

**End of Project Evaluation of the
Supporting Police Reform Processes in Nigeria Project**

Final Report

Time frame of the evaluation: 9 Dec. 2021 - 31 May 2024

Final report date: 24 November 2024

Evaluators: Marina Caparini and Stanley Ibe

Commissioning organisation: UNDP

1 Project and evaluation information

Project information		
Project/outcome title	Supporting Police Reform Processes in Nigeria	
Atlas ID		
Corporate outcome and output	CPD Outcome: More inclusive, participatory, transparent and gender-sensitive governance, justice and human rights systems are in place at all levels to promote acceleration in achieving the 2030 Agenda and SDGs for a peaceful, inclusive and cohesive society. CPD Output: OUTPUT 3.1: Rule of law and access to justice and respect for human rights advanced through improved capacity of institutions and right holders.	
Country	Nigeria	
Region	Nigeria - Central	
Date project document signed		
Project dates	Start	Planned End
	09 December 2021	31 May 2024
Total committed budget	USD \$14 187 716.73	
Project expenditure at the time of evaluation	USD \$13 171 496.48	
Funding source	Government of Germany	
Implementing party	UNDP	
Evaluation information		
Evaluation type	Project evaluation	
Final/midterm review/other	Final	
Period under evaluation	Start	End
	09 December 2021	31 May 2024
Evaluators	Marina Caparini, Canada; Stanley Ibe, Nigeria	
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Evaluation dates	Start	Completion
	11 April 2024	November 2024

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2 Acronyms and abbreviations

AIG	Assistant Inspector-General
COS	Chief of Staff
CP	Commissioner of Police
CPD	Country Programme Document for Nigeria
CPTU	Central Police Training Unit
CRU	Complaint Response Unit
DIG	Deputy Inspector-General of Police
DTD	Department of Training and Development
EFCC	Economic and Financial Crimes Commission
FCID	Force Criminal Investigation Department
FCT	Federal Capital Territory
FGDs	Focus group discussions
FPRO	Force Public Relations Officer
GS-F	Global Security Sector Reform Foundation
IEO	Independent Evaluation Office
IGP	Inspector General of Police
KIIs	Key informant interviews
MEL	Monitoring, Evaluation and Learning
MoJ	Ministry of Justice
MoPA	Ministry of Police Affairs
NBA	Nigerian Bar Association
NBS	National Bureau of Statistics
NDP	National Development Plan – Nigeria
NGO	Non-governmental organisation
NHRC	National Human Rights Commission
NIPS	National Institute of Police Studies
NOPRIN	Network on Police Reform in Nigeria
NPF	Nigeria Police Force
NPP	National Policing Plan
NPTF	Nigeria Police Trust Fund
OECD-DAC	Organization for Economic Cooperation and Development - Development Assistance Committee
ONSA	Office of the National Security Adviser
PCRC	Police Community Relations Committee
PCRP	Presidential Committee on Police Reform
PMSU	Programme Management Support Unit
PORTO	Police Reform and Transformation office
PRS	Police Reform Secretariat
PSC	Police Service Commission
RULAAC	Rule of Law and Accountability Advocacy Centre
SARS	Special Anti-Robbery Squad

SDGs	Sustainable Development Goals
SGBV	Sexual- and gender-based violence
SIS	Special Intervention Squad
SOP	Standard Operating Procedure
SPRPiN	Supporting Police Reform Processes in Nigeria
SWAT	Special Weapons and Tactics
ToC	Theory of Change
ToR	Terms of Reference
ToT	Training-of-Trainers
UNDP	United Nations Development Programme
UNODC	United Nations Office of Drugs and Crime
UNSDCF	United Nations Sustainable Development Cooperation Framework

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4 Executive summary

Background and scope

This report is the end of project evaluation of the UNDP's 'Supporting Police Reform Processes in Nigeria' (SPRPIN) Project (henceforth 'the project'). The project was implemented by the UNDP Rule of Law Unit located under the Governance Division, with the Global Security Sector Reform Foundation (GS-F) as implementing partner, from 11 December 2021 through 31 May 2024. The overall project budget was \$14 187 716.73

The evaluation was undertaken by two independent evaluators between April and November 2024. The evaluation covers the full implementation period of the project and is conducted in accordance with UNDP's evaluation guidelines and ethical standards.

The project sought to support the long-term efforts of the Nigerian authorities to build a more effective, efficient and professional police service, in accordance with human rights standards and rule of law. By the end of Phase II, the project had sought to achieve two outcomes with a total 14 intended outputs:

Outcome 1: The Nigerian Police Force (NPF) and Office of the President have the governance and leadership capacities for enabling sustained police reform, implementing the Police Act 2020, and defining a national approach to community policing.

Outputs			
1	PORTO is staffed and operational.	5	Strategic communications strategy is operationalised.
2	Presidential Reform Panel is convened, coached and operational.	6	NPF's policy framework on gender is rolled out.
3	Roadmap implementation strategy is developed and political support mobilised.	7	NPF is engaged in dialogue promoting and strengthening partnership between the community and the NPF.
4	NPF current and future leadership is capacitated to enable and sustain police reform.	8	NPF capacities to investigate crimes are enhanced through collaboration with the Departments of Investigations and Forensics.

Outcome2: Police training is modernised to enable trainees to better respond to security challenges and the safety needs of communities, including those of SGBV survivors.

Outputs			
1	Assessments of police cadet training institutions and training needs.	4	Cadet training curriculum and materials revised and relevant regulations updated.
2	NPF premier training colleges are renovated and fit for purpose.	5	Police trainers are mentored during delivery of cadet training.

3	NPF capacity for provision of security services in crime and conflict hotspots is enhanced.	6	Model policing unit is trained.
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Purpose, Scope and Methodology of Evaluation

The purpose of the evaluation was to assess the entire implementation period of the project from 11 December 2021 until 31 May 2024. The evaluation aimed to critically review and identify what has worked well in the project, what challenges have been faced, and what could be done to improve the design and implementation of the next phase of the project. The evaluation assessed the project according to four key OECD DAC evaluation criteria: relevance, effectiveness, efficiency and sustainability, as well as gender equality as a cross-cutting issue. The evaluation used a mixed-methods approach, combining desk review of over 50 project documents and relevant reports, and 38 qualitative key informant interviews. A quantitative analysis was achieved by scoring reported performance on project outputs and outcomes against targets. To ensure accuracy, data validation was conducted through triangulation by comparing information from key informant interviews with formal project reports.

Key Findings

Relevance: The evaluation found that the goal, objectives, and activities of the project were highly relevant to Nigeria's national development priorities, the UNDP Country Programme Document for Nigeria (2023-2027), and Sustainable Development Goal 16. The theory of change, design and implementation responded well to the beneficiaries' needs, with the exception of integrity and external accountability of the NPF. The project adapted to unanticipated issues that arose and adjusted implementation appropriately, including compensating for implementing partners and beneficiaries who were unable to complete tasks, incorporating elections security training at the request of the Nigerian government, and temporarily pausing support to government and police leadership of police reform until the new administration confirmed that police reform would go forward. The project also sought to mitigate the effects of changes in political and police leadership by diversifying and deepening its partnerships with offices and institutions directly relevant to police reform.

Effectiveness: The project generally performed well in achieving many of its planned outputs and objectives (outcomes). The project performed well on outputs related to the modernisation of police training, mostly achieving the stated outputs and objectives and delivering to a high standard. The project partially achieved outputs and objectives linked to supporting governance and leadership of the police reform process. Among factors hindering effectiveness were: uncertainties due to political factors and dynamics; delays and performance gaps by partners and actors in governance roles; and shifting policy preferences among governmental stakeholders, notably the decline in political support for community policing.

Efficiency: The project was generally implemented efficiently and displayed a reasonable use of resources. Generally, the project saw good value-for-money on the UNDP side. Training-of-trainers courses also provided good value-for-money, successfully training 1000 police trainers by the end of Phase II. A value-for-money challenge concerned the core beneficiary partners PORTO and the Presidential Working Group in Phase I, both showing significant

performance gaps. The practice of using foreign trainers who were rapidly rotated in and out of Nigeria raised some cost effectiveness concerns, as did the procurement of 250 military-grade tents, which was not adequately justified in the context of project objectives nor followed after procurement.

Gender Equality: The dual focus of the project on gender issues within the police and external gender-responsive policing with a focus on SGBV reflected international good practice by linking internal change (policies that transform unequal gender relations within the police organisation) with external police performance (policies that reinforce accountability of police to respond effectively and adequately to violence against women and girls. Nevertheless, the project's implementation of gender equality initiatives remained relatively weak until the latter part of Phase II. By the end of the project several intended gender equality-related outputs were delivered, including gender components in basic training, a women's strategic leadership course for female police, pilot trainings on trauma-informed approaches to policing in conflict-affected areas, with specific focus on women and youth, and formation of a women's police leadership programme to mobilise internal champions of gender equality within the police

Sustainability: The project focused on supporting fundamental and lasting change in the way that the NPF conducts basic training of police recruits and continuing training of police personnel, updating curriculum for cadets that is reflective of the new Police Act, introducing adult learning methodologies, and piloting an innovative approach in trauma-based training. The project also identified a number of change champions within the NPF, PSC and PRS, to continue to promote the reform effort from within and nudge the leadership of their institutions to keep the reform agenda on the front burner. Capacity-building of police and government leadership to lead police reform, and conduct strategic communications also aimed to improve police governance and communications. Despite these activities aimed at transforming the NPF, sustainability of the changes implemented was constrained by change in relevant police regulations and institutional culture. The sustainability of training initiatives, for example, will be limited if trained trainers do not remain active as trainers. The NPF practice of rotating its personnel, including trainers, every two years without regard to maintaining specialist career paths limits the full potential impact and sustainability of TOT. While the project sought to support the development or revision of relevant police regulations, this was an area of slow progress. Similarly, institutional biases and structural barriers to gender equality within the NPF also raised questions of the sustainability of project accomplishments in this area.

Main Conclusions

Overall, the findings suggest that the SPRPiN project has been an ambitious initiative that made important contributions to supporting police reform in Nigeria. Through this project, the UNDP and the donor, the German Federal Foreign Office, played a key role in helping Nigeria to pull back from the brink in the aftermath of the #EndSARS mass protests. In the current Nigerian context of multiple security threats and instability linked to a serious cost-of-living crisis, the project is highly relevant to Nigeria's development goals and policing needs. Despite having to navigate and adapt to numerous political challenges and uncertainties, it performed well in achieving a number of its planned outputs, particularly regarding the modernisation of the NPF's approach to police training and improving strategic

communications capacities of the NPF. As the project progressed, UNDP became a more trusted partner of the government in the police reform process, gaining wider access to more sections and stakeholders within the NPF in supporting capacity-building and reform initiatives, and enjoying a positive image among relevant civil society actors.

In the next phase the project should apply the hard-won lessons learned from its first two phases, consolidating in areas where it has been successful, and reassessing objectives, outputs and approaches that have encountered significant challenges. The project has made important gains in the modernisation of police training, though changes in police policies and procedures on rotations and specialisations within the NPF are needed to sustain those gains. The project's work to advance gender equality within the NPF is urgently needed but confronts ongoing discrimination and informal barriers to women's equality. The overarching objective of the project to help increase public trust and confidence in the police is of vital importance in the Nigerian context, though police integrity and external accountability have received little attention. Community policing/engagement has also been linked to building public trust, though stakeholder commitment appears uncertain. Grappling with these complex political and technical issues in support of advancing Nigerian police reform can only be served by improving the mutual understanding and cooperation between UNDP and its implementing partner GS-F.

Key Recommendations

1. Incorporate police anti-corruption and external accountability in project design.
2. Revise the project's theory of change.
3. Strengthen efforts to achieve gender-relevant outputs, including informal NPF barriers to gender equality and more gender-sensitive monitoring of project outputs.
4. More effectively target policy development and changes in NPF guidance that would help to sustain gains from project results.
5. Move NPF Radio segment on the Police Act to a morning or evening slot for increased audience.
6. Align hot spot policing outputs with the broader aims of the project.
7. Implement longer rotations of international trainers.
8. Revisit project focus on community policing/engagement, taking into account extent of stakeholder buy-in.
9. Strengthen the partnership between UNDP and GS-F.
10. Implement a more robust MEL system for the project.

5 Introduction

The UNDP commissioned this end-of-project evaluation of the Supporting Police Reform Processes in Nigeria project, covering the entirety of its implementation from 9 Dec. 2021 through 31 May 2024. The Supporting Police Reform Processes in Nigeria (SPRPiN) Project received funding amounting to USD \$13 183 999.81 from the Government of Germany.¹ The purpose of the final project evaluation is to assess achievements to date, document lessons learned, and provide actionable recommendations to inform the development of the next phase of the Supporting Police Reform Processes in Nigeria (SPRPiN) project, including in the areas of research and policy influence. The evaluation would also help in identifying emerging best practices, and priority needs for the next phase. In addition, the evaluation aims at critically reviewing and identifying what has worked well in the project, what challenges have been faced, and what lessons can be learned to improve the design and implementation of the next phase of the project.²

The primary users of the evaluation results are UNDP Nigeria, but the evaluation results will be equally useful to the Office of the National Security Adviser (ONSA) to the Government of Nigeria, the Police Service Commission (PSC), the Ministry of Police Affairs (MoPA), the Nigerian Police Force (NPF), the German Federal Foreign Office, the Global Security Sector Reform Foundation (GS-F) and other relevant implementing partners and development partners.

This report presents the findings of the project evaluation. The report begins with an introduction to relevant background information about the SPRPiN project, followed by the scope, approach and methods of the evaluation. Data analysis and the resulting key findings and conclusions are presented. The report outlines recommendations based on its findings. It also sets out lessons learned and best practices identified in the evaluation. The final section contains the Annexes.

¹ UNDP, 'Interim Financial Report to the Government of Germany', Nov. 2024.

² UNDP, 'Terms of Reference: International Consultant, End of Project Evaluation: Supporting Police Reform Processes in Nigeria project', 2024.

6 Description of the project being evaluated

This section sets out the SPRPiN project's core elements in terms of its development, design, general logic and theory of change (TOC).³

Project development and design

The project was developed through close engagement with the Nigerian government. In the wake of the 2020 #EndSARS protests, the Chief of Staff of President Buhari reached out to UNDP in December 2020 for support in developing a high-level strategy for police reform. The process for developing the strategy was inclusive, including consultations with the NPF, legislators, civil society and other key stakeholders. The resulting strategy, entitled 'A New Vision for Policing in Nigeria: Framework for the Presidential Reform Roadmap' (the Roadmap) was developed and approved in March 2022.

According to the project team, the Roadmap was not a plan merely to improve the existing system of policing in Nigeria. It provided 'a blueprint for the *transformation* of the whole system from a militarized force into a security service provider.'⁴ The Roadmap recognised that the government and NPF capacities for reform must first be established to enable the type of fundamental and sustained transformative change being called for. Political support must be institutionalised, and adequate oversight established over reform efforts.

Following the elaboration of the Roadmap, and in collaboration with the Office of the Chief of Staff, UNDP developed the SPRPiN project to contribute to the implementation of the vision and roadmap.⁵

The **overall aim (desired impact)** of the project is to 'support the long-term efforts of the Nigerian authorities to build a more effective, efficient and professional police service, in accordance with human rights standards and rule of law.'⁶ To this end, the SPRPiN project initially sought **two key outcomes**:⁷

³ A Theory of Change is a description of how and why a desired change is expected to happen in a particular context. It maps out the path between the activities undertaken by the project or intervention and the desired objectives it seeks to achieve.

⁴ Correspondence with member of UNDP project team.

⁵ UNDP, 'Amendment to the previous application for an allocation dated 10.11.2021 from Federal Foreign Office Funds, Division S03 – for the support of individual projects on crisis prevention, stabilisation or post-conflict peacebuilding implemented by international and non-governmental organisations', last updated on 24 March 2023, p. 17. (Henceforth Prodoc Phase II)

⁶ UNDP, 'Amendment to the previous application for an allocation dated 10.11.2021 from Federal Foreign Office Funds - Division S03 - for the support of individual projects on crisis prevention, stabilisation or post-conflict peacebuilding implemented by international and non-governmental organisations', last updated 24 Mar. 2023 (henceforth 'Prodoc Phase II), p. 1.

⁷ A third 'outcome' was mentioned in Phase II project reporting, but was classified as an output in the results framework. This was 'The capacity of the NPF is enhanced for effective coordination of security actors and timely deployment in optimising the delivery of security services before, during and after the 2023 general elections.' The evaluation report follows the classification of the results framework and discusses this as Output 2.3. See Prodoc Phase II, pp. 1-2, and final results logframe.

Outcome 1 is that 'The NPF and Office of the President have the governance and leadership capacities for enabling sustained police reform, implementing the Police Act 2020, and defining a national approach to community policing.' This outcome focuses on supporting Federal Government of Nigeria leadership and ownership of the police reform process, including through an oversight mechanism (the Presidential Panel or Working Group) that would drive the reform process and accountability for it, and an institutional framework (the secretariat named the 'Police Reform and Transformation Office', or PORTO) that would ensure implementation of the Presidential plan for reform by coordinating and facilitating the police transformation at the technical and administrative level.⁸ PORTO was located in the Office of the Chief of Staff of the President, and was headed by a non-Police individual who was familiar with policing and security issues in Nigeria.⁹

Setting out its rationale for the project design, UNDP explained that:

*'police reform initiatives are complex endeavours that require a focus, in equal degrees on the strategic, political and technical elements of reform. A weakness in any one of these elements can slow or even undermine transformative change ambitions. The need for a focus on all three elements simultaneously is emphasised in the Roadmap itself and is reflected in the government's commitment in Phase I to establish the PORTO and the Panel as key bodies for a successful reform process -- the Panel, at the executive political level; and the PORTO, for its role as a hub, coordinating and supporting police reform at a technical and administrative level. Critically, the IGP, PORTO and the Panel will need to be in constant communication and interaction to ensure that technical implementation of the Roadmap has constant political support.'*¹⁰

The direct change sought at the levels of these target groups was identified as a long-term vision for policing for Nigeria, as set out in the presidential Roadmap, whose implementation would hinge on the PORTO/secretariat and the executive-level Working Group/Panel. In the short-term, project outputs were focused on ensuring those two entities had the capacities to effectively guide and oversee reform efforts. In the mid-term, the project aimed to support PORTO and the Panel to develop the police reform strategy, through efforts including the identification of 'reform champions' or change agents, a strategic communications strategy to help address the negative image of police in Nigeria especially among youth and boost acceptance of the new norms and skills within the NPF, and developing a people-centred community policing framework and model. The long-term objectives were to help the Nigerian government to shape policies on security and policing services and establish public trust and confidence in the NPF.¹¹

Outcome 2 is that 'Police training is modernised to enable trainees to better respond to security challenges and the safety needs of communities, including those of SGBV survivors.'

⁸ UNDP, 'Supporting Police Reform Processes in Nigeria: Progress Report', January-May 2024, p. 7.

⁹ Government of Nigeria, 'FAQs: Frequently Asked Questions About the Nigeria Police Force Reforms', n.d., available at: <https://statehouse.gov.ng/wp-content/uploads/2023/02/Factsheet-on-President-Buharis-Police-Reform-Program.pdf>

¹⁰ Phase I Full Proposal final draft ('Application for an allocation from Federal Foreign Office funds - Division S03 - for the support of individual projects on crisis prevention, stabilisation or post-conflict peacebuilding implemented by international and non-governmental organisations', 10.11.2021, last revision 26 Aug. 2020 (henceforth Prodoc Phase I), p. 16.

¹¹ Final logframe, 'Description of objectives and results', June 2024.

This outcome is also described as transforming the NPF training architecture into 'an effective and efficient architecture of learning'.¹² In the short-term, the outputs were aimed at revising and updating the training curriculum and training delivery for new constables to reflect recent legislative changes including the Police Act 2020. In the mid-term, the outputs sought to scale up piloted training and recruitment, and modernise the NPF training institutions. Other outputs in the mid-term sought to generate systemic and structural change in addressing challenges of appointments, promotions, discipline and welfare, and attitudes and behaviours of junior police officers. Over the long-term, the project sought to enable the NPF to adopt a service-oriented, problem-solving and intelligence-based approach to policing.¹³

The project design showed a strong awareness of the political complexity of sustaining stakeholder support for police reform and broader security sector reform programmes; although in the past these have often been approached as technical undertakings (as seen in many unsuccessful 'train-and-equip' programs in police and security sector reform), repeated experience has shown that police reform, and security sector reform more broadly, are directly impacted by political dynamics and tend to involve highly sensitive issues concerning the institution's mission, organizational structure and personnel.¹⁴ As noted in a report by the UN Secretary-General, reforming the security sector is 'a highly political process' which to be successful requires 'political commitment, basic consensus and coordination among national actors'.¹⁵ Similarly, a review of UK development assistance in security and justice notes that 'the security and justice field is a highly political arena in which to engage, involving institutions that are close to the centre of political power and generally resistant to external influence. Attempts to reform them involve working around political opposition and attempting to build constituencies for change'.¹⁶

The SPRPiN project design thus incorporated tenets of international good practice in police and security sector reform. It sought to support the Nigerian government and the police leadership to establish the institutional foundation needed to manage and drive their long-term police reform agenda, through a well-resourced secretariat (PORTO) that actively supported the political leadership (Panel) in its high-level endorsement of police reform. And substantively the project sought to shift attitudes of police trainees and police leadership through training, mentoring and strategic communications towards more professional, democratic, human rights-respecting, gender-sensitive and community-engaged approaches.¹⁷

The UNDP implemented the SPRPiN project from December 2021 through May 2024. The project was initially intended to run from 1 December 2021 until 31 May 2023 (referred to

¹² UNDP, 'Supporting Police Reform Processes in Nigeria: Progress Report', January-May 2024, p. 7.

¹³ Final logframe, 'Description of objectives and results', June 2024.

¹⁴ See for example Mara Karlin, 'why military assistance programs disappoint', Brookings, Nov/Dec. 2017; Antoine Vandemoortele, 'Learning from failure? British and European approaches to security and justice programming', SSR Resource Centre, 13 Mar. 2015.

¹⁵ United Nations, 'Security peace and development: the role of the United Nations in supporting security sector reform', Report of the Secretary-General, A/62/659-S/2008/39, 23 Jan. 2008, para 36.

¹⁶ Independent Commission for Aid Impact (ICAI), Review of UK Development Assistance for Security and Justice, Report 42 (March 2015), p. 2.

¹⁷ Prodoc Phase I, p. 21.

by UNDP as 'Phase I'). With the approach of general elections scheduled for February 2023 which resulted in a new president and administration, the German Federal Foreign Office supported an extension of the project from June 2023 to 31 May 2024 ('Phase II'). The extension of donor funding and of the length of the project enabled expansion of the range of policy support activities and outputs in the areas of gender, community engagement, and capacity-building in criminal investigations. Additional activities under police training included upgrading of the infrastructure of training institutes, and training of a model police unit. The project extension also responded to a request from the Nigerian government for assistance to the NPF in election security, which became part of a new output on conflict and crime hotspot policing.

Table 1: Project planned outcomes and outputs

Outcome 1: The NPF and the Office of the President have the governance and leadership capacities for enabling sustained reforms, implementing the Police Act 2020, and defining a national approach to community policing. ¹⁸	
Phase I:	<p>Output 1.1: PORTO is staffed and operational.</p> <p>Output 1.2: Presidential Reform Panel /Working Group is convened, coached and operational.</p> <p>Output 1.3: Strategy for implementation of the Roadmap is developed and political support mobilised.</p> <p>Output 1.4: NPF current and future leadership is better capacitated to enable and sustain police reform.</p> <p>Output 1.5: Strategic communications strategy is operationalised.</p>
Phase II:	<p>Outputs 1.1-1.5 same as Phase I, plus:</p> <p>Output 1.6: The NPF's policy framework on gender is rolled out.</p> <p>Output 1.7: The NPF is engaged in dialogue in promoting and strengthening partnership between the community and the NPF.</p> <p>Output 1.8: NPF capacities to effectively investigate crimes are enhanced through increased collaboration and partnership, particularly with and between NPF Departments of Investigations and Forensics.</p>
Outcome 2: Police training is modernised to enable trainees to better respond to security challenges and the safety needs of communities, including the needs of SGBV survivors.	
Phase I:	<p>Output 2.1: Assessments of the organisational capacity of the police cadet training institutions and police cadet training needs are completed.</p> <p>Output 2.2: Cadet training curriculum and materials revised and relevant regulations updated.</p> <p>Output 2.3: Police trainers are mentored during delivery of cadet training.</p>
Phase II:	

¹⁸ Sources: Phase I Outputs (Results) in UNDP, 'Support to Police Reform Processes in Nigeria: Progress Report', January-June 2022); Phase II Outputs (Results) from UNDP, 'Updated SPRPiN Logframe 2023-2024 v1 Final (1)_submitted'.

	<p>Output 2.1 Assessments of the organisational capacity of the police cadet training institutions and police cadet training needs are completed.</p> <p>Output 2.2: NPF Premier Training Colleges are renovated and rendered fit for purpose (new output).</p> <p>Output 2.3: Capacity of the NPF is enhanced to facilitate the effective mobilisation for provision of security services in conflict and crime hotspots (new output)</p> <p>Output 2.4: Cadet training curriculum and materials revised, and relevant regulations updated (reordered but same as Output 2.2 from Phase I).</p> <p>Output 2.5: Police trainers mentored during delivery of cadet training (reordered but same as Output 2.3 from Phase I).</p> <p>Output 2.6: Training of a model Policing Unit (new output).</p>
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The Theory of Change

According to UNDP guidance, a central element of project/programme evaluation is analysis and questioning of the project's causal questions and Theory of Change.¹⁹ Because the SPRPiN project was initially developed with a direct link to the Buhari government's Presidential Police Reform Roadmap, it is helpful to first briefly consider the Presidential Roadmap's Theory of Change:

Theory of Change of the Presidential Roadmap: **'If** Nigeria builds a strong policing institution (with the right laws; better trained leadership and personnel, adequately funded and empowered with modern policing tools and techniques, and improved welfare for officers), **then** there will be accountability of policing actions **which will** engender public trust and enhance legitimacy of the Nigeria Police Force'.²⁰

The Roadmap's Theory of Change sets out a logic for increasing public trust in and legitimacy of the NPF as a result of changes to laws, training, resources, equipment, practices and police welfare. However, a gap appears to exist in the Roadmap's causal pathway: while building a 'strong policing institution' through enhanced capacities and training may result in a higher level of police professionalism and effectiveness in policing, this does not necessarily, or on its own, lead to greater accountability and increased public trust and legitimacy. Upward internal accountability of officers through the chain-of-command exists in the NPF, in some ways to an extreme extent due to the centralisation of authority, hierarchical structure, disciplinary management, culture of blame and sense of professional risk that many NPF personnel feel, with a cumulative tendency to create negative effects of 'inertia on the institutional level'.²¹ But what is particularly limited in the NPF is formal accountability of officials and institutions before the law and downward external accountability to the public, which has contributed to a 'culture of impunity' within the police, and public scepticism about the police.²² Perception surveys have consistently

¹⁹UNDP Independent Evaluation Office, *UNDP Evaluation Guidelines*, New York, June 2021, p. 4.

²⁰ As cited in the Prodoc Phase I, p. 15.

²¹ Oliver Owen (2012), 'The Nigeria Police Force: An institutional ethnography' [PhD thesis]. Oxford University, UK, p. 348. See also p. 265.

²² Owen (2012), p. 111.

indicated the NPF is widely and deeply distrusted by the population as a result of its often unprofessional, corrupt and predatory behaviour.²³ Thus, while the Roadmap's theory of change focused on improving police performance and professionalism to increase public trust and legitimacy, it excluded other essential elements are also necessary to building public trust, particularly external accountability of police officers and the police institution, not least accountability and responsiveness to the public it serves.²⁴

The SPRPiN project was designed explicitly to assist in the implementation of the Presidential Police Reform Roadmap. UNDP identified in an early concept note three result areas (objectives) for engagement in its support to the Nigerian government for implementation of the Presidential Police Reform Roadmap: 1) the operationalising of the new Police Reform and Transformation Office (PORTO) as a strategic unit and reform hub within the Office of the Inspector General of Police (though established eventually in the Office of the Chief of Staff to the President) and strengthening of the Presidential Police Reform Panel under the leadership of the Chief of Staff; 2) the modernisation of police training to be in line with modern policing standards detailed in the Police Act 2020; and 3) the strengthening of the political, civilian and internal oversight mechanisms to promote accountability and transparency of the NPF.²⁵ The addition of the third objective of strengthening oversight mechanisms suggests an awareness of the gap in the Presidential Police Reform Roadmap's Theory of Change and the importance of a wider notion of accountability. Nevertheless, during the period covered by this evaluation, UNDP decided that the SPRPiN project would focus on the achievement of objectives 1 (operationalising PORTO and strengthening the Presidential Panel) and 2 (modernising police training).²⁶

The Theory of Change of the SPRPiN project states: '**IF** PORTO is well capacitated and resourced to lead the change process, and if the Panel is providing sustained political support to PORTO and the IGP, and if PORTO is able to mobilise internal and public support for the change process through effective communications, and (if) police officers and leadership are better capacitated to implement service-oriented and community-oriented policing, **THEN** the quality and responsiveness of the police to community security needs will improve, **WHICH WILL** contribute to an increase in public trust in the reform efforts and enhance the legitimacy of the NPF **BECAUSE** people will see tangible change in the behaviour and attitudes of the police that are in line with the publicly stated ambitions of the Presidential Roadmap and government promises for police reform.'²⁷

The SPRPiN theory of change combines elements of good governance (focused on capacity-building of the police institution and political leadership), individual change to effect institutional change (mainly through police training), and improving the relationship between police as an institution and the Nigerian people through community engagement

²³ 'In Nigeria, majority of police encounters marked by bribery, difficulty getting assistance, survey shows', Afrobarometer, News Release, 16 Oct. 2020; Richard Kweitsu, 'Amid growing insecurity, Nigerians fault police for corruption and lack of professionalism', Afrobarometer, Dispatch No. 715, 11 Oct. 2023. See also Afrobarometer (R9 2021/2023), 'Corruption: police', Online data analysis, <https://www.afrobarometer.org/online-data-analysis/>

²⁴ For example, see

²⁵ Prodoc Phase I, p. 15.

²⁶ Prodoc Phase I, p. 16.

²⁷ Prodoc Phase I, p. 16.

and community-oriented policing. The ultimate change the project seeks to accomplish is increased public trust in and legitimacy of the NPF, which it sees as resulting from a sustained police reform process, improved strategic communications, and improved quality and responsiveness of the NPF to community needs. The desired change would ultimately serve Nigerian communities, and to the extent it increases public trust in and legitimacy of the police, the police institution itself. In order to achieve those changes, the project honed in on the police reform process, and the extent to which it was led, sustained, resourced, and communicated. The inclusion of community engagement and service-oriented policing in the theory of change is a critical factor, and a partial corrective to the external accountability gap visible in the Roadmap's theory of change. Nevertheless, explicit reference to integrity (countering corruption) and accountability before the law are missing, and leave unaddressed the issue of impunity of individual police for misconduct and corruption occurring both at street level and at the highest levels of police management and oversight. Persistent high levels of public distrust in police and perceptions of police corruption attest to their importance in Nigerian police-society relations.

Several assumptions underlie the SPRPiN project's theory of change:

- the Presidential Working Group would facilitate sustained high-level commitment, drive and accountability of the NPF for effective implementation of reform.
- PORTO's role and ability to serve as a conduit a) between the police and the Working Group and b) between 'internal' (governmental, NPF) stakeholders and the public are mainly shaped by PORTO's capacities and resources.
- Improving the relationship between the NPF and the Nigerian public can be improved primarily through police institutional reform.
- Community support for the police and police reform can be mobilised by strategic communications from the internal stakeholders, and by changes in police practice including more community-responsive policing.
- Reforming police and improving public trust in police are linear processes.

The project's combination of the top-down strategic leadership and bottom-up community support approaches to reform the Nigerian Police Force in its Theory of Change reflects current academic understandings of best practice in achieving transformational change in how communities are policed.²⁸ Specifically, it acknowledged the critical role of political support and government ownership in a police reform process. Nevertheless, several of the Theory of Change's assumptions would be challenged as the project implementation progressed, including:

- Lack of executive commitment in the form of the Presidential Working Group in Phase I. The Working Group was able to meet only once during Phase I, due to the members' expectations that they be financially compensated for doing so, suggesting weak commitment in the very structure intended to give voice to and channel executive will in the reform process.²⁹

²⁸ See for example Diphorn, T., McGonigle Ley, B, and Slooter, L., 'Transforming Police Reform: Global Experiences through a Multidisciplinary Lens', *Policing*, Vol. 15, No. 1 (2021): 340-347.

²⁹ Written correspondence, member of project team.

- Effectiveness of strategic coordination was not primarily determined by resourcing: Despite being well funded by the project, the main organ that was responsible for strategic coordination in Phase I, PORTO, proved problematic as a result of the differing understandings of PORTO's role, political appointments, motivation of its key members, staff recruitment choices and resulting lack of capacities.³⁰
- Institutional reforms did not address external accountability or informal barriers to equality, such as for women police.
- Reform processes are often non-linear. This was demonstrated with the general elections of early 2023 which carried the risk of loss of existing political and police support for the reform agenda. The new administration took several months to signal its commitment to continuing police reform, requiring a temporary suspension of project support to the strategic leadership component. The change in political leadership also brought changes in NPF senior leadership and to preferred approaches to police reform. These changes created delays as project activities had to be approved by new officials and relationships established with new individuals holding relevant positions in the police and government.³¹

These are discussed further below in the Findings section under 'Relevance'.

³⁰ Interviews with members of project team.

³¹ Interview with implementing organisation.

7 Evaluation scope, objectives, criteria and questions

Evaluation Scope

The evaluation focuses on measuring development results generated by the SPRPiN project over Phases I and II, i.e., from project inception on 1 December 2021 until 31 May 2024. The object of study for this evaluation is the SPRPiN project's set of components, outcomes, outputs, activities and inputs as set out in project documents.

Evaluation Objectives

The objectives of this evaluation are to:

- Assess to what extent the project has contributed to addressing the needs and problems identified during project design.
- Assess how effectively the project has achieved its stated development objective.
- Assess factors that have facilitated or hampered progress in achieving the project outputs and outcomes, including external factors/environment, weakness in design, management, and resource allocation.
- Identify and document key lessons learned and good practices.
- Provide recommendations to inform the development of the next phase of the project.

Evaluation Criteria

The evaluation will focus on five key evaluation criteria, based on the ToR and OECD DAC guidance:³²

- **Relevance:** Is the intervention doing the right things? The extent to which the objective and design of the intervention respond to the beneficiaries' needs, policies and priorities.
- **Effectiveness:** Is the intervention achieving its objectives? The extent to which the intervention achieved, or is expected to achieve, its objectives and results, including any differential results across groups.
- **Efficiency:** How well are resources being used? The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.
- **Sustainability:** Will the benefits last? The extent to which the net benefits of the intervention continue, or are likely to continue.
- **Gender Equality:** As a cross-cutting theme, this criterion addresses the extent to which the intervention (project) applies gender equality and the empowerment of women and girls, as fundamental principles of human rights of equality and non-discrimination in its design, implementation and monitoring. The above criteria of relevance, effectiveness, efficiency and sustainability of the project should be assessed through a gender lens.

³² Definitions of criteria drawn from OECD (2019), *Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use*, OECD Publishing, Paris, <https://doi.org/10.1787/15a9c26b-en> and OECD (2023), *Applying a Human Rights and Gender Equality Lens to the OECD Evaluation Criteria*, Best Practices in Development Co-operation, OECD Publishing, Paris, <https://doi.org/10.1787/9aaf2f98-en>.

Evaluation Questions

The evaluation questions are set out in the table below. They are structured according to the evaluation criteria and the Theory of Change against which the SPRPiN project has been evaluated. In order to respond to each question, component-specific evaluation questions were developed. These overarching questions were used to structure the evaluation.

Table 2: Evaluation Questions

Criteria	Evaluation Questions
Relevance	<ol style="list-style-type: none"> 1. To what extent was the project design relevant in supporting the achievement of the modernization of police training to reflect the modern policing standards detailed in the Police Act 2020? 2. To what extent was project design relevant to Nigeria's national development priorities, the UNDP Country Programme Document for Nigeria 2023-2027, and the SDGs? 3. To what extent was the theory of change applied in the project relevant to serve the needs of the country? 4. To what extent was the project able to adapt to significant changes in political dynamics and contexts?³³
Effectiveness	<ol style="list-style-type: none"> 1. To what extent has the project achieved the objectives and targets of the result framework in the project Document? 2. To what extent has progress been made towards outcome achievement? What factors contributed to the achievement or non-achievement of the project outcomes and outputs? 3. Have there been any unexpected outcome-level results achieved beyond the planned outcome?
Efficiency	<ol style="list-style-type: none"> 1. To what extent were project outputs delivered in time to ensure high quality? 2. To what extent did the project ensure value for money? 3. To what extent were resource mobilisation efforts successful? Was funding sufficient for the achievement of project results? 4. To what extent did project M&E systems provide data to enable evidence-based decision-making, learning and adjustment of implementation? 5. Assess and explain variances between planned budget and actual expenditures.³⁴
Sustainability	<ol style="list-style-type: none"> 1. To what extent will the project achievements be sustained? What are the indicators of sustainability for these achievements (eg. systems, structures, staff)? What are the challenges and opportunities? 2. To what extent are policy and regulatory frameworks in place that will support the continuation of the project's achievements? 3. To what extent did UNDP establish mechanisms to ensure the sustainability of project results?

³³ This indicator did not appear in the final Terms of Reference, but was requested to be added to the evaluation during the Project Team review of the draft Inception Report. See comment dated 26.04.2024, draft Inception Report, p. 12.

³⁴ This question was added at the request of UNDP's PMSU following review of the draft report.

	4. To what extent have development partners committed to providing continuing support?
Gender equality	1. To what extent have gender equality and women's empowerment been addressed in the design, implementation and monitoring of the project? 2. To what extent has NPF capacity been strengthened in better promoting and protecting women's rights?

8 Evaluation approach and methods

Evaluation approach

This is an independent evaluation conducted by two external experts as the project drew to the end of its second phase. While the evaluators are independent from UNDP management, they also relied on the project team for assistance in arranging interviews with key stakeholders and receiving project documentation.

The evaluation followed a mixed method approach, combining qualitative analysis of project documents, interview data, academic literature and media reports, with quantitative analysis through the use of scoring of performance assessment. The IEO rating system is used for four key evaluation criteria (relevance, effectiveness, efficiency, sustainability) and one cross-cutting criterion (gender). Scoring was also applied to achievement of outputs and outcomes.

For the Inception Report, a desk review of project documentation was completed, and any gaps in information identified in order to fulfil the Terms of Reference. Data collection occurred through the use of semi-structured interviews of representatives of stakeholder groups involved or affected by the project. Interviews were conducted face-to-face or over Teams. The field visit also involved direct observation of one day at a training workshop on budgeting for NPF officers, and two days observation at a training-of-trainers course organized by the Project in Abuja over the time period of the field visit.

Data sources

Data for the evaluation was collected from multiple sources. Written documents included SPRPiN project documents and results monitoring logframes and reporting, planned budget and financial reporting documents, Nigerian government strategy documents, UNDP's Evaluation Guidelines, UNEG's ethical guidelines for evaluations. Background documents included academic studies and media articles on policing, police reform, and governance in Nigeria. Data was also collected through key informant interviews, remote interviews, and on-site observation of individual days of training at two training events held during the field visit in Abuja. Supplemental information and responses were provided in written correspondence and online discussions between the project team and the evaluators. A full list of project documents consulted and a list of interviews conducted is found in the Annex. The data from these multiple sources was analysed and triangulated during the assessment.

Sample and sampling frame

Interviews were conducted using purposive sampling of key informants, i.e., interviewees were selected on the basis of their knowledge or experience with the project. The main categories include end-users of the project (NPF management and senior officers and staff of NPF institutions such as NIPS and Nigerian Police Radio), key officials from UNDP and the UNDP project team including consultants, representatives and staff of implementing partners (GS-F, BBC Monitoring, NOPRIN), representatives from the donor agency (Embassy of Germany) and civil society experts and representatives who specialise in policing and the

justice system. The majority of respondents were located in Abuja, with a small number interviewed (remotely) in Lagos, Maiduguri and Germany.

Data-collection procedures and instruments

A review was conducted of all provided project literature, including Prodocs, results logframes, monthly and half-yearly reports, project budget, project expenditures, internal planning documents and commissioned surveys and research, as well as relevant independent academic and media articles. A standard interview protocol was developed for the semi-structured key informant interviews. Interview protocols were adjusted according to the category of informant -- NPF, government officials, project staff and consultants, implementing partners, and civil society representatives -- with the addition of more specifically relevant questions and the omission of irrelevant ones.

Stakeholder participation

Stakeholders were identified by the evaluation team in consultation with the project team. Gender distribution of informants is indicated in the Annex list of stakeholders interviewed. Unfortunately, the evaluation team was not able to interview certain stakeholders, including members of PORTO or the PSC. They were also not able to interview direct beneficiaries of training programmes, although they were given access to pre- and post-training surveys and a 6-month follow-up impact assessment conducted by the project.

Ethical considerations

This evaluation was undertaken in conformity with the United Nations Evaluation Group's 'Ethical Guidelines for Evaluation' (2020). The lead evaluator also signed the 'Pledge of ethical conduct in evaluation of the UN system' (see Annex). The evaluators adhered to the four guiding ethical principles of integrity, accountability, respect, and beneficence as set out in the 'Ethical Guidelines for Evaluation'. Informed consent of informants was secured as they were provided with information as to the nature of the evaluation and the confidentiality of their identities.

Major limitations of the methodology

One constraint in undertaking this evaluation was the result of the timing of the field visit. Considerable effort was made to ensure the evaluation team could conduct their field visit before the end of the project, some time before the start of the third phase of programme. However, due to delays in contracting the evaluators and securing the lead evaluator's visa for Nigeria, the field research took place in mid to late May, near the end of Phase II of the project. At this time project staff were working intensely to wrap up the Phase II activities and finalise the proposal for the expected Phase III. The timing issue affected the extent to which interviews could be set up in advance, with most interviews arranged by the project team at very short notice, often on the same day or next, and with fewer interviews concluded than expected. A number of interviews with certain former or current key stakeholders and meetings with participants in training-of-trainers courses and the women's leadership course were requested by the evaluators but not arranged. The evaluators decided against holding an online focus group session due to: the difficulties arranging one-on-one in person interviews, repeated internet and phone connectivity problems as evidenced in remote interviews with key informant interviews, sensitivity of the topic which might inhibit honest responses in a group setting, and the inability to observe body language

and focus group participant interaction. To compensate, relevant project reports containing survey results and other quantitative data were reviewed and integrated into the analysis where possible. In addition, the evaluators decided to include quantitative measures of indicators, outputs and outcomes based on the IEO scoring system in the analysis.

A second limitation of the methodology was incomplete and sometimes inconsistent data on the delivery of key objectives against targets as found in the results logframe and project reporting. The evaluating team sought to verify data and fill gaps to the extent possible by triangulating information gained from interviews, written correspondence, and other project documents. The two budgetary and expenditure documents provided also lacked consistency in data categories, limiting the scope of comparison between planned and actual expenditures.

9 Data Analysis

Data was collected by the evaluators through review of project documents and reporting, semi-structured stakeholder interviews, and direct observation at two training events held during the field visit to Abuja in mid- to late-May.³⁵ Validation of specific data was conducted by triangulation based on comparing information contained in the project documents and reports with information obtained in the interviews with different stakeholders, and in observation of program implementation by the evaluators being present during three days of two distinct training events. Clarifications were also requested from the project team during the drafting and revision of the evaluation report. Academic literature on policing, and specifically policing and police reform in Nigeria, was also used to help deepen understanding of the context and nature of policing challenges in Nigeria by the evaluators and better assess the relevance of the project's approach to supporting police reform. Triangulation was particularly important for validating the scoring of project outcomes and outputs in view of uneven monitoring in the results logframe.

Budget and financial data were assessed with data drawn from three documents, encompassing: the planned budget for the entirety of the project,³⁶ the project expenditures to date;³⁷ and a financial report to the donor on expenditures to date.³⁸ The data provided to the evaluators allowed an overall analysis of the variance between planned and actual expenditures, triangulated with key informant interviews, which provided the context of project implementation challenges. However, due to missing data (budgeted grant allocations to GS-F for June-Dec 2023 and Jan-May 2024) and inconsistent categories of data between the budgeting and expenditures documents, the team was unable to conduct a more fine-grained analysis of budget-actual expenditure variance in specific categories of project outputs.

³⁵ See Annex for list of documents consulted and list of key informant interviews.

³⁶ UNDP SPRPiN project team, 'Police Reform Process Final Budget Revision Jan-May 2024 (002)', Excel, received 18 July 2024.

³⁷ UNDP SPRPiN project team, 'Expenditure Report Police Reform Project Jan 2022-November 2024', Excel, received 7 Nov. 2024.

³⁸ UNDP SPRPiN project team,

10 Findings

This section presents findings to the key evaluation criteria and corresponding evaluation questions, based on evidence derived from data collection and analysis. The main evaluation criteria and evaluation questions are in bold, followed by the evaluators' findings, score, and overall average score for the main indicators based on the IEO rating system.³⁹ A chart summarising the main evaluation indicator and sub-indicator scores are presented at the end of the section.

Relevance

1. To what extent was the project design relevant in supporting the achievement of the modernization of police training to reflect the modern policing standards detailed in the Police Act?

The Police Act, 2020 updated the legal framework which had governed the NPF since the colonial era. The Act sought generally 'to provide for a more efficient and effective police service that is based on the principles of -- (a) accountability and transparency; (b) protection of human rights and fundamental freedoms; and (c) partnership with other security agencies.'⁴⁰ The Act's specific objectives included: establishing a police force that is more responsive to the needs of the public and upholds values of fairness, justice and equity; safeguards fundamental rights of every person in Nigeria in its operations; brings positive change in the public perception of the police; prevents crimes without threatening liberty and privacy of persons; has strengthened performance in providing for safety and security of all persons and communities; and cooperates and partners with the communities it serves; has its professionalism developed by relevant training; and respects the rights and needs of victims of crime.⁴¹

The SPRPiN project was designed with direct reference to the Police Act, 2020. The project's main intended outcomes sought to support its operationalisation in two key and interlinked areas: ensuring that the NPF and Office of the President have the governance and leadership capacities to enable sustained reforms, to implement the Police Act, 2020, and to define a national approach to community policing; and supporting the modernisation of police training to reflect the modern policing standards detailed in the Police Act, 2020, such that trainee police personnel could better respond to security challenges and the safety needs of communities. Project outputs under each of these intended outcomes directly reflected the tenets contained in the Police Act, 2020 and together formed a coherent program of support to the police reform process. For example, the emphasis on developing NPF capacities for effective strategic communications was essential due to widespread lack of familiarity with

³⁹ The IEO rating system uses a four-point scale for each indicator: 4=Fully Achieved/Exceeds Expectations; 3=Mostly Achieved; 2=Partially Achieved; 1=Not Achieved. See UNDP IEO, *Country Programme Performance Rating System Manual* (March 2022), p. 6.

⁴⁰ Nigeria Police Act, 2020, Federal Republic of Nigeria Official Gazette, Lagos, 21 Sept. 2020, Vol. 107, No. 148, Section 1, para 1.

⁴¹ Nigeria Police Act, 2020, Section 1, para 2.

the Police Act among both Nigerian police personnel and the general public.⁴² The project's support to policy frameworks on gender, community partnership, and collaboration between internal departments of investigations and forensics complemented and strengthened the support to the police and government structures leading police reform. Addressing the training curriculum, teaching methodologies, and infrastructure provided a similarly coherent approach to modernisation of police training. The project design sought to overcome previous failed attempts to reform the NPF by incorporating a holistic approach to reshape police culture and practice towards a service-oriented, rights-based service, employing modern training methodologies for adult education and educating new recruits, and in-service training of police personnel to facilitate fundamental change.⁴³ The project design thus offered a highly relevant approach to modernising NPF training to reflect the standards outlined in the Police Act.

2. To what extent was the project in line with the national development priorities, the UNDP Country Programme Document for Nigeria (CPD) (2023-2027) and the SDGs?

The Nigerian government's National Development Plan 2021-2025 identified significant challenges in terms of inadequate funding for security institutions including the Police, poor skills development for professionalism and efficiency of security institutions, and limited technological adaptation and innovation for intelligence-gathering and safety assurance. It also identified inadequate coordination and synergy among its security agencies.⁴⁴ It declared that 'the government of Nigeria will continue to prioritise the development, capacity building and professionalism of the security agencies to ensure peace and security for all residents.'⁴⁵ The SPRPiN project closely reflected the police-relevant priorities set out in the National Development Plan, emphasizing training and mentoring, modernisation, the development of community engagement by police (including community policing), and the development of databases to track recruitment.

The UNDP Country Programme Document (CPD) for Nigeria focuses on three interlinked pillars: i) inclusive economic growth; ii) climate change; and iii) governance, peace and security. The SPRPiN project contributed specifically to the third pillar, which is dedicated to establishing a solid framework and enhancing capacities to consolidate peace, strengthen security and social cohesion, and ensure good governance.⁴⁶ Supporting the transition towards a more transparent, accountable and human-rights-based and gender-sensitive form of policing that reflects modern police standards as enshrined in the Police Act (2020) clearly supports the effort to strengthen the rule of law, enhance the capacities of public security institutions, and improve governance of the key area of public security, and thereby enhancing public confidence in the Nigerian Police Force and relevant rule of law institutions.⁴⁷ The project also aimed to contribute to the CPD's commitment to building national capacities to ensure gender equality is mainstreamed through its attention to

⁴² UNDP and CLEEN Foundation, 'Police Personnel's Perception of Police Reform in Nigeria', Second Draft, 2024, p. 3; This point also was echoed in interview with implementing organisation.

⁴³ Moncef Kartas, 'NPF Basic Police Training Assessment Sketch', 12 September 2022.

⁴⁴ Federal Republic of Nigeria, *National Development Plan 2021-2025, Volume I*, p. 105.

⁴⁵ Federal Republic of Nigeria, *National Development Plan 2021-2025, Volume I*, p. 107.

⁴⁶ United Nations, 'Country programme document for Nigeria (2023-2027)', DP/DCP/NGA/4, 2 Dec. 2022, para 6. Henceforth CPD Nigeria (2023-2027).

⁴⁷ CPD Nigeria, (2023-2027), para 14.

female police leadership and empowerment in the police and efforts to ensure that police are trained to be more gender-sensitive and better able to respond to sexual- and gender-based violence.⁴⁸

The SPRPiN project contributed to the realisation of SDG 16, which seeks to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.⁴⁹ More specifically, the project contributed to: Goal 16.3 in promoting the rule of law at the national level; Goal 16.6, in supporting the development of effective, accountable and transparent police institution at all levels; Goal 16.10 by supporting public access to information about the NPF and the Police Act, 2020, and supporting the protection of fundamental freedoms; and Goal 16.A through its efforts to strengthen the National Police Force, and building its capacity to better prevent violence and combat terrorism and crime.

The project well reflected national development priorities, the UNDP CPD for Nigeria, and the SDGs.

3. To what extent was the theory of change applied in the project relevant to serve the needs of the country?

SPRPiN project's theory of change stated that:

'IF PORTO is well capacitated and resourced to lead the change process, and if the Panel⁵⁰ is providing sustain political support to PORTO and the IGP, and if PORTO is able to mobilise internal and public support for the change process through effective communications, and police officers and leadership are better capacitated to implement service-oriented and community-oriented policing, **THEN** the quality and responsiveness of the police to community security needs will improve, **WHICH WILL** contribute to an increase in public trust in the reform efforts and enhance the legitimacy of the NPF **BECAUSE** people will see tangible change in the behaviour and attitudes of the police that are in line with the publicly stated ambitions of the Presidential Roadmap and government promises for police reform.⁵¹

The project theory of change was relevant to the needs of Nigeria in seeking to address the strained relationship and lack of trust between the Nigerian police and the people. It sought to ensure high-level executive ownership and oversight of the police reform process, with a high-level Presidential Working Group, and the institutional hub PORTO providing administrative and technical support to coordinate and help implement the reform process. Although the Presidential Working Group lacked sufficient governmental impetus and motivation among its members to be functional, and although the original structure for coordination, PORTO also proved dysfunctional, the team claimed that the underlying principle remained sound: Police reform, as a highly political and complex undertaking, required buy-in at the highest level of government. Without such buy-in, police reform will

⁴⁸ CPD Nigeria, (2023-2027), para 17.

⁴⁹ <https://nigeria.un.org/en/sdgs/16>

⁵⁰ Presidential Panel on Police Reform.

⁵¹ Prodoc Phase I, p. 16. Note that the Theory of Change remains the same in the Phase II Proposal although the dysfunctional PORTO was replaced by the Police Reform Secretariat under the Tinubu government and the Presidential Panel/Working Group of the Buhari government only met once.

face significant barriers. The evaluators acknowledge political buy-in as a necessary, though not sufficient condition, to implementing a successful police reform process. The project team sought to compensate for the lack of impetus in the two strategic structures in Phase I, and according to feedback from key informants, contributed to the building of momentum and strategic stakeholder commitment to the police reform process. The theory of change also underscored the necessity of shifting internal and longstanding negative external perceptions about police and police reforms being implemented through more effective police communications.

The ToC nevertheless omitted an important element in transforming police relations with society. Increased professionalism, capacity and community engagement do not necessarily equate with accountability to the public and before the law. The #EndSARS protests represented popular pushback against the long-standing culture of impunity within the NPF, specifically in the SARS unit which routinely deployed torture, rape, and extrajudicial executions to solve crimes, and were not held accountable under the law. General lack of capacity of police, and impunity of the police for abuses, explain why the Nigerian public has shown little or no trust in the NPF to protect their rights and provide security, order or crime prevention. Indeed, a 2023 Afrobarometer Survey found that only 17% of Nigerian respondents would turn to the police when faced with a security concern.⁵² To reverse this trend, police personnel require appropriate training and capacity development to perform their duties effectively and professionally without violating the rights of people. The NPF must also establish and sustain structures that hold officers accountable for rights violations, corruption, and other misconduct. Beyond the NPF, external oversight institutions including the PSC should enable victims to obtain redress while identifying institutional failings and needed corrections. As capacity improves and external accountability becomes the norm, the trust between the people and their police would be expected to grow.

4. To what extent was the project able to adapt to significant changes in political dynamics and contexts?

The SPRPiN project has adapted to numerous important political dynamics that have affected implementation. To compensate for the dysfunctional Presidential Working Group and PORTO, the project team stepped in to develop and disseminate briefing notes, organise stakeholder meetings on activities undertaken by the project, and produce activity reports and knowledge products on police reform topics to continue building its influence at technical, political and strategic levels.⁵³

In the run-up to the general elections on 25 February 2023, Nigeria faced the prospect of increasing election-related insecurity and violence. The project team responded to a request from the Nigerian government and provided additional training in elections security to 180 NPF officers, with participants coming from the six geopolitical zones. It also procured 250 military-grade tents to enable the NPF to conduct hot spot policing.

⁵² Rapheal Mbaegbu & Sunday Joseph Duntoye, "Nigerians say their country is unsafe; cite insecurity as top priority for government action." Afrobarometer Dispatch No. 604, 17 February 2023 <https://www.afrobarometer.org/wp-content/uploads/2023/02/AD604-Nigerians-say-country-is-unsafe-Afrobarometer-17feb23.pdf> (accessed 9 August 2024).

⁵³ UNDP, 'Supporting Police Reform Processes in Nigeria Project: Progress Report', January-May 2024, p. 8.

During the political transition to the new administration of President Tinubu, the project temporarily suspended its work on Outcome 1 supporting the presidency in driving forward police reform.⁵⁴ The pause of work sought to ensure that the new government and administration would commit to continuing the process of police reform in practice. It also served as an opportunity for the project and stakeholders to signal that non-productive elements in PORTO would no longer be supported if they could not secure the new government's ownership of the project. Six months after the election, a clear signal was given by President Tinubu of his intention to continue with police reform, although not with the structures created under the preceding presidency. A new Police Reform Secretariat was established replacing PORTO, and falling under the Office of the National Security Adviser, and physically located in the premises formerly occupied by PORTO.

The project team also recognised that it did not have the level of political influence it had hoped for with the government at the earliest stages of the project. Moreover, it recognised that political factors created uncertainty, in the form of the elections but also with other changes at senior levels of the state administration.⁵⁵ Diversification of relationships and partnerships became a strategy to mitigate these risks. The project team focused on expanding and diversifying partnerships with the PSC, the Ministry of Police Affairs (MoPA), the NPF's Department of Training and Development (DTD), Central Police Training Unit (CPTU), the Legal Unit, and actors engaged with women's empowerment. The new emphasis on deepening and diversifying partnerships enabled the project to work with a widening group of actors and issues in the context of police reform. It presented the opportunity to engage with the NPF's recruitment process and the National Policing Plan – both of which were initially contentious but ultimately contributed to enhanced accountability of the NPF, according to a project team member.⁵⁶

The project also adjusted its initial ambition to work on community policing when it became clear that the government was lagging in moving forward with the contested idea of community policing. Rather, the project focus shifted towards a broader concept of 'community engagement', reflected in the project's police training activities. It also resulted in a joint initiative with the UNDP's stabilisation programme in Maiduguri, Borno State in the Northeast geopolitical zone, which was designed to prepare NPF personnel for direct engagement with communities ravaged by conflict. The joint initiative involved an innovative trauma-informed approach to training, which recognised that both police personnel and communities, especially women and girls, have experienced trauma in this conflict-affected region where the Boko Haram insurgency has occurred. Although the pilot course was not funded directly by the project, the joint initiative was an example of integrated UNDP programming that linked UNDP's high level policy and federal level support to actual policing on the ground.⁵⁷

For the evaluation criterion of relevance, the evaluators deemed the project highly relevant to the policing needs of Nigeria, with an average score of 3.75.

⁵⁴ Interview with member of Project team.

⁵⁵ Correspondence with member of Project team.

⁵⁶ Correspondence with member of Project team.

⁵⁷ Correspondence, member of Project team.

Effectiveness

Effectiveness refers to the extent to which the program's objectives (outcomes) were achieved, or are expected to be achieved. The effectiveness of the SPRPiN project was analysed through i) a quantitative assessment of output level indicators; and ii) a quantitative and qualitative assessment of the project outcomes, including outcome level indicators as well as other interview data and project documentation. At the output level, 28 total indicators were scored for the fourteen outputs (eight outputs under Outcome 1 and six outputs under Outcome 2, where each output had been assigned two indicators). At the outcome level, four indicators were scored (two for each outcome) based on quantitative data, and revised taking into account qualitative data. Charts with specific scoring of both outcomes 1 and 2 and all linked outputs can be found in the Annex.

1. To what extent has progress been made towards outcome achievement? What factors contributed to the achievement or non-achievement of the project outcomes and outputs?

The Project was found to be mostly effective in making progress towards Outcome 2 on supporting the modernisation of police training, and partially effective in making progress towards Outcome 1 on support of strategic and police leadership of the police reform process. At the output level, the project was highly effective in achieving some outputs including those supporting the development of a police reform strategy, strengthening strategic communications on police reform, and training of trainers. There was nevertheless some room for improvement in length of deployments for international trainers in order to improve engagement with local counterparts and knowledge of local context. On the other hand, several output level activities had made modest or no progress by the end of Phase II, including those concerning the Presidential Reform Working Group, support to the NPF policy framework on gender, NPF community policing/engagement and dialogue, and capacities and collaboration involving the NPF Departments of Investigations and Forensics.

The achievement of project outcomes and outputs was impacted in Phase I by lack of will at the senior leadership level in the two main governmental structures intended to lead and coordinate reform, the Presidential Working Group and PORTO, and the uncertainties introduced by political dynamics including the general elections of February 2023 and resultant changes in political and police leadership requiring the rebuilding of relationships. A shift in governmental preferences regarding community policing required adjustment to the related outputs; the project reframed the approach as 'community engagement', yet was not able to deliver on most of the directly related outputs, suggesting that lack of government buy-in for community policing/engagement. Other delayed project outputs appear to have been the result of lack of capacity by some implementing partners.

2. To what extent has the project achieved the objectives and targets of the results framework in the Project Document?

The SPRPiN project identified two main objectives (outcomes) in its result framework. The first outcome focused on building capacities of several core institutional actors at executive level to develop and implement police reform, especially as reflecting the Police Act, 2020 and community policing. One indicator for that objective was positive perceptions among

mid- and senior-police officers of police reform. Based on a perception survey conducted by the NPF Department of Research and Planning, UNDP and the CLEEN Foundation in December 2023, the first indicator was mostly achieved, with 76% of mentored mid- and senior-level officers holding positive views of reform.⁵⁸ While not reaching the target of 100%, it was sufficient to fall within the cut-off for a score of 4. The second indicator for this outcome was the adoption of at least 2 police regulations implementing police reforms. The second indicator was only partially achieved: one new police regulation that modernises the police and provides guidance for day-to-day administration of the NPF, promotes professionalism, equal opportunity and fair treatment for male and female officers, and reinforces protection of human rights, accountability and transparency was approved by the Minister of Police Affairs. For full implementation, however, the regulation would need to be gazetted by the Minister of Justice and Attorney General of the Nigerian Federation. At the time of the evaluation this had not yet been achieved. by the end of Phase II⁵⁹ According to a civil society respondent, the development of new regulations tends to run into bottlenecks in implementing agencies, resulting in a very slow rate at which new regulations are passed.⁶⁰ As a result of meeting not quite 50% of the target (one out of two regulations), this outcome indicator received a score of 2. Thus, based solely on its two outcome-level indicators measuring achievements against targets, Outcome 1 scored an average of 3 (Note that this was revised to 2.5 after qualitative analysis).

The SPRPiN project's second objective (outcome) was to modernise training to enable trainees to better respond to security challenges and the safety needs of communities, including the needs of SGBV survivors. One indicator for this outcome was that at least 75% of all officers trained in a training-of-trainers course reached the necessary skills and competence to deliver the revised cadet curriculum. The project well exceeded its benchmark, achieving a 93% average score from Jan-2023-May 2024, and earning a score of 4 for the indicator. The second indicator for Outcome 2 was for all ToT-trained trainers to demonstrate understanding and capacity to teach a variety of topics ranging from professionalism to human rights and gender sensitivity. Here too, the project succeeded, attaining a 97%, and again a score of 4. Thus, based purely on assessment of achievements against targets, Outcome 2 scored 4, indicating it had met all of its targets. However, this was also revised to a score of 3, judged as having been mostly achieved, following qualitative analysis.

As discussed elsewhere in this report, the delivery of several targets and outcomes for this project supporting police reform was affected by unexpected changes and political dynamics in the local context. This was not well reflected in the results framework, which maintained the same phrasing in the theory of change and the specific identification of targets despite key elements (Presidential Working Group and PORTO) being disbanded and replaced. The loss of political support for the original emphasis on 'community policing' approach was accommodated to some extent by the project team broadening the concept to 'community engagement'. As evaluators of other police and security sector reform projects have noted, the standard logframe, with its 'excessively rigid goal setting, planning and implementation rules' is ill-suited to the timelines and often unexpected local changes in the context of

⁵⁸ UNDP, 'Supporting Police Reform Processes in Nigeria Project: Progress Report', January-May 2024, p. 10.

⁵⁹ UNDP, 'Supporting Police Reform Processes in Nigeria Project: Progress Report', January-May 2024, p. 10.

⁶⁰ Interview with civil society representative.

police and security sector reform that may require flexibility to adapt or even revisit agreements with local ministries.⁶¹ This appears to have been the case with the SPRPiN project.

3. Have there been any unexpected outcome-level results achieved beyond the planned outcome?

None identified.

Efficiency

Efficiency concerns the extent to which resources/inputs have been turned into results. The efficiency criterion was assessed by providing answers to the following questions:

1. To what extent were the project outputs delivered in time to ensure high quality?

As outlined above, the project timeline encountered various problems and delays linked in part to political factors. Delays in Phase I were caused by performance problems of the two main strategic structures aimed to lead and facilitate police reform, and subsequently by the shifting political environment resulting from the election of a new president in February 2023. In Phase I the UNDP project team opted to take over some output delivery to compensate for slow or non-delivery by certain beneficiary partners. This occurred with regard to PORTO's administrative and substantive outputs as well as GSF's initial development of the training approach. The team further decided to pause support to Outcome 1 supporting strategic political and governmental actors until the new administration confirmed that it would also commit to a police reform process. Taking these constraints and challenges into consideration, the ability of the project to achieve many of the planned outputs by the end of Phase II suggests a generally high level of efficiency in the face of a challenging context.

The political dynamics surrounding police reform have also required substantial investment of time and effort by the project team to build trust and confidence among stakeholders in government and the NPF, including when individuals in stakeholder institutions changed after the February 2023 elections. Project team members have estimated that 70% of their time is required to build and maintain constructive relations that are necessary for the implementation of the project, a reflection of the political dimensions of police reform. In view of political challenges, the leanness of the project team, the amount of time required to manage stakeholder relationships and navigate political challenges, and the substantial level of planned outputs (including those which the team had to take a more active role in due to capacity and performance gaps among implementors), the project appeared to be running in a timely manner to deliver a majority of deliverables, although several deliverables were not completed by the end of Phase II. Those deliverables that were completed in a timely manner, such as those relating to training, also tended to demonstrate high quality.

2. To what extent did the project ensure value-for-money?

⁶¹ Steffen Eckhard, 'The Challenges and Lessons Learned in Supporting Security Sector Reform', Friedrich Ebert Stiftung, June 2016, p. 37.

Value-for-money varied across the project's implementing partners and discrete areas of intervention. Generally, the project saw good value-for-money on the UNDP side. The small core team, which included the full-time use of a UN Volunteer and a Rule of Law intern, also filled gaps where partners and beneficiaries were unable to deliver during Phase I and continued to generate many listed outputs in Phase II. A pause on supporting Outcome 1 activities during the political transition to the Tinubu administration (corresponding to the final Phase I period Jan-May 2023 in project budget documents) and a staffing shortage with the departure of the Chief Technical Adviser (CTA) in Phase II from January 2024 (an acting CTA was appointed from within the team but the regular position remained unfilled to the end of Phase II) created pressures on the core team. In view of the lean staffing and implementation challenges, a high level of outputs was achieved by the end of the project.

Training-of-trainers courses have also provided good value-for-money, successfully training 1000 police trainers by the end of Phase II, overhauling the way that training is done by introducing adult learning methodologies and revising content to reflect the provisions of the Police Act 2020, and upgrading five training colleges.⁶² More questionable in terms of value-for-money was the use of foreign trainers who were rapidly rotated in and out of Nigeria.⁶³ The effectiveness of foreign trainers who are on the ground for short periods of time is perceived by some respondents to be lower than if those trainers could spend longer periods engaging with Nigerian police counterparts and partners to better understand and respond to the local context. Rapid rotations of international trainers also drive up the costs of training. To mitigate some of the challenges to achieving project outcomes and outputs relating to training, the UNDP developed a Standard Operating Procedure (SOP) for training, requiring for example that training be conducted by mixed Nigerian/foreign teams. In Phase III, UNDP indicated it would build up a cadre of Nigerian trainers to institutionalise the objective of this SOP.⁶⁴

Another challenge that risked undermining achievements in training is the NPF's policy of rotating its officers every two years, without regard to specialised skills that they may have acquired and that are needed, as is the case in training. The project sought to mitigate this risk by working with the NPF on adapting police regulations to reflect the Police Act 2020, though with limited results (see below section on 'Sustainability').

A problematic issue relating to value-for-money was the support provided to cover the salaries of the PORTO secretariat in Phase I, and operations of the Presidential Working Group/Panel. Compensation for certain senior-level staff salaries in PORTO was considered unreasonably high in view of the institution's weak performance. Further, the secretariat recruited some staff members whose experience and qualifications did not fit the requirements of the positions. The high outlay for the secretariat did not appear to incentivise the secretariat to move forward with its work.⁶⁵ Several respondents acknowledged that PORTO did not function, and much of the work PORTO was expected to conduct in terms of organising meetings with stakeholders and producing written documents and reports to help support the police reform process, was in fact produced by

⁶² UNDP, 'Supporting Police Reform Processes in Nigeria: Progress Report', January-May 2024, p. 21.

⁶³ Interview with member of project team.

⁶⁴ Written correspondence with member project team.

⁶⁵ Interview with members of project team.

the UNDP project team.⁶⁶ In the January-May 2023 period, funding to PORTO was terminated and the project's political support activities (Outcome 1) were paused after Bola Tinubu was elected to the presidency in February 2023 until a clear signal was received later that year from the incoming government that it would also maintain a commitment to police reform. Similarly, the Presidential Panel convened only once in Phase II, due to the expectations of its members that they be compensated for meetings. As indicated in the chart provided in Annex, the project had expected the two structures to play the leading role in the police reform process. This was reflected in the planned budget in which support to the two structures collectively absorbed over 53% of the planned budget for expenditures by output for the year 2022.

Another concern that was raised by several respondents with regard to value-for-money concerned the decision to respond to the Nigerian government's request for tents with the procurement of 250 military-grade tents with mobile kitchens and showers to accommodate 2000 individuals.⁶⁷ The handover event to the NPF received wide media and social media coverage, and in the view of one respondent, 'gave a sense of something being done' (on police reform).⁶⁸ According to project documents, the purpose of the tents was to enhance the capacity of the NPF to be able to mobilise to provide security services in conflict and crime hotspots.⁶⁹ However the use of the tents could have been better justified in the context of the SPRPiN project's overall objectives of improving public trust in the police. Moreover, due to the lack of follow-up monitoring of the tents, respondents were uncertain whether the procured tents had been used by the NPF for the intended purpose. One respondent noted the lack of NPF capacities to install the tents, would require further investment in installation before they could be used.⁷⁰ In contrast, refurbishment of a number of training institutes aimed to provide a conducive environment for the training of police cadets and officers, and was clearly linked to the intended outcome of modernising police training. While provision of material and renovation of infrastructure have been noted to help open doors for other elements of programming support to police reform,⁷¹ procurement should also serve clear purposes linked to project objectives.

Another planned output was a study visit of NPF officers to Germany. Study visits can provide useful learning opportunities through first-hand observation of host state police and opportunities for in-depth discussions with their counterparts. Such international visits and interactions with police peers abroad are also an important validation of police as professionals.⁷² The project's planned visit of Nigerian Police officers to Germany was delayed, and organisers expressed the hope that it could occur in autumn 2024 as part of the next phase of the project. While most of the 10 participants are expected to have relevant qualifications and roles, project staff acknowledged the possibility that some would not have the desired profile or position to benefit professionally from the study tour.⁷³ This

⁶⁶ Interviews with members of project team.

⁶⁷ Interview with member of project team.

⁶⁸ Interview with member of project team.

⁶⁹ Final logframe.

⁷⁰ Correspondence, member of project team.

⁷¹ Interview with implementing organisation.

⁷² Owen (2012), pp. 307-308.

⁷³ Interview with implementing organisation.

output raised some concern regarding cost-effectiveness and the risk that it might mainly serve as a perk for high-ranking officials who have a negligible role in police reform. In order to be cost-effective and provide value-for-money, the study visit should, to the greatest extent possible, involve individuals with actual responsibilities relating to reform, and have clear outcomes that support Nigerian police reform such as the gaining of knowledge about specific transferable and sustainable strategies for reform.

This value-for-money assessment also includes considerations of equity, or the degree to which the results of the project are fairly distributed. Gender equity is a concern with regard to the NPF due to the continuing low proportion of women in the NPF in the ranks and even more markedly at higher levels -- at the time of the evaluation, there was only one female in the senior management team comprised of eight individuals. Female officers often encounter discrimination despite the Police Act, 2020, which repealed the discriminatory provisions of the old act, and advanced the principle of gender equity. Despite the updating of the Police Act, women continue to face gender-related difficulties and career barriers in the NPF. For example, women generally fill non-operational roles -- women NPF officers are not armed and are often relegated to performing office tasks.⁷⁴ The project integrated women's empowerment through women officer's leadership training (in late 2023, and mid-2024), and gender equity through gender policy support and gender training as an aspect of its cadet and TOT.

Efforts to include women trainees in training courses in Phase I were reportedly initially limited by the extremely low representation of women in the NPF and in recruitment. According to one project report, only 6% of 180 NPF officers trained in the reporting period July-December 2022 were women.⁷⁵ According to the project team the low proportion of women officers generally in the NPF made it difficult to meet the UNDP gender marker of 3 which is assigned to the project, and which requires 40% of participants and beneficiaries in all activities to be women.⁷⁶ It is also worth noting, however, that gender representation in training picked up in the last half of Phase II. Training-of-trainers courses were reported to be seeing increasing proportions of female participants selected by the NPF, with one interviewee noting that when the course started there were no female participants, but by the end of Phase II were seeing training groups comprised of 40% female participants.⁷⁷

In January 2024 the project partners met to identify a series of strategic entry points for immediate action, including the development of a project-level gender strategy to guide all UNDP and GS-F activities and engagement with the NPF; designing all training activities with a gender equality and women's empowerment lens; supporting the PSC to focus on key areas from a gender perspective, including recruiting and retaining female officers and gathering more gender-disaggregated data; and supporting the NPF Gender Unit to establish a Gender Lab that would gather and analyse data on gender-related crimes in order to better inform the allocation of policing resources in the country.⁷⁸

⁷⁴ Interview with implementing organisation.

⁷⁵ UNDP, 'Supporting Police Reform Processes in Nigeria: Progress Report', July-December 2022, p. 21.

⁷⁶ UNDP, 'Part 3: Police Reform, Gender Equality and Women's Empowerment', n.d.

⁷⁷ Interview with member of project team.

⁷⁸ UNDP, 'Gender equality and women's empowerment in policing. Summary of UNDP/GS-Foundation Gender Discussion and agreed actions', 26 Jan. 2024.

In summary, certain activities and outputs presented good value-for-money, while others did not, particularly with regard to support to PORTO's secretariat services in Phase I, the use of foreign trainers on short rotations, and certain procurement decisions. The project team displayed learning with regard to some of those experiences, moving to withdraw support at critical junctures from dysfunctional structures, stepping into take over implementation or diversifying partnerships where a partner underperformed, or introducing SOPs to ensure that future activities comply with general guidelines and standards.

3. To what extent were resource mobilization efforts successful? Was funding sufficient for the achievement of project results?

The project initially received seed funding from the UNDP's Global Rule of Law Programme. Phases I and II of the project were otherwise entirely funded by a single donor, the German Federal Foreign Office. Funding was sufficient for the achievement of intended results, although other factors noted above delayed and complicated implementation of several planned outputs. Funding by the FFO for Phase III of the project was agreed with UNDP, with the formal agreement signed in August. The renewal of German funding of the project to support police reform in Nigeria for the next phase is all the more noteworthy in view of the currently challenging donor environment in development assistance, and the recent reduction in funding by the German government to many areas of official development assistance.⁷⁹

According to the project team, interest among other donors has grown as the project has gained trust of the NPF and successive governments. While other Western donors tend to have distinct areas of engagement (UK and EU in justice reform, US in counterterrorism) these fell outside of the scope of Phases I and II of the SPRIPiN. The project team believes there is potential for more donor interest and participation in future.

Finding further donor support will be important to maintain the project's support of police reform processes. Reforming the police, as with other security and justice institutions, requires sustained political and resourcing commitments over the long-term. A number of donors provide support to the NPF, sometimes discretely or in an ad hoc fashion. The project supports building the capacity of the ONSA PRS to effectively coordinate policing assistance, a critical dimension of government ownership. The coordination of donor aid by the beneficiary state is an important but sometimes overlooked factor that contributes to sustainability and effectiveness of a reform process. UNDP participates in the informal police reform working group set up by the German Embassy to bring together relevant international actors. Moreover, due to its convening role within the UN system, UNDP can support increased and strategic resource mobilisation by the Nigerian government.

4. To what extent did project M&E systems provide data to enable evidence-based decision-making, allow for learning and adjust implementation accordingly?

Basic M&E systems exist for the project through its logframe and reporting on key performance indicators, however there was much room for improvement. The final results

⁷⁹ Patricia Justino and Laura Saavedra-Lux, 'Development aid cuts will hit fragile countries hard, could fuel violent conflict', *The Conversation*, 16 Nov. 2023; Cameron Hill, 'Stumbling giant: Germany cuts aid', *DevPolicyBlog*, 8 Feb. 2024.

logframe was not fully updated and some key data were missing. Monitoring of project activities varied. Some activities appeared to be well monitored, including: training-of-trainers activities which included a pre-course survey to establish a baseline of what the course participants know about the Police Act and other regulations and other elements to be covered in the course; a survey at the end of the course to receive feedback from the participants about what they have learned; and an impact assessment six months later. The women's leadership training was followed by post-training assessment surveys but at the time of the evaluation had not yet included a longer-term impact assessment.

In strategic communications, the BBC Monitoring's impact was assessed by looking at the listenership of all the radio stations that use their content to estimate how many people had listened to their programs over a six-month period, and asking listeners how programmes shaped their thoughts about the Police Act and policing. (Monitoring of strategic outreach through the Nigerian Police Radio station did not appear to be conducted.)

Despite these monitoring efforts for certain outputs, comprehensive tracking of indicator achievement was not clearly or consistently set out in the final results logframe.

5. Assess and explain variances between planned budget and actual expenditures.

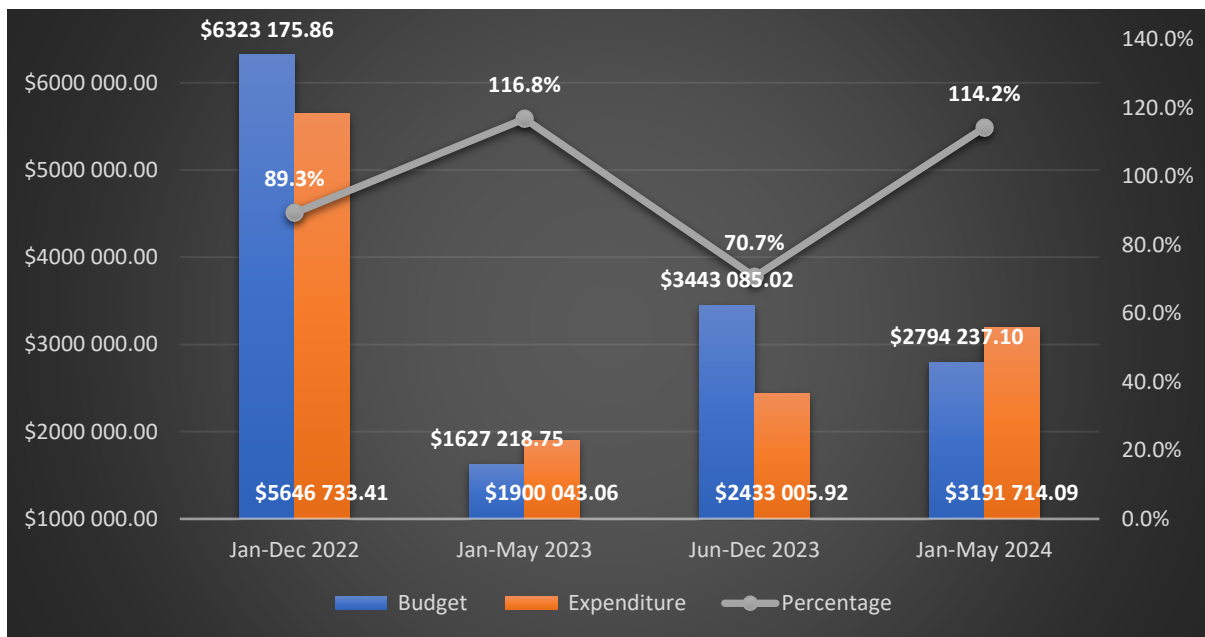
The table and bar chart below depicts the SPRPiN project's planned budget vs actual expenditures, with the line chart tracing the ratio between expenditures and planned budget. It shows that in 2022 the project saw a negative budget variance, as expenditures fell below the planned budget by \$676 522.45 or 10.7%. The period Jan-May 2023 had a positive variance with expenditures exceeding the planned budget by \$272 824.31, or 16.8% over budget. The subsequent period marked the beginning of Phase II, with June-Dec 2023 showing a negative budget variance when expenditures fell below the planned budget by \$1 010 079.10 or 29.3%. The final period of the project, from Jan-May 2024 saw a positive budget variance, with expenditures coming in at 14.2% above the planned budget (i.e., expenditures exceeded the planned budget by \$397 475.99).⁸⁰ According to the documents provided to the evaluators, the total budget for the project amounted to USD \$14 187 716.70, while total expenditures at the time of evaluation amounted to USD \$13 171 496.50, representing 92.8 % of total delivery.

Table 3: Budget, Actual Expenditures and Variance

Phase	Budget	Expenditure	Variance	Percentage
Jan-Dec 2022	\$6 323 175,86	\$5 646 733,41	\$676 442,45	89,3%
Jan-May 2023	\$1 627 218,75	\$1 900 043,06	-\$272 824,31	116,8%
Jun-Dec 2023	\$3 443 085,02	\$2 433 005,92	\$1 010 079,10	70,7%
Jan-May 2024	\$2 794 237,10	\$3 191 714,09	-\$397 476,99	114,2%

⁸⁰ According to the project team, the expenditure figures for the period Jan-May 2024 in the excel document 'Expenditure Report Police Reform Project Jan 2022-November 2024' include as eligible costs commitments entered into before the project end date of 31 May 2024 but which were settled after May 2024. The evaluators included these costs in the calculation of Jan-May 2024 expenditures, even though these costs were dated after May 2024.

Figure 1: Budget Variance: Budgeted vs Actual Expenditures



Source: Planned budget data are from the 'Police Reform Process Final Budget Revision Jan-May 2024_(002)' (Microsoft Excel spreadsheet); expenditure data are from 'Expenditure Report Police Reform Project Jan 2022 - November 2024' (Microsoft Excel spreadsheet).

The data suggest that the project varied through its implementation period between expenditures falling below the budgeted level to implemented its planned tasks and expenditures exceeding budgeted level. The project budget was also substantially reduced for the first half of 2023. Contextual conditions were provided in interviews with key informants, namely that funding to support strategic leadership of the police reform process (Outcome 1) was suspended pending the transition to the change of government following the February 2023 general elections, its confirmed intention to continue with the police reform process, and the replacement of the strategic structures leading and coordinating police reform (the Presidential Police Reform Working Group/Panel and PORTO) that had not performed as expected in Phase I. This helps to explain the significant drop in the project budget in Jan-May 2023, but does not explain why actual expenditures exceeded the budget by 16.8% during that period. Nevertheless, during the period June-December 2023 expenditures again fell below planned budget, and averaging out the two halves of the year 2023, the project saw negative variance of 6.25%, that is, expenditures fell 6.25% below the planned budget over the year as a whole. The remainder of Phase II of the project, June 2023 through May 2024, saw the resumption of support to Outcome 1 and continuing support to Outcome 2 activities, reflected in increased budget funding. Positive budget variance was seen in the final phase.

Thus, while interviews provided some context to understand the overall trend in budget support, they did not provide insight into either which categories of expenditures were affected by budget variances or the causes of variance. Differences between expenditure data categories and planned budget categories impeded comparison by category.

1. To what extent will the project achievements be sustained? What are the indicators of sustainability for these achievements, e.g., through requisite capacities (systems, structures, staff, etc.)? What are the challenges and opportunities?

Outcome 2 focused on modernizing the police training and development system as a whole, engaging the NPF Department of Training, NIPS, CPTU and other training institutes, and introducing police trainers, training academy commandants and senior officers to new approaches to police training. The project has focused on supporting a fundamental change in the way that basic training of police recruits and continuing training of police personnel are approached by the NPF. Training needs were identified through surveys, consultations, or prior training reviews in close collaboration with the NPF Training and Development Department and other relevant departments. The change in approach sought to assist in the demilitarisation of training (for example, significantly reducing the time devoted to parade drills, which in combination with more effective adult learning methodologies informing training-of-trainers courses, would contribute to changing police culture and police behaviour. Training-of-trainers is a potentially strong component of sustainability, but its effects will be limited if trainers who receive ToT do not remain actively involved in training others. The NPF practice of rotating its personnel every two years, including trainers, without regard to maintaining specialist career paths is a challenge that curtails the full impact of TOT.

Further, infrastructure support and procurement of equipment for training institutions has helped to ensure that training facilities are fit for purpose and constitute a conducive learning environment. The project has identified a number of change champions within the NPF, PSC and PRS. These individuals hold promise to continue to promote the reform effort from within and nudge the leadership of their institutions to keep the agenda on the front burner. The project also specifically is seeking to mobilise internal champions through the development of an NPF women officers' network, which was first initiated in Phase II and which the project team hopes will promote gender equality within the police and help counter the perception that gender equality is an externally imposed agenda.⁸¹ Nevertheless, discriminatory treatment and informal barriers continue to pose significant challenges to gender equality within the NPF.

2. To what extent are policy and regulatory frameworks in place that will support the continuation of project?

The project has based its objectives and activities on the Police Act, 2020. There is a need for the development or revising of police regulations and guidelines based on the new framework. The project team has been working to support the development of appropriate police regulations; as of the end of Phase II, one had been adopted by the MoPA, but had yet to be adopted by the Minister of Justice and Attorney General.⁸² Part of the problem with previous police reform initiatives in Nigeria was the petering out of reform or non-implementation of new frameworks, underscoring the importance of bringing regulations in line with the legislation. Leveraging the will and support of the political and police leadership

⁸¹ Prodoc Phase III, 2024, pp. 28-29.

⁸² UNDP, 'Supporting Police Reform Processes in Nigeria: Progress Report', January-May 2024, p. 10.

to follow through on reform has been identified as key to enable the years-long process of police reform to be sustained, and for that reason the institutionalisation of a body in government whose mandate is to midwife the long process of police reform was seen as vital. Through this body, the Police Reform Secretariat (PRS), now located in the Office of the National Security Adviser, the project aimed to enable the revision of further frameworks, policies and regulations relevant to the NPF in accordance with the Police Act, 2020. In the view of one respondent, establishing the PRS with a legislative or policy basis would be important for long-term sustainability of police reform.⁸³ Nevertheless, sustainability is not yet assured. The project has focused on the Police Act, 2020 as a foundational element; however, a recent move by the President to amend the Police Act to guarantee a 4-year tenure of the current IGP, contrary to mandatory retirement rules of the civil service, may signal a willingness to repeal other provisions of the Police Act.⁸⁴

3. To what extent did UNDP establish mechanisms to ensure the sustainability of project results, including in the context of changing political dynamics?

Several aspects of the project were designed to help ensure the sustainability of project results. This included the project's emphasis on ensuring government ownership and coordination through the high-level working group and the PORTO secretariat. Unfortunately, the functioning of these mechanisms in Phase I was problematic. Phase II's emphasis on diversified partnerships and a renewal of political leadership for police reform spearheaded by the PSC, and bringing together leadership of the National Legislature, MoPA, ONSA, NHRC, MOJ and Chief Justice of Nigeria to discuss accelerating implementation of the Police Act, 2020 appeared more promising for sustainability.⁸⁵ Emphasis on supporting the adoption of new police regulations also aimed at ensuring sustainability of results.

The project's emphasis on institutionalisation also worked towards sustainability. The project sought to influence attitudes and behaviour of police through its training-of-trainers courses, updating curriculum for cadets based on the Police Act, 2020 as well as the introduction of training methodologies for adult learning. Training-of-trainer courses are intended to have systemic effects. ToT courses enable the adoption of new methodologies for adult learning and the uptake of new content based on the principles and standards contained in the Police Act, 2020 to a far greater number of NPF cadets than if the project were to train the cadets directly.

Another measure implemented by the project to help ensure sustainability of results is the capacity-strengthening of communications surrounding the police reform and Police Act, 2020. Research commissioned by the project indicated very low levels of understanding among police personnel about the implications of the Police Act, 2020 for daily policing operations, even four years after the law had been passed.⁸⁶ The project engaged BBC Media Action to provide training and capacity-building to NPF's Police Radio and to Force Public Relations Officers (FPROs). By helping Police Radio to communicate more effectively to both

⁸³ Interview with civil society representative.

⁸⁴ 'Nigeria: Disquiet in Police Over IG's Tenure', This Day, 25 Aug. 2024, available on AllAfrica.com, <https://allafrica.com/stories/202408260362.html>

⁸⁵ UNDP, 'SPRPiN Progress Report', January-May 2024, p. 12.

⁸⁶ UNDP and CLEEN Foundation, 'Police Personnel's Perception of Police Reform in Nigeria', Second Draft, 2024, p. 3.

police and public audiences about the Police Act and police reform, the Project sought to create awareness and understanding of the Police Act, 2020, although the time slot used for public outreach had a limited audience. The underlying assumption of the strategic communications capacity-building was that if the provisions of the law were better known and if there was a platform on which policing could be discussed by members of the public, the public would become better informed as to how police are supposed to function and more engaged with seeing reform carried out.⁸⁷ The project's work on strategic communications for the NPF was highly lauded by one civil society representative, who stated that compared to the #EndSARS period, they had seen 'a lot of improvement in how the police engage the public, especially on social media. Before, police was totally absent. Now as issues are happening, they engage immediately.'⁸⁸

These examples demonstrate the extent to which the project sought to establish mechanisms that would ensure sustainability of project results beyond the end of project. Changing political dynamics required flexibility from the project, which adapted some affected planned outputs such as by diversifying its partnerships with state institutions and high-level actors.

At the same time, political factors and dynamics which resulted in some underperforming mechanisms, changes in political and police leadership, and slow bureaucratic processes demonstrated some limits of these sustainability measures. The lengthy process for reforming policy and guidance for policing, and the continuation of certain practices (regular two-year rotations of police regardless of specialisations in areas like training, structural barriers to full women's equality of opportunity within the NPF), constitute threats to the sustainability of some of the project's achievements.

4. To what extent have development partners committed to providing continuing support?

Germany remained the main donor for the project through Phases I and II. In August 2024, the German FFO formally agreed to fund the project for a third phase, running to the end of 2025, by the German Federal Foreign Office. Interviews confirmed that the donor is satisfied with the cooperation with UNDP and with how the project has gone so far. While police reform in Nigeria is a daunting task, it acknowledges that the project has helped Nigeria along that path, and that UNDP has become a trusted partner for the government on police reform.⁸⁹ This is an important achievement that makes UNDP a main actor in police reform. Nevertheless, the reliance on a single donor raises concerns about project support, and it is important that UNDP identify other donors and partners who help support the follow-on project in the event that German funding ends.

Gender equality

The promotion of gender equality and protection of women's rights have both internal (to the police) dimensions and external (regarding the public) dimensions. Internally, gender equality refers to women's equal employment opportunities, fair treatment and freedom from gender discrimination and harassment within the police. Externally, one aspect of

⁸⁷ Interview with implementing organisation.

⁸⁸ Interview with civil society organisation.

⁸⁹ Interview with donor representatives.

gender equality in the policing domain would require that women and girls, and especially those who have experienced violence, receive police services in an effective, appropriate and professional manner. With regard to sexual- and gender-based violence (SGBV), police generally have often been found to be prone to gender bias, such as failing to register cases due to shaming, blaming or even accusing the victim of false reporting.⁹⁰ Guidance on gender-responsive policing thus emphasises that 'the investigative focus remains on the alleged perpetrator, not on the victim's/survivor's character, behaviour or credibility'.⁹¹

The dual focus of the SPRPiN project on gender issues within the police (and external gender-responsive policing with a focus on SGBV) represents good practice: UN guidance explicitly links internal change (policies that transform unequal gender relations within the police organisation) with external police performance (policies that reinforce accountability of police to respond effectively and adequately to violence against women and girls).⁹²

1. To what extent has the NPF capacity been strengthened in better promoting and protecting women's rights?

The project logframe lists as a specific output (Result 1.6) that 'The NPF's policy framework on gender is rolled out'. This policy framework would entail several elements: adoption, approval and piloting of implementation of the NPF's draft gender policy; the review and updating of gender curriculum in basic and promotion training (in partnership with DTD and NIPS); and supporting the establishment and functioning of a Gender Lab within the NPF Gender Unit.⁹³

The NPF's capacity to better promote women's rights was served through the following project outputs:

- Inclusion of gender sensitivity and related components in basic training of cadets and training-of-trainers courses. A project report described how police trainers in a refresher training course were exposed to the idea of creating change in police culture through gender equality, among other key themes, and were involved in a group exercise and discussion on gender.⁹⁴
- A women's strategic leadership course for 29 mid-level female officers held at NIPS in October-December 2023. Topics included communications skills leadership skills, time management, emotional intelligence, conflict management, negotiation skills, presentation skills, and overcoming gender stereotypes and bias. In feedback surveys the 29 participants half-way through the course and at the conclusion of the course gave high marks to the course on quality of trainers, completeness of information, and overall impressions.⁹⁵ A second phase of the Leadership Course for NPF women was held over two weeks in May 2024, involving 15 women police leaders.⁹⁶

⁹⁰ UNWomen and UNODC, *The Handbook on Gender-Responsive Police Services for Women and Girls Subject to Violence* (New York: UN Women, 2021), p. 24.

⁹¹ UNWomen and UNODC, p. 16.

⁹² UNWomen and UNODC, p. 262.

⁹³ Result 1.6 in 'Updated SPRPiN Logframe 2023-2024 v.1 Final', 2024.

⁹⁴ UNDP, 'Preliminary Report: Refresher Course on Training trainers, August 28-September 15, 2023', pp. 2, 4.

⁹⁵ 'Report: Women Leadership Course, October-December 2023, Abuja, Nigeria', p. 7.

⁹⁶ UNDP, 'Supporting Police Reform Processes in Nigeria: Progress Report', Jan-June 2024, draft.

- Two pilot trainings (in Maidaguri, and the Police Act and Ethics Course) which used a trauma-informed approach to address community engagement with a specific emphasis on women and youth.⁹⁷ In the North-East the project cooperated with the UNDP Stabilisation project to pilot trainings informed by the breakdown of trust between the communities affected by the Boko Haram insurgency and the NPF, which undermined the ability of the NPF to respond to safety and security challenges. UNDP developed an innovative pilot on community engagement and trauma-informed policing for police and other security sector actors to better understand, engage with, and respond to the needs of the communities particularly their more vulnerable members i.e., women, children.
- the equipping of a future NPF Gender Lab to collect and analyse data such as that relating to SGBV cases.

This output was partially achieved. Although supporting the development of the NPF gender policy, formally unveiled on 4 July 2024, was identified as a key intended output, the role of the SPRPiN project in its development appears modest. While the project sought to sensitize and build capacity of NPF on gender, the NPF retains deeply entrenched attitudes and practices that discriminate against and marginalise female officers.⁹⁸ No evidence has yet been provided that NPF structures, processes, attitudes and practices have changed in a way that ensures the NPF effectively promotes and protects women's rights, whether within the NPF or in the communities it serves.

2. To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?

Design of the project:

The initial project proposal and amended proposal to the German Federal Foreign Office (Phases I and II) state that the project would focus on the needs of women and girls in two specific areas: 1) the needs of female police officers within the NPF; and ii) the responsiveness of the NPF to the safety and security needs of women and girls and in particular related to SGBV and violence against women and girls. Gender equality was implicit (though not explicitly mentioned) in the project's overall objective (desired impact) to 'build a more effective, efficient and professional police service that is based upon and upholds the principles of accountability and transparency, respect and protection of human rights and fundamental freedoms of all people, including victims and the accused, and is a trusted partner that is responsive to community needs.'⁹⁹ Improving gender equality within the NPF through women's empowerment and increasing the fair and equitable treatment of female police, and improving police responsiveness to cases of SGBV, in which women and girls are the predominant victims, are examples of project attention to gender equality. These were specifically identified in the project logframe as among the 'mid-term objectives' towards reaching the overall project objective.

⁹⁷ 'Gender equality and women's empowerment in policing. Summary of UNDP/GS-Foundation Gender Discussion and agreed actions', Meeting held 26 January 2024, Abuja.

⁹⁸ For example, see Aborisade, R. A., & Ariyo, O. G. (2023), 'Gendered Challenges in the Line of Duty: Narratives of Gender Discrimination, Sexual Harassment and Violence Against Female Police Officers', *Criminal Justice Ethics*, 42(3), 214–237. <https://doi.org/10.1080/0731129X.2023.2275965>

⁹⁹ Updated SPRPiN Logframe 2023-2024 v1 final (2024).

The roll-out of the NPF's policy framework on gender was a specific intended output (1.6) of the project under Outcome 1. This would entail adoption and implementation of the draft gender policy of the NPF, reviewing and updating gender curriculum in basic and promotion training, and supporting the establishment of an NPF Gender Lab that will compile and analyse data on SGBV cases. Responding to SGBV survivors through training was explicitly mentioned in Outcome 2 ('Police training is modernised to enable trainees to better respond to security challenges and the safety needs of communities, including the needs of SGBV survivors'). Specific SGBV-focused and gender-sensitivity elements were subsumed under Result (output) 2.2: Cadet training curriculum and materials revised and relevant regulations updated. That is, the cadet training curriculum was revised to include gender sensitivity and SGBV, as well as topics such as the rule of law, human rights, conflict prevention, de-escalation and mediation.

Implementation and Monitoring:

Project reporting appears to confirm the addition of gender sensitivity and SGBV in basic training curriculum, basic training, leadership training and ToT. Additionally, two women's leadership training courses were held by the end of the project. The project also identified and procured the equipment needed to make the NPF's Gender Lab functional, and handed it over to the NPF Gender unit in April 2024.¹⁰⁰ Nevertheless the evaluation team found that project implementation was generally weak in this area for Phase I and most of Phase II, with a number of discrete activities occurring late in the project cycle.

Throughout Phases I and II, monitoring of gender equality and women's empowerment interventions also appeared weak, not extending beyond basic sex-disaggregated data about trainees attending courses. Regular project reporting also repeatedly referenced the very low proportion of women in the NPF as impacting the ability of the project to meet minimum thresholds in their activities set by the UNDP in terms of the gender marker.¹⁰¹ As noted above, the UNDP gender marker of the SPRPiN project is set at 3, which would require that women represent at least 40% of participants and beneficiaries in all activities. According to a project report, this target is unrealistic and could even be counter-productive because of the very low representation of women in the NPF.¹⁰² While the project 'specifically aims to contribute to increasing the percentage of female officers over time', the proposal also suggested that events involving wider groups of participants such as other government officials would be more likely to achieve a female participation rate of 30%.¹⁰³ Nevertheless, one respondent noted that there was a substantial increase in the proportion of female officers being sent to project training courses by the end of Phase II.¹⁰⁴

¹⁰⁰ UNDP, 'Supporting Police Reform Processes in Nigeria: Progress Report', Jan-May 2024.

¹⁰¹ The UNDP gender equality marker is based on a four-point scale that ranges from 0 (no contribution to gender equality and the empowerment of women) to 3 (gender equality as the principal objective). 1 connotes a limited contribution to gender equality, while 2 designates a 'significant contribution, although gender equality is not the main objective of the expected output. See:

<https://gendercoordinationandmainstreaming.unwomen.org/gender-marker-implementation-undp>

¹⁰² UNDP, 'Supporting Police Reform Processes in Nigeria: Progress Report', January to June 2023, p. 17.

¹⁰³ Prodoc Phase II, p. 40.

¹⁰⁴ Interview with project team member.

By the second half of Phase II, the UNDP and GS-F recognised a need to engage in a more strategic way with gender issues and sought to increase the project's work in gender mainstreaming across all major aspects of the project. In January 2024 the UNDP and GS-F held a strategic conversation on gender equality and women's empowerment in policing to reflect on how the project had engaged with gender issues so far, and where the project could contribute going forward. Acknowledging that approaching gender from a protection perspective and in relation to SGBV was oversubscribed (i.e., it has received attention from numerous entities including UN, international and national civil society actors), the group agreed that there was a need to focus on the representation and empowerment of women in the police as a core component of effective policing, and agreed to develop a gender strategy to guide future activities and engagement with the NPF.¹⁰⁵ The late development of a project gender strategy was a positive development, suggesting preparations for a more substantive engagement with gender equality and women's empowerment in the next phase.

¹⁰⁵ 'Gender equality and women's empowerment in policing. Summary of UNDP/GS-Foundation Gender Discussion and agreed actions', Meeting held 26 Jan. 2024, Abuja.

Table 4: Aggregated performance scores for key evaluation criteria and sub-criteria

Key evaluation criteria and sub-criteria	Score
1. Relevance	3.75
1.A. Relevance in supporting the achievement of the modernisation of police training to reflect the modern policing standards detailed in the Police Act (2020).	4
1.B. Adherence to national development priorities, country programme CPD (2023-2027) and the SDGs.	4
1.C. Relevance of the Project's theory of change to the needs of the country.	3.5
1.D. Adaptation of Project to significant changes in the political context of the police reform process. ¹⁰⁶	3.5
2. Effectiveness	2.7
2.A. Achievement of the stated outputs and objectives of the results framework in the Project Document.	2.7
2.B. Progress made towards outcome achievement.	2.75
2.C. Achievement of unexpected outcome-level results beyond the planned outcome.	Not scored
3. Efficiency	2.6
3.A. Timeliness of project outputs to ensure high quality.	2.5
3.B. Value-for-money of project.	2.5
3.C. Success of resource mobilization efforts, and sufficiency of funding for the achievement of project results.	3.5
3.D. Extent to which project M&E systems provided data to enable evidence-based decision-making for learning and adjust implementation accordingly.	2
3.E. Significance of variances between planned budget and actual expenditures.	Not scored
4. Sustainability	2.9
4.A. Extent to which the project achievements will be sustained.	2.5
4.B. Extent to which policy and regulatory frameworks are in place that will support the continuation of the Project.	2.5
4.C. Extent to which UNDP established mechanisms to ensure the sustainability of project results.	3
4.D. Extent to which development partners have committed to providing continuing support.	3.5
5. Gender Equality	2
5.A. Extent to which the NPF capacity has been strengthened in better promoting and protecting women's rights.	2.0
5.B. Extent to which gender equality and the empowerment of women have been addressed in the implementation and monitoring of the project.	2.0

¹⁰⁶ This indicator was not included in the Final Terms of Reference, but had been requested to be added in review of the Implementation Report by a member of the core project team. The evaluators included it in the scoring and assessment of project relevance.

11 Conclusions

Through the SPRPiN project, the UNDP and the German Federal Foreign Office played a key role in helping Nigeria to pull back from the brink in the aftermath of the #EndSARS mass protests. Police reform in the current Nigerian context of multiple security threats, spiralling inflation and social unrest is both urgently needed and extremely challenging. The SPRPiN project has adopted a strategic orientation that is aimed at securing political buy-in and governmental ownership of an agenda to advance police reform. This approach was grounded in lessons learned from decades of police and security sector reform about the fundamentally political, as well as technical, nature of such reforms and the need for government ownership for such an undertaking. Nevertheless the challenges that the project encountered in Phase I were significant, involving dysfunctional strategic structures driving and facilitating the reform process, general elections and the advent of a new president and administration. As political dynamics have continued to challenge project implementation to some extent, the project team has sought to mitigate the risks in part by diversifying its partnerships with senior government and policing officials. Training to help establish a human rights-respecting and people-centred police was described by one implementing organisation as becoming more structured and institutionalised, through adaptation of the police training curriculum for police cadets.¹⁰⁷ Improvements in the external and internal communications of police have also been realised through capacity-building of FPROs. Developments in the last six months of Phase II indicate more concentrated efforts to develop an internal gender strategy to guide the project and a more pronounced emphasis on gender equity and gender mainstreaming in the project activities.

In the next phase the project should apply the hard-won lessons learned from its first two phases, consolidating in areas where it has been successful, and reassessing objectives, outputs and approaches that have encountered significant challenges. The project has made important gains in the modernisation of police training, though changes in police policies and procedures on rotations and specialisations within the NPF are needed to sustain those gains. The project's work to advance gender equality within the NPF is urgently needed but confronts ongoing discrimination and informal barriers to women's equality. The overarching objective of the project to help increase public trust and confidence in the police is of vital importance in the Nigerian context, though police integrity and external accountability have received little attention. Community policing/engagement has also been linked to building public trust, though stakeholder commitment appears uncertain. Grappling with these complex political and technical issues in support of advancing Nigerian police reform can only be served by improving the mutual understanding and cooperation between UNDP and its implementing partner GS-F.

¹⁰⁷ Interview, member of an implementing organisation.

12 Recommendations

The following recommendations are based on the foregoing analysis and are aimed at informing the next phase of the project.

Specific Recommendations	Evidence	Responsibility	Priority
<p>1: Incorporate anti-corruption and external accountability elements into project design. In order to strengthen efforts to build public trust and confidence in the NPF, the project team should in the next phase of the project supplement its existing focus on top-down executive and police leadership control and professionalisation with more emphasis on integrity (anti-corruption), legal accountability and external accountability of the NPF to communities.</p>	Findings on relevance q3	UNDP project team	Immediate
<p>2: Revise the project's theory of change The project team should revise the theory of change in view of experiences and lessons of the first two phases. The causal pathway leading to increased NPF legitimacy and trust in the eyes of the Nigerian public should be revised to better reflect the challenges to some of its assumptions, as well as accountability and complexity.</p>	Findings on relevance q3, effectiveness q1, efficiency q1	UNDP project team	Immediate
<p>3: Strengthen efforts to achieve gender-relevant outputs, including informal NPF barriers to gender equality and more gender-sensitive monitoring of project outputs. The effectiveness of the Women's Leadership Course is compromised by low female participation, discrimination, and inequitable service conditions in the NPF. Supporting additional gender equality policies, such as instituting a quota system for women across all levels of the NPF, or involving the AIG Gender in the senior management team, could help to sustain gains made in empowering female NPF officers.</p>	Findings on relevance, effectiveness q1, q2, efficiency q2, sustainability q1, gender equality q1, q2	UNDP project team	Immediate
<p>4. More effectively target policy development and changes in police guidance that would help to sustain gains from project results. The project should seek further ways to motivate change in NPF policies, regulations and procedures that hinder the sustainability of gains from project interventions. For instance, the NPF's policy requiring personnel to rotate positions every two years prevents police trainers from fully applying the skills they have gained from project training activities; providing policy expertise on police transfer and rotation and specialised units could help support policy change.</p>	Findings on effectiveness, q2, sustainability, q1, q2	UNDP project team	Medium-term
<p>5: Move NPF Radio segment on the Police Act to morning or evening slots for increased audience and monitor impact. The project chose Nigeria Police Force Radio to disseminate the Police Act, 2020, aiming to connect police and public audiences. However, the chosen slot, <i>Peoples' Parliament</i> (12–2 pm), airs when most people are at work. The project team should change the program's time slot to the morning (6–8 am) or evening (6–8 pm) in order to maximize audience reach, and it should monitor the</p>	Findings on sustainability q2, efficiency q4	UNDP project team	Immediate

impact of the NPF Radio programming on public awareness of police reform.			
6: Align hot spot policing outputs with the broader aims of the project and improve monitoring. Project support to hot spot policing (policing that is focused on a small geographic area where there is a concentration of crime or violence), should be better linked to project outcomes and better monitored.	Findings on relevance q4, efficiency q2	UNDP project team and GS-F	Medium-term
7: Implement longer rotations of international trainers. The project should avoid relying on costly short-term rotations which are less likely to result in understanding of the local context and relationship-building between the trainers and Nigerian counterparts.	Findings on effectiveness q1, efficiency q2	GS-F	Immediate
8: Revisit the project's focus on NPF-community policing/engagement, taking into account extent of stakeholder buy-in. The project should consider whether the retention of this approach enjoys sufficient government support to enable the realisation of linked project outputs and outcomes.	Findings on effectiveness q1	UNDP project team	Medium-term
9: Strengthen partnership between UNDP and GS-F. UNDP and implementing partner GS-F bring different types of expertise to this project, rooted respectively in sustainable development and professional policing. Both are essential to achieve the project objective of supporting the transformation of the NPF to become a more accountable and effective police serving the needs of the Nigerian public. To facilitate a more effective partnership in the next phase, the evaluation team recommends more regular meetings to plan, coordinate, and exchange views and experiences between the teams, and improve MEL, co-locating a GS-F representative with the UNDP project team for an extended period.	Findings on efficiency q1, q2	UNDP project team and GS-F	Medium-term
10: Implement a more robust MEL system for the project The project should implement a more rigorous monitoring, evaluation and learning (MEL) system for key performance indicators. This should include objective and longer-term tracking of impact of training on the trained individuals' performance and interactions with the public. The evaluation team suggests that the project team draw on the expertise of UNDP's PMSU or hire an MEL expert on how to improve its monitoring and evaluation activities for this project, for example, better integrating complexity in its theory of change and the results framework (logframe).	Findings on efficiency q4, effectiveness q2	UNDP project team, GS-F, PMSU	Immediate

13 Lessons learned and good practices

This section discusses lessons learned from the evaluation, i.e., 'new knowledge gained from the particular circumstance (intervention, context, outcomes, even evaluation methods) that are applicable to a similar context.'¹⁰⁸

Police reform is political and requires high-level governmental ownership.

Police reform processes, and by extension projects such as the SPRPiN that aim to support police reform, may be buffeted by various unpredictable political factors including patronage dynamics, institutional politics, interpersonal rivalries, and shifting political agendas. The project corroborated the insight in police reform and security sector reform research that these are highly political processes which require high-level political support (i.e. it must be owned and supported by the government). This also confirmed one of the project's fundamental assumptions.

Institutionalising government ownership of police reform is necessary but not sufficient to guarantee police reform progress.

As demonstrated by the project's experience, institutionalisation of the reform process through oversight and coordinating structures did not guarantee a smooth or successful reform process. Dysfunctions of such structures in Phase I were linked to an overriding pecuniary motivation influencing the Presidential Working Group members' willingness to meet to discuss police reform, and non-merit-based appointments of PORTO staff, which resulted in its inability to effectively coordinate meetings, engage with stakeholders, or document processes and outputs.

Adaptability in the short-term can help mitigate political uncertainty, generate political will and secure longer-term gains.

Despite the dysfunction of the Presidential Working Group and PORTO, efforts by the project team to coordinate meetings among stakeholders and document the process of police reform produced increasing confidence in the reform process among stakeholders that carried over into Phase II under a new administration and with newly constituted structures. Similarly, the decision to diversify partnerships in the face of slow engagement on aspects of police reform by the new administration strengthened the project by establishing a wider network of beneficiaries with a direct stake in seeing the police reform process continue.

The standard logframe is ill-suited to the complexities involved in police reform.

The evaluation also demonstrated the limits and deficiencies of a standard project management tool, the logistical framework, when applied to police reform and security sector reform assistance programs, which often require considerable flexibility in the face of political dynamics and shifts in local context.

Trust-building with key stakeholders in police reform is a slow process and requires a substantial investment of time and effort.

¹⁰⁸ UNDP IEO, *UNDP Evaluation Guidelines, Revised edition* (New York: IEO, 2021), p. 60.

The process of building trust and relationships with stakeholders occurred in a highly political context, and with regard to an institution that has a highly hierarchical and militarized culture in which power is not delegated but centralised, and which seemed to be adept at resisting change. The uncertainties produced by complexity and political factors, including changes in government leadership, required an intensive investment of time in cultivating relationships with government and police officials. Respondents who have dealt with the NPF also spoke of the slow trust-building process which eventually opened doors and allowed for deeper engagement with police structures and processes.¹⁰⁹

Implementation of police reform measures tend to take longer than expected due to slow government procedures.

As one interviewee explained, working with government agencies takes time, as there is a requirement for due process. While it may be desirable to have a quick pace of activities from the Project's perspective of having a limited time period in which to achieve its objectives, it is often necessary to wait for government feedback or approval before proceeding and this often takes more time than might be the case with non-governmental actors.¹¹⁰

Short programming time-frames limit the scope and strategic impact of initiatives.

Some of the SPRPiN programming had a very short time frame, which limited what could be accomplished. For example, BBC Monitoring was contracted for only six months, and as a result, there was insufficient time to formulate a longer-term strategy for strategic communications.¹¹¹ Similarly, some applied research and capacity-building projects funded by the project experienced short periods of time resulting in rushed implementation.

Pilot courses provide test of concept and approach.

The project had an innovative training approach, which blended expertise from a UNDP/GS-F multidisciplinary team with techniques for adult learning. The project used pilot courses for test of concept and approach. Training reports and interviews indicate the pilots were helpful for learning over the course of the project. The pilots provided opportunities to determine whether the courses and projects could be continued, how they could be refined and possibly scaled up.

¹⁰⁹ Interview with member of project team.

¹¹⁰ Interview with civil society representative.

¹¹¹ Interview with member of project team.

14 Annexes

Annex A: Terms of Reference



I. Position Information	
Post Title:	International Consultant, End of Project Evaluation: Supporting Police Reform Processes in Nigeria project.
Contract type:	Individual Contract
Duration:	35 days over 2 months, commencing 10 March 2024
Duty Station:	Home based with travel to Abuja.
Supervisor:	UNDP's Program Specialist Rule of Law and Human Rights
II. Project Information	
Project title:	End of Project Evaluation: Supporting Police Reform Processes in Nigeria
Quantum ID:	00126294
CPD Outcome:	More inclusive, participatory, transparent and gender-sensitive governance, justice and human rights systems are in place at all levels to promote acceleration in achieving the 2030 Agenda and SDGs for a peaceful, inclusive, and cohesive society.
CPD Output:	OUTPUT 3.1: Rule of law and access to justice and respect for human rights advanced through improved capacity of institutions and right holders.
Project start date:	9 th December 2021
Planned end date :	31-05-2024
Project budget:	€ 12,522,403.78
Funding source:	Government of Germany
Implementing party:	UNDP
Background	

Nigeria has experienced a significant surge in insecurity challenges in recent years, presenting a pressing concern for the nation. This security landscape is highly intricate and diverse, encompassing various issues such as insurgency, terrorism, banditry, communal clashes, kidnapping, and armed robbery. The foremost threat to Nigeria's security is the Boko Haram insurgency, which poses a grave danger due to its violent pursuit of establishing an Islamic caliphate. Moreover, the rise in banditry has further compounded security challenges, leading to disruptions in commerce and exacerbating humanitarian crises in the northwest and central regions. Communal violence often emerges from disputes related to land, resources, or religious differences, resulting in widespread loss of life and extensive property damage. These multifaceted security threats have had a devastating impact on peace, security, and the overall well-being of Nigeria. The loss of life, destruction of property, and economic disruptions have further compounded the detrimental consequences.

In response to the aforementioned needs, UNDP Nigeria is actively collaborating with the Federal Government of Nigeria to spearhead a process of reforming the Nigeria Police Force (NPF). The primary objective of this project is to support the Nigeria Police Force (NPF) in becoming a reliable, efficient, and responsive police service, effectively addressing the safety and security needs of the Nigerian people, in line with the Police Act 2020. The project commenced in late 2021 and is currently in its second phase, ending on 31 May 2024. A third phase is under development to be implemented from June 2024 to December 2025.

A core element of the project is the implementation of a holistic approach to the modernisation of NPF training to ensure police personnel have the skills, capacities, and knowledge to provide effective police services to the population. The project has supported the refurbishment of training facilities and the training of NPF trainers in modern, adult-oriented and experiential learning techniques, as well as in the Police Act, ethics, human rights and gender. Specialised training has been provided to public relations and legal officers, among others. The project has engaged senior leadership and built partnerships with key entities such as the NPF Training Department and the National Institute for Police Studies (NIPS) to advance this approach. Another key aspect of the project is its policy-level engagement, which includes supporting the drafting, approval, and implementation of the Police Act 2020 Regulations, as well as supporting the government in defining police reform priorities and an implementation strategy.

The project seeks to achieve the following objectives/outcomes.

- Project objective/outcome 1 focuses on ensuring that the Nigerian government and the NPF are better capacitated to guide and implement transformative police reform that will sustain long-term change.
- Project objective/outcome 2 focuses on the modernisation of police training specifically through updating the cadet training curriculum to reflect the modern policing standards detailed in the Police Act 2020 and building the capacity of key training institutions to deliver quality training and help to ensure the NPF is “fit for purpose” in the 21st century.

II. Evaluation Purpose

Purpose:

The purpose of the final evaluation is to assess achievements to date, document lessons learned, and provide actionable recommendations to inform the development of the next phase of the project, including in the areas of research and Police influence. The evaluation will also help in identifying emerging best practices, and priority needs for the next phase.

Timing:

The final project evaluation is proposed to be conducted in May 2024 as the Supporting police reform processes in Nigeria project is scheduled to end on 31 May 2021. The timing has been agreed with the project advisory board and donor. The timing is also meant to ensure that the evaluation results will support UNDP and its partners in developing the next phase of the Supporting police reform processes in Nigeria project.

Utilization:

The primary users of the evaluation results will be UNDP Nigeria, but the evaluation results will equally be useful to the Office of The National Security Adviser to the Government of Nigeria, the Nigerian Police, the Government of Germany, other relevant ministries, and development partners.

In addition, the evaluation aims at critically reviewing and identifying what has worked well in the project, what challenges have been faced, and what lessons can be learned to improve future the design of the next phase of the Supporting police reform processes in Nigeria project.

Given the above, UNDP is seeking an international consultant to conduct the final evaluation of the Supporting police reform processes in Nigeria project. The consultant will work under the overall supervision of UNDP's Program Specialist Rule of Law and Human Rights and day-to-day collaboration with the Project team and PMSU.

III. Objectives of the assignment

The final evaluation will focus on measuring development results generated by the Supporting police reform processes in Nigeria project, based on the scope and criteria included in this term of reference. The object of study for this evaluation is the Supporting police reform processes in Nigeria project, understood to be the set of components, outcomes, outputs, activities and inputs that are described in the Supporting police reform processes in Nigeria project document.

The objectives of this evaluation are to:

- Assess to what extent the Supporting police reform processes in Nigeria project has contributed to addressing the needs and problems identified during project design.
- Assess how effectively the Supporting police reform processes in Nigeria project has achieved its stated development objective.
- Assess factors that have facilitated or hampered progress in achieving the project outputs and outcomes, including external factors/environment, weakness in design, management, and resource allocation.
- Identify and document key lessons learned and good practices.
- Provide recommendations to inform the development of the next phase of the project.

The evaluation should provide credible, useful, evidence- based information which enables timely incorporation of its findings, recommendations, and lessons development of the next phase of the project.

To meet the above objectives of the evaluation, the International Team Leader will work together with a national consultant throughout the assignment.

IV. Scope of Work and Timeline:

The scope of work for the International Consultant will include but not be limited to:

- Lead the development and finalization of the inception report that will include the elaboration of how each evaluation question will be answered along with proposed methods, proposed sources of data, and data collection and analysis procedures.
- Lead the designing of tools and data collection.
- Lead the data collection, analysis and interpretation.
- Lead the development of the draft evaluation report.
- Lead and finalize the evaluation report.
- Lead the presentation of initial findings and de-brief.
- Lead the evaluation team in planning, execution and reporting, inception workshop, kick- off and feedback meeting, and debriefings.

- Utilize best practice evaluation methodologies.

Phase	Scope of work of consultant	Number of Days	Timing
Inception Phase	<ul style="list-style-type: none"> Desk review of existing documents, including project document, project progress reports, monitoring reports and project related documents Consultation with key external stakeholders Drafting of the inception report, including evaluation methodology, timeline, evaluation matrix, and data collection tools Inception meeting with UNDP and project team. Development of data collection tools (i.e. KII checklists and questionnaires) 	05 Days	Within 2 weeks of signing contract
Data Collection Phase	<ul style="list-style-type: none"> Initial introductory meeting with the stakeholders and partners Key informant interviews with the stakeholders Debriefing UNDP CO and the stakeholders on the key findings 	14 Days	Within 3 weeks of signing the contract
Reporting Phase	<ul style="list-style-type: none"> Aggregation of findings from desk review and data collection phase Drafting of the evaluation report and evaluation brief 	16 Days	Within 7 weeks of signing the contract

V. Evaluation Questions

The evaluation questions define the information to be generated as a result of the evaluation process. Responses will provide the key basis to the intended evaluation user in making informed decisions and taking required actions. The evaluation will focus on five key evaluation criteria: relevance, efficiency, effectiveness, sustainability, and gender cross-cutting issues. The evaluation will not be focusing on impact due to the short duration of the implementation period of the project.

The evaluation will be guided by the following suggested questions of these respective criteria:

Relevance: The extent to which the objective, purpose and outcomes of the intervention are consistent with the needs and interest of the people and the needs of the country.

- To what extent was the Project design relevant in supporting the achievement of the modernization of police training to reflect the modern policing standards detailed in the Police Act?
- To what extent was the project in line with the national development priorities, the country programme CPD (2023-2027) and the SDGs?
- To what extent was the theory of change applied in the Project relevant to serve the needs of the country?

Effectiveness: Extent to which the outcomes of the development intervention have been achieved.

- To what extent has the project achieved the objectives and targets of the results framework in the Project Document?
- To what extent has progress been made towards outcome achievement? What factors contributed to the achievement or non-achievement of the Project outcomes and outputs?

3. Have there been any unexpected outcome-level results achieved beyond the planned outcome?

Efficiency: Extent to which resources/inputs (funds, time, human resources, etc. have been turned into results.

1. To what extent were the Project outputs delivered in time to ensure high quality?
2. To what extent did the Project ensure value for money?
3. To what extent was resource mobilization efforts successful? Was funding sufficient for the achievement of project results?
4. To what extent did project M&E systems provide data to enable evidence-based decision-making, allow for learning and adjust implementation accordingly?

Sustainability: Probability of the benefits of the intervention continuing in the long term.

1. To what extent will the Project achievements be sustained? What are the indicators of sustainability for these achievements, e.g., through requisite capacities (systems, structures, staff, etc.)? What are the challenges and opportunities?
2. To what extent are policy and regulatory frameworks in place that will support the continuation of Project?
3. To what extent did UNDP establish mechanisms to ensure the sustainability of project results.
4. To what extent have development partners committed to providing continuing support?

Other Cross-Cutting Issues:

Gender Equality:

1. To what extent has the NPF capacity been strengthened in better promoting and protecting women’s rights.
2. To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?

VI. Methodology

It is strongly suggested that the consultant should use a mixed method approach – collecting and analyzing both qualitative and quantitative data using multiple sources to draw valid and evidence-based findings, conclusions, and practical recommendations. The evaluation team is expected not only to conduct specific surveys to collect quantitative/qualitative data but also is highly encouraged to review all relevant reports providing quantitative data collected by the project.

However, the evaluation team is expected to propose and determine a sound evaluation design and methodology (including detailed methodology to answer each evaluation question) and submit it to UNDP in the inception report.

Data and evidence will be triangulated with multiple sources to address evaluation questions. The final methodological approach including interview schedules and data to be used in the evaluation should be clearly outlined in the inception report and fully discussed and agreed upon between UNDP, stakeholders and the consultant.

Methods to be used by the evaluation team to collect and analyze the required data shall include but not limited to:

- **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 assessments of relevant 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 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:
 - **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 consultant is expected to follow a participatory and consultative approach that ensures close engagement with stakeholders. At the end of visits, the Evaluator is expected to present initial findings for validation of information and findings.

Finalizing reports:

The evaluation report will contain the same sections as the final report and shall follow the structure outlined in Annex/ Evaluation Report Template and Quality Standards.

The **minimum recommended 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.

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.

IV. Deliverables

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

- **Evaluation inception report**
- **Evaluation debriefings.**
- **Draft evaluation report**
- **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.**

VII. Payment Schedule

The consultant will be paid based on the following deliverables:

No	Milestone	Percentage
1	Upon submission of an acceptable inception report	30%
2.	Upon submission of an acceptable draft report	40%
3	Upon submission of an acceptable final report	30%

VIII. Travels

No travel outside the duty station (Abuja) will be required for this assignment. In the case of unforeseeable travel outside the duty station, payment of travel costs including tickets, lodging and terminal expenses should be agreed upon, between the respective business unit and Individual Consultant, prior to travel and will be reimbursed.

V. Duration

35 days over two months

VI. Institutional Arrangements/Reporting Lines

- The Consultant shall work under the supervision of the UNDP’s Program Specialist Rule of Law and Human Rights to whom will be directly responsible for approval and acceptance of output and all agreed deliverables.
- Final report shall be done at the end of the consultancy.
- The consultant will liaise, collaborate, and interact with Government parastatal such as Ministry of Police Affairs, The Nigerian Police Force, Office of the National Security Adviser, Police Service Commission, UN Women and any other agency that may be deemed necessary in the course of the work.
- These entities will serve primarily as resource persons to confer with on technical issues.

VII. Recruitment Qualifications

Education:	Master’s degree in social sciences, law, public policy or other relevant fields.
Experience:	<ul style="list-style-type: none"> • A minimum of ten years of work experience in research and/or programming related to security and justice reform and governance in crisis, fragile, and conflict-affected contexts.

	<ul style="list-style-type: none"> • Excellent knowledge of best international practices in the security and justice sector, including policing. • Working experience in the areas of research, assessments and/or evaluations. • Ability to interact with governmental agencies, good interpersonal skills, and organisational proficiency. • Organizational and analytical skills.
Competences	<p>Corporate Competencies:</p> <ul style="list-style-type: none"> • Demonstrates integrity by modelling the UN's values and ethical standards (human rights, peace, understanding between peoples and nations, tolerance, integrity, respect, results orientation (UNDP core ethics) impartiality. • Promotes the vision, mission, and strategic goals of UNDP; • Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability. <p>Functional Competencies:</p> <ul style="list-style-type: none"> • Proven ability to research and turn information into useful knowledge relevant to informing programming and policy. • Proven ability to write very high-quality reports; • Excellent communication skills (written and oral). • IT competencies at least in Word, Excel, PowerPoint and the Internet.
Language Requirements:	<ul style="list-style-type: none"> • Fluency in written English is required.
Evaluation Criteria:	<ul style="list-style-type: none"> • Technical Criteria – 70% of total evaluation – max. 70 points: <ul style="list-style-type: none"> ○ Technical expertise – maximum points: 10 ○ Relevant professional experience – maximum points: 20 ○ Knowledge and experience in international development – max points: 10 ○ Relevance of technical proposal to assignment – max points: 30 • Financial Criteria – 30% of total evaluation – maximum 30 points.
Documents to be included when submitting the proposals	<p>Interested individual consultants must submit the following documents/information to demonstrate their qualifications:</p> <ol style="list-style-type: none"> 1. A two to three-page proposal: <ul style="list-style-type: none"> - 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 that indicates a lumpsum, which is the all-inclusive fixed total contract price (which includes a breakdown of consultancy fees, travel cost, per diem). 3. Personal CV including experience in similar projects and at least three references <p>Note: only applications which include the above, will be considered.</p>

Annex B: Key documents reviewed

Project documents Phases I and II

'Expenditure Report Police Reform Project Jan 2022-November 2024', Microsoft Excel spreadsheet, received 7 Nov. 2024.

'Interim Financial Report to the Government of Germany', Nov. 2024, Microsoft Excel spreadsheet, received 20 Nov. 2024.

'Police Reform Process Final Budget Revision Jan-May 2024 (002)', Microsoft Excel spreadsheet, received 18 July 2024.

Project document: Phase I Full Proposal final draft, 'Application for an allocation from Federal Foreign Office funds - Division S03 - for the support of individual projects on crisis prevention, stabilisation or post-conflict peacebuilding implemented by international and non-governmental organisations', 10.11.2021, last revision 26 Aug. 2020.

Project document: Phase II Full Proposal (amendment), 'Amendment to the previous application for an allocation dated 10.11.2021 from Federal Foreign Office funds -Division S03 - for the support of individual projects on crisis prevention, stabilisation or post-conflict peacebuilding implemented by international and non-governmental organisations', last updated 24 Mar. 2023

'Updated SPRPiN Logframe 2023-2024 v1 Final', received 22 July 2024.

Preparation Phase III

'Concept Note and Agenda: Phase III Strategy Workshop for Training and Development', 19 Apr. 2023

'Facilitator Runsheet_ Phase III Strategy Workshop for Training and Development', 19 Apr. 2024'

GS-F, 'Project Request for 1 June 2024-31 Dec 2025'

'Gender equality and women's empowerment in policing: Summary of UNDP/GS-Foundation Gender Discussion and agreed actions', 26 Jan. 2024.

Leanne McKay, 'Police Reform Project Phase III: Overview and recommendations report', 31 Jan. 2024.

'Final Logframe to Dec 2024', received 11 June 2024.

'Phase III Logframe Final 10 May, received 12 May 2024.

Project document Phase III Full Proposal final draft ('Application for an allocation from Federal Foreign Office funds - Division S03 - for the support of individual projects on crisis

prevention, stabilisation or post-conflict peacebuilding implemented by international and non-governmental organisations', August 2024.

Project reporting

Half-yearly Progress Report, Jan-June 2022

Half-yearly Progress Report, Jul-Dec 2022

'Support to Police Reform Processes in Nigeria: Progress Report, January-June 2022'

'Supporting Police Reform Processes in Nigeria: Progress Report, July-December 2022'.

Half-yearly Progress Report, Jan-June 2023

Half-yearly Progress Report, Jul-Dec 2023

Monthly Progress Reports, Jan - Dec 2024

Monthly Progress Reports, Jan-Feb 2024

Half-yearly Progress Report, Jan-May 2024.

'Policy note: Key lessons from police reform efforts in Nigeria', 2023 (?).

'Policy note: "Renewed hope" through the transformation of the Nigeria Police Force to deliver justice and security for everyone', 2024 (?).

Training reporting and documents

Adewale Ajadi, 'Report on Regional Stabilization Facility Community Engagement and Ethical Law Enforcement Training', Yola, 11-22 March 2024.

Moncef Kartas, 'NPF Basic Police Training Assessment Sketch', 12 Sept. 2022

Heribert Stahl, 'Report on the Leadership Course for Women, organized by the GS-Foundation with the assistance of UNDP and PORTO', 17 Dec. 2023.

'SPRPiN Transformative Training Approach', n.d.

'Draft Standard Operating Procedure (SOP): Planning and Implementing Training Activities', 31 Jan. 2024.

'Women Leadership Course, Phase I, Oct 23 - Nov 03, 2023, Abuja, Nigeria: Report on Conducted Trainings'.

Strategic communications documents

BBC Media Action, 'Strategic Communication Plan on increasing knowledge and awareness of the Nigeria Police Act', Concept Note to UNDP, Mar. 2023.

BBC Media Action, Progress report covering period Jan. to Feb. 2024.

BBC Media Action, Progress report covering Mar. 2024.

BBC Media Action, 'Police Act Project Qualitative Formative Research Report', Mar. 2024.

'Police Act Project Logical Framework', Jan. 2024.

'Updated BBC MA UNDP project workplan and indicators', 5 Jan. 2024.

'Strategic Communication Plan on increasing knowledge and awareness of the Nigeria Police Act, UNDP Project: Content Research Questions', n. d.

Other reports

Adewale Ajadi, UNDP Stabilisation Unit, 'Community Engagement and Law Enforcement Training Yola', Dec 2023.

CLEEN Foundation, 'Police Personnel's Perception of Police Reform in Nigeria', Second Draft, 2024.

Moncef Kartas, 'Lessons Learnt Report: Supporting Police Reform Processes in Nigeria', 23 Oct. 2022.

Leanne McKay, 'The State of Rule of law in Nigeria: A Snapshot', Scoping Report, 2023.

Leanne McKay, 'Concept note: Towards an integrated approach to UNDP's promotion of the rule of law and human rights for peace and sustainable development in Nigeria', Oct. 2023.

UNDP and CLEEN (commissioned report), 'Police Personnel's perception of Police Reform in Nigeria', 2024.

UNMAS, 'Gender Baseline Assessment in Strengthening Explosive Ordnance Through Mitigation Capacities of Security Service Providers in North-East Nigeria', May 2021.

UNDP and OECD documents and guidance

OECD (2023), *Applying a Human Rights and Gender Equality Lens to the OECD Evaluation Criteria*, Best Practices in Development Co-operation, OECD Publishing, Paris, <https://doi.org/10.1787/9aaf2f98-en>.

OECD (2019), *Better Criteria for Better Evaluation: Revised Evaluation Criteria Definitions and Principles for Use*, OECD Publishing, Paris, <https://doi.org/10.1787/15a9c26b-en>

Executive Board of the UNDP, UNPF, UNOPS, 'Country programme document for Nigeria (2023-2027), DP/DCP/NGA/4, 2 Dec. 2022.

UNDP, 'Promoting the rule of law and human rights for peace and sustainable development in Nigeria: UNDP's strategic approach for strengthened justice and security', 2023.

UNDP, *Evaluation Guidelines*, Revised edition, June 2021.

UNDP, 'Gender Equality Strategy 2022-2025'.

UNDP, Independent Evaluation Office, *Country Programme Performance Rating System Manual* (March 2022).

Nigerian documents

Federal Republic of Nigeria, *National Development Plan 2021-2025, Volume 1* (2021).

National Bureau of Statistics, 'Statistical Report on Women and Men in Nigeria (2020).

NPF Gender Policy (2021, validated 2022)

Police Act 2020 (Sept.2020)

Bola Tinubu, 'Renewed Hope 2023: Action Plan for a Better Nigeria, n.d. (released 20 Oct. 2022).

Annex C: Evaluation Matrix

Key evaluation criteria	Key questions	Indicators	Data sources and collection methods, tools	Lines of inquiry
Relevance	1. To what extent was the Project design relevant in supporting the achievement of the modernisation of police training to reflect the modern standards detailed in the Police Act?	Relevance of training content and approach to modern policing standards.	Review of project documents and reports; results framework; semi-structured interviews. Semi-structured interviews using purposive sampling.	Professionalism, accountability, transparency, human rights, cooperation w communities, performance over time
	2. To what extent was the Project in line with the national development priorities, the country programme CPD (2023-2027) and the SDGs?	Degree of coherence between the Project and national priorities and strategies.	Project docs Nigerian policy and guidance docs on development, UNDP CPD, UN documents on SDGs.	Alignment with governance, peace and stability (consolidating peace, strengthening security and social cohesion, advancing good governance) goals
	3. To what extent was the theory of change applied in the Project relevant to serve the needs of the country?	Relevance of assumptions of ToC, clarity and strength of causal chain.	Review of project docs, academic and media literature.	Were assumptions appropriate, realistic, valid
	4. To what extent was the Project able to adapt to changing political dynamics and contexts?	Adaptability of project strategy over time.	Semi-structured interviews, review of project documents.	Challenges, constraints and adaptation due to contextual changes, political dynamics
Effectiveness	1. To what extent has the Project achieved the objectives and targets of the results framework in the Project Document?	Project's level of achievements of objectives and targets of result framework.	Review of results framework, project documents, semi-structured interviews. Use of IEO scoring system for level of achievement of objectives and outputs.	Implementation achievement and challenges

	2. To what extent has progress been made towards outcome achievement? What factors contributed to the achievement or non-achievement of the Project outcomes and outputs?	Direct indicators of outcome achievement and average rate of achievement of each outcome's outputs.	UNDP monitoring docs, semi-structured interviews, Project document review Use of IEO scoring system.	Performance over time, factors linked to success of project
	3. Have there been any unexpected outcome-level results beyond the planned outcome?	Evidence of unplanned outcomes.	Semi-structured interviews, project documents.	Surprise factors, unexpected dynamics, unexpected results
Efficiency	1. To what extent were the Project outputs delivered in time to ensure high quality?	Extent to which targets were met by expected date. Extent to which quality was maintained in delivery of outputs.	Results framework, project docs, semi-structured interviews.	Timelines, challenges, quality standards.
	2. To what extent did the Project ensure value-for-money?	a) Economy - the extent to which Project resources were appropriate, adequate and affordable. b) Efficiency - extent to which Project resources were converted efficiently to outputs. c) Effectiveness - level of achievement of Project objectives by resources. d) Equity - extent to which results of the intervention were equitably distributed.	Project budget, results framework, project docs, semi-structured interviews.	Appropriate levels of and spending on personnel, infrastructure and supplies procured, justifiable levels of expenses. Beneficiary perceptions of benefits received from project Inclusiveness, gender mainstreaming
	3. To what extent were resource mobilization efforts successful?	Funding covered budget costs.	Budget, results framework, project docs, semi-structured interviews.	Funding commitments, funding constraints

	Was funding sufficient for the achievement of project results?			
	4. To what extent did project M&E systems provide data to enable evidence-based decision-making, allow for learning and adjust implementation accordingly?	Extent to which results framework was updated with correct data. Extent to which monitoring data was shared among implementing partners.	Results framework, semi-structured interviews, project docs.	Data accessibility, sufficiency, analysis, integration into project implementation
Sustainability	1. To what extent will the Project achievements be sustained? What are the indicators of sustainability for these achievements, e.g. through requisite capacities (systems, structures, staff, etc.)? What are the challenges and opportunities?	Sustainability of project's outputs and outcomes. Challenges to and opportunities for sustainability of Project outputs and outcomes. Financial and institutional capacities (systems, structures, staff) of partners to sustain Project outputs and outcomes.	Semi-structured interviews, project document review	Factors for lasting results. Resilience of systems. Sustainability of capacity-building.
	2. To what extent are policy and regulatory frameworks in place that will support the continuation of the Project?	Existence of relevant policy and regulatory frameworks for continuation of Project	Document review, semi-structured interviews	Legislative or regulatory gaps and their relative importance to achieving project objectives
	3. To what extent did UNDP establish mechanisms to ensure the sustainability of project results, including in the context of changing political dynamics?	Existence of UNDP mechanisms to sustain project results.	Project document review Semi-structured interviews	Strengthening of systems and processes; flexibility and adaptation to significant contextual change in pursuit of core objectives

	4. To what extent have development partners committed to providing continuing support?	Commitments by development partners to support Project.	Project document review Semi-structured interviews	Funding and political support, follow-on funding.
Gender Equality	1. To what extent has the NPF capacity been strengthened in better promoting and protecting women's rights?	NPF capacities to promote and protect women's rights (eg. gender policy, gender incorporated in curriculum, training and other internal policies and procedures (recruitment, professional development, promotion)	Project document review, NPF documents Semi-structured interviews	Inclusion, representation, victims' rights in leadership support, policy guidance, training, capacity-building, infrastructure support
	2. To what extent have gender equality and the empowerment of women been addressed in the design, implementation and monitoring of the project?	Gender-related indicators. Project monitoring provides gender-related data.	Project documents, scoping documents, reporting, semi-structured interviews	Disaggregated data, gender analysis, mainstreaming, formal and informal barriers to gender equality

Annex D: Accomplishment of project outputs under Outcome 1

Result level ¹¹²	Indicator	Baseline	Target	Update 2023		Update 2024	Total Cumulative	% Achieved by end of Phase II	Indicator Score (1-4)	Average Output Score (1-4)
		2022	2024	Jan-June	July-Dec	Jan-May 2024	All periods			
Output 1.1. PORTO is staffed and operational and recognised as the hub for information and coordination on police reform. ¹¹³	A. Number of coordination meetings held.	0	2	2	2	1	5	100%	2.5	2.75
	B. Number of policies, regulation and action plans developed.	0	6	0	3	1	4	67%	3	
Output 1.2. The Presidential Reform Working Group is functional and reinforces local ownership of the police	A. Number of meetings of the WG.	0	3	0	0	0	0	0%	1.5	1.75
	B. Number of actions identified and implemented	0	6	0	2	0	2	33%	2	

¹¹² Except where otherwise noted, the data for this table are drawn from UNDP, 'Supporting Police Reform Processes in Nigeria Project: Progress Report', January-May 2024, which uses a different numbering of outputs compared to those used on the logframe and some variations in phrasing compared to the logframe. For consistency, the numbering of outputs/results follows Table 2.1, which is based on the final logframe.

¹¹³ In 2023 PORTO was replaced by the Police Reform Secretariat, located in the Office of the National Security Adviser.

reform process. ¹¹⁴										
Output 1.3. Strategy for implementation of the Roadmap is developed and political support mobilised. ¹¹⁵	A. Number of interventions of government reinforcing the implementation of the Roadmap.	2	3	No data	2	No data	2 (based on incomplete data)	67%	3	3.25
	B. At least 2 intra-governmental workshops held.	1	4	No data	3	No data	3 (based on incomplete data)	75%	3.5	
Output 1.4. NPF's current and future leadership is better capacitated to enable and sustain police reform	A. At least 30 senior and mid-level officers receive leadership training.	0	30	30	75	41	146	100%	4	2.5
	B. All identified senior leaders participate in study tour. ¹¹⁶	0	7	0	0	0	0	0%	1	
Output 1.5. Strategic communications on the reform process	A. Number of unique communications products relating to Roadmap									

¹¹⁴ The Buhari administration's Presidential Reform Working Group was convened only once for an inaugural meeting in 2022. It was replaced under the Tinubu administration on 30 Oct. 2023 by the Presidential Committee on Police Reform.

¹¹⁵ Data for output 1.3 drawn from final logframe. Incomplete data.

¹¹⁶ Study tour was not held before the end of Phase II.

are strengthened.	vision and strategy developed and disseminated: i. Internal (NPF) and ii. External (Public).	3 1	10 10	3 6	6 6	0 8	9 20	90% 100%	4 4	4
	B. Number of NPF PROs provided with refresher training.	20	60	0	60	0	60	100%	4	
Output 1.6. The NPF's policy framework on gender is rolled out.	A. Approved gender policy.	0	1	0	0	0	0	0%	1	2
	B. NPF Gender Lab established and operational.	0	1	0	1	1	1	100%	3	
Output 1.7. The NPF is engaged in dialogue in promoting and strengthening partnership between the community and the NPF.	A. Number of community policing platforms established and trained.	0	4	0	0	0	0	0%	1	1.5
	B. Number of community dialogues held on community policing approaches.	0	12	0	1	3	4	33%	2	
Output 1.8.	A. Number of collaborative	0	4	0	0	0	0	0%	1	

NPF capacities to investigate crimes are enhanced through increased collaboration with and between NPF Depts of Investigations and Forensics. ¹¹⁷	meetings and events held between the CID and Forensics teams.									1
	B. Number of successful prosecutions as a result of collaborative actions.	0	10	0	0	0	0	0%	1	

¹¹⁷ Activity not started by end of Phase II.

Annex E: Accomplishment of Outcome 1, outcome level indicators

No.	Indicator ¹¹⁸	Base-line ¹¹⁹	Target	Update 2023		Update 2024	Total Cumulative	Indicator Score	Revised Score with qualitative analysis
		2022	2024	Jan-June	July-Dec	Jan-May 2024	All periods		
A.	All mentored senior and mid-level police officers express positive perceptions and attitudes towards police reform.	0	100%	35%	60%	76% ¹²⁰	76%	4	2.5
B.	At least 2 police regulations enabling implementation of reform priorities are adopted.	0	2	1	1	1	1	2	

¹¹⁸ Except where otherwise noted, all reporting data is extracted from UNDP, 'Supporting Police Reform Processes in Nigeria Project: Progress Report', January-May 2024.

¹¹⁹ The baseline here and in subsequent tables is noted as 2022, when Project activities began, and which is consistent with SPRPiN reports from 2023. There is an apparent discrepancy in the SPRPiN Progress Report (Jan-May 2024) which dates the baseline as 2023 for outcomes and outputs.

¹²⁰ UNDP and CLEEN Foundation, 'Police Personnel's Perception of Police Reform in Nigeria', Second Draft, 2024.

Annex F: Accomplishment of project outputs under Outcome 2

Result level	Indicator ¹²¹	Baseline	Target	Update 2023		Update 2024	Total Cumulative	% of Target Achieved by End of Phase II	Indicator Score (1-4)	Average Output Score (1-4)
		2022	2024	Jan-June	July-Dec	Jan-May 2024	All periods			
Output 2.1. Assessments of the organisational capacity of police cadet training institutions and police cadet training needs are completed.	A. All training institutions/departments identified as relevant participate in an organisational capacity assessment.	0	100%	100%	100%	100%	100%	100%	4	4
	B. Percentage of UNDP-validated training assessment recommendations approved by IGP.	0	75%	70%	75%	100%	82%	100%	4	
Output 2.2. NPF Premier Training Colleges are renovated and	A. Number of training facilities in NPF Premier Training Colleges renovated and refurbished.	0	5				3 - CPTU (Jos), Enugu and Iperu. ¹²³	60%	3	3.5

¹²¹ Except where otherwise noted, the data for this table are drawn from UNDP, 'Supporting Police Reform Processes in Nigeria Project: Progress Report', January-May 2024. The numbering of outputs/results follow that used in the final logframe.

¹²³ According to final logframe 2024, assessments of 6 training colleges have been completed but only renovation of the CPTU had been completed by the end of Phase II. However, according to the narrative in the final half-yearly report, renovations had been undertaken on the Premier Training Institutes in Jos, Enugu and Eperu. See UNDP, 'Supporting Police Reform Processes in Nigeria Project: Progress Report', January-May 2024, p. 21.

rendered fit for purpose. ¹²²	B. Availability of relevant equipment and furniture in the 6 renovated Premier Police Training Colleges.	Inadequate equipment and furniture.	5				5 ¹²⁴	100%	4	
Output 2.3. The capacity of the NPF is enhanced to facilitate effective mobilisation for provision of security services in conflict and crime hotspots.	A. Number of geopolitical zones benefitting from logistical support in reinforcing the provision of security and crime prevention services.	0	4				6 ¹²⁵ Also field-based assessment of 36 states and FCT. ¹²⁶	100%	4	4
	B. Number of tents provided to the NPF.	0	250				250 ¹²⁷	100%	4	
Output 2.4. Cadet training curriculum and materials	A. Number of coaching and mentoring sessions provided to DTD.	5 (baseline 2022 indicates	10	90% (9) ¹³⁰	10 % (1) ¹³¹	No data	10	(100%)	4	

¹²² This output is reported in the final logframe 2024, but has incomplete data.

¹²⁴ UNDP, 'Supporting Police Reform Processes in Nigeria Project: Progress Report', July-December 2023, p. 21.

¹²⁵ Training for election security conducted for 180 officers, with 5 participants from each of the zonal commands in 6 conflict hotspots in the 6 geopolitical zones. UNDP, 'Supporting Police Reform Processes in Nigeria: Progress Report', July-December 2023, p. 21.

¹²⁶ UNDP, 'Supporting Police Reform Processes in Nigeria: Progress Report', January-May 2024, p. 11.

¹²⁷ Data derived from interviews and narrative reports.

¹³⁰ UNDP, 'Supporting Police Reform Processes in Nigeria: Progress Report', July-December 2023, p. 19.

¹³¹ UNDP, 'Supporting Police Reform Processes in Nigeria: Progress Report', July-December 2023, p. 19.

revised and relevant regulations updated. ¹²⁸		this was 0) ¹²⁹								4
	B. Number of copies of the training plan for the implementation of the NPF cadet training curriculum. ¹³²	0	500 75%	70%	15%	No data	85%	100%	4	
Output 2.5. Police trainers mentored during delivery of cadet training. ¹³³	A. Number of police trainers mentored/trained in delivering trainings for promotional exams.	0	400	200	120	120	440	100%	4	2.5
	B. Number of promotional training replicated at the divisional level.	0	10	0	0	0	0	0%	1	
Output 2.6. Training of a model Policing Unit. ¹³⁴	A. Number of NPF units targeted and trained.	0	1		2		0	0%	1	1
	B. Evidence of NPF Unit utilising skills gained from training in provision of policing services.	0	TBD		3		0	0%	1	

¹²⁸ This output is reported in the final logframe 2024, but has incomplete data.

¹²⁹ UNDP, 'Supporting Police Reform Processes in Nigeria: Progress Report', July-December 2023, p. 19.

¹³² Per final logframe, guidelines to training curriculum were finalised but await approval by IGP.

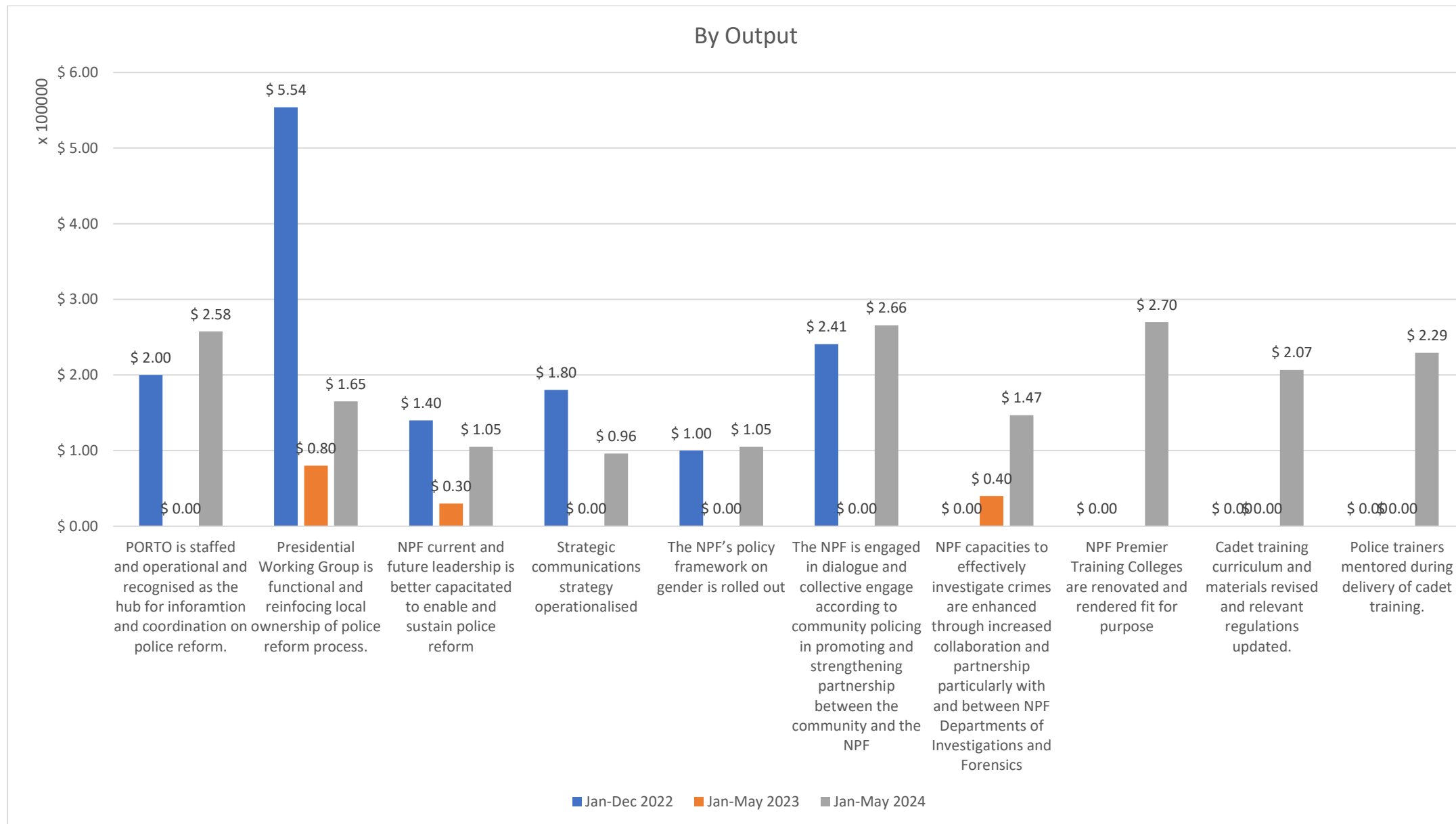
¹³³ This is identified as Result 2.5 in the final logframe, but Result 2.3 in the Project Progress Report 2024. The evaluation report is using the output numbering system of the more comprehensive final logframe.

¹³⁴ Activity identified as not started yet according to final logframe, 2024.

Annex G: Accomplishment of Outcome 2, outcome level indicators

No.	Indicator	Baseline	Target	Update 2023		Update 2024	Total Cumulative	Indicator Score	Revised Score with qual analysis
		2022	2024	Jan-June	July-Dec	Jan-May 2024	All periods		
A.	At least 75% of TOT-trained trainers reach the necessary skills and competence levels to deliver the revised cadet curriculum.	Post-training assessment.	75%	91%	93%	95%	93%	4	3
B.	All TOT-trained trainers demonstrate an understanding of and a capacity to teach topics of discipline, professionalism, plural and community policing, problem-solving and intelligence-based policing, gender sensitivity, SGBV, due process and human rights.	Pre-training assessment.	100%	96%	98%	98%	97%	4	

Annex H: Budgeted amount by output



Source: 'Police Reform Process Final Budget Revision Jan-May 2024'

Annex I: List of key informant interviews

Entity/Organisation	Respondent	Gender	Position	Location
BBC Media Action	Deji Aroshe	Male	Head of Production and Training	Abuja
	Ekpedeme Umoh	Female	Producer/Presenter	Abuja
CLEEN	Peter Gad	Male	Executive Director	Lagos
	Henry Ekwereonu	Male	Project Officer	Lagos
	Olumayowa Olaniyi	Male	Programme Officer, Research	Lagos
Embassy of Germany	Uduak-Abasi Akpabio	Female	Political Officer	Abuja
	Matthias Dold	Male	Political Counsellor	Abuja
	Christoph Schuett	Male	Political Officer	Abuja
GS-Foundation	Gerhard Baltes	Male	Senior Project Manager	Essen
	Ronja Berger	Female	Project Manager	Essen
	Patrick Franck	Male	Police Training consultant	Abuja
Nigerian Police Force	Rachid Afegbua	Male	Deputy Commissioner of Police	Abuja
	Ohiozoba Ehiede	Male	Commissioner of Police - Legal	Abuja
	Dasuki Galadanci	Male	Deputy Inspector General of Police	Abuja
Nigeria Police Radio	Omeiza Banogun	Male	Head of Station	Abuja
Nigerian Bar Association	Chinoye Oblaguu	Male	Chairman, Human Rights Institute of NBA	Abuja
National Institute of Police Studies (NIPS)	Timchang Jimmam Lar	Male	Professor	Abuja
	Olu Ogunsakin	Male	Director General	Abuja
	Grace Enobong Longe	Female	Director of Research, Policy and Planning ACP	Abuja
	Samuel Sandhi	Male	Personal Assistant to the Director General	Abuja
Network on Police reform in Nigeria (NOPRIN)	Precious Osinaku	Female	Programme Officer	Lagos
Police Reform Secretariat	Damian Ihekoronye	Male	Head	Abuja
	Filosho	Male		Abuja
	Moody	Male	Data and Innovation Officer	Abuja
	Napoleon	Male	Programme Officer	Abuja

Rule of Law and Accountability Advocacy Centre (RULAAC)	Okechukwu Nwanguma	Male	Executive Director	Lagos
SPRPiN Project Board	Kemi Okenyodo	Female	Executive Director, Partners West Africa Nigeria (PWAN)	Abuja
UNDP (current and former members of SPRPiN Project team, consultants, collaborators)	Adewale Ajadi	Male	Consultant, Police Training	Abuja
	Matthew Alao	Male	Head of Governance	Abuja
	Idamwehor Napoleon Enayaba	Male	Programme Specialist Rule of Law and Human Rights	Abuja
	Moncef Kartas	Male	Head of Office and Stabilization in Northeast Nigeria	Maiduguri
	Adwoa Kufuor	Female	Senior Human Rights Adviser, Office of the UN Resident/Humanitarian Coordinator	Abuja
	Chinpihoi Kipgen	Female	Research and Data Analyst, Head of UNDP's Knowledge Hub	Abuja
	Leanne McKay	Female	Senior Consultant, Rule of Law, Justice and Security	Abuja
	Onyinye Ndubuisi	Female	Gender and Human Rights Programme Analyst	Abuja
	Tolu Oresanya	Male	Communications Consultant	Abuja
	Simon Ridley	Male	Programme Specialist, Access to Justice and Human Rights	Palestinian Authority
Paul Turay	Male	Rule of Law and Human Rights Specialist and Acting Chief Technical Advisor	Abuja	
Total interviews	38	M:28 F: 10		

Annex J: Evaluators' biographies

Marina Caparini is a specialist in security governance, civil-military relations, police in peace operations and peacebuilding in post-authoritarian and post-conflict settings in Europe and Africa. She has worked as a senior researcher or programme director for several leading research institutes and think tanks in Europe and the US, including the United Nations University Centre for Policy Research, the Stockholm International Peace Research Institute, the Norwegian Institute of International Affairs, the International Centre for Transitional Justice and the Geneva Centre for the Democratic Control of Armed Forces. She has conducted programme evaluations on defence integrity, police reform, police peacekeeping and security sector reform for NATO, the U.S. Bureau of International Narcotics and Law Enforcement Affairs, Norwegian Ministries of Justice and Foreign Affairs, and the European Union. She holds a PhD in War Studies from the University of London, where she wrote her dissertation on internal security reform in post-communist states of Central and Eastern Europe.

Stanley Ibe is a human rights lawyer and criminal justice reform specialist. He has held several positions in academia, international development, legal practice, and philanthropy including Legal Officer for Africa at the Open Society Justice Initiative and Adjunct Lecturer-in-law at Philomath University, Abuja, Nigeria. He has managed or co-managed path-breaking criminal justice reform projects in Ghana, Malawi, Nigeria, and Sierra Leone. He has also led strategic litigation and advocacy to advance human rights and fundamental freedoms at the African Commission on Human and Peoples' Rights; the African Court on Human and Peoples' Rights; and the Community Court of Justice of ECOWAS. He has conducted programme/project evaluations for Partners Global, Partners West Africa Nigeria (PWAN) and Network of University Legal Aid Institutions (NULAI Nigeria). He earned an MBA from the University of Essex, UK and a master's in law from Maastricht University in the Netherlands. In August 2024, he concluded an MSC in International Human Rights Law as a Commonwealth Scholar at the University of Oxford.

Annex K: Pledge of Ethical Conduct in Evaluation



ETHICAL GUIDELINES FOR EVALUATION
PLEDGE OF ETHICAL CONDUCT IN EVALUATION



By signing this pledge, I hereby commit to discussing and applying the UNEG Ethical Guidelines for Evaluation and to adopting the associated ethical behaviours.



INTEGRITY

I will actively adhere to the moral values and professional standards of evaluation practice as outlined in the UNEG Ethical Guidelines for Evaluation and following the values of the United Nations. Specifically, I will be:

- **Honest and truthful** in my communication and actions.
- **Professional**, engaging in credible and trustworthy behaviour, alongside competence, commitment and ongoing reflective practice.
- **Independent, impartial and incorruptible**.



ACCOUNTABILITY

I will be answerable for all decisions made and actions taken and responsible for honouring commitments, without qualification or exception; I will report potential or actual harms observed. Specifically, I will be:

- **Transparent regarding evaluation** purpose and actions taken, establishing trust and increasing accountability for performance to the public, particularly those populations affected by the evaluation.
- **Responsive** as questions or events arise, adapting plans as required and referring to appropriate channels where corruption, fraud, sexual exploitation or abuse or other misconduct or waste of resources is identified.
- **Responsible** for meeting the evaluation purpose and for actions taken and for ensuring redress and recognition as needed.



RESPECT

I will engage with all stakeholders of an evaluation in a way that honours their dignity, well-being, personal agency and characteristics. Specifically, I will ensure:

- **Access** to the evaluation process and products by all relevant stakeholders – whether powerless or powerful – with due attention to factors that could impede access such as sex, gender, race, language, country of origin, LGBTQ status, age, background, religion, ethnicity and ability.
- **Meaningful participation and equitable treatment** of all relevant stakeholders in the evaluation processes, from design to dissemination. This includes engaging various stakeholders, particularly affected people, so they can actively inform the evaluation approach and products rather than being solely a subject of data collection.
- **Fair representation** of different voices and perspectives in evaluation products (reports, webinars, etc.).



BENEFICENCE

I will strive to do good for people and planet while minimizing harm arising from evaluation as an intervention. Specifically, I will ensure:

- **Explicit and ongoing consideration** of risks and benefits from evaluation processes.
- **Maximum benefits** at systemic (including environmental), organizational and programmatic levels.
- **No harm**. I will not proceed where harm cannot be mitigated.
- **Evaluation makes an overall positive contribution** to human and natural systems and the mission of the United Nations.

I commit to playing my part in ensuring that evaluations are conducted according to the Charter of the United Nations and the ethical requirements laid down above and contained within the UNEG Ethical Guidelines for Evaluation. When this is not possible, I will report the situation to my supervisor, designated focal points or channels and will actively seek an appropriate response.

Mama Capone

23 May 2024 (Signature and Date)

