also aligns with the results of the 2016 evaluation of UN Women’s support to women’s political participation in West Africa, which underlined the need to frame such support within a long-term time frame. It is also in tandem with the developmental vision of the SDG-16 as it encourages that effective governance and developmental issues are mainstreamed in elections. While support to one-off electoral events may indeed produce positive results, often these results are ephemeral and, for this very reason, cannot achieve sustainability. A short-sighted assistance approach will never ensure sustainable and long-lasting effects on the institutional strengthening of the electoral institutions concerned and finally, on the broader and long-lasting democratic development of the country. While these interventions often achieved a high degree of political visibility, it must also be recognized that in many cases their actual impact on broader and long-standing issues was short-lived.

**Focused and Systematic Approach:** The project would pursue a more focused and systematic approach in coordinating its support with electoral institutions. It would seek to complement the work of other development partners and avoid duplicity of efforts and activities. On the support to INEC, the project would utilize the Elections Technical Working Group (ETWG) Platform to ensure that activities are aligned and complementary.

**Piloting in States:** In line with recommendations from previous assessments, in critical activities concerning the Electoral Management Bodies ((EMBs), Inter-Party Advisory Council (IIPAC), Inter-Agency Coordination Committee on Election Security (ICCES), promotion of women’s rights and women’s political participation, and engagement of CSOs in civic education and voters’ mobilization, there will be state-level engagements and implementation of activities. States would be targeted in a way that compliments ongoing support, particularly by the EU and DFID. Therefore, the project would target firstly, the gubernatorial elections in Ekiti (July) and Osun (September) in 2018. Thereafter, a maximum of 12 states (2 per geo-political zone) across the Federation. The actual target states were to be decided by the project Technical Committee (TC), based on agreed criteria.

## 2.0. OBJECTIVES OF THE FINAL EVALUATION

The purpose of this evaluation is to assess the contribution of the project in empowering Nigerian institutions and civil society stakeholders to nurture legal, social, and normative frameworks capable of deepening citizens participation and of ensuring credibility, fairness, equity, and transparency of the electoral processes, as a way of contributing to good and accountable governance and gender equality in Nigeria. This will be done, primarily, by assessing the degree to which the outputs outlined in the project document have been successfully delivered, and whether these outputs were well-targeted to best support the UNDP’s election and democratic engagement. Specific objectives of the evaluation are to assess the:

- ✚ Relevance and strategic positioning of UNDP’s support to Nigeria on electoral integrity and democratic empowerment.
- ✚ Frameworks and strategies that UNDP has devised for its support to strengthen Nigeria’s electoral integrity and democratic empowerment including partnership strategies, and whether they are well-conceived for achieving planned objectives.

- ✚ Progress made towards achieving project outcomes, through this specific project and advisory services, including contributing factors and constraints.
- ✚ Progress to date and what can be derived in terms of lessons learned for future election and governance support to Nigeria.
- ✚ Make recommendations about the design of any future electoral cycle support project based on lessons learned from project implementation over the 2018-2019 funding period

## 2.1. Scope of the evaluation

The end of project evaluation was conducted for the electoral integrity and democratic empowerment project which was implemented for the period May 2018 – December 2019. The evaluation covered the four components of the project namely:

- ✚ The integrity of the electoral process strengthened
- ✚ Women participation in politics improved
- ✚ Electoral disputes managed and violence mitigated
- ✚ Policy framework supported for post-election agenda setting

The project was evaluated against its progress towards achieving expected results, measured against the log frames and targets, and through the use of project indicators. The evaluation identified and documented any short-term, intermediate, and long-term results achieved by the project. It also assessed progress towards achieving the project outcomes and potential impact by the end of the project implementing period.

## 2.2. Stakeholders of the Evaluation

The key stakeholders engaged during the evaluation include the UNDP project team, Independent National Electoral Commission (INEC), National Human Rights Commission, Abuja, Ministry of Finance, Budget, and National Planning. Others are the European Union (EU), the Government of Norway, and UN Women Nigeria. The UNDP project team provided a self-assessment of the project performance, challenges and lessons learned. They also provided logistic support to the evaluation team by mobilizing the project beneficiaries during the field mission. The other stakeholders provided evidence of the relevance of the project, effectiveness, and impact of the project. The implementing partners on the other hand supported the mobilization of the Programme beneficiaries for interviews while also providing information on the relevance, effectiveness, efficiency, impact, and sustainability of the Programme benefits at the community level. The project beneficiaries especially INEC on the other hand provided the needed information on the relevance, effectiveness, impact, and sustainability of the project benefits at the institutional level.

## 2.3 Users of the Evaluation

The electoral integrity and democratic empowerment project final evaluation report will be used to draw lessons learned based on the relevance, effectiveness, efficiency, and sustainability of the work done and inform the design of UNDP's future work on electoral supports and democratic empowerment interventions in Nigeria. Specific users of the evaluation findings will include UNDP Nigeria Country Office and other UN agencies offices. The Federal Ministry of Finance, Budget, and National Planning will also use the findings for their future planning and budgeting for support in

relevant areas for INEC. The findings will also be useful to the INEC in their effort in strengthening electoral processes in Nigeria.

#### 2.4. Theory of Change

Based on the review of the project documents, the project is anchored on a Theory of Change (ToC). The ToC represents the main hypothesis that this evaluation is attempting to assess against the main questions in the evaluation matrix as follows:

If:

- ✚ Transparency and accountability of the electoral process is enhanced, and
- ✚ Citizen participation and responsive political agenda-setting are improved.

Through:

- ✚ Greater transparency and efficiency of the electoral process; and
- ✚ Enhanced participation and representation of women in politics; and
- ✚ Swift and efficient management of electoral disputes, and mitigation of violence; and
- ✚ A policy framework is supported for post-election government agenda-setting

Then:

- ✚ Electoral integrity and democratic rights of citizens are enhanced

This theory of change is based on several key assumptions, notably:

- ✚ CSO roles and participation: CSO's capacity will be built such that they can monitor, provide early warning and ensure corrective actions during the electoral process in areas relating to security, peace and operations of INEC. The underlying assumption is that the CSO's actions will put pressure on the security agents, peacebuilding constituencies and INEC to discharge their electoral and election-related duties professionally and efficiently. CSOs' interventions will promote gender equality thematically and in terms of the project beneficiaries.
- ✚ Security agencies have the capacity required to provide a peaceful and secured environment for election and professionally address key electoral security challenges, taking particular note of the need to prevent VAWE and VAWP. The underlying assumption is that project's support will empower the security stakeholders to prevent electoral violence.
- ✚ Peacebuilding stakeholders can prevent and/or amicably address electoral conflicts promptly. The underlying assumption is that peacebuilding stakeholders can use their mechanism and address electoral conflicts before they get out of hand.
- ✚ INEC and other electoral institutions have improved electoral systems that are efficient and effective enough to deliver an inclusive and credible election, addressing gender and operational gaps in the past electoral elections, with the representation of women, youths, and people living with disability mainstreamed and implemented as part of the electoral reform. The assumption is that INEC can discharge its duties in such a manner to win people's confidence in the election process.

### 2.4.1 Existing Data Availability

To understand the theory of change and make a robust analytical review of the results framework, the evaluation team relied on data shared by the project team. The project team shared one annual report covering 1<sup>st</sup> May 2018 to 31<sup>st</sup> May 2019 as well as the Prodoc. The available documents and data for review were generally scanty but it was clear in showing the project design and implementation of activities for the period. Although the results framework has indicators and targets for the project indicators, the final achievements of the project were not completed in the framework at the end of the project implementation. To address this challenge, the evaluator liaised with the project team to provide the data for the achievement of the various indicators in the Result Framework which was later made available to the evaluators.

## 3.0. APPROACH AND METHODOLOGY

### 3.1. Results-Based Management (RBM) Approach: Theory of Change

The electoral integrity and democratic empowerment project were evaluated against the Results-Based Management (RBM) - Theory of Change Approach. Information sources and citing from the project and other documents were reviewed and used to derive information for an updated Theory of Change (ToC) Model (see Annex 1). The revised ToC diagram helped to promote a clear understanding of project logic, inputs, and outputs as well as planned and expected outcomes and impacts, risks, and underlying assumptions. The UNDP and key stakeholders were invited to share their views and opinions about the project's design and implementation experiences as well as its current achievements and potential future impacts based on agreed and approved implementation and management strategies. The result analysis matrix is shown in Annex 2.

### 3.2 Evaluation criteria elaboration of key questions

The evaluation applied the OECD/DAC evaluation criteria: relevance, effectiveness, efficiency, and sustainability. The evaluation also took into consideration gender equality and human rights as separate standalone criteria. The evaluation questions that supported the evaluators in the assessment are presented in Annex 3.

### 3.3. Indicators for Measuring Results

Table 3.1 presents the indicators for measuring the results of the project in Nigeria. It shows that there are 23 output level indicators.

Table 3.1: Indicators for Measuring Results

Components	Expected Outputs	Baseline	Target
Component 1: The integrity of the electoral process strengthened	1.1. Deployment of platforms for registering INEC Platforms	0	100%
	1.2. % of INEC staff performing election duties	0	100%
	1.3. No. of CSOs deploying networks deploying INEC CVE material	0	7
	1.4. Reduction in election day ballot papers errors	TBD	50%
	2.1. Number of gender equality reforms developed /being implemented by INEC	0	1



Component 2: Women participation in politics improved	2.2. Number of gender equality initiatives developed /being implemented by parliamentarians	1	2
	2.3. Number of initiatives developed to monitor violence against women	1	2
	2.4. Number of women leaders, candidates, and aspirants with strengthened capacities to engage in political life	45	100
	2.5. Number of CSOs networks and academic institutions supporting women leaders	4	6
	2.6. Number of national dialogues and advocacy initiatives on WPP supported		
	2.7. Number of media companies and journalists with increased capacity on gender-responsive coverage		
	2.8. Number of male political leaders and traditional rulers committed to taking action to promote gender equality		
Component 3: Electoral Dispute managed and violence mitigated	3.1. Number of election-related conflicts resolved	0	30
	3.2. % of early warning responded to by government agencies leading to conflict prevention	0	95%
	3.3. % of CVE forms that conforms to INEC frameworks	0	100%
	3.4. % of targeted NGOs that implement grants	0	100%
	3.5. % of trained judges utilizing skills and knowledge	0	100%
	3.6. Cumulative % delivery of grantees	0	100%
Component 4: Policy framework supported for Government Agenda-setting	4.1. % of elected lawmakers that participate in the induction	0	90%
	4.2. Number of legislative agendas adopted by NASS	0	2
	4.3. Number of states committing to the communique of NGF induction retreat	0	100%
	4.4. Existence of NEC- NGF prioritization framework	0	100%
	4.5. Number of legislative aids trained on budgeting and SDGs	0	100%

### 3.4 Methodological Approach

This evaluation has both formative and summative purposes (i.e. to inform UNDP Nigeria future programming in electoral support and democratic empowerment in Nigeria as well as determining the extent to the electoral integrity and democratic empowerment project in Nigeria has met its planned goals and objectives). Consequently, the evaluation relied heavily on both quantitative and qualitative research methods and desk review of secondary data documents. Primary and secondary sources of data were utilized to inform the findings of the evaluation. This mix of methods allowed for information to be triangulated and verified. Thus, a mixed method of data collection was used including document analysis and key informant interviews (KIIs) The key informants were representatives of the recipients of various interventions of the project. The information consists of both individual and institutional responses to the questions of the evaluation. The approach ensured

that the evaluation is utilization-focused and explicitly integrates human rights-based approaches to data management. These research methods were chosen to be complementary and allow for cross-verification, corroboration, and triangulation of evidence to be collected from different sources, thus enhancing the reliability and validity of the data collected.

### 3.5 Secondary Data Collection

The starting point of the data collection exercise was a desk review of all relevant documentation on the programme. The documents were shared by UNDP Nigeria and were complemented by other sources where necessary. Preliminary content analysis of the documents reveals that the documents contain most of the relevant data. However, data on the actual performance of the project on the result framework indicators are missing and represent an important gap to be filled by the evaluation. The document reviews were done in line with the key evaluation questions and the listed indicators in Table 3.1. This provided useful background information to the evaluation team in understanding the project and also assessing the extent of project activity implementation. The information was also used to verify and validate (triangulate) the data that were obtained from other tools. The review, therefore, helped to provide evidence to meet some of the log frame indicators and the evaluation questions. The desk review was used at inception, during data collection, and at the triangulation stage.

### 3.6 Primary Data Collection

The main instruments for data collection include key informant interview guides. The guide was designed following the listed evaluation questions. The different stakeholders engaged during the period include the Independent National Electoral Commission (INEC), National Human Rights Commission, Abuja, Ministry of Finance, Budget and National Planning, Government of Norway, and the project team in UNDP. The use of interviews was useful for this evaluation because it is easy to have a captive audience with the various stakeholders who have been involved in or been affected by the project. This is a rich data collection approach as it provides the context of the project evaluated and is suitable for carefully processing complex or sensitive topics. The approach also helped to increase the depth and detail of data scoping from stakeholders.

### 3.7 Data Analysis and Reporting

The analysis of data ran throughout the various evaluation stages. However, once all information and data have been collected, a different analytical process was adopted and involved a systematic organization, comparison, and synthesis of information and data derived across and through all methods<sup>9</sup>. The evaluation triangulated data obtained from various methods of data collection to ensure robust findings. The evaluators also made judgments based on the evidence from the finding. Quantitative Data analysis – Quantitative data were analyzed using descriptive statistics to meet the objectives of the evaluation. Relevant tables and columns were developed showing disaggregated data in drafting the various sections of the report. Qualitative data analysis –The consultant used thematic coding to analyse qualitative data. The codes and themes were determined by the evaluation objectives and criteria. Content analysis was employed in the desk review of all available reports, documents, and collected data sets. The evaluation team reviewed all relevant project documents and findings were triangulated and refined based on the comments of key informants and through cross-checking to ensure factual credibility. The findings from the qualitative and quantitative data analysis were

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<sup>9</sup> How to manage Gender-responsive Evaluation- Evaluation Handbook, p76

triangulated by source and methods to obtain descriptive findings and conclusions relevant to respond to the objectives of this evaluation. These were subsequently transformed into normative recommendations to address issues that are deemed sufficiently important and operational.

### 3.8 Ethical Considerations

The consultant adhered fully to the ethics and principles for research and evaluation. In addition, the consultant also adhered strictly to the UN Evaluation (Group UNEG) standards for evaluation as well as the ethical Guidelines for evaluations in the UN System.

### 3.9 Limitations to the evaluation

An evaluation of this nature will not be without its limitations. A major limitation of the evaluation is the limited number of stakeholders engaged in data collection. To address this challenge, the evaluation team has to spend more time of the few stakeholders to gain more insights and their perspective in the project successes and challenges. Beyond this, the evaluation team had challenges meeting with most stakeholders due to their busy schedules and this led to the extension of the data collection period to give more time to reach the stakeholders. This was effective in reaching most of the stakeholders at this level.

## 4.0. EVALUATION FINDINGS

This section presents the findings of the evaluation based on the analysis of various data collected. The findings of the evaluation were structured according to the OECD/DAC's evaluation criteria, with a focus on key priority questions identified for this evaluation.

### 4.1. Relevance

Assessment of relevance in terms of the extent the project's design took into consideration the following evaluation question and other aspects discussed below:

#### **Findings 1: Extent the project aligned with national development priorities, country programme outputs and outcomes, the UNDP Strategic Plan (2018-2021), the SDGs' and the theory of change of the country programme outcomes**

Evaluative evidence from document reviews and interviews with stakeholders clearly show that the project remains relevant to the national development priorities of the Government of Nigeria. From 1999 till date, Nigeria has held six national elections and while the elections were ultimately deemed largely free, fair, and credible by international and domestic observation groups, evidence of intimidation, irregularities such as ballot snatching, rigging, and conflicts have characterized the elections. These have generated several calls for electoral reforms in Nigeria to improve electoral integrity. On February 25<sup>th</sup>, 2022, the President signed the amended electoral bill into law which shows the importance the government attaches to electoral reforms in Nigeria. The highlighted challenges in the electoral systems in Nigeria constitute the priority focus of the electoral integrity and democratic empowerment project implemented by UNDP.

The project is also aligned with key development policies of government including the Economic Recovery and Growth Plan (Governance: Public Safety and Peace and Security) and the National Development Plan (2021-2025) strategic objective 3: Build a solid framework and enhance capacities

to strengthen security and ensure good governance in Nigeria<sup>10</sup>. The electoral integrity and democratic empowerment project is also relevant to the UNDP Programme Document (2018-2022) (Pillar 1- Governance, peace, and security) as well as UNDP Strategic Plan (2018-2021) targeting Signature solution 2: Strengthen effective, inclusive, and accountable governance and Signature solution 6: Strengthen gender equality and empowerment of women and girls.. The project is also relevant to the SDGs contributing to the achievement of SDG 5: Achieve gender equality and empower all women and girls; SDG 10: Reduce inequality and SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable, and inclusive institutions at all levels<sup>11</sup>

Evidence from the document review also indicates that the project contributes to one of the key assumptions of the theory of change for the country programme (2018-2022). The first assumption (transparent, inclusive, accountable, and credible governance institutions are the foundations for robust and inclusive economic development) relates closely with the electoral integrity project which focuses on strengthening institutional capacities of democratic institutions to discharge their mandates transparently especially the Independent National Electoral Commission (INEC) and other key stakeholders to deliver on credible, transparent, and peaceful general elections in Nigeria. Overall, the evaluation found that the electoral integrity project was relevant to national development priorities, country programme outputs and outcomes, the UNDP Strategic Plan (2018-2021,) and the SDGs to a large extent.

## **Findings 2: Extent lessons learned from other relevant projects and perspectives of those who could affect the outcomes were considered during the project design processes**

Evaluative evidence from document reviews and the project team sufficiently confirmed that lessons learned from other relevant projects and perspectives of those who could affect the outcomes were given due consideration to a large extent during the project design processes. As earlier stated, the UNDP has implemented several interventions to promote democratic governance in Nigeria including the first Joint Donor basket Fund (JDBF) initiated in 2010 and ended in 2011 and followed by the Democratic Governance for Development (DGD) phase II which started in 2012 and ended in 2016. Evidence shows that UNDP has worked towards the implementation of the lessons learned in the DGD II final evaluation report of November 2016. The report identified inadequate coordination between the project steering committee, technical committee, the UNDP country office, and the Project Management Unit. It also identified a lack of sustainability strategies and weak monitoring and evaluation systems.

The design of the electoral integrity project was based on the JDBF principles and on the recommendations of the evaluation of the DGD II. Another area where lessons learned from other project was considered in the design of the electoral integrity project is the mainstreaming of sustainability strategies which were lacking in the previous projects. Also, the evaluation of the JDBF

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<sup>10</sup> <https://digitallibrary.un.org/record/1318769?ln=en#record-files-collapse-header>

<sup>11</sup> <https://www.un.org/development/desa/disabilities/envision2030-goal16.html>

project made recommendations for the adoption of the electoral cycle approach which provides all-encompassing support to a wide array of electoral institutions in addressing the structural and operational impediments to the conduct of inclusive elections. This was also mainstreamed in the electoral integrity project design. The adoption of ECA was also a key recommendation from the 2016 evaluation of UN Women's political participation in West Africa which underlined the need to frame intervention within a long-term frame.

Another important area is the consideration of the perspective of INEC which is the primary beneficiary of the electoral integrity project in the design of the project. On the request of INEC, an electoral needs assessment was conducted to assess the political, legal, institutional, technical, and security environment and electoral framework for INEC, and some of the key recommendations of the assessment were the provisions of electoral support for the 2019 national election, capacity building of INEC staff and supporting INEC to step up the registration of voters. These inputs from stakeholders formed the building blocks in the design of the electoral integrity and democratic empowerment project. However, the inputs of other donors in the design of the project were missing. While interviews with the project team confirmed wide consultation with donors during the design stage, evidence of this could not be established by the evaluation and the absence of a signed memorandum of understanding among the intending donors. It is important to state that starting from the project design, stakeholders' roles including donors in the project implementation should be clearly defined otherwise, the project will look like a solely UNDP project which is against the principle of JDBF project. Overall, the evaluation notes that the design of the electoral integrity project was to a large extent based on lessons learned from other projects and inputs from relevant stakeholders, particularly INEC. However, the roles of donors were missing in the design and implementation.

### **Findings 3: Relevance of project components to Nigeria**

**Component 1: Integrity of the Electoral Process Strengthened:** This component recognized the need to address challenges confronting INEC with respect to planning, implementation of pre-election, election days, and post-election logistics which are known to often undermine the integrity of elections in Nigeria. These are often related to weak recruitment processes of ad-hoc staff, indiscipline and inadequate quality control of ad-hoc staff recruited, late and poor training of staff, late payment of staff among others. The electoral integrity project provided support to INEC to train its management and technical staff on the management and operations of the Election Support and Management to address the above challenges. To this extent, component 1 of the electoral integrity project remains relevant to the INEC and Nigeria development priority.

**Component 2: Women Participation in Politics Improved:** As mentioned previously, women's active participation in party politics and elections has not recorded marked improvement in recent elections in Nigeria despite various efforts geared towards increasing women's participation in politics. In recognition of this challenge, the electoral integrity project specifically targeted and supported women as priorities for stronger democratic inclusion in Nigeria. The support of the project in this area is not only germane but necessary for promoting enduring and inclusive democratic governance in Nigeria.



### **Component 3: Electoral Disputes Managed and Violence Mitigated**

Since the independence, elections in Nigeria have been characterized by a high scale of electoral malpractices, money politics, electoral violence and the use of ethnoreligious divide in order to influence the voting patterns of the electorates. Electoral violence is one of the strategies employed by Nigerian politicians during the electioneering period. Thus, elections in Nigeria have continued to be fraught with massive tension occasioned by the do-or-die approach by the political leaders. Consequently, the electoral integrity project targeted the promotion of violent free elections before, during, and after the 2018 gubernatorial elections in Ekiti and Osun states and the 2019 general elections in Nigeria. Project activities and support in this component were thus highly relevant.

### **Component 4: Policy Framework supported for government agenda-setting:**

Over the years, elected and appointed political leaders in Nigeria have failed in the implementation of programmes that formed the basis of their election/appointment into public office. Therefore, component four of the electoral integrity project was aimed at improving the quality of strategic plans from key executive and legislative institutions to identify priority areas which would form the basis of programme implementation at the local level. Although, there was no evidence from document review and interviews with the project team to show that this component was implemented, but it remains relevant to national priorities in Nigeria.

### **Findings 4: Extent the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country**

Findings from interviews and document reviews indicate that the project made a significant effort to be responsive to the political, legal, economic, and institutional changes in the country. On the political side, one of the key limitations of the electoral processes in Nigeria is the limited women participation and the project took this on board and provided support geared towards increasing women's participation in the political process. The project also provided support to the gubernatorial elections in Ekiti and Osun states in 2018 which was critical to the successful conduct of the elections in the two states. On the whole, the project worked with stakeholders and partners to support the political processes in Nigeria.

On the legal side, the evaluation found evidence of the project's contribution in this respect. Starting from the project design, the project identified key legal issues such as the electoral act amendment, the Gender and Equal Opportunity Act which are critical to deepening the political processes in Nigeria. The project supports contributed to the initiation of a Bill on 'Women Participation in Elections Support (WOPELS)'. The Bill passed through the 1st Reading in the National Assembly. UNDP support was well appreciated by the beneficiaries who craved for sustainability and stepping up of the assistance to cover other areas that will throw up more women in leadership and active participation in politics in future elections in Nigeria. The project support to INEC can be seen as an appropriate response. Strengthening the institutional capacity of the INEC to provide effective planning, coordination, and implementation of the core electoral activities and several post-election activities are critical to the integrity of the elections in Nigeria.

## **Findings 5: Extent UNDP has been able to help design election and election management interventions in line with local, national realities and priorities and extent the support provided serve the needs of targeted beneficiaries**

Since the return to democratic rule in Nigeria in 1999, the UNDP Nigeria Country Office has continuously supported electoral processes in Nigeria. This UNDP role is grounded in key international instruments seeking to promote democratic practices based on, inter alia, competitive, credible and genuine elections. There are many United Nations instruments dealing with elections that guide the work of UNDP. The most prominent is the Universal Declaration of Human Rights and the International Covenant on Civil and Political Rights (ICCPR), both of which affirm that the basis of the authority of government is the will of the people, expressed in periodic and genuine elections with universal suffrage. Other important UN instruments relevant to elections include the International Convention on Elimination of All Forms of Racial Discrimination, the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), and the Convention of the Rights of Persons with Disabilities. As noted previously, UNDP has implemented elections and election management interventions such as the JDBF and DGD phase I and II and the recent electoral integrity and democratic empowerment project. The JDBF and DGD interventions were well designed interventions by UNDP and other partners in support of deepening electioneering and election management in Nigeria.

It is crucial to state that the design of the election and election management interventions was in line with local and national priorities and to a large extent serve the needs of targeted beneficiaries. One of the first steps in the UNDP electoral support is the assessment of the pre-electoral conditions in the requesting country through UN Needs Assessment Mission (NAM). This assessment helps to define existing conditions for conducting elections including the legal, political, human rights, and institutional contexts; and pre-election technical, operational, and human resources needs.<sup>12</sup> This approach by UNDP has ensured the participation of the targeted beneficiaries in the design of the electoral interventions and ultimately ensures that the intervention serves the needs of targeted beneficiaries. For instance, in 2017 based on the request from INEC, the United Nations Secretary-General deployed an Electoral Needs Assessment Mission (NAM) to assess the political, legal, institutional, technical, and security environment and electoral framework, capacity, and needs of election stakeholders, in particular INEC<sup>13</sup>. This assessment helped to identified priority areas and gaps for support and helped in ensuring that UNDP design of election and election management interventions are in line with local and national priorities and serve the needs of targeted beneficiaries.

On the whole, the initial design of the electoral integrity project was viewed by key stakeholders interviewed as appropriate and coherent for the needs and issues envisaged in promoting democratic governance in Nigeria. The project's design was considered relevant for providing much-needed support to the main partner, INEC, and other key democratic institutions in Nigeria. The key weakness identified in the project design was limited evidence of donor involvement in project design and implementation. Also, there was an over-emphasis on national level institutions such as the INEC

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<sup>12</sup> [http://content-ext.undp.org/aplaws\\_publications/2219667/UNDP-Electoral-Assistance-Implementation-Guide.pdf](http://content-ext.undp.org/aplaws_publications/2219667/UNDP-Electoral-Assistance-Implementation-Guide.pdf)

<sup>13</sup>UNDP Support to Electoral Integrity and Democratic Empowerment technical proposal



with little emphasis on state institutions such as the State Independent Electoral Commissions (SIECs) that received negligible support and attention despite being a major project concern. Beyond this, the project period of 20 months is too short given that the project design is based on the electoral cycle approach.

#### 4.2: Effectiveness

Assessment of the effectiveness of the project in terms of the extent to which the project's objectives were achieved or are expected / likely to be achieved took into consideration the following evaluation question and other aspects discussed below:

#### **Findings 6: Assessing whether the objectives of the project and outputs are clear, practical, and feasible within its frame**

Our evaluative evidence from the documents review indicates that the project design was well articulated, especially in the definition of objectives and outputs. The project was designed to address relevant priorities and needs of duty bearers (INEC). The evaluation found that the definition of objectives of the project and outputs are clear and practical. The overall objective of the project was to promote electoral integrity through professional service delivery to the electoral commission, gender equality and women's political participation, responsive peace architecture, and civic action by the empowered citizenry. The four components of the project which correspond to the specific objectives of the project are to:

- ✚ Strengthened the integrity of the electoral process
- ✚ Improve women's participation in politics
- ✚ Managed and mitigated electoral disputes
- ✚ Support the policy framework for post-election agenda setting

Overall, the evaluation rated the project objectives and outputs as clear, practical but not feasible within the 20 months' time frame of the project as well as the project implementation strategy which was based on the ECA. For instance and with respect to objective one which focuses on strengthening the integrity of the electoral process, it is important to expatiate on the concept of electoral integrity in order to determine the feasibility of achieving the objective within the time frame of the project. As earlier mentioned, electoral integrity is seen as elections that are based on the democratic principles of universal suffrage and political equality as reflected in international standards and agreements, and is professional, impartial, and transparent in its preparation and administration throughout the electoral cycle."<sup>14</sup> Without electoral integrity, leaders and officials lack accountability to the public, confidence in the election results is weak, and the government lacks the necessary legitimacy. Electoral integrity allows for peaceful resolution of conflict, open dialogue, debate, and information sharing amongst leaders and the public. Integrity depends on public confidence in electoral and political processes. It is therefore not enough to reform institutions; citizens need to be convinced that changes are real and deserve their confidence. Inclusiveness, transparency, and accountability are all fundamental to

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<sup>14</sup> Annan, Kofi A., Zedillo, E., Ahtisaari, M., Albright, M. H., Arbour, L., Helgesen, V. & Wirajuda, H. (2012). Deepening Democracy: A Strategy for Improving the Integrity of Elections Worldwide. Stockholm: Global Commission on Elections. Democracy, and Security.  
[http://kofiannanfoundation.org/sites/default/files/deepening\\_democracy\\_0.pdf](http://kofiannanfoundation.org/sites/default/files/deepening_democracy_0.pdf)

developing that confidence<sup>15</sup>. To ensure that elections have integrity, other factors outside of the electoral institutions themselves need to be taken into account and strengthened. Election officials, judges, and courts must have the independence that is respected by politicians. So, it takes a lot and long-term efforts to achieve electoral integrity. Other outputs of the project such as components 2, 3, and 4 are obviously over-ambitious and not feasible within the given project time frame.

### **Findings 7: Extent the project contributed to the country programme document (CPD) outcomes and outputs, the SDGs, the UNDP Strategic Plan (2018-2021), and national development priorities**

As earlier noted, the electoral integrity project aligned with country programme document (CPD) outcomes and outputs, the SDGs, the UNDP Strategic Plan (2018-2021), and national development priorities. However, contributions to these various plans by the project was limited due to the limited number of activities implemented under the project. For instance, the project contributes to output 1.1 of the CPD out of 12 outputs of the CPD. Also, component 2 of the project also contributed to SDG 5 and 16 with respect to women's participation in politics. UNDP partnered with the Women Parliamentarians and the National Human Rights Commission (NHRC) and initiated a bill on 'Women Participation in Elections Support (WOPELS)'. The Bill passed through the 1<sup>st</sup> Reading in the National Assembly<sup>16</sup>. However, the Bill was not passed till the end of 8<sup>th</sup> National Assembly and the Bill was not reintroduced in 9<sup>th</sup> NASS the project ended when the bill is yet to be passed which is a major drawback to the successful passage of the bill. The project also made some contributions to the UNDP strategic plan (2018-2021), especially Signature solution 2: Strengthen effective, inclusive, and accountable governance and Signature solution 6: Strengthen gender equality and empowerment of women and girls. The project contribution to Signature solution 2 of the UNDP strategic plan occurs through the support provided in strengthening INEC. The project contributes to strengthening individual capacities on the Election Support and Management Platform. In this respect, UNDP assisted INEC to train 40 of its management and technical staff on the management and operations of the Election Support and Management Platform. With respect to Signature solution 6, the initiation of the bill on 'Women Participation in Elections Support (WOPELS) can be seen as an important contribution of the project to the UNDP Strategic Plan (2018-2021).

Similarly, the electoral integrity project also contributed to the national development priorities of Nigeria. In Nigeria, the integrity of elections has been compromised by several flaws, resulting in discredited or contested outcomes.<sup>17</sup> One of the most visible pieces of evidence of this is voter apathy. Today, voter apathy is visible in all phases of elections (presidential, governorship, and legislative elections). In the 2019 elections, only 28.6 million out of 84 million registered voters (representing 36.66 per cent) voted.<sup>18</sup> Therefore improving the integrity of elections becomes an important development priority of the government and the recent signing of the amended electoral bill into law

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<sup>15</sup> Ibid

<sup>16</sup> Electoral Integrity And Democratic Empowerment Project – 1st May 2018 – 31st May 2019 Elections' Report

<sup>17</sup> Freedom Chukwudi Onuoha, Joachim Chukwuma Okafor, Oluwole Ojewale & Chigozirim Okoro (2020)

Militarisation of the 2019 general elections and electoral integrity in Nigeria, *The Round Table*, 109:4, 406-418, DOI: [10.1080/00358533.2020.1788764](https://doi.org/10.1080/00358533.2020.1788764)

<sup>18</sup> <https://punchng.com/is-voter-apaty-threatening-nigerias-democracy/>

also demonstrates the importance the government places on improving electoral integrity in Nigeria. The electoral integrity and democratic empowerment project implemented by UNDP made relevant contributions to national development priority through the support provided in the areas of provision of ICT architecture to improve elections operations, voter education and publicity, and deployment of innovative technology software - 'Election Spy' as well as the training and deployment of observers for the Gubernatorial Elections in Ekiti and the Osun States.

However, the evaluation believed that the short duration of the project and the fragmented nature of the activities implemented limited the strength of the project in effectively impacting on the integrity of elections in Nigeria. Also, the failure to follow the ECA approach as noted in the project design also contributed to limiting the effectiveness of the project in contributing to the country programme document (CPD) outcomes and outputs, the SDGs, the UNDP Strategic Plan (2018-2021), and national development priorities.

### **Findings 8: The extent the project outputs were achieved and factors that contributed to achieving or not achieving intended country programme outputs and outcomes**

Evidence from document reviews clearly shows that the reported output achievements of the project were different from the result framework outputs. In component one of the project, there are 4 targeted outputs (see Table 3.1) of the project while in the activity report of the project, 2 outputs were reported as achieved. In the result framework, output 1.1 targets: Deployment of platforms for registering INEC ad-hoc staff. This is different from Activity report output 1.1: Enhanced ICT Architecture Contributes to Improved Elections Operations. Also, output 1.2 (% of INEC staff performing election duties) in the result framework is different from output 1.2 (Voters Education and Publicity Improved) in the activity report. This pattern was observed across the whole component of the project and their respective outputs. On the other hand, the reported output achievements of the project in the activity report shared with the evaluation team did not specify the planned targets for each output. Thus, the opportunity to establish the extent the project outputs were achieved was missed.

### **Findings 9: Extent the UNDP partnership strategy has been appropriate and effective and factors that contributed to its effectiveness or ineffectiveness**

Partnership is at the heart of every project UNDP implements. A successful development agenda requires inclusive partnerships at the national and local levels built upon principles and values, and upon a shared vision and shared goals. In the design of the electoral integrity and democratic empowerment project, interviews with project team indicates that UNDP collaborated with several partners including UN Women, INEC and Civil Society Organizations including National Peace Committee (NPC), as well as, other relevant national institutions, such as State governments and development partners including the European Union, Government of Norway, amongst others, to deliver the project results. However, the partnership strategy needs to be strengthened. A review of the project document indicates that UNDP has planned to work with INEC, The Electoral Institute, National Institute and Legislative Studies, Nigerian Police Force, National Peace Committee, National Council of traditional rulers of Nigeria, Christian Association of Nigeria to mentioned but a few.

However, evidence from the review of the project documents and interviews show that only few of the partners were involved in the implementation and they included National Peace Committee (NPC) and National Human Rights Commission. Others are civil society organizations (CSOs) including Economic and Social Empowerment of Rural Communities (ESERC), Foundation for Resilient Empowerment and Development (FRED), Global Peace Development and Solid Rock. Thus, the partnership strategy needs to be strengthened as most of the partners came on board during the implementation of the project. Also, the partnership strategy needs to be channeled towards engaging more donors to guarantee long-term support for democratic governance in Nigeria. This may explain why the planned JDBF for the project did not work out. Also, the UNDP partnership strategy would focus on long-term partnerships rather than one-off partners as in the case of the electoral integrity project where few of the partners came only to implement a few of the activities. For instance, the NHRC only implemented activities relating to Voter Education and Voter Campaign, Deployment of innovative technology software - 'Election Spy'; Media engagement; and Identification, training and deployment of election observers. Overall, the evaluation rated the UNDP partnership strategy for this project as fair in terms of effectiveness due to the factors mentioned above.

#### **Findings 10: Areas of greatest and weakest achievements by the project and the supporting/constraining factors**

Evidence from Table 4.1 shows the target outputs, planned activities, and achievements recorded by the project. For output 1.1, evidence from Table 4.1 indicates that 40 INEC Senior Management and technical staff trained on Election Support and Management Platform in output 1.2, the project provided Varied IEC materials /jingles aired on radio and television channels for Ekiti and Osun states' elections in 2018 and 2019 general elections in 36 states and FCT. In output 2.1, the project also supported the production of three types of gender-sensitive outreach materials and jingles which were disseminated and aired on radio and television as well as contributed to the development of the WOPELS Bill which aims at facilitating advocacy, awareness, and eventual passing of legislation that will help to galvanize women participation in elective offices in the country which has passed 1<sup>st</sup> Reading at NASS.

In output 2.2, the project supported the training of over 300 media practitioners (48% women inclusive) from over 200 organizations in 12 states with conflict-sensitive reportage. From the evaluator's perspective, one area of the greatest achievement of the project is the WOPELS Bill which if finally passed by House would have contributed to galvanizing women's participation in elective offices in the country. However, there was no evidence from the project document to show that component 4 of the project was implemented by the project team.

On the other hand, the evaluation identified several constraining factors on the part of the project. One of the factors is the inability of the project team to secure the Joint Donor Basket Funding (JDBF) which was initially planned for the project. The results of this are in two folds. Firstly, it limited the available amount of funds for project implementation. Secondly, the various expertise from donors that would come into the project design and implementation were also missing from the project.

The duration of the project is another major constraining factor. While the project design adopted the electoral cycle approach which implies all-encompassing support to a wide array of electoral institutions on a continuous basis rather than an isolated event. The short duration of the project did not allow for the application of the electoral cycle approach and the implementation of all the activities planned under the project. In addition, the project implementation did not follow the planned activities in the project result framework. Thus, most of the planned activities in the result framework were not implemented. Consequently, the reported activities implemented were different from the targets in the result framework.

Although the project team maintained that there was wide consultation with partners in the design of the project, evidence from project documents did not reveal that as only a few partners were seen by the evaluation to be active in project implementation which suggests that discussions and consultations with donors on the JDBF were not effective. This also constrained the project's ability to meet its targeted activities for implementation and the overall achievements of the project. Also observed is the fact that only one project team member from UNDP was responsible for the coordination of implementation activities under the project. Irrespective of the number of activities to be implemented and the amount of funds available for project implementation, this is not a good practice for the effective implementation of project activities. Evidence from the interview with the project team member shows that UNDP witnessed high staff turnover, especially at the top management level during the implementation of the project which created some delays in the implementation of the project activities. Other factors include the long period of transitioning and instability in UNDP CO management and the late start of UNDP process of assistance towards the 2019 general elections.

**Table 4.1: Achievements of the Project**

<b>Component 1: Integrity of the Electoral Process Strengthened</b>			
<b>Output Target</b>	<b>Planned Activity</b>	<b>Achievement/Progress</b>	<b>Remark</b>
<b>Output 1.1:</b> Enhanced ICT Architecture Contributes to Improved Elections Operations	1.1.4 Consultancy for the Design of Management Platform/Architecture	40 INEC Senior Management and technical staff trained on Election Support and Management Platform	Fully achieved
<b>Output 1.2:</b> Voters Education and Publicity Improved	1.2.4 Design, development and dissemination of strategic communication for voter's education and publicity (VEP) through radio and television.	Varied IEC materials produced and disseminated, programmes/jingles produced and aired on radio and television channels for Ekiti and Osun states' elections in 2018 and 2019 general elections in 36 states and FCT	Fully achieved
<b>Component 2: Women Participation in Politics Improved</b>			
<b>Output 2.1:</b> Legislative and Policy Frameworks are strengthened to promote gender balance in elections and decision-making bodies.	2.1.3 Support to development of gender sensitive voter outreach materials both for voters and women candidates.	1. Three types of gender sensitive outreach materials and jingles produced, disseminated and aired; 2. Platform for women in place; 3. WOPELS Bill passed 1 <sup>st</sup> Reading at NASS.	Ongoing
<b>Output 2.3:</b> Increased community and civic understanding of gender equality and women's rights to political participation through	2.3.2 Organize capacity building workshop for the media.	1. Over 300 media practitioners (48% women inclusive) from over 200 organizations in 12 states trained; 2. Conflict Sensitive Reportage (CSR) Network formed; 3. Training stepped	Fully achieved. More demands to expand the

advocacy and social mobilization		down in media houses; 4. Vanguard against conflict induced headlines/captions formed.	scope and reach .
	2.3.3: Support local NGOs and women candidates to use local media and technology to promote women's leadership and participation.	Four NGOs provided grants to implement activities to promote women leadership and political aspirations. 400 women leaders, political actors and candidates were reached.	Fully achieved.
<b>Component 3: Electoral Disputes Managed and Violence Mitigated</b>			
<b>Output 3.2:</b> Inclusive Dialogue for Conflict Prevention at the National/State Levels Promoted	3.2.2: Promote strategic dialogues on peaceful elections.	1. Two sessions of dialogue organized for over 370 participants across 8 states; 2. High-level political office holders including Governor and Deputy attended; 3. Network of Peace Stakeholders in 8 states established; 4. Participants conducted advocacy and outreach programmes in their states. The event in Ondo State was broadcasted live	Fully achieved
	3.2.4: Support to national and localized meetings/outreaches of the National Peace Committee (NPC)	1. NPC supported to inaugurate its Committee; 2. Developed and launched its plans; 3. Held national conference of stakeholders to present its plans towards 2019 general elections.	Partially achieved.

### Findings 11: Extent of stakeholders' involvement in project implementation

Evidence from documents review indicates that few stakeholders were involved in the implementation of the project; key among them is the National Human Right commission. The main activities implemented by the commission include:

- Voter Education and Voter Campaign;
- Deployment of innovative technology software - 'Election Spy';
- Media engagement; and
- Identification, training, and deployment of election observers.

In addition, the project team also engage 4 civil society organizations (CSOs) to implement activities targeted at supporting women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life in six (6) states including Adamawa, Anambra, Benue, Imo, Lagos, and Rivers and the FCT. Another key stakeholder involved in the implementation of the project is the National Peace Committee (NPC) and it supported in promoting peaceful and violent free general elections in 2019 through its outreach programmes and meetings, as well as, skillful mediation of political conflicts among the political actors, particularly the leading political parties. Overall, the evaluation notes that stakeholders' involvement in project implementation was fair.

## **Findings 12: Extent the project has been appropriately responsive to the needs of the national constituents and changing partner priorities**

Deepening electoral integrity in Nigeria has remained a top development priority of the government as evident in the recent signing of the amended electoral bill by the president. The various stakeholders interviewed also noted that the project focus on deepening electoral integrity was appropriately responsive to the needs of the national government and the changing priorities of partners, especially INEC. As earlier noted, in 2017, the INEC requested from UNDP electoral support assistance and one of the responses of UNDP was the initiation of the electoral integrity and democratic empowerment project to provide the need assistance to INEC. At the national level, the project has responded appropriately focusing on addressing some of challenges in electoral system in Nigeria such as limited women participation and voters' apathy. The project has also responded to mitigation of electoral violence which has become a common occurrence at both national, state and zonal elections in Nigeria. The project successfully mobilized the NPC for peace mediation among key aspirants during the 2019 elections through the support of the electoral integrity and democratic empowerment project. Overall, the project to a moderate extent responded appropriately to the needs of the national constituents and changing partners priorities.

## **Findings 13: Assessing project efforts in promoting linkages between election support and other projects supported by development partners, such as governance, peacebuilding, education, poverty reduction, etc.**

Our evidence set reveals that the electoral integrity project is to a large extent linked with other projects supported by development partners, particularly in the areas of electoral support. Evidence of this include the EU support to democratic governance in Nigeria programme under its 11<sup>th</sup> European Development Fund. The overall objective of the project is to contribute to the reinforcement of democracy in Nigeria through building strong, effective and legitimate democratic institutions and inclusive participatory and transparent elections in Nigeria. The project was implemented from 2017 to 2021, accompanying the 2016-2019 electoral cycle, and is anchored in the priorities of the Nigerian government and the recommendations of the European Union Election Observation Mission on the 2015 General Elections.

The electoral integrity and democratic empowerment project was also linked with the Department for International Development (DFID) of the British Government electoral process support within the framework of deepening democracy in Nigeria. The overall objective of the project is to strengthen the democratic character of Nigeria's political processes and outcomes. The electoral integrity project was also linked with the National Democratic Institute's (NDI) Nigeria Democracy Corner Project. Then Corner program seeks to advance and deepen the commitment and inclusion of Nigerian citizens and civil society in support of credible elections and democratic progress in the country. The program was implemented through the Consortium for Election and Political Process Strengthening (CEPPS), with two other partners, IFES and Search for Common Ground. The electoral integrity project thus, complemented the various projects.

#### **Findings 14: Extent the current support services provided by the project to government and communities are perceived as being effective and how could they be changed or improved**

Evidence from interviews with partners and project document show that the support provided by the project to government and communities are perceived as being effective. However, the evaluation was unable to meet with the direct beneficiaries of the project such as the INEC who benefited from the project through the training of 40 of its management and technical staff on the management and operations of the Election Support and Management Platform as revealed in the project document.<sup>19</sup> Thus, the opportunity to assess the extent the project support services provided to government and communities are perceived as being effective was missed.

#### **Findings 15: Extent the project's efforts to build system-wide capacity on election management and democratic analysis contributed to the country's effectiveness in engaging on governance enhancements**

Our evidence set from document reviews and interviews from stakeholders indicate that the project's efforts to build system-wide capacity on election management and democratic analysis contributed little to the country's effectiveness in engaging on governance enhancements. One major factor that contributed to this is the poor funding of the project. The project was formulated to be a Basket Funds that enables donors and development partners to contribute to or fund specific activities or a part of with an original projected budget of USD 17,144,636. The project did not realize the funding support from the Development Partners as was anticipated.

While the Project as envisioned in the ProDoc could have done much more, funding constraints meant that only activities limited to voter education and voter campaign could be implemented. The project envisions strengthening INEC's operational capacity and one that would have ensured that, for instance, sensitive materials like the Smart Card Readers (SCRs) are tested and functionality ascertained ahead of E-Day. The reality was below expectation. Additionally, UNDP could not offer technical support in form of E-Day training to the INEC's Ad-Hoc staff.<sup>20</sup>

### **4.3. Efficiency**

#### **Findings 16: Extent the project management structure as outlined in the project document was efficient in generating the expected results**

Evidence from the review of the project document indicates that the project management structure was designed based on the initial plan of the project on JDBF. Thus, several stakeholders were shown in the organogram including UN Women, donor representatives and several partners at different levels in the management structure. However, the inability of the project to secure donor funds for the project implementation implies that most of the positions in the management structure were not

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<sup>19</sup> ELECTORAL INTEGRITY AND DEMOCRATIC EMPOWERMENT PROJECT – 1ST MAY 2018 – 31ST MAY 2019  
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<sup>20</sup> ELECTORAL INTEGRITY AND DEMOCRATIC EMPOWERMENT PROJECT – 1ST MAY 2018 – 31ST MAY 2019  
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functional during the implementation of the project. Evidence of this can be found in the list of stakeholders shared during the evaluation where only one project team member was shared for engagement with the evaluation team. While the project management structure looks good from the initial design, the extent it contributed to generating the expected results of the project could not be established by the evaluation due to the absence of key personnel in the structure in the implementation of the project.

### **Findings 17: Extent the UNDP project implementation strategy and execution have been efficient and cost-effective**

The electoral integrity project was implemented by UNDP using direct implementation modality (DIM) which suggests that the responsibility for the execution of the project rests with UNDP. During the period, UNDP carried out the implementation of the project using three approaches in conformance with the 'Direct Implementation Modality. These are:

- a) Direct Implementation whereby UNDP executed key activities of the project directly in line with its Regulations and Rules. This approach was used to implement 2018 election-related activities in Ekiti and Osun states' gubernatorial elections'
- b) Letter of Agreement whereby UNDP authorized a national institution with requisite capacities and mandate to implement certain components or activities of the project on its behalf using its own rules and regulations to the extent that they are consistent with the UNDP's Financial Regulations and Rules. This approach, in combination with Item 'C' below, was adopted in the implementation of activities to support the 2019 general elections in Nigeria; and
- c) Grants to civil society organizations to implement components of the project in line with the project prescriptions and the international election best practice. Four civil society organizations were engaged by UNDP in 2019 to implement a part of Component 3 (Women's Participation in Politics Improved) of the Support to Electoral Integrity and Democratic Empowerment Project. Evidence from Table 4.2 indicates that the project with a duration of approximately 20 months had a planned budget of approximately eight Hundred and Fifty Thousand Dollars (\$850,000). All the budget was spent on development activity costs. In the 20 months implementation period of the project, the project had utilized 70 per cent of the project budget (\$594,529.42) that was initially committed at the end of project implementation. . However, given the limited financial resources and results achieved, the evaluation concluded that to a large extent, there was economic use of financial and human resources to achieve outcomes.

**Table 4.2: Total Budget Spent in Dollars by Output**

<b>Project Output</b>	<b>Activities Implemented</b>	<b>Budget (\$)</b>	<b>Source</b>	<b>Total Expenses (\$)</b>	<b>Balance (\$)</b>	<b>% Utilization</b>
Output 1.1	1.1.4 Consultancy for the Design of Management Platform/Architecture	70,000	UNDP	45,912.05	24,087.95	65.59
Output 1.1	1.1 Conduct national-level training and capacity building targeting women aspirants and nominated candidates	100,000	Norway	Nil	Nil	Nil
Output 1.2	1.2.4 Design, development and dissemination of strategic communication for voter's education and publicity (VEP) through radio and television.	180,000	UNDP	185,435.40	(5,435.40)	103
		150,000	Norway	78,474.41	71,525.59	52.32
Output 2.1	2.1.3 Support to development of gender sensitive voter outreach materials both for voters and women candidates.	Nil	Norway	28,335.21	N/A	N/A
Output 2.3	2.3.2 Organize capacity building workshop for the media.	100,000	Norway	91,911.77	8,088.23	91.91
	2.3.3: Support local NGOs and women candidates to use local media and technology to promote women's leadership and participation.	150,000	NORWAY	51,691.24	98,308.76	34.46
Output 3.2	3.2.2: Promote strategic dialogues on peaceful elections.	100,000	Norway	112,769.34	(12,769.34)	112.77
<b>Total</b>		850,000		594,529.42	255,470.58	70%

**Findings 18: Extent of economic use of financial and human resources to achieve outcomes**

As earlier mentioned, the evaluation team did not have access to any financial report on the electoral integrity and democratic empowerment project. Thus, it was difficult to determine how the funds and other resources were allocated to the project outcomes. However, an interview with the donor shows that there was no evidence of misappropriation of funds allocated for the project implementation. Also, given the limited financial resources available for the project implementation and results achieved as shown in table 4.1, the evaluation concluded that to a large extent, there was economic use of financial and human resources to achieve outcomes.

### **Findings 19: Assessing whether beneficiaries were provided with the adequate resources and support necessary to enable them to efficiently undertake their assignments**

The evaluation team was unable to reach most of the project beneficiaries such as INEC and some CSOs engaged to implement some of the project activities. This limited the opportunity to gain more insights into the extent the beneficiaries were provided with the adequate resources and support necessary to enable them to efficiently undertake their assignments. However, an interview held with one of the implementing partners indicated that there were sufficient resources and support necessary to enable them to efficiently undertake their assignments during the 2019 general election. Several limitations were, however, noted that affected the effective implementation of the activities by the implementing partners and these include the short duration of the engagement, too many bureaucratic bottlenecks on the part of the UNDP systems of operations, and limited training opportunities provided under the project for the implementing partner before the implementation of the project.

### **Findings 20: Assessing whether the objective and nature of support/engagement of the project were effectively communicated to beneficiaries, government, partners, and donors**

Our evidence set from document review and interview with implementing partner and donor indicates that the objective and nature of support/engagement of the project were to a moderate extent communicated to beneficiaries, government, partners, and the donor. For instance, one of the implementing partners was NHRC. The project focus was to support the NHRC to activate their mandate to monitor, promote and protect the rights of Nigerians to engage in the electoral process and to ensure that the managers of the electoral process do what they are required to do under the law in order to facilitate the rights of Nigerians to engage and participate in the election of people that governed their affairs. These were well communicated to the NHRC before the commencement of the intervention. This was achieved through the deployment of innovative technology software (Election Spy) to capture and report real-time incidence around the elections and to detect and report early warning signals.

On the part of the Donor (Norway Embassy), an interview with the representative also confirmed that the objective and nature of support/engagement of the project were effectively communicated which informed their funding support provided for the implementation of the project. However, from the evaluation perspective, this communication with partners and donors needs to be strengthened. This is crucial to understand the positions of the donors on the JDBF with UNDP. It is not enough to engage and communicate with partners and donors, but these must be backed up with a Memorandum of understanding stating the common overarching goals and signed by all contributors to the basket. For the electoral integrity project, there was no evidence to show that a Memorandum of Understanding (MoU) was signed by intending donor partners.

## **4.4. Impact**

### **Findings 21: Assessing how the intervention caused a significant change in the lives of the intended beneficiaries and changes in norms or systems**

While it may be too premature to assess the impact of the project on the lives of the intended beneficiaries and changes in norms and systems, it is also difficult to attribute any change to the project due to many factors at play in promoting electoral integrity in Nigeria. For instance, there are so many organizations in Nigeria implementing interventions in Nigeria targeted at improving electoral integrity. Examples include the International Foundation for Electoral Systems (IFES), the National Democratic Institute (NDI) and the Electoral Institute (TEI). These organizations have an institutional mandate in promoting electoral integrity and democratic governance in Nigeria. Beyond this, there are global indicators for measuring electoral integrity as developed by the Electoral Integrity Project” (EIP) in 2012.<sup>21</sup> This is classified into pre-election, campaign phase, election day, and post-election, and each of the phases has its indicators. Incidentally, these were hardly considered in the design of the project. For instance, component one of the project which focused on strengthening the integrity of the electoral project hardly considers the global electoral integrity indicators. Thus, it is difficult for the evaluation to measure the impact of the project in strengthening electoral integrity. Also, the scope of activities and the duration of the implementation period were too short for the project to cause any significant change in the lives of the beneficiaries and changes in norms and systems of electoral institutions.

#### **4.5. Sustainability**

Evidence from desk review indicates that the sustainability and scaling up of the project was anchored on partnership and alignment to the major programmes of the government on electoral reforms, the vision and programme of the leadership of the INEC, strategic and operational plan of INEC, and major programmes of other stakeholders. This was a good mechanism of sustaining the benefits of the project and a good exit strategy. However, the limited engagement of the project with government partners, INEC, and other stakeholders constitutes a serious challenge to the sustainability of the benefits of the project. The corollaries of this are that there was no evidence of mechanisms put in place by the government to ensure the long-term presence of relevant skills and capacities set up by the project as well as financial outlay for the sustainability of project outputs. One of the areas the project would have made much impact in terms of sustainability of the project outputs is component 4 which focuses on supporting the development of a policy framework for government. However, there was no evidence from the review of the project document to show that this component was implemented by the project.

Another key limitation to the sustainability of the outputs of the project is the absence of funding support through the JDBF. This is because as already explained, there is inadequate funding to implement the project activities due to the failure of other targeted donors to contribute to the basket of funds. Despite that the electoral integrity project was designed using the Electoral Cycle Approach, there were no financial provisions for the implementation of pre and post-election activities. Some planned activities were not implemented such as component 4 of the project. Due to lack of implementation, adherence, and respect for the ECA, many activities of the project are potentially unsustainable without a follow up project that conforms to this approach and funding mechanism.

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<sup>21</sup> <https://www.electoralintegrityproject.com/>

Overall, the project's sustainability was deemed low without a follow-up programme and adequate funding by government and partner organizations.

#### **4.6. Gender and Human Rights**

##### **Findings 32: Extent the poor, indigenous, and physically challenged, women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country**

The electoral integrity and democratic empowerment project targeted women through the promotion of women's leadership and participation in Ekiti and Osun States. Other key areas of human right mainstreaming in the project include:

Multi-sectoral approach: The project utilized a participatory approach from planning to implementation of activities across all project components targeted under-represented groups particularly women.

Building awareness of rights and laws: awareness of rights and laws were promoted through focused stakeholders' dialogue sessions. Reduction and prevention of violence: The project promoted inclusive Dialogue for Conflict Prevention at the National/State Levels

##### **Findings 33: Extent gender equality and the empowerment of women were addressed in the design, implementation, and monitoring of the project**

Our evidence set from interviews and document reviews indicates that the project to a large extent contributed to gender equality and the empowerment of women. In recognition of the shrinking gender balance in women's political participation despite the Gender Affirmative Policy of 35% as enunciated by the Federal Government of Nigeria, UNDP designed and implemented activities to promote women's participation in electoral processes. Specifically, component 2 of the electoral integrity and democratic empowerment project focused on promoting women's participation. Under the component, the project contributed to the development of gender-sensitive voter outreach materials both for voters and women candidates, supported local NGOs and women candidates to use local media and technology to promote women's leadership and participation in 6 states and the FCT. In all, over 400 women leaders and those vying for various political offices were supported across the 6 states and FCT.<sup>22</sup>

Under the component, UNDP established a platform on media advocacy and sensitization for gender parity in politics in Nigeria which recorded a significant milestone through initiation of a Bill on 'Women Participation in Elections Support (WOPELS)'. UNDP also implemented an activity to promote women leadership and participation in politics through support to Non-Governmental Organizations (NGOs) and women candidates of the political parties in the 2019 general elections. The activity enhanced effective mobilization and sensitization of women and the public on the

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<sup>22</sup> Electoral integrity and democratic empowerment project – 1st may 2018 – 31st may 2019 elections' report

importance of women leadership and participation in active politics.<sup>23</sup> However, there was no evidence of gender equality from the evaluation in terms of monitoring. Beyond this, there was no gender marker data assigned to the project representation as revealed by the desk review of project documents and the field visits. Results of the evaluation show that there were concrete efforts to promote positive changes in gender equality; however, without much effect by the UNDP in this respect. It is important to note that this support did not change the dwindling trends in women's political participation in Nigeria. For instance, the number of female lawmakers decreased from eight in 2015 to seven in 2019 in the Senate, and from 18 per cent to 11 per cent in the House of Representatives<sup>24</sup>.

## **5.0. Conclusions**

### **Relevance**

- 5.1. The project remains relevant to the national development priorities of the Government of Nigeria. The project is also aligned with key development policies of government including the Economic Recovery and Growth Plan and the National Development Plan (2021-2025). The electoral integrity and democratic empowerment project is also relevant to the UNDP Programme Document (2018-2022) (Pillar 1-Governance, peace and security) as well as UNDP Strategic Plan (2018-2021) targeting Signature solution 2: Strengthen effective, inclusive, and accountable governance; and Signature solution 6: ...
- 5.2 The project is also relevant to the SDGs contributing to the achievement of SDG 5 & 16. The evaluation confirmed that lessons learned from other relevant projects and perspectives of those who could affect the outcomes were given due consideration to a moderate extent during the project design processes

### **Effectiveness**

- 5.3. The evaluation judged the electoral integrity project as fairly successful, having achieved some of the outputs and outcomes of the project. However, the impact of this on electoral integrity and democratic empowerment in Nigeria is still limited. The electoral integrity project objectives remain relevant to the national development priorities of the Government of Nigeria as the key challenges bedevilling electoral integrity in Nigeria have remained unabated. The evaluation found that the definition of objectives of the project and outputs are clear and practical but not feasible within the 20 months' timeframe of the project and in the context of the project implementation strategy which was based on the ECA.
- 5.4. The evaluation belief that it is not enough to reform electoral institutions, other factors outside of the electoral institutions themselves need to be taken into account and strengthened. Election officials,

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<sup>23</sup> ELECTORAL INTERGRITY AND DEMOCRATIC EMPOWERMENT PROJECT – 1ST MAY 2018 – 31ST MAY 2019 ELECTIONS' REPORT

<sup>24</sup> European Union Election Observation Mission NIGERIA 2019 Final Report available at [https://eeas.europa.eu/sites/eeas/files/nigeria\\_2019\\_eu\\_com\\_final\\_report-web.pdf](https://eeas.europa.eu/sites/eeas/files/nigeria_2019_eu_com_final_report-web.pdf)

judges, and courts must have the independence that is respected by politicians. The electoral integrity project contributed to the country programme document (CPD) outcomes and outputs, the SDGs, the UNDP Strategic Plan (2018-2021), and national development priorities. However, contributions to these various plans by the project were limited due to the limited number of activities implemented under the project. The evaluation also found that the reported output achievements of the project were different from the result framework outputs. On the other hand, the reported output achievements of the project in the activity report shared with the evaluation team did not specify the planned targets for each output. Thus, the opportunity to establish the extent the project outputs were achieved was missed.

5.5 Partnership is at the heart of every project UNDP implements. In the design of the electoral integrity and democratic empowerment project, UNDP planned to partner with several institutions. However, only few of these partners were involved in the implementation. Thus, the partnership strategy needs to be strengthened as most of the partners came on board during the implementation of the project. Also, the partnership strategy needs to be channeled towards engaging more donors to guarantee long-term support for democratic governance in Nigeria given the complexities of election governance in Nigeria. Also, the UNDP partnership strategy would focus on long-term partnerships rather than one-off partners as in the case of the electoral integrity project where few of the partners came only to implement a few of the activities. Overall, the evaluation rated the UNDP partnership strategy for this project as fair in terms of effectiveness due to the factors mentioned above.

5.6. The evaluation found that the project made a significant contribution on the training of 40 INEC Senior Management and technical staff trained on Election Support and Management Platform, provided Varied IEC materials /jingles aired on radio and television channels for Ekiti and Osun states' elections in 2018 and 2019 general elections in 36 states and FCT. It also supported the production of three types of gender-sensitive outreach materials and jingles which were disseminated and aired on radio and television as well as contributed to the development of the WOPELS Bill which aims at facilitating advocacy, awareness, and eventual passing of legislation that would have helped to galvanize women participation in elective offices in the country which passed 1<sup>st</sup> Reading at NASS. However, there was no evidence from the project document to show that component 4 of the project was implemented by the project team. Several constraining factors on the part of the project include the inability of the project team to secure the Joint Donor Basket Funding (JDBF), limited availability of funds for project implementation, the short duration of the project, and high staff turnover, especially at the top management level

### **Efficiency**

5.7 Overall, the evaluators judged the electoral integrity project's efficiency as moderate for the following reasons: firstly, the use of Direct Implementation and Letter of Agreement as well as provision of Grants to civil society organizations to implement components of the project. The project with a duration of approximately 20 months had a planned budget of approximately eight Hundred and Fifty Thousand Dollars (\$850,000). All the budget was spent on development activity costs. In the 20 months implementation period of the project, the project had utilized 70 per cent of the project budget (\$594,529.42) that was committed at the end of project implementation. However, given the limited financial resources and results achieved, the evaluation concluded that to a large extent, there

was economic use of financial and human resources to achieve outcomes. The evaluation also found that the implementing partners were provided with sufficient resources and support necessary to enable them to efficiently undertake their assignments during the 2019 general election. However, several limitations were noted including the short duration of the engagement, too many bureaucratic bottlenecks on the part of the UNDP systems of operations, and limited training opportunities provided under the project for the implementing partner before the implementation of the project.

## **Impact**

5.8. The evaluation could not attribute any change in the lives of the intended beneficiaries and changes in norms and systems to the project due to many factors at play in promoting electoral integrity in Nigeria. First, even though UNDP is the leader in electoral support in Nigeria, there are so many organizations in Nigeria implementing interventions in Nigeria targeted at improving electoral integrity in Nigeria. Secondly, the study design did not take into consideration global indicators for measuring electoral integrity at baseline and target levels. Thus, it was difficult for the evaluation to measure the impact of the project in strengthening electoral integrity. Also, the scope of activities and the duration of the implementation period were too short for the project to cause any significant change in the lives of the beneficiaries and changes in norms and systems of electoral institutions in Nigeria.

## **Sustainability**

5.9. The evaluation believed that sustainability and scaling up of the project was anchored on partnership and alignment to the major programmes of the government on electoral reforms, the vision and programme of the leadership of the INEC, strategic and operational plan of INEC and major programmes of other stakeholders. This was a good mechanism of sustaining the benefits of the project and a good exit strategy. However, the limited engagement of the project with government partners, INEC and other stakeholders constitute a serious challenge to the sustainability of the benefits of the project. One of the areas the project would have made much impact in terms of sustainability of the project outputs is component 4 which focuses on supporting the development of policy framework for government. However, there was no evidence from the review of the project document to show that this component was implemented by the project.

5.10 Another key limitation to the sustainability of the output of the project is the absence of the funding support through the JDBF. Despite that the electoral integrity project was designed using the Electoral Cycle Approach, there were no financial provisions for the implementation of pre and post-election activities. Some planned activities were not implemented such as component 4 of the project. Due to lack of implementation, adherence, and respect for the ECA, many activities of the project are potentially unsustainable without a follow on a project that conforms to this approach and funding mechanism. Overall, the project's sustainability was deemed low without a follow-up programme and adequate funding by government and partner organizations.



## 6.0. LESSONS LEARNED

Several lessons were learned from the implementation of the electoral integrity and democratic empowerment project.

Key amongst which relate to the importance and priority that should be accorded to resolving the internal and external issues that bedevilled DGD II. The failure of other donors to participate in JDBF confirms that the consultations were not sufficient and some of the internal and external challenges that occurred during the last JDBF for DGD II have not been resolved successfully.

Another important lesson learned with the electoral integrity project is that the duration of the project which is twenty 20 months and the limited number of stakeholders involved in implementation are at variance with the ECA principle on which the project design is based. The ECA approach emphasized that electoral support needs to be provided at pre-election, election day, and post-election and targeting many stakeholders. The Electoral Cycle Approach was thus built upon the premise that elections are comprised of a totality of interacting elements where a wide range of legal, technical and organizational aspects must be considered simultaneously.

The electoral integrity project design did not take into consideration critical global indicators for measuring electoral integrity. The absence of baseline data on these global indicators for the electoral integrity project makes the establishment of the counterfactual impossible and attribution difficult. The opportunity to 'prove' or substantiate the project impacts and achievement was essentially lost due to lack of baseline data on global indicators.

Another useful lesson learned is the fact that UNDP has been designing and implementing election and election management interventions in line with local, national realities and priorities of targeted beneficiaries. But achievements from these interventions have been stymied by several internal and external challenges that need to be addressed going forwards.

The utilization of only one team member from UNDP for the implementation of the electoral integrity project irrespective of the amount of money available for project implementation is not a good practice and should be discouraged going forward.

The anchoring of the sustainability strategy of the project on partnership and alignment to the major programmes of the government on electoral reforms, the vision and programme of the leadership of the INEC, strategic and operational plan of INEC and major programmes of other stakeholders was a good mechanism of sustaining the benefits of the project and a good exit strategy. However, the limited engagement of the project with partners during implementation summarily weaken the sustainability of benefits of the project.

It is indeed possible to implement successful programing even with budget constraints and limitations and management inefficiencies. This is because despite the little funds available for project implementation against the initial budget, the electoral integrity project managed to implement some

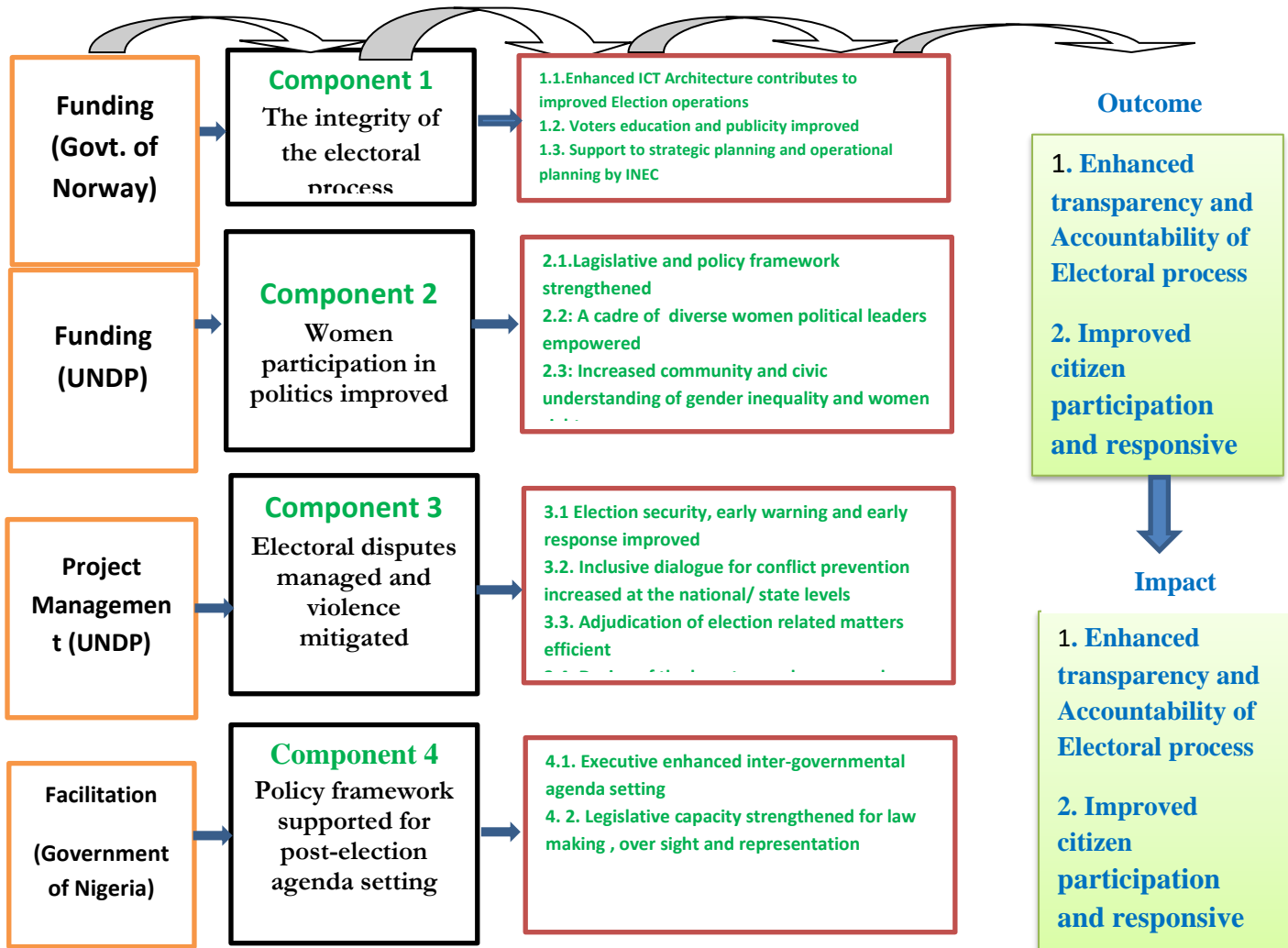
activities to contribute to its most critical objective of enhancing the integrity and democratic rights of citizens.

## 7.0. RECOMMENDATIONS

The evaluation makes the following key recommendations which are informed by the evaluation findings and conclusions.

- ✚ Going forward and as first step leader in electoral support, UNDP should consider embarking on wide consultations with donors and other partners in order to identify and address issues that contributed to their non-participation in the planned JDBF for the implementation of the electoral integrity and democratic empowerment project.
- ✚ UNDP should consider designing a long-term electoral support intervention using the JDBF approach and the ECA principles and targeting multiples of election management bodies and involving several stakeholders in both management and implementation with roles of stakeholders clearly defined while ensuring a fair division of labour amongst donors to promote their interest and visibility.
- ✚ Going forward, UNDP should consider adopting global indicators for measuring electoral integrity interventions with clearly defined baseline and targets. This is important to establishing the counterfactual and impact of the intervention at the end of project implementation.
- ✚ UNDP should consider expanding the size of the project team members to incorporate key personnel such as Monitoring and Evaluation officer, Finance, Gender, etc. with a different skill set which they can bring to bear during project implementation to improve the effectiveness of project implementation. This should be done irrespective of the size of the budget and the project duration.
- ✚ While partnership is at the heart of every project UNDP implements in Nigeria, for the electoral support interventions UNDP partnership strategy should focus more on long-term partnerships targeting more donors rather than one-off partners as in the case of the electoral integrity project where few of the partners came only to implement a few of the activities.
- ✚ UNDP should seek for opportunities to generate its own funds for project implementation activities to be able to implement their project in situations of failure of donor partners to contribute to project funding.

## Annex 1: Revised Theory of Change



## Annex 2: Evaluation Matrix

Evaluation Criteria	Key question(s)	Indicators for measuring progress	Collection Method(s)	Data Source
Relevance	To what extent was the project in line with the national development priorities, the country programme outputs and outcomes, the UNDP Strategic Plan (2018-2021), and the SDGs?	Evidence that the project was in line with the national development priorities, the country programme outputs and outcomes, the UNDP Strategic Plan (2018-2021), and the SDGs	-Document Analysis -KIIs with key stakeholders -KII with project team	Project documents Project Team
	To what extent does the project contribute to the theory of change for the relevant country programme outcome?	Evidence that the project contributes to the theory of change for the relevant country programme outcome?	-Document Analysis -KII with project team	Project documents Project Team
	To what extent were lessons learned from other relevant projects considered in the project's design?	Evidence that the lessons learned from other relevant projects were considered in the project's design	-Document Analysis -KII with project team	Project documents Project Team
	To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, considered during the project design processes?	Evidence of wider consultation during the project design processes?	-Document Analysis -KII with project	Project documents Project Team
	To what extent does the project contribute to gender equality, the empowerment of women, and the human rights-based approach?	Evidence that the project contributes to gender equality, the empowerment of women, and the human rights-based approach	-Document Analysis -KII with project	Project documents Project Team
	To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country	Evidence that the project has been appropriately responsive to political, legal, economic, institutional, etc., changes in the country	-Document Analysis -KII with project	Project documents Project Team
	Has UNDP been able to help design election and election management interventions in line with local and national realities and priorities and other development strategies?	Evidence that UNDP has been able to help design election and election management interventions in line with local and national realities and priorities and other development strategies	-Document Analysis -KII with project	Project documents Project Team
	Does the support provided through the project serve the needs of targeted beneficiaries?	Evidence that the support provided by UNDP through the project serves the needs of targeted beneficiaries	-Document Analysis -KII with project	Project documents Project Team Project beneficiaries
Effectiveness	Are the objectives and outputs of the project clear, practical, and feasible within its frame?	Evidence that the objectives and outputs of the project are clear, practical, and feasible within their frame	-Document Analysis -KII with project	Project documents Project Team
	To what extent did the project contribute to the country programme document (CPD) outcomes and outputs, the SDGs, the UNDP Strategic Plan (2018-2021) and national development priorities?	Evidence that the project contributes to the country programme document (CPD) outcomes and outputs, the SDGs, the UNDP Strategic Plan (2018-2021), and national development priorities	-Document Analysis -KII with project	Project documents Project Team

	To what extent were the project outputs achieved?	No. of output indicators achieved by the project. Evidence of beneficiary satisfaction with the output delivered	-Document Analysis -KII with project	Project documents Project Team Project beneficiaries
	What factors have contributed to achieving or not achieving intended country programme outputs and outcomes?	Evidence of factors that contributed to achieving or not achieving intended country programme outputs and outcomes	-Document Analysis -KII with project	Project documents Project Team Project beneficiaries
	To what extent has the UNDP partnership strategy been appropriate and effective?	Evidence of appropriateness of UNDP partnership strategy been appropriate and effective?	-Document Analysis -KII with project	Project documents Project Team Project beneficiaries
	What factors contributed to its effectiveness or ineffectiveness?	Evidence of factors that contributed to its effectiveness or ineffectiveness	-Document Analysis -KII with project	Project documents Project Team Project beneficiaries
	In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?	Evidence of areas of comparative advantages by the project	-Document Analysis -KII with project	Project documents Project Team
	In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?	Evidence of areas the project has the fewest achievements and constraining factors	-Document Analysis -KII with project	Project documents Project Team
	What, if any, alternative strategies would have been more effective in achieving the project's objectives?	Evidence of alternative strategies for more effective in achieving the project's objectives	-Document Analysis -KII with project	Project documents Project Team
	To what extent have stakeholders been involved in project implementation?	Evidence of involvement of stakeholders in project implementation	-Document Analysis -KII with project	Project documents Project Team Project beneficiaries
	To what extent has the project been appropriately responsive to the needs of the national constituents and changing partner priorities?	Evidence of the project responsiveness to the needs of the national constituents and changing partner priorities	-Document Analysis -KII with project	Project documents Project Team Project beneficiaries
	Has the project been supporting efforts to enhance linkages between election support and other projects supported by development partners, such as governance, peacebuilding, education, poverty reduction, etc.?	Evidence of the project supportiveness to enhance linkages between election support and other projects supported by development partners.	-Document Analysis -KII with project	Project documents Project Team Project beneficiaries
Efficiency	To what extent was the project management structure as outlined in the project document efficient in generating the expected results?	Evidence that the project management structure as outlined in the project document was efficient in generating the expected results	-Document Analysis -KII with project	Project documents Project Team
	To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?	Evidence that the UNDP project implementation strategy and execution have been efficient and cost-effective	-Document Analysis -KII with project	Project documents Project Team
	To what extent has there been an economic use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?	Evidence of economical use of financial and human resources	-Document Analysis -KII with project	Project documents Project Team

	Are beneficiaries provided with the adequate resources and support necessary to enable them to efficiently undertake their assignments?	Evidence that beneficiaries were provided with adequate resources and support necessary to enable them to efficiently undertake their assignments	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
	Are there any unanticipated circumstances, events, opportunities, or constraints that limit the value of the project support?	Evidence of any unanticipated circumstances, events, opportunities, or constraints that limit the value of the project support	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
Impact	Has the intervention caused a significant change in the lives of the intended beneficiaries?	Evidence that the intervention has caused a significant change in the lives of the intended beneficiaries?	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
	How did the intervention cause higher-level effects (such as changes in norms or systems)?	Evidence that the intervention cause higher-level effects (such as changes in norms or systems)	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
	Did all the intended target groups, including the most disadvantaged and vulnerable, benefit equally from the intervention?	Evidence that all the intended target groups, including the most disadvantaged and vulnerable, benefit equally from the intervention	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
	Is the intervention transformative – does it create enduring changes in norms – including gender norms – and systems, whether intended or not?	Evidence that the intervention was transformative	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
	Is the intervention leading to other changes, including “scalable” or “replicable” results?	Evidence that the intervention is leading to other changes, including “scalable” or “replicable” results	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
Sustainability	Are there mechanisms put in place by the government to ensure the long-term presence of relevant skills and capacities set up by the project?	Evidence of the availability of mechanisms put in place by the government to ensure the long-term presence of relevant skills and capacities set up by the project	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
	Are there any financial risks that may jeopardize the sustainability of project outputs?	Evidence of any financial risks that may jeopardize the sustainability of project outputs	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
	To what extent will financial and economic resources be available to sustain the benefits achieved by the project?	Evidence of availability of financial and economic resources to sustain the benefits achieved by the project	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
	Are there any social or political risks that may jeopardize the sustainability of project outputs and the project’s contributions to country programme outputs and outcomes?	Evidence of social or political risks that may jeopardize the sustainability of project outputs and the project’s contributions to country programme outputs and outcomes	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
	Do the legal frameworks, policies, governance structures, and processes within which the project operates pose risks that may jeopardize the sustainability of project benefits?	Evidence of legal frameworks, policies and governance structures, and processes within which the project operates pose risks that may jeopardize the sustainability of project benefits	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries

	To what extent did UNDP actions pose an environmental threat to the sustainability of project outputs?	To what extent did UNDP actions pose an environmental threat to the sustainability of project outputs?	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
<i>Gender Equality and Human Rights</i>	To what extent have poor, indigenous, and physically challenged, women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country?	Evidence that poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
	To what extent have gender equality and the empowerment of women been addressed in the design, implementation, and monitoring of the project?	Evidence of mainstreaming of gender equality and the empowerment of women in the design, implementation, and monitoring of the project	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
	Is the gender marker data assigned to this project representative of reality?	Evidence if the assignment of gender marker data	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries
	To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?	Evidence that the project promoted positive changes in gender equality and the empowerment of women	-Document Analysis -KII with project -KII with beneficiaries	Project documents Project Team Project beneficiaries

### Annex 3: The evaluation questions that supported the evaluation

*Relevance: The extent to which the objectives of the project are consistent with the evolving needs and priorities of the beneficiaries, partners, and stakeholders.*

- i. To what extent was the project in line with the national development priorities, the country programme outputs and outcomes, the UNDP Strategic Plan (2018-2021), and the SDGs?
- ii. To what extent does the project contribute to the theory of change for the relevant country programme outcome?
- iii. To what extent were lessons learned from other relevant projects considered in the project's design?
- iv. To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, considered during the project design processes?
- v. To what extent does the project contribute to gender equality, the empowerment of women, and the human rights-based approach?
- vi. To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country?
- vii. Has UNDP been able to help design election and election management interventions in line with local and national realities and priorities and other development strategies?
- viii. Does the support provided through the project serve the needs of targeted beneficiaries?

*Effectiveness: The extent to which the project's objectives were achieved or are expected / likely to be achieved.*

- i. Are the objectives of the project and outputs clear, practical, and feasible within its frame?
- ii. To what extent did the project contribute to the country programme document (CPD) outcomes and outputs, the SDGs, the UNDP Strategic Plan (2018-2021), and national development priorities?
- iii. To what extent were the project outputs achieved?
- iv. What factors have contributed to achieving or not achieving intended country programme outputs and outcomes?
- v. To what extent has the UNDP partnership strategy been appropriate and effective?
- vi. What factors contributed to its effectiveness or ineffectiveness?
- vii. In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?
- viii. In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?
- ix. What, if any, alternative strategies would have been more effective in achieving the project's objectives?
- x. To what extent have stakeholders been involved in project implementation?
- xi. To what extent are project management and implementation participatory and is this participation contributing towards the achievement of the project objectives?
- xii. To what extent has the project been appropriately responsive to the needs of the national constituents and changing partner priorities?
- xiii. Has the project been supporting efforts to enhance linkages between election support and other projects supported by development partners, such as governance, peacebuilding, education, poverty reduction, etc.?



- xiv. To what extent are the current support services provided by the project to government and communities perceived as being effective and how could they be changed or improved?
- xv. To what extent have the project's efforts to build system-wide capacity on election management and democratic analysis contributed to the country's effectiveness in engaging on governance enhancements?
- xvi. To what extent has the project contributed to gender equality, the empowerment of women, and the realization of human rights?

*Efficiency: A measure of how economically resources/ inputs (funds, expertise, time, etc.) were converted to results.*

- i. To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
- ii. To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?
- iii. To what extent has there been an economic use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- iv. Are beneficiaries provided with the adequate resources and support necessary to enable them to efficiently undertake their assignments?
- v. Are there any unanticipated circumstances, events, opportunities, or constraints that limit the value of the project support?
- vi. Was the objective and nature of support/engagement of the project effectively communicated to beneficiaries, government, partners, and donors?

*Impact: Positive and negative, primary and secondary long-term effects produced by the Programme, directly or indirectly, intended or unintended. (The evaluation will not be able to fully assess the project's impact, however, it will address the following questions with the results and evidence that is available to date.)*

1. Has the intervention caused a significant change in the lives of the intended beneficiaries?
2. How did the intervention cause higher-level effects (such as changes in norms or systems)?
3. Did all the intended target groups, including the most disadvantaged and vulnerable, benefit equally from the intervention?
4. Is the intervention transformative – does it create enduring changes in norms – including gender norms – and systems, whether intended or not?
5. Is the intervention leading to other changes, including “scalable” or “replicable” results?
6. How will the intervention contribute to changing society for the better?

*Sustainability: The likelihood of a continuation of benefits for women from a development intervention after the intervention is completed or the probability of continued long-term benefits.*

1. Are there mechanisms put in place by the government to ensure the long-term presence of relevant skills and capacities set up by the project?
2. Are there any financial risks that may jeopardize the sustainability of project outputs?
3. To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
4. Are there any social or political risks that may jeopardize the sustainability of project outputs and the project's contributions to country programme outputs and outcomes?

5. Do the legal frameworks, policies, governance structures, and processes within which the project operates pose risks that may jeopardize the sustainability of project benefits?
6. To what extent did UNDP actions pose an environmental threat to the sustainability of project outputs?
7. What is the risk that the level of stakeholders' ownership will be sufficient to allow for the project benefits to be sustained?
8. To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights, and human development?
9. To what extent do stakeholders support the project's long-term objectives?
10. To what extent are lessons learned being documented by the project team continually and shared with appropriate parties who could learn from the project?
11. To what extent do UNDP interventions have well-designed and well-planned exit strategies? Are these exit strategies being appropriately implemented?
12. What could be done to strengthen exit strategies and sustainability?
13. Are there other initiatives and measures that could be part of the project that would further the sustainability of the election and conflict prevention engagement?

<i>Gender Equality and Human Rights:</i>
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- i. To what extent have poor, indigenous, and physically challenged, women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country?
- ii. To what extent have gender equality and the empowerment of women been addressed in the design, implementation, and monitoring of the project?
- iii. Is the gender marker data assigned to this project representative of reality?
- iv. To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?
- v. To what extent has traditional gender roles have been modified?

#### Annex 4: Work Plan

Date	Activity	Support needed
<b>19th January 14<sup>th</sup> February</b>	Drafting and finalization of the inception report	All project documents to be shared by UNDP
<b>15<sup>th</sup> February -28<sup>th</sup> February</b>	Data collection and review of project documents	Provided list of project stakeholders to be contacted and their telephone numbers
<b>1<sup>st</sup> March- 10 March</b>	Data analysis and drafting of report	Mobilize stakeholders in Yobe for data collection
<b>12<sup>th</sup> March</b>	Submission of Draft Report	-

## Annex 5: List of Documents Consulted

1. Albert, I.O (2007). Re-conceptualizing Electoral Violence in Nigeria in I Albert, D Marco & V Ochoche. 'Electoral Violence in Nigeria'. Africa Peace Review 1 (1), April
2. Annan, Kofi A., Zedillo, E., Ahtisaari, M., Albright, M. H., Arbour, L., Helgesen, V. & Wirajuda, H. (2012). Deepening Democracy: A Strategy for Improving the Integrity of Elections Worldwide. Stockholm: Global Commission on Elections, Democracy, and Security. [http://kofiannanfoundation.org/sites/default/files/deepening\\_democracy\\_0.pdf](http://kofiannanfoundation.org/sites/default/files/deepening_democracy_0.pdf).
3. Annan, Kofi A., Zedillo, E., Ahtisaari, M., Albright, M. H., Arbour, L., Helgesen, V. & Wirajuda, H. (2012). Deepening Democracy: A Strategy for Improving the Integrity of Elections Worldwide. Stockholm: Global Commission on Elections, Democracy, and Security. [http://kofiannanfoundation.org/sites/default/files/deepening\\_democracy\\_0.pdf](http://kofiannanfoundation.org/sites/default/files/deepening_democracy_0.pdf).
4. Electoral Integrity And Democratic Empowerment Project – 1st May 2018 – 31st May 2019 Elections' Report
5. European Union Election Observation Mission NIGERIA 2019 Final Report available at [https://eeas.europa.eu/sites/eeas/files/nigeria\\_2019\\_eu\\_eom\\_final\\_report-web.pdf](https://eeas.europa.eu/sites/eeas/files/nigeria_2019_eu_eom_final_report-web.pdf)
6. European Union Election Observation Mission NIGERIA 2019 Final Report available at [https://eeas.europa.eu/sites/eeas/files/nigeria\\_2019\\_eu\\_eom\\_final\\_report-web.pdf](https://eeas.europa.eu/sites/eeas/files/nigeria_2019_eu_eom_final_report-web.pdf)
7. Freedom Chukwudi Onuoha, Joachim Chukwuma Okafor, Oluwole Ojewale & Chigozirim Okoro (2020) Militarisation of the 2019 general elections and electoral integrity in Nigeria, The Round Table, 109:4, 406-418, DOI: [10.1080/00358533.2020.1788764](https://doi.org/10.1080/00358533.2020.1788764)
8. How to manage Gender-responsive Evaluation- Evaluation Handbook, p76
9. [http://content-ext.undp.org/aplaws\\_publications/2219667/UNDP-Electoral-Assistance-Implementation-Guide.pdf](http://content-ext.undp.org/aplaws_publications/2219667/UNDP-Electoral-Assistance-Implementation-Guide.pdf)
10. <https://digitallibrary.un.org/record/1318769?ln=en#record-files-collapse-header>
11. [https://eeas.europa.eu/sites/eeas/files/nigeria\\_2019\\_eu\\_eom\\_final\\_report-web.pdf](https://eeas.europa.eu/sites/eeas/files/nigeria_2019_eu_eom_final_report-web.pdf)
12. <https://punchng.com/is-voter-apaty-threatening-nigerias-democracy/>
13. <https://www.electoralintegrityproject.com/>
14. <https://www.un.org/development/desa/disabilities/envision2030-goal16.html>
15. Kean, J(2004). Violence and Democracy . Cambridge: Cambridge University Press.
16. National Population Commission, 2012 projections
17. UNDP Support to Electoral Integrity and Democratic Empowerment technical proposal
18. United Nations document A/66/314 (19 August 2011). "Strengthening the role of the United Nations in enhancing the effectiveness of the principle of periodic and genuine elections and the promotion of democratization". Report of the Secretary-General. <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/N11/458/24/PDF/N1145824.pdf?OpenElement>.

## Annex 7: Terms of Reference

### **consultancy for Support to Electoral Integrity and Democratic Empowerment Project**

<b>Location :</b>	Abuja, NIGERIA
<b>Application Deadline :</b>	18-Nov-21 <b>(Midnight New York, USA)</b>
<b>Additional Category :</b>	Sustainable Development and Poverty Reduction
<b>Type of Contract :</b>	Individual Contract
<b>Post Level :</b>	National Consultant
<b>Languages Required :</b>	English
<b>Starting Date :</b> (date when the selected candidate is expected to start)	01-Dec-2021
<b>Duration of Initial Contract :</b>	15 Days
<b>Expected Duration of Assignment :</b>	15 Days

**UNDP is committed to achieving workforce diversity in terms of gender, nationality and culture. Individuals from minority groups, indigenous groups and persons with disabilities are equally encouraged to apply. All applications will be treated with the strictest confidence.**

**UNDP does not tolerate sexual exploitation and abuse, any kind of harassment, including sexual harassment, and discrimination. All selected candidates will, therefore, undergo rigorous reference and background checks.**

#### **Background**

The project seeks to enhance electoral integrity and democratic rights of citizens by consolidating the institutional capacities of democratic institutions especially the Independent National Electoral Commission (INEC) to discharge their mandates transparently and with greater sense of public accountability. It also seeks to strengthen national efforts for a robust conflict prevention and dispute management mechanism for all electoral related disputes. The overall objective of the project is to improve the integrity of the electoral management bodies and democratic institutions to deliver effective electoral functions that guaranteed the democratic rights of the citizens, comply with international best practices and incorporate a strong conflict prevention and mitigation strategies. The project was expected to empower Civil Society Organizations (CSOs) at the grassroots to develop a technology-based platform that provides linkages between early-warning and early response on election operations and conflict incidences utilising latest Information and Communications Technology (ICT). Key flagship tools that shall be deployed include: Total Quality Management (TQM) Platform for Ad Hoc Staff; Violence Against Women in Elections (VAWE) Platform; Crisis Management and Early Response Platform at the National Peace Committee Secretariat; and Integrated and Coordinated Issue-Identification and Civic Education

Engagements and Long-Term Process Observation by Civil Society Organizations. Intervening in twelve (12) selected states across the six geo-political zones, the project shall mainstream gender and human rights in all its activities. It will also contribute to strengthening post-election social contract between the government and the citizens. Overall, the project will contribute to empowerment of Nigerians to exercise their franchise in a safe, secured and informed atmosphere.

UNDP, UNWOMEN, Ministry of Budget and Planning (MoBNP) and the Independent National Electoral Commission (INEC) have collaborated on the development and implementation of electoral integrity and democratic empowerment initiatives. The intervention is designed to address gaps in infrastructure and capacities for electoral integrity and democratic empowerment in Nigeria.

This evaluation will largely focus on the support provided by UNDP and the results engendered through this support. It will also provide an important opportunity to assess the place of UNDP's implementation strategy which is through Direct Implementation Modality (DIM) whereby the UNDP leads the implementation because of the sensitive nature of the project and more importantly the convening power, trust, and confidence it enjoys among the stakeholders in the country

#### **Duties and Responsibilities**

#### **Purpose and scope of the Evaluation**

The purpose of this evaluation is to assess the contribution of the project in empowering Nigerian institutions and civil society stakeholders to nurture legal, social and normative frameworks capable of deepening citizens participation and of ensuring credibility, fairness, equity and transparency of the electoral processes, as a way of contributing to good and accountable governance and gender equality in Nigeria. This will be done, primarily, by assessing the degree to which the outputs outlined in the project document have been successfully delivered, and whether these outputs were well-targeted to best support the UNDP's election and democratic engagement.

#### **Evaluation Objectives and Criteria**

The key evaluation objective is to examine the project's contribution to building the Nigerian Government and UNDP's capacities to engage in elections, as well as democratic processes and enhance the capacity of the country to respond in complex political situations. The following criteria will be used in support of this objective: relevance, effectiveness, efficiency, and sustainability.

The evaluation will be guided by the following questions pertaining to these respective criteria:

#### **Effectiveness**

1. Are the projects objectives and outputs clear, practical and feasible within its frame?
2. To what extent did the project contribute to the country programme document (CPD) outcomes and outputs, the SDGs, the UNDP Strategic Plan (2018-2021) and national development priorities?

3. To what extent were the project outputs achieved?
4. What factors have contributed to achieving or not achieving intended country programme outputs and outcomes?
5. To what extent has the UNDP partnership strategy been appropriate and effective?
6. What factors contributed to its effectiveness or ineffectiveness?
7. In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?
8. In which areas does the project have the fewest achievements? What have been the constraining factors and why? How can or could they be overcome?
9. What, if any, alternative strategies would have been more effective in achieving the project's objectives?
10. To what extent have stakeholders been involved in project implementation?
11. To what extent are project management and implementation participatory and is this participation contributing towards achievement of the project objectives?
12. To what extent has the project been appropriately responsive to the needs of the national constituents and changing partner priorities?
13. Has the project been supporting efforts to enhance linkages between election support and other projects supported by development partners, such as governance, peacebuilding, education, poverty reduction etc.?
14. To what extent are the current support services provided by the project to government and communities perceived as being effective and how could they be changed or improved?
15. To what extent have the project's efforts to build system-wide capacity on election management and democratic analysis contributed to the country's effectiveness in engaging on governance enhancements?
16. To what extent has the project contributed to gender equality, the empowerment of women and the realization of human rights?

### Efficiency

1. To what extent was the project management structure as outlined in the project document efficient in generating the expected results?
2. To what extent have the UNDP project implementation strategy and execution been efficient and cost-effective?
3. To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?

1. Are beneficiaries provided with the adequate resources and support necessary to enable them to efficiently undertake their assignments?
2. Are there any unanticipated circumstances, events, opportunities or constraints that limit the value of the project support?
3. Was the objective and nature of support/engagement of the project effectively communicated to beneficiaries, government, partners and donors?

### Sustainability

14. Are there mechanisms put in place by government to ensure long-term presence of relevant skills and capacities setup by the project?

15. Are there any financial risks that may jeopardize the sustainability of project outputs?
16. To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
17. Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions to country programme outputs and outcomes?
18. Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits?
19. To what extent did UNDP actions pose an environmental threat to the sustainability of project outputs?
20. What is the risk that the level of stakeholders' ownership will be sufficient to allow for the project benefits to be sustained?
21. To what extent do mechanisms, procedures and policies exist to allow primary stakeholders to carry forward the results attained on gender equality, empowerment of women, human rights and human development?
22. To what extent do stakeholders support the project's long-term objectives?
23. To what extent are lessons learned being documented by the project team on a continual basis and shared with appropriate parties who could learn from the project?
24. To what extent do UNDP interventions have well-designed and well-planned exit strategies? Are these exit strategies being appropriately implemented?
25. What could be done to strengthen exit strategies and sustainability?
26. Are there other initiatives and measures that could be part of the project that would further the sustainability of the election and conflict prevention engagement?

#### Relevance

1. To what extent was the project in line with the national development priorities, the country programme outputs and outcomes, the UNDP Strategic Plan (2018-2021) and the SDGs?
2. To what extent does the project contribute to the theory of change for the relevant country programme outcome?
3. To what extent were lessons learned from other relevant projects considered in the project's design?
4. To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, considered during the project design processes?
5. To what extent does the project contribute to gender equality, the empowerment of women and the human rights-based approach?
6. To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country?
7. Has UNDP been able to help design election and election management interventions in line with local and national realities and priorities and other development strategies?
8. Does the support provided through the project serve the needs of targeted beneficiaries?

#### Impact

7. Has the intervention caused a significant change in the lives of the intended beneficiaries?
8. How did the intervention cause higher-level effects (such as changes in norms or systems)?
9. Did all the intended target groups, including the most disadvantaged and vulnerable, benefit equally from the intervention?



10. Is the intervention transformative – does it create enduring changes in norms – including gender norms – and systems, whether intended or not?
11. Is the intervention leading to other changes, including “scalable” or “replicable” results?
12. How will the intervention contribute to changing society for the better?

## **Cross-cutting issues**

### **Human rights**

To what extent have poor, indigenous and physically challenged, women and other disadvantaged and marginalized groups benefited from the work of UNDP in the country?

### **Gender equality**

1. To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?
2. Is the gender marker data assigned to this project representative of reality?
3. To what extent has the project promoted positive changes in gender equality and the empowerment of women? Were there any unintended effects?
4. To what extent has traditional gender roles have been modified?

Additional questions pertaining to each of the three outputs, and linked to the four criteria areas, may also be considered, upon further discussion with UNDP the Nigerian government and INEC.

## **4. Methodology**

The Evaluation will be undertaken by an independent consultant with expertise in election and democratic engagement. The evaluation should employ a combination of both qualitative and quantitative evaluation methods and instruments.

**Desk reviews:** The Evaluation consultant will conduct desk reviews of relevant project documents and related documents, such as, routine monitoring reports, Standard Operating Procedures, ToRs, project progress reports, and relevant review and evaluation reports, lessons learned studies, and other analytical studies.

**Evaluation Consultations:** The evaluation will require extensive review of existing documentation, as well as consultations/interviews with a sample of key partners and key local stakeholders in-country. This will also include review of existing project evaluations and assessment of relevant documents to UNDP programme. The focus will be to triangulate information from documents and interviews by gathering objective data on key achievements and areas for improvement. The following will be the approach to be adopted in conducting data collection:

**Semi-structured interviews** with key stakeholders including key government counterparts, donor community members, representatives of key civil society organizations, UNCT members and implementing partners:

o **Development of evaluation questions** around relevance, effectiveness, efficiency, and sustainability and designed for different stakeholders to be interviewed.

- Key informant and focus group discussions with men and women, beneficiaries, and stakeholders.
- All interviews should be undertaken in full confidence and anonymity. The final evaluation report should not assign specific comments to individuals.

**Surveys and questionnaires** including participants in development programmes, UNDP members and/or surveys and questionnaires involving other stakeholders at strategic and programmatic levels.

**Field visits** and on-site validation of key tangible outputs and interventions.

The evaluator is expected to follow a participatory and consultative approach that ensures close engagement with the evaluation managers, implementing partners and direct beneficiaries.

At the end of visits, the Evaluator is expected to present initial findings for validation of information and findings.

**Finalizing reports:** The third phase of the evaluation will include a discussion of the findings and the draft report with the Evaluation Reference Group, the subsequent finalization of the evaluation report, as well as, dissemination of lessons learned through existing UNDP and DPA mechanisms. The report should specifically highlight key lessons learned and good practices that could be replicated in future programs.

The suggested table of contents of the evaluation report is as follows:

1. Title and opening pages
2. Project and evaluation information details
3. Table of contents
4. List of acronyms and abbreviations
5. Executive summary (four-page maximum)
6. Introduction
7. Description of the intervention
8. Evaluation scope and objectives
9. Evaluation approach and methods

Evaluation approach

Data sources

Sample and sampling frame

Data-collection procedures and instruments

Performance standards

Stakeholder participation

Ethical considerations

Background information on evaluators

Major limitations of the methodology

10. Data analysis

11. Findings

12. Conclusions

13. Recommendations

14. Lessons learned

15. Report annexes

Note: Due to the COVID-19 pandemic, if it is not possible to travel to or within the country for the evaluation, the evaluation consultant or team, in consultation with UNDP, should develop a methodology that takes this into account the conduct of the evaluation virtually and remotely, including the use of remote interview methods and extended desk reviews, data analysis, surveys and evaluation questionnaires. This should be detailed in the Inception report and agreed with the Evaluation Manager. Please refer to the [updated COVID-19 evaluation guidance](#).

If all or part of the evaluation is to be carried out virtually, then consideration should be taken for stakeholder availability, ability or willingness to be interviewed remotely. In addition, their accessibility to the internet/computer may be an issue as many government and national counterparts may be working from home. These limitations must be reflected in the evaluation report.

If a data collection/field mission is not possible, then remote interviews may be undertaken through telephone or online (skype, zoom etc.). International consultants can work remotely with national evaluator support in the field, if it is safe for them to operate and travel. No stakeholders, consultants or UNDP staff should be put in harm's way as safety is the key priority. A short validation mission may be considered, if it is confirmed to be safe for staff, consultants, stakeholders and if such a mission is possible within the evaluation schedule. Equally, qualified and

independent national consultants can be hired to undertake the evaluation and interviews in country, if it is safe to do so.

4a. Evaluation ethics:

This evaluation will be conducted in accordance with the principles outlined in the UNEG [‘Ethical Guidelines for Evaluation’](#). The consultant must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on data. The consultant must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners.

**5. Evaluation Deliverables & Schedule:**

The Consultant is expected to provide the following deliverables in accordance with the schedule indicated below:

- **Evaluation inception report (10-15 pages).**
- **Evaluation debriefings.**
- **Draft evaluation report (within an agreed length).**
- **Presentations to stakeholders.**
- **Evaluation report audit trail** (*Comments and changes by the evaluator in response to the draft report should be retained by the evaluator to show how they have addressed comments.*)
- **Final evaluation report.**

**Please note:** Due to the Covid-19 pandemic, some meetings and consultations can be done virtually via online platforms, such as, Zoom, Google Meet, Skype, etc.

Activity	Timeframe	Place	Responsible Party
Inception meeting with UNDP, UNWOMEN, MoBNP, INEC, relevant Donors. Desk review, Evaluation design, methodology and detailed work plan (inception report).	4 days	Abuja	UNDP and Evaluation consultant
Present and refine inception report.	1 day	Abuja	UNDP and consultant
Analysis, synthesis and preparation of draft evaluation report	5 days	Abuja	Evaluation consultant
Debriefing and presentation of draft report to UNDP	1 day	Abuja	Evaluation consultant

Finalization of evaluation report incorporating comments provided	3 days	Abuja	Evaluation consultant
Submission of the final evaluation report* to UNDP, MB&NP and INEC.	1 day	Abuja	Evaluation consultant

### . Duration of Assignment

The duration of the assignment is 15 working days, including writing of the report.

**\*Final evaluation report:** The consultant will submit a final report outlining the key findings, lessons learned, and recommendations, as well as, an annex which is to include the note summaries and other background material that informed the study.

A length of 40 to 60 pages including executive summary is suggested.

### Competencies

- Demonstrates integrity by modelling the UN's values and ethical standards.
- Promotes the vision, mission, and strategic goals of UNDP.
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.
- Treats all people fairly without favouritism.
- work under pressure against strict deadlines,
- think out-of-the-box,
- present complex issues persuasively and simply,
- contextualize global trends in accordance with the dynamics of the operating (working) environment.

### Required Skills and Experience

#### Qualifications

- At least Master's degree in Political Science, or related discipline.
- Ten (10) years Experience in election support, democratic processes, strengthening institutional capacities and in evaluation.

#### General professional experience:

- Extensive experience in fields of employment and youth.
- Solid knowledge of the Nigeria election system, governance, and democratic structure, strengthening institutional context, government structure and relevant state policies.

- Five-year experience in evaluation.

### **Documents to be included when submitting the proposals.**

Interested individual consultants must submit the following documents/information to demonstrate their qualifications:

1. A two to three-page proposal:
  - Explaining why they are the most suitable for the work.
  - Provide a brief methodology on how they will approach and conduct the work (if applicable).
2. Financial proposal (which includes a breakdown of consultancy fees, travel cost, per diem).
3. Personal CV including experience in similar projects and at least 3 references.

Note: only applications which include the above, will be considered.

### **Annex 7: Stakeholder Contacted -Data Collection Phase**

<b>Organisation</b>	<b>Name of Focal Officer</b>	<b>Designation</b>
Independent National Electoral Commission (INEC)	Professor Muhammad Kuna	Senior Adviser to INEC Chairman
National Human Rights Commission, Abuja	Harry Obe	Director Gender and Human Rights
Ministry of Finance, Budget and Planning	Mrs. Betty Egharevba	Director, International Coop. Dept.
Ministry of Finance, Budget and Planning	Mr. Kalu. N. Kalu	Head UNDS Unit
Government of Norway	Ingrid Skjolaas	Minister Councillor, Royal Norwegian Embassy in Abuja
<b>UNDP</b>	Onyinye Ndubuisi	Programme Analyst