



MIDTERM
EVALUATION
OF THE
NIGERIA
WOMEN,
PEACE AND
SECURITY
PROGRAMME

ASSESSMENT

MIDTERM EVALUATION
OF THE NIGERIA
WOMEN, PEACE AND
SECURITY PROGRAMME



NIGERIA COUNTRY OFFICE
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WITH SUPPORT FROM



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ACRONYMS AND ABBREVIATIONS

CEDAW	Convention on the Elimination of All forms of Discrimination against Women
COVID-19	Coronavirus disease 2019
CSO	Civil society organization
FAO	Food and Agriculture Organization
IP	Implementing partner
LGA	Local government area
MDAs	Ministries, departments and agencies
NAP	National Action Plan
NGO	Non-governmental organization
OECD/DAC	Organization for Economic Cooperation and Development/Development Assistance Committee
OHCHR	Office of the United Nations High Commissioner for Human Rights
PWAN	Partners West Africa Nigeria
SAP	State Action Plan
SDG	Sustainable Development Goal
UN	United Nations
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNFPA	United Nations Population Fund
UNSCR	United Nations Security Council Resolution
UNSDPF	United Nations Sustainable Development Partnership Framework
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
VAPP	Violence Against Persons (Prohibition) [Act]
WPS	Women, peace and security

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In Ningi, Bauchi State, aspiring local women leaders are participating in mediation training organized by UN Women to shape inclusive peace in their local communities.



Women remain underrepresented in their efforts and successes in peace and political processes at all levels. In Nigeria, women in Benue and Bauchi States are trained on mediation so that their voices do not go unrecognized.

EXECUTIVE SUMMARY

A. Background

This is a report of the midterm evaluation of the Women, Peace and Security (WPS) Programme (2019–2020) being implemented by UN Women in Bauchi and Benue States of Nigeria, with support from the Government of Norway. The evaluation was carried out from July to September 2020.

The overall objectives of the midterm review are to assess the progress made towards the achievement of the set outcomes and objectives, analyse the output results achieved and challenges encountered, adjust implementation modalities as needed, especially in the current COVID-19 crisis, and incorporate changes throughout all programme components for the remaining implementation period.

The evaluation used primary and secondary data-gathering methodologies and made efforts to triangulate data from different sources. Consultations were held with a variety of stakeholders from government, civil society organizations, international partners, UN Women staff and management, and the donor agency through virtual means in Bauchi and Benue States, as well as Abuja, the Federal Capital Territory.

B. Summary of Findings and Key Recommendations

The evaluation found that, despite the delays encountered as a result of the late start of the WPS Programme implementation and the halt necessitated by the COVID-19 pandemic, the programme has performed efficiently, considering that 16 out of the 17 planned activities (representing 94 per cent) under two outcome areas have been undertaken, although some of the activities are ongoing and may not be fully implemented unless the programme is extended.

The WPS Programme therefore was found to have made commendable progress towards the achievement of planned results in the two outcome areas. This is despite various challenges during the period of implementation: political instability, violent conflict, the COVID-19 pandemic, and a shortage of skilled personnel on the part of implementing partners.

Furthermore, the programme was found to be highly relevant to the achievement of United Nations Security Council Resolution (UNSCR) 1325, the Sustainable Development Goals (SDGs), particularly Goals 5, 16 and 17, and the National Development Goals. It also supports the Nigerian government's efforts to meet its commitments on UNSCR 1325, which builds on the Convention on the Elimination of All forms of Discrimination against Women (CEDAW), including the implementation of the Second National Action Plan (NAP) on the resolution, as well as its localization. In addition, the programme contributes to key outcomes of the UN Women Nigeria Strategic Note (2018–2022).

The involvement of stakeholders at the grass-roots level, including traditional and religious leaders and community-based organizations, as well as the security sectors at the state level, is commendable, as it is recording results that will eventually lead to the intended positive impact described in the theory of change. It is a known fact that the roles of women and girls in the society, especially in northern Nigeria, can be greatly influenced by institutional norms, as well as tradition and culture.¹ Capacity building

¹ Clifford Meesua Sibani (2017), *Gender Inequality and Its Challenge to Women Development in Nigeria: The Religious Approach*.

and sensitization of traditional and religious leaders; community-based organizations; women leaders; ministries, departments and agencies (MDAs); legislatures; and the security sector on the women, peace and security agenda and UNSCR 1325 is leading to awareness raising and gradual acceptance of the significance of women's role in peace and security issues. The localization of the National Action Plan on UNSCR 1325 through the development of State Action Plans (SAPs) in target states is another foundation for recording positive impacts.

The sustainability of the WPS Programme is mixed. Some systems and structures supported by the initiative can be sustained, as many achievements have been recorded in the area of systems strengthening and capacity building among stakeholders and duty bearers, and indications are that the environment necessary for the implementation of UNSCR 1325 is gradually being established. However, it may be difficult to sustain other interventions, particularly those using financial resources to generate impact, such as the continuous media campaign, which includes radio programmes and advocacy and sensitization efforts. This may be possible if the governments (state and local governments) are made to be totally committed to the programme, including setting annual budget allocations for the implementation of the state and local government action plans (SAPs and Local Action Plans).

C. Key Overall Recommendations

The WPS Programme has scored a number of achievements, some of which are summed up in the sub-section analysing achievements by key result area provided in the main text of this evaluation report. However, to continue to make progress and achieve positive impact through the programme, the evaluation recommends the following:

- i. The programme should be spread to more communities and local government areas (LGAs) for more effectiveness and greater impact in achieving the provisions of UNSCR 1325, particularly now that local governments have been

granted autonomy by the federal government and have their own budgets separate from state governments. This is the time for Local Action Plans to enable the inclusion of UNSCR 1325 in their budgets. This is based on availability of funds.

- ii. There is a need for high-level advocacy at the state executive and local government levels to get their total commitment to budget allocations for the implementation of the state and local government action plans for WPS to achieve UNSCR 1325.
- iii. Implementing partners should avoid delays as much as possible. There is a need to be time conscious and make maximum use of available time when implementing programmes in insecure areas due to unpredictable crises that may ultimately affect programme efficiency.
- iv. Most stakeholders interviewed in Benue State revealed that there was an increase in the incidence of violence against women and girls, especially rape cases, during the COVID-19 lockdown period. There is need to intensify advocacy efforts to popularize and implement the Violence Against Persons (Prohibition) Act (VAPP Act) passed into law by the Benue State House of Assembly and assented to by the Executive Governor in 2019. This is to provide punishment for offenders and maximum protection and effective remedies for survivors.
- v. The evaluation concludes that the WPS Programme can improve on coordination with both national and international non-governmental organizations (NGOs) working in the area of peace and security in the targeted states to ensure better synergy of interventions, taking better advantage of the resources and competencies of key development partners.

1. INTRODUCTION

Programme Information		
Programme Title	Women, Peace and Security in Nigeria 2018–2020	
<i>Outcome 1: Women participate effectively in peace and security processes, peace negotiations, and conflict prevention and resolution</i>	<ul style="list-style-type: none"> • Output 1.1: Increased number of lawmakers in selected states are sensitized, trained and mentored to adopt the women, peace and security commitments of UNSCR 1325 and apply gender mainstreaming skills and knowledge in formulating and reviewing laws and performing legislative oversight functions. • Output 1.2: Decision makers in security sector institutions at the state level (in particular the police, army, and Nigeria Security and Civil Defence Corps) and in the judiciary are trained and mentored on enhanced skills to formulate, review and implement gender-sensitive policies and protocols that promote women's rights and participation in the security sector. • Output 1.3: Platform for women's involvement in peace processes and peace-building is created. 	
<i>Outcome 2: Improved public perception of the role of women in peace and security</i>	<ul style="list-style-type: none"> • Output 2.1: Broader Nigerian population, specifically men, sensitized about the positive role women play in peace negotiations and conflict prevention and resolution. 	
Country	Nigeria	
Region	West Africa	
Programme Date	<i>Start</i>	<i>Planned End</i>
	January 2019	December 2020
Programme Budget	US\$1,704,743	
Funding Source	Government of Norway	
Implementing Party	UN Women	
Evaluation Information		
Evaluation Type	Programme	
Final/Midterm Review	Midterm	
Period under Evaluation	<i>Start</i>	<i>End</i>
	2019	2020
Evaluator	Fatimah Bisola Ahmed (Ms.)	
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Evaluation Dates	<i>Start</i>	<i>Completion</i>
	June 2020	September 2020

1.1 Introduction to the Programme

The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) works for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action, and peace and security. UN Women works to support governments' national priorities that focus on the empowerment of women and girls and their contribution to all areas of economic, political and social development. UN Women has worked to support the Government of Nigeria (federal level), three northern states (Adamawa, Plateau and Gombe), and selected constituent LGAs through its Promoting Women's Engagement in Peace and Security in Northern Nigeria Programme (2014–2018), designed to strengthen women's leadership, advance gender equality, and improve protection for women and children in conflict settings by ensuring the implementation of the UN Security Council Resolution 1325.

To further expand the scope of the support to the Government of Nigeria in fulfilling its commitment to UNSCR 1325, UN Women is expanding its women, peace and security portfolio in Nigeria, grounded on the National Action Plan (2017–2020). These initiatives include a two-year (2019–2020) programme entitled Women, Peace and Security in Nigeria, with a focus on Bauchi and Benue States, funded by the Government of Norway. The programme aims to support the achievement of the Sustainable Development Goals, particularly Goal 5 (Gender Equality and Women's Empowerment), Goal 16 (Peace, Justice and Strong Institutions), and Goal 17 (Partnerships for Achieving the SDGs). The programme also supports the Nigerian government's efforts to meet its commitments through the development and implementation of Nigeria's Second National Action Plan on UNSCR 1325 and its domestication in target states by developing and implementing State Action Plans and Local Action Plans, strengthening institutions, and establishing functional structures to enhance implementation, monitoring and reporting of the action plans.

The programme was designed to achieve the broad goal of gender-inclusive and sustainable peace in Nigeria with the following specific objectives

1. Increase women's effective participation in peace and security processes, peace negotiations, and conflict prevention and resolution.
2. Improve public perception on the role of women in peace and security, at all levels.

The programme seeks to do the following:

- Enhance the skills of legislators and decision makers in the security sector and judiciary at the state level to formulate, review and implement gender-sensitive policies and protocols that promote women's rights and participation.
- Create a platform for women's active involvement in conflict prevention and peacebuilding processes in both formal and informal settings, including specifically training women to acquire practical mediation skills.
- Sensitize the population in both states more broadly about the role women play in peace negotiations and conflict prevention and resolution through the most accessible media channels (local radio stations).

1.2 Context and the Programming Environment

The objective of building and sustaining peace and security across the country is critical for Nigeria, which faces several security challenges, including the Boko Haram insurgency in the North East, the farmer–herder conflict in the Middle Belt, and conflicts over natural resources in the oil-rich Niger Delta region, among others. Moreover, due to patriarchy, gender inequality fuels widespread imbalance in socio-economic opportunities through cultural and religious factors and inadequate enabling legal and policy frameworks, among other factors.

The violence or threat of violence that women and girls face is a consistent threat, ranging from

domestic violence to traditional harmful practices, fear of standing for elected office, and sexual harassment of girls and young women, among others, with consequences that constrain women's autonomy and opportunity. History has also shown that whenever there are social upheavals or conflicts of any kind, women and children suffer abuses and human rights violations. Glaring examples of the rape and killing of women and children abound during insurgencies. Women who survive these atrocities are severely traumatized psychologically and often live with painful memories of rape, loss, war and death for the rest of their lives. These women and girls also suffer sexually transmitted diseases, stigmatization and, almost always, unwanted pregnancies. Women and girls are faced with the daunting task of keeping families together after displacement and destruction of infrastructure and at the same time are expected to provide food, shelter and clothing. Moreover, even in the absence of violent conflict, women and girls live in fear of kidnappers and the ravaging effects of droughts, floods and environmental upheaval, which threaten human survival and meaningful development in their communities.

Benue and Bauchi States are among the several states in Nigeria currently experiencing an escalation of the conflict between herders and farmers that has left hundreds of citizens dead, including women and children, and property destroyed. These bouts of violence have also displaced thousands of people and led to the proliferation of emergency camps for internally displaced persons in certain areas. The selection of the two states for the WPS Programme provides an opportunity to build on related projects and programmes.

In the case of Benue State, the Integrated Approach to Building Peace in Nigeria's Farmer–Herder Crisis project, which commenced implementation in January 2019, is a UN joint programme developed by UNDP, in collaboration with UN Women, FAO and OHCHR. UN Women requested funding from Norway to re-establish the partnership UN Women and UNDP had on a similar initiative under the European Union–funded Programme on Women, Peace and Security in Northern Nigeria, implemented in Plateau, Gombe and Adamawa States (2014–2018). The Benue State government has extended a hand

of partnership to the UN Country Team in Nigeria to support efforts to address and prevent an escalation of the farmer–herder conflict, and although the state is not a UN Nigeria “delivering as one” state, Benue currently has a strong UN presence in place to support recovery and peacebuilding efforts. Moreover, the presence of a strong and active women's civil society organization (CSO) network supporting the peace and security agenda in the state provides an additional justification for the selection of Benue as a target for implementation of this programme.

Similarly, UN Women provided technical support to Bauchi State to facilitate the development of its State Action Plan for UNSCR 1325 in 2018. Since then, the state embarked on consultative meetings with stakeholders for SAP development through its own resources, demonstrating its commitment to the initiative. Bauchi is also a UN Nigeria “delivering as one” state, which makes programming in the state an opportunity to build synergies with the interventions of other UN agencies.

UN Women has prior experience working in Bauchi State, through collaboration with UNFPA in 2016 in the implementation of a Government of Japan–funded project on support to conflict-affected internally displaced women and girls. Further, Bauchi shares characteristics with Adamawa and Gombe, two of the states that benefited from the European Union–funded programme. Therefore, there was a likelihood that the good practices and results obtained in these states are likely to be replicated in Bauchi State. Also, lessons learned in Adamawa, Gombe and Plateau States would be useful in guiding the design and implementation of initiatives in Bauchi State.

The WPS Programme implementation strategy underlines policy-level interventions, capacity building and institutional strengthening of key sectors, and public sensitization to facilitate the sustainable implementation of UNSCR 1325 in the target areas of Bauchi and Benue States. Moreover, a Programme Steering Committee was inaugurated during the launch of the programme in each of the target states. The committee performs an advisory role and provides strategic guidance during programme implementation as per the terms of reference. While

the Institute for Peace and Conflict Resolution carried out the programme's baseline assessment as the foundation of the programme's implementation, International Alert and Partners West Africa Nigeria (PWAN) are the two main non-governmental organizations engaged by UN Women as implementing partners (IPs). Each IP was assigned a specific component in the implementation of the initiative.

1.3. Purpose of the Midterm Evaluation

As the WPS Programme reached the middle phase of its implementation, a participatory midterm review of the programme, involving key stakeholders at the national level and in the two target states, became necessary. The purpose of the Midterm Evaluation is to assess the progress made towards the achievement of the set outcomes and objectives, analyse the output results achieved and challenges encountered, adjust implementation modalities as needed, especially in the current COVID-19 crisis, and incorporate changes throughout all programme components for the remaining implementation period.

Specifically, the objectives of the midterm review are as follows:

1. To analyse the relevance of the project implementation strategy and approaches to the

implementation of UNSCR 1325 and Nigeria's NAP in target states.

2. To review the relevance of the logical framework/theory of change and respective monitoring and evaluation plan of the programme.
3. To assess effectiveness and organizational efficiency in progressing towards the achievement of the programme's results.
4. To assess the impact of the programme and consider effects on the cross-cutting issues of gender equality, human rights, climate and the environment, and corruption.
5. To assess the potential sustainability of the results and the feasibility of ongoing efforts from the viewpoint of local ownership, accountability, capacity development, partnership and coordination on the WPS agenda in target states.
6. To determine appropriate strategies for effective and efficient implementation of the programme during the current COVID-19 crisis in target states and the country at large.
7. To document lessons learned, best practices, success stories and challenges to inform the continuation of programme implementation and future work of UN Women within the framework of WPS.
8. To provide recommendations for a possible second phase of support after completion of the current programme.

TABLE 1

Interventions Carried Out by the Different Non-governmental Organizations

UN Women's Implementing Partners and Areas of Interventions in the WPS Programme	
<i>Institute for Peace and Conflict Resolution</i>	WPS Baseline Assessment conducted in Bauchi and Benue States to inform strategic interventions
<i>International Alert</i>	<ul style="list-style-type: none"> • SAP Development and Implementation • WPS Radio Programme • Selection and training of Women Mediators Network • Male engagement as gender champions (HeForShe campaign) • Establish WPS Website/E-compendiums
<i>Partners West Africa Nigeria</i>	<ul style="list-style-type: none"> • Gender Assessment of the Security Sector and Judiciary • Develop and review/update gender operational guidelines and or policies for the security sector

2. EVALUATION PROCESS

2.1 Evaluation Approach

The evaluation approach was adopted with due consideration of the following factors:

- A theory of change chain was adopted to determine the direct link between supported interventions and progress.
- The programme is multidimensional in terms of interventions and stakeholders.

The evaluation mapped all the programme outputs, linking the various activities to the expected outcomes. The evaluation also used a visual diagram to represent and narrate the programme's theory of change. The evaluation focused on interventions carried out from January 2019 to June 2020, in four LGAs each in Bauchi and Benue States and relevant government institutions in the Federal Capital Territory. The targeted LGAs include Ningi, Tafawa Balewa, Itas/Gadua and Bauchi in Bauchi State and Agatu, Logo, Gwer West and Guma in Benue State.

2.2 Methodology

The overall methodology was based on qualitative and quantitative approaches, including review of secondary literature and programme documents and structured and unstructured individual and group interviews of key informants, including representatives of key government institutions, UN Women senior management and programme staff, as well as staff of partner agencies. Data collected during the evaluation process demonstrated how the programme performed in relation to its goals and strategic targets.

2.3 Data Collection

To achieve the evaluation objectives, a mixed methods approach was employed, using qualitative and

quantitative research methods, and triangulating information from different sources for quality assurance. The midterm evaluation used both primary and secondary data sources to gather information. Using structured and unstructured individual and group interviews, primary data was generated from the use of convenience sampling using virtual video discussions, telephone interviews and text messages with key informants. This was an alternative to on-site data collection, which was not possible due to the COVID-19 pandemic. The country's lockdown measures restricted travel for field data gathering in Bauchi and Benue States at the time of the evaluation.

To gather primary data, UN Women senior management, programme staff, implementing partner representatives, Government of Norway (donor) representatives and CSO representatives were interviewed, along with target beneficiaries themselves. Secondary data was generated from a desk review of relevant documents, including the WPS Programme document, the UN Women Nigeria Strategic Note and Nigeria's Second NAP.

2.4 Document Review

Documents reviewed for secondary data on the evaluation included the following:

1. Nigeria's Second National Action Plan on UNSCR 1325
2. Women, Peace and Security in Nigeria Programme Document

3. Programme baseline survey report and quarterly reports
4. Programme first interim narrative report and other relevant reports
5. Programme Steering Committee meeting minutes
6. Monitoring reports (2019–2020)
7. Gender assessment of the security sector and judiciary at national and state levels
8. Implementing partner reports
9. Needs and capacity assessment of National and State Houses of Assembly
10. The 2018–2022 United Nations Sustainable Development Partnership Framework (UNSDPF) and other pertinent documents (see the reference list)

The documents reviewed provided secondary and additional information on the direction of the programme. They also supported the process of drawing conclusions on whether or not the programme objectives are being achieved or not. In addition, they validated data received from primary sources through key informant interviews and focus group discussions.

2.5 Expert Rating Tool

Programme staff also had an opportunity to evaluate self-performance through the use of a special rating tool developed by the consultant. Using the Organization for Economic Cooperation/Development Assistance Committee (OECD/DAC) criteria of Relevance, Effectiveness, Efficiency, Sustainability and Impact, programme staff were able to rate their self-performance on a scale of 24.5 per cent to 75 per cent, with 24.5 per cent and below being the lowest scale and 75 per cent and above being the highest. Stakeholders from the Ministry of Women Affairs were also given an opportunity to draw conclusions and make recommendations for future programmes and projects. A sample of the tool is attached in the annex.

2.6 Data Analysis

Analysis was done in a participatory way, including a team review where collected data was verified and validated through discussions. The evaluation ensured an inclusive selection of stakeholders from each group, ensuring equitable involvement of women as relevant. Data analysis was carried out by triangulating data received through mixed methods (qualitative and quantitative) from feedback and the document review. The programme performance was rated based on the progress made towards the planned indicator targets using a rating scale whereby (i) if progress was at least 50 per cent, it was rated as on track; (ii) if progress was between 30 and 49 per cent, it was rated as progressing with challenges; and (iii) if progress was below 30 per cent, it was rated as off track. A virtual meeting was held with UN Women programme staff to validate the data collected during the evaluation in the month of July 2020.

2.7 Guiding Principles of the Evaluation

The Midterm Evaluation was conducted in accordance with the United Nations Evaluation Group *Norms and Standards for Evaluation*¹ and the OECD/DAC evaluation criteria. The evaluation is expected to complement the previously conducted Northern Nigeria WPS Final Programme Evaluation and the UN Women Country Portfolio Evaluation.

2.8 Limitations of the Evaluation

Due to the movement restrictions imposed by the federal and state governments in response to the COVID-19 pandemic, the consultant could not travel to Bauchi and Benue States to gather primary data physically. The Midterm Evaluation had to rely on virtual and telephone interviews, as well as document review. The challenges encountered in this included poor mobile phone and Internet connectivity, which

¹ UNEG (June 2016), *Norms and Standards for Evaluation*, <http://www.unevaluation.org/document/detail/1914>.



Esther Patrick of the Ministry of Women Affairs discussing the WPS agenda in Itas Gadau Local Government Area.

sometimes made it difficult to carry out discussions and interviews. Another major problem was that some of the stakeholders did not agree to an interview or discussion by phone, and this limited the source of primary data collection, but the consultant was able to complement this effectively with available secondary data.

The key expected outputs for the assignment are as follows:

1. An Inception Report that includes process milestones and a tentative report outline, with a clearly defined scope and focus of the report
2. A Draft Evaluation Report, summarizing the results of the assessment and pointing out areas where improvement is required
3. A Final Midterm Evaluation Report to UN Women

2.9 Users of the Evaluation

The main users of this Midterm Evaluation include UN Women headquarters, the UN Women Country Office in Nigeria, the UN System in Nigeria, the Government of Nigeria (including Bauchi and Benue States), the Government of Norway (donor), implementing partners (PWAN, International Alert, Institute for Peace and Conflict Resolution), key MDAs, the legislature, the security sector, the judiciary, CSOs and other partners.

3. FINDINGS

This chapter is an assessment of the programme outputs and outcomes against the key evaluation questions and sub-questions. The evaluation attempted to answer the following key questions and sub-questions.

3.1 Relevance

The relevance of a programme focuses on the appropriateness of its outputs and outcomes in achieving national goals. It is the responsiveness of the programme strategy, content and implementation mechanisms to the needs and capabilities of the intended beneficiaries.

The evaluation observed that the design and focus of the WPS Programme in achieving UNSCR 1325, the SDGs (particularly Goals 5, 16 and 17) and the National Development Goals is highly relevant. With the programme, UN Women has demonstrated its commitment to the UNSDPF,¹ which outlines the strategic direction and results expected from the cooperation between the Federal Republic of Nigeria and the UN System in Nigeria. It also supports the Nigerian government's efforts to meet its commitments on UNSCR 1325, which builds on CEDAW, including the implementation of the Second NAP on the resolution, as well as its localization through the development and implementation of SAPs in target areas.

Furthermore, the programme contributes to key outcomes of the UN Women Nigeria Strategic Note (2018–2022). The programme also built on the previous programme, entitled Promoting Women's Engagement in Peace and Security in Northern Nigeria. The WPS Programme also incorporated into its design lessons learned from experiences across Africa and globally of involving women in peace and

security, and this ensured that the implementation includes all stakeholders while also emphasizing the importance of positioning women to play leadership roles in decision making in peace negotiations. The programme focused more on enhancing the capacity of stakeholders, including the Ministry of Women Affairs, the media, the judiciary, CSOs and the security sector, in the implementation of the provisions of UNSCR 1325. It also supported legislators in developing gender laws, oversight functions and constituency projects that are gender sensitive and in line with the provisions of UNSCR 1325. The development of the guide *The Nigerian Legislature's Role in Advancing Women, Peace and Security* by UN Women provides a strategic framework for legislators in target states and the country at large.

The activities and outputs of the WPS Programme are consistent with the intended impact of the programme. The programme used continuous public sensitization, advocacy and capacity building to improve perceptions about women and involve them in peacebuilding activities. The programme objectives addressed the identified rights and needs of the target groups: women, government MDAs, the legislature, the judiciary and the security sector. Radio programmes are being aired in both Bauchi and Benue States on Thursdays and Saturdays to enlighten the public on the role they can play in the WPS agenda and the roles of women in peacebuilding. Male gender champions, including representatives from traditional and religious institutions, MDAs and security agencies, were identified and engaged as allies in the target states. Traditional and religious leaders were involved in the nomination of women mediators in the two states. Furthermore, gender desks were established in the MDAs in both states, while the judiciary and legislature are being

¹ United Nations Sustainable Development Partnership Framework Nigeria 2018–2022.

TABLE 2

Women, Peace and Security Alignment to the Sustainable Development Goals

<p>Women, Peace and Security</p>			
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trained to make and enforce gender-sensitive laws and domesticate the NAP. The security sector is also being trained on gender equality and WPS, while being supported in developing gender policies.

In an extremely patriarchal society – with security challenges that include the farmer–herder conflict and political instability, which affect women more due to their vulnerability – it is imperative to strengthen women’s leadership, advance gender equality and improve protection for women and children in conflict settings by ensuring the implementation of UNSCR 1325. The evaluation revealed that the programme has made more women come out and speak openly on issues such as gender-based violence, including rape. Phone calls received during the weekly radio programmes in both states corroborated this. Women are also involved in early warning and early response interventions in the two states through the formation of community-based organizations for women. In Agatu, Benue State, women formed themselves into local vigilantes to inform villagers of impending danger when they see herders encroaching on farmland while on their farms.

The programme put together a group of NGOs and women leaders, including the Federation of Muslim Women’s Associations in Nigeria and the Christian Association of Nigeria, in both Bauchi and Benue States. These actors were brought together under the coordination of the State Ministries of Women Affairs to advocate for and mediate WPS issues. UN Women and the partners had interactive sections with these groups and other stakeholders, sensitizing and developing their capacity.

Though the programme was designed by UN Women as a follow-up to its Promoting Women’s Engagement in Peace and Security in Northern Nigeria Programme (2014–2018), implemented in selected constituent LGAs) in Adamawa, Plateau and Gombe, stakeholders had the opportunity to offer suggestions at the beginning of implementation during an orientation workshop organized by UN Women. There have also been exchange visits and collaborative workshops to share visions, lessons learned and good practices among stakeholders, especially among implementing partners, to reduce risks and strengthen sustainability.

3.2 Effectiveness

This section describes the extent to which the programme objectives are being achieved or are likely to be achieved.

The evaluation revealed that the WPS Programme has proved to be effective in achieving its objectives of increasing women’s effective participation in peace and security processes, peace negotiations, and conflict prevention and resolution, as well as improving public perceptions on the role of women in peace and security at all levels within the period of its implementation (2019–2020).

The programme adopted four main strategies to enhance the attainment of the set goals and objectives; the stakeholders termed these strategies very successful. The strategies included the following:

1. **Participatory Approach** – The WPS Programme engaged stakeholders and partners at all stages, including design, implementation and monitoring.
 2. **Policy** – Advocacy and sensitization visits were carried out with legislators and the executive arms of government to develop policies, gender laws and reforms in line with the provisions of UNSCR 1325.
 3. **Capacity Building and Institutional Strengthening** regarding the WPS agenda were carried out for MDAs and the security sector.
 4. **Public Sensitization** was carried out continuously on the role of women in peace and security, among other related areas. Through sensitization, advocacy, training, policy development and mentoring of duty-bearers and rights-holders in targeted states, the programme created an enabling environment for the effective participation of women in peace and security processes.
- **Prevention of Conflict and Disaster Preparedness**, from a gender perspective.
 - **Protection and Prosecution** – Ensure women's and girls' rights are protected and promoted before, during and after conflict, and prosecute such rights violations.
 - **Crisis Management, Early Recovery and Reconstruction** – Ensure women's and girls' specific relief and recovery needs are met and women's capacities to act as agents in crisis, recovery and post-conflict situations are reinforced.
 - **Partnerships** – Enhance synergy, coordination and relationship management among stakeholders in the WPS agenda.

Furthermore, as soon as the implementing partners were engaged, UN Women took them through an induction training to familiarize them with programmatic procedure, including the sharing of relevant documents, information and ideas. This was welcome, as it brought all stakeholders together at a common table and created a sense of joint ownership.

There is progress in the UNSCR 1325 implementation efforts at the national, state and LGA level through the implementation of the Second National Action Plan and the State Action Plans in the two target states. There were state consultations, which led to the drafting of the WPS State Action Plans for Bauchi and Benue. The SAPs focus on five pillars:

- **Participation and Representation** – Increase meaningful participation and representation of women in conflict prevention and peacebuilding, at all levels.

The WPS Programme built on the lessons learned from the Promoting Women's Engagement in Peace and Security in Northern Nigeria in Adamawa, Gombe and Plateau States. Some of the lessons learned include using traditional leaders as gender champions and using community-based organizations to implement some aspects of the programme, which contributed to the achievement of positive results and gains. Using knowledgeable local, community-based and regional organizations known by the beneficiaries to undertake the initiatives and activities strengthens bonds and promotes sustainability. Some positive results generated by the programme include the emergence of seven women as chairpersons in the recent LGA election held in May-June 2020 in Benue State; the appointment of three women as special advisers to the governor of the state; the identification of women mediators and negotiators by the Ministries of Women Affairs of the two states; and capacity building on gender, UNSCR 1325 and the NAP for gender desk officers drawn from 30 MDAs.

Table 3 is a description and analysis of achievements and key results (by outcome area) from the Midterm Evaluation. The corresponding outputs are discussed under each strategic area.

TABLE 3

Key Results by Outcome Area

Outcome 1: Women participate effectively in peace and security processes, peace negotiations, and conflict prevention and resolution

Output 1.1:

Increased numbers of lawmakers in selected states are sensitized, trained and mentored to adopt the women, peace and security commitments of UNSCR 1325 and apply gender mainstreaming skills and knowledge in formulating and reviewing laws and performing legislative oversight functions.

Results Achieved:

Government (executive, legislative and judiciary) support for the WPS agenda was established and strengthened in the target states, following a series of consultative meetings and the official launch of the programme in Bauchi and Benue States, which strengthened the WPS agenda in the two states.

There was capacity building on SAP development, implementation, monitoring and reporting for legislators, CSOs, the media, the State Ministries of Women Affairs, and other MDAs, among other stakeholders in the two target states. The governments committed to the development and implementation of the SAP. The WPS agenda was presented to the State Executive Council; this contributed to providing a budget for the State Ministry of Women Affairs to support the implementation and monitoring of the WPS agenda.

The Programme Steering Committees on WPS, inaugurated by the state governments, were created to provide guidance and advice for successful implementation, while also enhancing local ownership of the programme.

A baseline survey and situational analysis on WPS was conducted in the target states and provided a clear starting point for the programme. Regarding localization of the NAP, SAPs on UNSCR 1325 were developed for Bauchi and Benue States, in partnership with government and a wide range of stakeholders, in order to domesticate the NAP at the different MDAs.

The capacity of MDA gender desk officers in Bauchi and Benue States was enhanced for the effective implementation of the SAPs. The SAP for Nasarawa State was developed with technical support from UN Women and facilitated by ActionAid.

The programme conducted a WPS institutional and capacity needs assessment of the National Assembly and the Bauchi and Benue State Houses of Assembly. The assessment informed strategies to enhance the capacity of legislators in developing gender laws, oversight functions and constituency projects that are gender sensitive and in line with the provisions of UNSCR 1325.

The guide *The Nigerian Legislature's Role in Advancing Women, Peace and Security* was developed. This tool is expected to enhance legislators' gender-sensitive law-making and oversight functions, while also supporting government institutions to promote the WPS agenda.

Support for the development of the WPS legislative guide and the domestication of the VAPP Law in Bauchi and Benue States followed advocacy visits/meetings, seminars and workshops on gender equality, UNSCR 1325 and the NAP by UN Women and partners.

continued

Output 1.2:

Decision makers in security sector institutions at the state level (in particular the police, army and civil defence corps) are trained and mentored on enhanced skills to formulate, review and implement gender-sensitive policies and protocols that promote women's rights and participation in the security sector.

Results Achieved:

A gender assessment of the security sector (the Nigerian Army, the Nigeria Police and the Nigeria Security and Civil Defence Corps) and the judiciary was conducted at the federal level and in the two target states. The key findings from the assessment include the following: institutional practices reinforce gender inequality in the security sector and judiciary; there is a low level of women's representation in strategic and decision-making positions; and there is a poor level of awareness among personnel of the security and judiciary institutions on UNSCR 1325 and its provisions. These findings, among others, provide policy and programmatic recommendations for reforms.

A rapid assessment of the impacts of the COVID-19 pandemic on the security sector and judiciary in Nigeria was conducted, with a specific focus on gender-related issues. This assessment is expected to be incorporated into the security and judiciary gender assessments, highlighting recommendations for government action to enable these institutions to improve on service delivery, including in the context of COVID-19.

A gender desk for the Nigeria Security and Civil Defence Corps was established through technical support and capacity building on gender, gender mainstreaming, sexual and gender-based violence, UNSCR 1325 and the NAP, among other related areas, support by UN Women and its implementing partner (PWAN). This initiative influenced the establishment of more gender desks in the Nigeria Security and Civil Defence Corps across the 36 states of the federation, including Abuja.

UN Women and PWAN are currently providing technical support and guidance to the Nigerian Armed Forces (Army, Air Force and Navy) for the development of its first gender policy, while the Nigeria Police are preparing to do a review of their gender policy, developed ten years ago, to include current developments.

Output 1.3:

Platform for women's involvement in peace processes and peacebuilding is created.

Results Achieved:

A training pack for women mediators has been developed. The process of mapping and selecting women mediators was completed in the target states. A total of 20 women mediators per state were selected.

The women mediators network is to be formally inaugurated in August/September 2020, with the function of participating in relevant capacity-building training and mentoring, and networking with other mediation bodies in Nigeria and beyond. They are to be trained to effectively contribute to conflict prevention and peacebuilding initiatives in their respective communities and states. They are expected to conduct step-down mediation training for other women at state and local government levels to enhance their capacity for meaningful participation in conflict prevention and peacebuilding initiatives at all levels.

Outcome 2: Improved public perception of the role of women in peace and security

Output 2.1:

The broader Nigerian population is sensitized about the positive roles women play in peace negotiations and conflict prevention and resolution.

Results Achieved:

The capacity of 20 stakeholders, including radio producers and presenters in Bauchi and Benue States, was enhanced through a training on gender-sensitive programming, UNSCR 1325, and WPS content development, promotion and presentation, in order to address context-specific issues/gaps in the target states. This was conducted in preparation for setting up a WPS radio programme.

The WPS Radio Programme was established on Globe FM and Radio Benue in Bauchi and Benue States respectively. On a weekly basis, the radio programme features live discussions on various WPS issues, including the role of women in peace and security, as well as the gender dimensions within the context of the COVID-19 pandemic. In total, 52 episodes in Bauchi State and 46 episodes in Benue State have so far been aired in English and Hausa, including awareness-raising jingles to mobilize the community to listen to the programmes. The jingles were produced in English and local languages and used to further increase public awareness on the role of women in peace and security and on other provisions of UNSCR 1325, as well as the gender dimension of the COVID-19 pandemic. A Nigeria WPS website was created (wpsnigeria.net) for the exchange of resources, success stories and lessons learned among stakeholders and practitioners. The website will be formally launched between August and September 2020.

Male gender champions were identified and engaged as allies for the WPS agenda in the target states. These include representatives from traditional and religious institutions, government, MDAs and security agencies.

Summary of Specific Advisements and Progress in Bauchi and Benue States

Bauchi State	Benue State
<ul style="list-style-type: none"> • The institutional and capacity needs of Nigerian legislators (including Bauchi) on women, peace and security identified, following the conduct of an assessment. • A total of 22 legislators and 10 principal staff in the Bauchi State House of Assembly have a better understanding of and support for gender equality and WPS frameworks, following the conduct of capacity-building training. • The Violence Against Persons (Prohibition) Act domesticated into law in Bauchi State, and the legislators are willing to develop and pass into law other gender bills. • Bauchi State Action Plan developed and validated by stakeholders. • Gender assessment of the security sector and the judiciary conducted at the federal and Bauchi State level. The findings from the assessment provide programme and policy recommendations to address the existing gender gaps in the institutions. • Gender desks established in the Nigeria Security and Civil Defence Corps in Bauchi State and other states of the federation. • Gender desk officers in 22 MDAs are mainstreaming gender in their respective MDAs. • At least 20 women mediators identified in Bauchi State, along with training needs to establish a functional network of women mediators in the state. • A total of five radio producers/presenters and three representatives of CSOs are producing quality weekly WPS radio programmes in Bauchi State, following the conduct of capacity-building training on gender and UNSCR 1325 for radio programming. • Increased public awareness on the provisions of UNSCR 1325 and support for women's engagement in peace and security in Bauchi State, through weekly broadcasts of WPS programming on the radio. A total of 51 episodes have so far been aired in English and Hausa, including WPS awareness-raising jingles. • Increased engagement of male leaders (HeForShe champions) in the promotion of the WPS agenda in Bauchi State. A total of 77 men at both state and LGA levels were identified and engaged. • Supported the COVID-19 response in Bauchi State by sponsoring live phone-in radio programmes, sensitizing the public on COVID-19 prevention as well as informing the public on the activities of the state government committee handling the pandemic. Several jingles were also aired to complement the phone-in programme. • The WPS Programme got a good level of acceptance from stakeholders, through strategic advocacy and partnerships with government, traditional rulers, CSOs, women's groups and the media, among others, at the state level and in the four targeted LGAs. 	<ul style="list-style-type: none"> • The institutional and capacity needs of Nigerian legislators (including Benue) on women, peace and security identified, following the conduct of an assessment. • The Speaker and other Members of the Benue State House of Assembly commit to supporting the WPS agenda. • In addition to the domestication of the VAPP Act, the Benue State legislators are willing to develop and pass into law other gender bills. • Benue State Action Plan developed and validated by stakeholders. • Gender Assessment of the security sector and the judiciary conducted at the federal and Benue State level. The findings from the assessment provide programme and policy recommendations to address the existing gender gaps in the institutions. • Gender desks established in the Nigeria Security and Civil Defence Corps in Benue State and other states of the federation. • Gender desks established in 34 MDAs in Benue State, and gender desk officers are mainstreaming gender in their respective MDAs. • At least 20 women mediators identified in Benue State, along with training needs to establish a functional network of women mediators in the state. • A total of six radio producers/presenters and six representatives of CSOs are producing quality weekly WPS radio programmes in Benue State, following the conduct of capacity-building training on gender and UNSCR 1325 for radio programming. • Increased public awareness on the provisions of UNSCR 1325 and support for women's engagement in peace and security in Benue State, through weekly broadcasts of WPS programming on the radio. A total of 46 episodes have so far been aired in English and Hausa, including WPS awareness-raising jingles. Some COVID-19 sensitization jingles produced by the Federal Ministry of Women Affairs are also aired during the programme. • Increased engagement of male leaders (HeForShe champions) in the promotion of the WPS agenda in Benue State. A total of 111 men at both state and LGA levels were identified and engaged. • Supported the COVID-19 response in Benue State by sponsoring live phone-in radio programmes, sensitizing the public on COVID-19 prevention as well as informing the public on the activities of the state government committee handling the pandemic. Several jingles were also aired to complement the phone-in programme. • The WPS Programme got a good level of acceptance from stakeholders, through strategic advocacy and partnerships with government, traditional rulers, CSOs, women's groups and the media, among others, at the state level and in the four targeted LGAs. • Combined efforts with other advocacy efforts in the state contributed to having seven women elected as Local Government Chairpersons in Benue State.

3.3 Efficiency

A measure of how economically resources and inputs (funds, expertise, time, etc.) were converted to results.

The efficiency criterion in a programme is a concept that includes issues such as capacity utilization, disbursement rate and timeliness of implementation. Efficiency also answers questions relating to total resources utilized, the relationship between output and cost, and the contributions to a programme's outcome. For the WPS Programme, efficiency considers the operational factors in terms of timing and process/procedure of programme activity implementation that might have led to an increase or decrease in costs and or productivity. Efficiency also examines how the WPS Programme shared responsibility to achieve the expected results.

The evaluation found that, despite the delays encountered as a result of a late start in implementation and the halt generated by the COVID-19 pandemic, the WPS Programme has performed efficiently, considering that 16 out of the 17 planned activities (representing 94 per cent) under two outcomes have either been implemented or are being implemented at the time of this Midterm Evaluation. The activity pending implementation is related to the commissioning of the development of conflict analysis, mediation and negotiation training tools and support to a training workshop for members of the women mediators group (Activity 1.3.3). Its implementation is planned for the third quarter of 2020. Some other activities are supposed to be ongoing and may not be fully implemented unless a no-cost extension is approved: advocacy and capacity building of stakeholders and the implementation of the SAPs.

Furthermore, the partnerships established with the state governments (executive, legislative and judiciary), the security sector, CSOs, women's groups/networks, community leaders and the media are enhancing efficiency and local ownership and minimizing transaction costs, as these stakeholders contribute to the programme by providing human resources (staff members designated as focal points for the programme) and, where necessary,

office spaces for meetings and trainings. The State Ministries of Women Affairs are coordinating the WPS agenda in their respective states, with technical support, including monitoring, being provided by UN Women and its implementing partners.

The WPS Programme has efficiently reduced the time spent on activities and maximized productivity by making sure implementing partners work in an area in which they have a comparative advantage. International Alert is using their expertise to implement the media programme and develop the SAPs. They are also setting up the women mediators network. PWAN has the mandate to work with the security forces in the area of gender mainstreaming. The programme's baseline assessment and situation analysis were carried out by the Institute for Peace and Conflict Resolution. UN Women monitors the whole implementation while also transferring funds and providing capacity development and technical support for the programme where necessary.

UN Women provided continuous capacity-building training and technical support to the programme implementing partners, especially in project management, monitoring and reporting, aligned to the results-based management approach, in addition to regular and consistent monitoring of programme planning and the implementation of activities by IPs in target areas. A monitoring and evaluation framework was developed and shared with the IPs to guide the programme and provide a reference for setting goals, objectives, targets and performance indicators, among others.

In addition, the programme is linked with the UN Women, OHCHR, FAO and UNDP project Integrated Approach to Building Peace in Nigeria's Farmer–Herder Crisis, funded by the Peacebuilding Support Office. The project aims to support Benue, Nasarawa and Taraba States in addressing the farmer–herder crisis through enhancing their preventive capacities by promoting dialogue and proactive engagement; building mutually beneficial economic relationships between farmers and herders; improving the effectiveness of the security response through strengthened human rights monitoring and accountability; and providing an impartial and evidence-based narrative to defuse the politicized debate and help mobilize a broader response.

UN Women works closely with UNDP under this project in providing support to states to establish state-level structures that can help drive the peacebuilding agenda and strengthen a proactive and dialogue-centred response to the crisis. These structures are supported with the development of comprehensive early warning, early response systems that help identify early risk factors for violence. The early warning system is a tool that brings CSOs, security agencies and other influencers around the target states to discuss structured and appropriate responses to early warnings and support the peace architecture in driving the peacebuilding agenda in the states.² Support is also being provided in operationalizing elements of UNSCR 1325, as well as facilitating constructive inter-ethnic and inter-religious dialogue at various levels. The synergy between these other projects has contributed to promoting the WPS agenda. However, implementing partners should collaborate with the Ministry of Women Affairs to identify and map all other actors, including community-based organizations, faith-based organizations and NGOs, implementing peacebuilding programmes with a view to working with them to achieve the WPS objectives with greater impact.

The evaluation learned that the standard reimbursements to workshop participants took between two and three months at the initial stage of the programme due to UN Women's long bureaucratic procedures, and in some cases the submission of incorrect bank account details by participants. UN Women is only able to reimburse transport and daily subsistence allowance to participants after the conduct of workshops/meetings via bank transfer. The exception to this is where the activity is conducted in rural communities where participants do not have bank accounts. With the appointment of implementing partners, the payment process to workshop participants became easier, as it became possible to provide full transport or per diem fees at the venue of the workshop.

The evaluation noticed an initial delay in programme take-off. The delay was attributed to the fact that the IP (International Alert) could not hire qualified personnel on time. Additionally, the same organization

had implementation delays due to the absence of a country director (since 22 November 2019), who was appointed Africa regional director with the same organization. A new country director did not resume duty until 1 September 2020.

Another challenge to the programme's implementation was initial difficulty and mistrust encountered from the Nigerian Army. The army has strict protocols regarding working with civilians and CSOs, including PWAN. However, that initial challenge has been overcome, and UN Women and PWAN became strong partners of the army. The two organizations were therefore able to provide technical support in the development of the *Gender Policy of the Armed Forces of Nigeria* (Nigerian Army, Air Force and Navy).

Other challenges are the political instability in Bauchi State and the farmer–herder crisis in Benue State. UN Women and its implementing partners intensified efforts to have the new government in Bauchi State buy into the programme. This included consultative and advocacy meetings with the executive, legislative and judicial arms of the government. With regard to the security challenges, stakeholders in target areas provide security information to UN Women and partners. The army has also committed to providing security escorts to UN Women and partners for field missions to volatile areas. This is in addition to regular security advice provided by the United Nations Department of Safety and Security.

Additionally, the global COVID-19 pandemic has contributed to the delay in programme implementation. UN Women and its implementing partners, as well as key stakeholders in target states, agreed to scale back activities that involve travel or meetings, at least for the second quarter of 2020. Programme interventions were limited to technical support activities that could largely be handled remotely. Where possible, meetings were held remotely by virtual means. Workshops and other gatherings were rescheduled to the third and fourth quarters, with the assumption that the pandemic would be contained by then. A revised work plan for the second quarter of 2020, reflecting these changes, was submitted to Norway and approval obtained.

² Women, Peace and Security Programme Document (2018–2020).



Above: Bauchi State Action Plan drafting.

Below: Semiha Abdulmelik and Elise Dietrichson speaking at the WPS Radio Programme in Benue.



3.4 Impact

The impact of a programme is the various effects of the programme (positive and negative, intended or unintended).

The programme impact cannot be easily determined in a midterm evaluation because there are elements of the interventions that either need to be completed or need continuous reinforcement to yield sustainable impact. Examples of such elements include institutionalization of the SAPs in LGAs and MDAs and continuous strategic behaviour change communications efforts with political office holders, traditional and religious leaders, and other opinion leaders. There is also the need to train men and women in counselling, peer support, and conflict mediation and resolution. However, positive results that may lead to achieving great impact are being recorded, including the following.

The governments in the target states, including MDAs, have linked UNSCR 1325 to state development plans/agenda, while also identifying their respective mandates that link to the SAPs. This provides an opportunity for identifying specific areas of continuous intervention, even beyond the lifespan of the programme.

The State Ministries of Women Affairs in Bauchi and Benue States now have acquired the capacity to coordinate the implementation of the NAP and SAPs in their respective states. The Benue State Ministry of Women Affairs presented the WPS agenda during one of the State Executive Council Meetings, emphasizing its relevance towards the attainment of sustainable peace and development. This yielded positive results, including some budget allocation to the ministry for WPS and support to contribute to the implementation of the SAP. Directors and gender desk officers of the various MDAs were designated as focal points for the WPS Programme and mandated to work closely with the State Ministry of Women Affairs to enhance implementation of the WPS agenda and the attainment of set goals and objectives by commissioners/directors in various MDAs.

Capacity-building trainings on law-making on UNSCR 1325 were conducted for legislators in Bauchi and Benue States. These trainings, along with strategic advocacy visits/meetings with legislators by UN Women and partners regarding both the Violence Against Persons (Prohibition) Act and the Gender and Equal Opportunities Bill, contributed to the domestication of the VAPP Act in both states.

The Violence Against Persons (Prohibition) Act 2015 was signed into law on 23 May 2015. The main thrust of the law is to eliminate violence in private and public life and to prohibit all forms of violence against persons to provide maximum protection and effective remedies for victims and punishment of offenders. However, the act restricted in its application to the Federal Capital Territory, Abuja. Efforts to locally enact the act into law at the state level is yielding some results, though very slowly, as only a few states have domesticated the act.

The gender assessment of the judiciary and security sector at the national level and in the two target states is facilitating reforms to address existing gender gaps. For example, UN Women and its partner (PWAN) were engaged by the Armed Forces of Nigeria (Nigerian Army, Air Force and Navy) to develop a gender policy. A similar request was made to UN Women and PWAN by the commandant of the Nigeria Security and Civil Defence Corps. The *Gender Policy of the Armed Forces of Nigeria* was successfully developed and is to be officially launched between August and September 2020. The process for the development of a similar policy for the Nigeria Security and Civil Defence Corps only commenced recently and is expected to be finalized by October 2020. This is in addition to the establishment of gender desks in the 36 states, including the Federal Capital Territory. At the time of the evaluation, UN Women was currently providing capacity building and technical support to the defence corps and gender desk officers.

The weekly WPS radio programme has raised public awareness and support for the WPS agenda in target states, as well as in neighbouring states, including information on the gender dimensions of the COVID-19 pandemic.



Left: Ann Ameh Onyaema, Head of Gender Unit, Nigeria Police Force, Benue State Command, at the drafting of the first State Action Plan on Women, Peace and Security, Benue State, February 2020. Right: Peter Mancha, Programme Specialist at UN Women, counting the votes from stakeholders in Benue State during the State Action Plan drafting process.

Community leaders in target areas are now identifying with the HeForShe campaign, advancing the WPS agenda as male gender champions. Some of the actions taken include peer talks for men in Agatu, Logo and Guma LGAs.

The WPS programme is also recording positive results at the outcome level while laying a good foundation for an impactful programme. One example is the inclusion of women in both Bauchi and Benue State cabinets. Other positive results in both Bauchi and Benue States include baseline assessment and gender statistics of the judiciary and legislature, the sensitization and training of MDAs, the opening of gender desks in 50 MDAs, and the identification of

women mediators and negotiators. All of these are laying the groundwork for gender mainstreaming in the security sector and the implementation of UNSCR 1325.

The programme at first generated some adverse reactions from a few communities, where some men and even traditional leaders expressed scepticism about its intention. Men initially opposed the participation of their wives in the programme because of culture and tradition, which is largely patriarchal and infused with male dominance and superiority.³ This initial resistance and scepticism is being corrected

³ Zainab Olaitan (2018), *Women's Participation in Peace Processes in Nigeria: Challenges and Prospects*.

through advocacy, sensitization and awareness-raising actions, including the use of suitable media messages.

3.5 Sustainability

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

The WPS Programme has achieved mixed results in terms of ensuring sustainability. Many achievements were recorded in the area of system strengthening and capacity building among stakeholders and duty-bearers, indications that the environment necessary for UNSCR 1325 implementation is gradually being established.

The WPS Programme aims at enhancing local ownership for the sustainability of the programme. For this purpose, the State Ministries of Women Affairs and other government MDAs are taking ownership of the SAPs and mainstreaming their components in their respective mandates. The Benue State government also made provision for the SAP implementation in its 2020 budget. The development of the WPS legislative guide and the gender policy for the Armed Forces of Nigeria, as well as the institutional strengthening of these institutions on gender and UNSCR 1325, provide evidence of contributions towards enhancing the sustainability of the programme. Moreover, the selection criteria for the women mediators network and the women's NGO network (Benue) were based on a previous demonstration of passion for and commitment to peace work. These women are therefore expected to continue with the work beyond the lifespan of the programme as part of their routine.

One of the most effective innovations of the programme is the live radio programme aired every Thursday and Saturday in both states. Invited guests,

who usually are prominent and respectable people in the states (such as the wives of governors, women leaders, etc.), discuss issues surrounding women's role in peace and security. However, the radio programme, which is said to be very popular, may not be sustained if the WPS funding eventually stops, unless there is willingness from the government to continue sponsoring it. Stakeholders interviewed for this evaluation claimed that the radio programme is able to reach a wide audience, as demonstrated by the different call-ins from within and outside the states during the show, although reportedly most of the people that call in are male. There is therefore a need to develop a strategy to attract more female callers to the programme.

Finally, following advocacy efforts and the development of the SAPs and other sensitization initiatives, a WPS budget line was approved in the 2020 budget in Benue State, while the security sector institutions are now developing gender policies. Getting governments to buy into the programme helps guarantee the sustainability of these activities.

3.6 Human Rights

The WPS Programme is inclusive and non-discriminatory, with deliberate strategies to engage stakeholders and target beneficiaries at all levels, in line with the principle of 'leaving no one behind'.

The theory of change utilizes concepts from the following WPS flagship initiative: 'More commitments on women, peace and security are implemented by Member States and the UN system, and more gender equality advocates influence peace and security processes.' It is also aligned to UNSDPF Outcome 2 of Result Area 1. It is well articulated, and the assumptions and hypothesis justified. An enabling environment and resources are needed for the active participation of women in peace and security.

TABLE 4

Women, Peace and Security Theory of Change

<i>UN Women, with support from the Government of Norway, partnered with International Alert, Partners West Africa Nigeria and Institute for Peace and Conflict Resolution</i>			
Strategy			
<ol style="list-style-type: none"> 1. Participatory approach to engage stakeholders and partners in all stages of the programme, including design, implementation and monitoring 2. Advocacy and sensitization visits with legislators and government executives for the development of policies, gender laws and reforms in line with the provisions of UNSCR 1325 3. WPS capacity building and institutional strengthening of MDAs and the armed forces 4. Continuous public sensitization on the role of women in peace and security 			
So that			
Lawmakers in selected states are sensitized, trained and mentored to adopt the women, peace and security commitments of UNSCR 1325 and apply gender-mainstreaming skills and knowledge in formulating and reviewing laws and performing legislative oversight functions.	Decision makers in security sector institutions at the state level and in the judiciary are trained and mentored on enhanced skills to formulate, review, and implement gender-sensitive policies and protocols that promote women's rights and participation in the security sector.	Platform for women's involvement in peace processes is created.	The Nigerian population will be sensitized about the positive roles women play in peace negotiations and conflict prevention and resolution.
So that			
Women participate effectively in peace and security processes, peace negotiations, and conflict prevention and resolution.			There is an improved public perception about the role of women in peace and security
Achievement of longer lasting and sustainable peace*			

*2019 Open Debate (UN Women): 'When women lead and participate in peace processes, peace lasts longer.'

4. CONCLUSION

The evaluation has observed and subsequently concludes that the WPS Programme has performed reasonably well in relation to its objective to ensure that women participate effectively in peace and security processes, peace negotiations, and conflict prevention and resolution, and also to improve the public perception of the role of women in peace and security. Local women are now working with community-based organizations to carry out early warning and early response activities in communities such as Agatu and Goma, while women leaders are included in the traditional council of Bauchi. Women are also appointed as Local Government Chairpersons and Special Advisers in both Bauchi and Benue States.

The programme is gradually laying the groundwork for sustainability and unprecedented impact. It has constituted a relevant and effective intervention, considering that it has also helped to mainstream gender in the security system; developed action plans for women, peace and security; involved religious leaders and the media in gender awareness; and strengthened and encouraged community networking and volunteerism. However, the two states of Bauchi and Benue have different security situations. Bauchi has sociocultural and religious beliefs to contend with, including the Yan Sara-Suka street gang. Benue State has the farmer–herder crisis, as well as patriarchal dominance.

UN Women will achieve more mileage by identifying and mapping all the other NGOs working in the targeted states and LGAs, and building synergy between their activities to achieved the desired objectives. UN Women should continue to monitor the programme and ensure activities are carried out, when and if possible, by virtual means. Other recommendations are listed below.

Due to the several unforeseen delays encountered because of volatile situations in the targeted areas, lack of qualified personnel among the IPs, and the COVID-19 pandemic, the Midterm Evaluation recommends a no-cost extension for the programme to enable it to achieve the desired results.

5. SUMMARY OF CHALLENGES AND LESSONS LEARNED

5.1 Challenges

1. The volatile security situation in the programme target areas, including incessant attacks, farmer–herder conflicts and communal disputes in various communities, often delayed implementation of planned activities and affected the overall programme delivery rate.
2. There is still a misconception among the public and religious/traditional leaders, especially in some local government areas in Bauchi State, that the WPS Programme is trying to equate women with men. There is therefore a need to scale up the WPS activities to reach more LGAs in the states.
3. The 2019 general elections in Nigeria, conducted in February and March 2019, and the subsequent inauguration of legislators of the Ninth Assembly and members of the state executive council contributed to some delays in the full commencement of programme implementation. This is based on the fact that the programme focused largely on institutional strengthening of the three arms of government, i.e. executive, judiciary and legislature.
4. Change in government and leadership in strategic positions in target states: The outcome of the 2019 general election included the emergence of a new government in Bauchi State. The implication of this is the appointment of a new cabinet, including commissioners in the various government ministries and other top official positions. This required renewed consultative meetings and capacity building on the WPS agenda with the new government by UN Women and partners, thereby slowing down the pace of delivery.
5. Limited technical capacity for effective and efficient service delivery by staff of some implementing partners engaged by UN Women required more effort towards capacity building, technical support and continuous monitoring during project design and implementation. UN Women conducted an orientation and capacity-building training for its implementing partners, including on programme and finance management (the results-based management approach), as well as continuous monitoring and technical support to enhance effectiveness and efficiency. However, the absence of a country director at International Alert contributed to the delay in project implementation, affecting the quality and timely delivery of expected results.
6. Limited resources to expand the scope of the programme: During the engagement with government and other stakeholders at the national level and in the two target states, there were demands for an expansion of the programme beyond the selected target areas and at the national level, considering its relevance across the board.
7. Apart from technical support, the Federal Ministry of Women Affairs requires financial support to revive the National Advisory/Technical Committee for the Monitoring and Documentation of NAP Implementation in Nigeria; conduct a national review of the implementation of the First and Second NAP; and develop the Third NAP by 2021.



Sustainable peace and recovery require the participation of women activists on the ground. UN Women and International Alert are training women leaders in outdoor sessions in Ningi Local Government Area, Bauchi State.

8. The emergence of the COVID-19 pandemic is a major threat to programme implementation. The measures put in place by the government to curtail the crisis, including restriction of movement and social gatherings, have delayed the implementation of some major activities that require physical meetings, including capacity-building trainings and monitoring of activities in the field. UN Women and partners are now adopting online platforms to implement some activities when possible and put on hold those requiring physical meetings. The midterm evaluation is also being carried out late, largely due to a delay in take-off and the COVID-19 pandemic. The programme due date is 31 December 2020; therefore, a no-cost extension of the programme is needed to achieve the set goals and objectives.

5.2 Lessons Learned

Building synergy and coherence with other peace-building programmes, such as those undertaken by UNDP, FAO and non-UN actors, strengthens programmes. An example is the popular Integrated Approach to Building Peace in Nigeria's Farmer–Herder Crisis project, to which the WPS Programme brings the gender dimension.

6. RECOMMENDATIONS

6.1 Recommendations for UN Women

1. With the recent local government elections held between May and June 2020, the LGAs now receive funding directly from the federal government, as they are now autonomous of the states. It is recommended that UN Women engages in advocacy and sensitization with the relevant executives for a Local Action Plan, towards the inclusion of UNSCR 1325 in yearly budgets. Additional opportunities could be taken to involve the Local Government Chairmen's wives in promoting the WPS Programme.
2. Furthermore, the recent elections and change in the executives at the state level, especially in Bauchi State, has necessitated carrying out additional advocacy and sensitization activities in the state to acquaint the new leaders with the WPS Programme.
3. There have also been numerous changes within the legislatures; therefore, follow-up training will also be needed for the lawmakers.
4. It is also necessary to train the legislatures to make gender-friendly laws and domesticate the VAPP Act due to the high rate of gender-based violence reported in the states. More men should be engaged in the WPS Programme for strategic behaviour change in the communities.
5. It is important to link up with organizations carrying out women's economic empowerment/livelihood activities for vulnerable women in the states or include the activities in the WPS Programme to further strengthen the programme and ensure the achievement of the 'leave no one behind' principle.¹ UN Women can support the empowerment of more women through promoting leadership qualities.
6. Though the WPS Programme is believed to have fostered relationships among all stakeholders, bringing together women's networks in the two states, UN Women can go further to bring all international NGOs and humanitarian organizations together towards establishing a peace architecture, an early warning and early response mechanism, and better coordination. This would include UNDP, UNFPA and other organizations such as Search for Common Ground, Christian Aid and Mercy Corps. UN Women should set up a 'situation room' where all stakeholders can share data and the latest information.
7. There should be a platform that enables women to handle gender-based violence, with adequate training and referral pathways on what to do and where to go, including getting expert advice and the necessary psychosocial support.
8. UN Women should consider scaling up the WPS Programme to more LGAs in the states. The programme has reached out to only four pilot LGAs per state, while there are 20 and 23 LGAs in Bauchi State and Benue State respectively. The WPS Programme would be more effective and quicker to achieve the desired results if it were scaled up to cover more LGAs, if funds permit.
9. There is a need for continuous sensitization of wider society through radio and television media during this COVID-19 period on the need for precautionary measures, demonstrating the best practices to curtail the spread of the pandemic. Using virtual communication such as Zoom, telephone and social media is recommended, with minimal physical presence, especially now that intra- and interstate movements have been lifted all over the country, but the pandemic is still spreading. Information and communication technology can also be used to promote women's products and get them markets while reducing exposure to the virus, particularly in Benue State, which is considered a food basket. Support for the provision of a COVID-19 response package would help women and motivate them to participate safely in activities.

¹ UN Secretary-General's High-Level Panel on Women's Economic Empowerment (2016), *Leave No One Behind: A Call to Action for Gender Equality and Women's Economic Empowerment*.

10. As the role of women in peacebuilding becomes more important, UN Women should continuously develop the capacity of women in negotiation and mediation to promote peace and security. The organization should also support the development of a gender framework for action for the security sector.
11. It is important to involve all stakeholders in training, bearing in mind that politicians play temporary roles and the genuine, more permanent role is played by civil servants.
12. The evaluation revealed that mostly males call in to ask questions or make comments during the radio programme. There is a need to encourage more women to tune in to the programme and make comments.
13. High-level advocacy is needed at the state executive and local government level to get their total commitment to a budget allocation for the implementation of the state and local government action plans towards implementing UNSCR 1325.
14. Continuous support should be given to the implementation of the National Action Plan, adapting it to suit state and local contexts.
15. UN Women should seek to influence how best to ensure targeted stakeholders redeploy their resources in support of the WPS Programme, especially in investing in reducing violence against women and girls.
2. When programming in an area of insecurity, there is a need to be time conscious and maximize the use of time because of unpredictable situations. To continue achieving programme efficiency, IPs should avoid delays as much as possible.
3. It is necessary to encourage gender mainstreaming in the security sector. Despite the existence of a gender policy in the Nigerian Police Force for more than ten years, the evaluation learned that the force is yet to mainstream gender. The National Action Plan and its framework of implementation may be what is needed to mainstream gender.
4. It is more sustainable to engage senior officials in trainings instead of junior ones. This is because the senior officials are usually the decision makers, as they approve any interventions to be carried out. They should be sensitized to appreciate the importance of the programme for prompt and effective decisions.
5. It is important to coordinate the women's networks to be more effective. Discussions during the evaluation revealed that there are several women's community-based organizations and volunteers existing unnoticed in the states who have been carrying out peace and security functions, particularly in remote areas. These organizations can be identified and their activities harmonized with the WPS Programme. For example, it was learned that there is a body of local women volunteers who made it their duty to alert the community about impending danger and encroachment from herders in Agatu Local Government Area of Benue State.

6.2 Recommendations for the Implementing Partners

1. The IPs, particularly International Alert, should produce an accelerated delivery plan/strategy to address the gaps in their delivery rate. For example, the delivery rate for International Alert is about 33 per cent as at July 2020, one year after signing the agreement with UN Women. The organization has less than five months to complete the project, with about 70 per cent pending delivery.²
6. With the recent autonomy given to local governments, it is important to work with community-based organizations in targeted areas to be able to reach the people at the grass-roots effectively, particularly on issues related to violence against women and girls. Examples of such organizations include the Association of Market Women, the Association of Traditional Birth Attendants, etc.

² Women, Peace and Security Programme Document (2018–2020).

ANNEX 1: TERMS OF REFERENCE FOR NATIONAL CONSULTANT, MIDTERM EVALUATION

National Consultant

Midterm Evaluation of Programme on Women, Peace and Security in Nigeria

<i>Location:</i>	<i>Abuja</i>
<i>Application Deadline:</i>	<i>17 May 2020</i>
<i>Type of Contract:</i>	<i>Individual Contract (SSA)</i>
<i>Post level:</i>	<i>National Consultant</i>
<i>Languages Required:</i>	<i>English</i>
<i>Duration of Contract:</i>	<i>20 Working Days</i>

BACKGROUND

UN Women, grounded in the vision of equality enshrined in the Charter of the United Nations, works for the elimination of discrimination against women and girls; the empowerment of women; and the achievement of equality between women and men as partners and beneficiaries of development, human rights, humanitarian action and peace and security. The active participation of women and girls in shaping their future, based on a recognition of their dignity and capacities, is posited in several global policy frameworks as a basic condition to promote gender equality and women's rights. SDG 16 "Peace, Justice and effective, accountable, inclusive Institutions" and SDG 5 "Gender Equality and Empower all Women and Girls" are understood and implemented together, as interdependent and synergic goals. Placing women's rights at the centre of all its efforts, UN Women leads and coordinates the United Nations system efforts to ensure that commitments on gender equality and gender mainstreaming translate into action throughout the world. It provides strong and coherent leadership in support of Member States' priorities and efforts to build effective partnerships with civil society and other relevant actors.

In Nigeria, gender inequality is widespread due to patriarchy, imbalance in socio-economic opportunities, cultural and religious factors and inadequate enabling legal and policy frameworks, among other factors. The violence or threat of violence that women and girls face is a consistent thread, ranging from domestic violence, traditional harmful practices, fear of standing for elected office, sexual harassment of girls and young women, among others, with consequences that constrain women's autonomy and life chances.

Against this backdrop, UN Women works to support Government's national priorities, which prioritizes the empowerment of women and girls and their contribution to all areas of economic, political and social development. The objective of building and sustaining peace and security across the country is critical for Nigeria, which faces several security challenges, including the Boko Haram insurgency in the North East, the

Farmers/Herders conflict in the Middle Belt, and conflicts over natural resources in the oil-rich Niger Delta region, among others.

Current initiatives at mitigating or resolving conflicts have limited participation of women, at all levels. Women are often seen only as victims of conflicts that need to be protected rather than agents of change for peace. This leaves untapped, the potential and capacities of women whose contributions can be harnessed to promote transformative change and sustainable peace. Through its just-concluded Programme on Promoting Women's Engagement in Peace and Security in Northern Nigeria (2014–2018), UN Women has worked to support the Nigerian government (federal level), three northern states (Adamawa, Plateau and Gombe) and selected constituent local government areas (LGAs) to strengthen women's leadership, advance gender equality and improve protection for women and children in conflict settings, by ensuring the implementation of the UN Security Council Resolution 1325 (UNSCR 1325). The Programme supported the Government in the development and implementation of Nigeria's Second National Action Plan (NAP) on the Resolution, and its domestication in target states by developing and implementing State Action Plans (SAPs), Local Action Plans, institutional strengthening and establishment of functional structures to enhance implementation, monitoring and reporting of the Action Plans. An end of Programme evaluative publication and final evaluation report for the initiative are appended to these terms of reference as Annex I and Annex II, respectively.

To further expand the scope of support to the Government of Nigeria in fulfilling its commitment to UNSCR 1325, UN Women is implementing a two-year (2019–2020) Programme on Women, Peace and Security in Nigeria, with focus on Bauchi and Benue states, funded by the Government of Norway. A participatory midterm review of the Programme is proposed to be undertaken in June 2020, involving key stakeholders at national level and the two target states. To this end, UN Women is seeking to contract a National Evaluation Consultant to facilitate the midterm review.

DESCRIPTION OF THE PROGRAMME

In partnership with the Government of Nigeria, UN Women is expanding its Women, Peace and Security (WPS) portfolio by designing and implementing several strategic initiatives, in line with its five-year Flagship Programme. One of such initiatives is a two-year WPS Programme in Bauchi and Benue States. The Programme aims to support achievement of the Sustainable Development Goals, particularly Goals 5, 16 and 17. The Programme also supports the Nigerian government's efforts to meet its commitments on the Second NAP on UNSCR 1325.

The Programme was designed to achieve the broad goal of gender-inclusive and sustainable peace in Nigeria. The specific objectives of the Programme are:

1. Increase women's effective participation in peace and security processes, peace negotiations, conflict prevention and resolution.
2. Improve public perception on the role of women in peace and security, at all levels.

The Programme seeks to:

- Enhance the skills of legislators and decision-makers in the security sector and judiciary at the state level to formulate, review and implement gender-sensitive policies and protocols that promote women's rights and participation.
- Create a platform for women's active involvement in conflict prevention and peacebuilding processes at both formal and informal settings, including specifically training women to acquire practical mediation skills.
- Sensitize the population in both states more broadly about the roles women play in peace negotiations and conflict prevention and resolution through the most accessible media channels (local radio stations).

The Programme implementation strategy underline policy-level interventions, capacity building and institutional strengthening of key sectors, as well as public sensitization to facilitate sustainable implementation of Resolution 1325 in the target areas of Bauchi and Benue States. Based on set criteria endorsed by stakeholders, the Programme is being implemented in 4 selected local government areas and 16 communities per state (see detailed list appended as Annex III). A baseline survey for the Programme was conducted in target areas by the Institute for Peace and Conflict Resolution (See report and summary of key findings appended as Annex IV). A Programme Steering Committee was inaugurated during the launch of the Programme in each of the target states. The Committee performs advisory role and strategic guidance to Programme implementation as per the terms of reference. International Alert and Partners West Africa Nigeria are the two NGOs engaged by UN Women as Programme Implementing Partners (IPs), with each focusing on specific components of the initiative.

The Programme has reached its middle phase of implementation, and as established in the Project Document, a midterm review is to be conducted by UN Women. The participatory review will serve as a primarily formative (forward-looking) evaluation to support the country office and national stakeholders' strategic learning and decision making for the ongoing Programme implementation and enhanced accountability for development effectiveness. To facilitate this task, UN Women seeks to engage the services of a national program/project evaluation expert.

OBJECTIVES OF THE MID-TERM REVIEW

The Overall Objective of the midterm review is to assess the progress made towards the achievement of the set outcomes and objectives, analyse the output results achieved and challenges encountered, adjust implementation modalities as needed, especially in the current COVID-19 crisis, and incorporate changes throughout all Programme components for the remaining implementation period.

The specific objectives of the review are:

1. To analyse the relevance of the project implementation strategy and approaches to the implementation of UNSCR 1325 and Nigeria's National Action Plan (NAP) in target states.
2. To review the relevance of the logical framework and respective Monitoring and Evaluation Plan of the Programme.
3. To assess effectiveness and organizational efficiency in progressing towards the achievement of the Programme's results.
4. To assess the impact of the Programme and consideration of effects on the cross-cutting issues of gender, human rights, climate and the environment and corruption.
5. To assess the potential sustainability of the results and the feasibility of ongoing, efforts in the Programme's component from the viewpoint of local ownership, accountability, capacity development, partnership and coordination on the WPS agenda in target states.
6. To determine appropriate strategies for effective and efficient implementation of the Programme, under the current COVID-19 crisis in target states and country at large.
7. To document lessons learned, best practices, success stories and challenges to inform continuation of Programme implementation and future work of UN Women within the frameworks of Women, Peace and Security.
8. Based on findings i through vi, provide recommendations for a possible second phase of support after completion of the current Programme.

DUTIES AND RESPONSIBILITIES

Under the overall guidance of the UN Women Deputy Representative, and direct supervision of the WPS Programme Manager, the National expert consultant will be responsible for the following tasks:

- Under the current COVID-19 crisis, develop and submit a detailed methodology for the midterm review, including desk review, analytical work, data collection mechanisms, key activities and timeframe for the assignment, in close cooperation with the UN Women office in Nigeria.
- Conduct a desk review of relevant documents, including Nigeria's NAP, the WPS Programme documents, including logical and monitoring frameworks, and progress reports, among others.
- Facilitate virtual meetings with Programme's key stakeholders, partners and beneficiaries, including relevant government institutions, security agencies, civil society organizations, women's groups/networks, and the donor, among others to review the Programme in line with the set objectives of the midterm review. Questionnaires and interviews are also expected to be administered to these stakeholders via email and phone.
- Develop and submit a midterm review report of the Programme, with relevant recommendations for ongoing Programme to strengthen implementation and achievement of set goal and objectives, and to ensure accountability.

The information generated by the review will be used by UN Women and different stakeholders to:

- Contribute to building of the evidence base on effective strategies for strengthening the support to the government and other stakeholders in advancing the WPS agenda in Bauchi and Benue States, and Nigeria at large.
- Facilitate the strategic reflection, learning and further planning for programming in the areas of strengthening the capacity of the Government of Nigeria and national stakeholders and structures on WPS with the aim to increase sustainability of the results beyond the Programme.

Main evaluation users include UN Women Country Office in Nigeria, Government of Nigeria (including Bauchi and Benue states), Government of Norway (Programme donor), national stakeholders – key Government MDAs, Legislature, Security Sector, Judiciary, and NGO implementing partners. These stakeholders will be closely involved in the review process to increase ownership of findings, draw lessons learned and make greater use of this midterm review results. The findings of the evaluation are expected to contribute to effective programming and efficient and sustainable Programme delivery.

EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

The review will apply OECD/DAC evaluation criteria: relevance, effectiveness, efficiency, and sustainability. The review will seek to answer the following key evaluation questions and sub-questions:

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

1. Do the Programme Objectives address identified rights and needs of the target groups (e.g. Women, Government MDAs, Legislature, Judiciary and Security)?
2. To what extent target state partners were involved in conceptualization and design process?
3. Are the activities and outputs of the Programme consistent with provision of UNSCR 1325 and Nigeria's National Action Plan on the Resolution and the attainment of its objectives?
4. To what extent is the intervention aligned with international agreements and conventions on gender equality and women's empowerment in the context of Women, Peace and Security?
5. Are the activities and outputs of the Programme consistent with the intended impacts and effects? Do they address the problems identified?
6. What rights does the Programme advance under CEDAW, SDGs, UNSCR 1325 and other international commitments?
7. Is the Programme design articulated in a coherent structure? Is the definition of goal, outcomes and outputs clearly articulated? Is Theory of change still valid?

8. What capacities and skills should UN prioritize and further develop to bring greater coherence and relevance to its interventions?
9. To what extent did the implementing partners possess the comparative advantage in the Programme's area of work in comparison with other partners in Nigeria?
10. To what extent did the Programme's design process include a collaborative process, shared vision for delivering results, strategies for joint delivery and sharing of risks among implementing organization?

Effectiveness: The extent to which the Programme's Objectives were achieved or are expected/likely to be achieved.

1. What has been the progress made towards achievement of the expected results (outputs and outcomes)? What are the results achieved?
2. What are the reasons for the achievement or non-achievement?
3. To what extent have beneficiaries been satisfied with the results? To what extent have capacities of relevant duty-bearers and rights-holders been strengthened?
4. Does the Programme have effective monitoring mechanisms in place to measure progress towards results?
5. Has the Programme's organizational structure, managerial support and coordination mechanisms effectively supported the delivery of the Programme?
6. To what extent are the Programme approaches and strategies innovative for achieving provisions of UNSCR 1325? What (if any) types of innovative good practices have been introduced in the Programme for the achievement of results?

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

1. Have resources (financial, human, technical support, etc.) been allocated strategically to achieve the Programme outcomes?
2. What measures have been taken during planning and implementation to ensure that resources are efficiently used?
3. Have the outputs been delivered in a timely manner?
4. Is the Programme and its components cost-effective? Could the activities and outputs have been delivered with fewer resources without reducing their quality and quantity?
5. Has the Programme's organizational structure, managerial support and coordination mechanisms effectively supported the delivery of the Programme? What are the recommendations for improvement?
6. How does the Programme utilize existing local capacities of right-bearers and duty-holders to achieve its outcomes?
7. Has the Programme built synergies with other programmes being implemented at national and state levels with other actors, including the Government of Nigeria, and with other ongoing efforts, such as other mediator groups?
8. To what extent is the Programme's monitoring mechanisms in place effective for measuring and informing management of project performance and progress towards targets? To what extent was the monitoring data objectively used for management action and decision making?
9. Are there key opportunities and or challenges in the operational context of the Programme? If yes, enumerate.
10. What changes/interventions are necessary to capitalize on the opportunities to improve project delivery?
11. What changes/considerations should be made to address any emerging challenges?

Impact: The various effects of the Programme

1. What are the effects produced, positive and negative, intended or unintended, directly (target groups) and indirectly (larger society)?
2. Have there been any negative effects of the programme on the four cross-cutting issues: gender, human rights, climate and the environment, and corruption?

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

1. Are requirements of national ownership satisfied? Is the Programme supported by national/local institutions? Do these institutions, including Government and Civil Society, demonstrate leadership commitment and technical capacity to continue to work with the Programme or replicate it?
2. What capacity of national partners, both technical and operational, has been strengthened?
3. To what extent have the capacities of duty-bearers and rights-holders have been strengthened?
4. To what extent are relevant national stakeholders and actors included in the WPS Programming and implementation and policy advocacy processes?
5. What is the likelihood that the benefits from the Programme will be maintained for a reasonably long period of time if the Programme were to cease?
6. Do partners have the financial capacity to maintain the benefits from the Programme? What might be needed to support partners to maintain these benefits?
7. To what extent has the Programme been able to promote replication and/or scaling up of successful practices?
8. Which innovations have been identified if any and how can they be replicated?

Based on these findings, what are the recommendations for possible new Programme after completion of the current programme? This should include necessary follow-on interventions identified, components that requires continued investments, new entry points identified, and level of engagement (state/federal, policy/operational).

It is expected that the National consultant will develop an Evaluation Matrix, which will relate to the above questions (and refine them as needed), the areas they refer to, the criteria for evaluating them, the indicators and the means for verification as a tool for the evaluation. The final evaluation matrix will be approved in the midterm methodology/inception report.

STAKEHOLDERS PARTICIPATION

The midterm review will be gender sensitive, consultative, inclusive and participatory process, and will ensure the participation of relevant institutions, women and CSOs representing various groups of women from Programme target areas. Special attention will be given to representativeness of all target groups and beneficiaries. The Programme/Evaluation Specialist is expected to validate findings through engagement with stakeholders at workshops, debriefings or other forms of engagement.

The primary stakeholders of the review are the Government of Norway (donor partner), Members of the Programme Steering Committee, Bauchi and Benue State Ministries of Women Affairs, Women's Groups/Networks, International Alert and Partners West Africa Nigeria (IPs) and other institutions and key beneficiaries.

SCOPE OF THE EVALUATION

The midterm review will cover key result areas of the WPS Programme in Nigeria, namely: women participate effectively in peace and security processes, peace negotiations, conflict prevention and resolution; increased

numbers of lawmakers in the target states are sensitized, trained and mentored to adopt the WPS provisions; decision makers in security sector institutions at the State level and Judiciary are trained and mentored on enhanced skills to formulate, review, and implement gender-sensitive policies and protocols that promote women's rights and participation in the security sector; a platform for women's involvement in peace processes is created; and the public perception of the role of women in peace and security is improved in target areas.

The evaluation will focus on the activities of the Programme between January 2019 and May 2020, and will rely on the Programme documents, including the results and logical framework, baseline survey report and other relevant documents. The participatory approach to the evaluation will focus on mobilizing key stakeholders, partners and target beneficiaries in each state to respond to set questions and share the benefits, good practices, challenges and lessons learnt from the Programme. The results and findings from field mission will form a critical component of the data available for the review.

The geographic scope of the evaluation will include key stakeholders and beneficiaries' representatives at state level, target LGAs and Communities in Bauchi and Benue States. The review will include field missions to these states. The evaluation will measure against evaluation criteria that will be used – as per OECD-DAC standard practices (e.g. relevance, efficiency, effectiveness, sustainability, etc.).

The evaluation should draw on and serve to complement the previously conducted and ongoing Northern Nigeria WPS final Programme evaluation and UN Women Country Portfolio evaluation, respectively.

Evaluation Process and Methodology

The evaluation methodology will deploy a participatory mixed method, including quantitative and qualitative data collection methods and analytical approaches to account for complexity of gender relations and to ensure participatory and inclusiveness processes that are culturally appropriate. A theory of change approach will be followed. The reconstructed theory of change should elaborate on the objectives and articulation of the assumptions that stakeholders use to explain the change process represented by the change framework that this Programme considered and has contributed to promote the Women, Peace and Security agenda. Assumptions should explain both the connections between early, intermediate and long-term Programme outcomes and the expectations about how and why the Programme has brought them about. A participatory review workshop with all key stakeholders involved in the Programme implementation, including but not limited to the UN Women Programme team, Government MDAs, NGO partners, legislative bodies, judiciary, security sector, women groups/networks, and media, among others, will be conducted in each of the target states.

Phases for which Programme/Evaluation Specialist will be responsible of submitting quality deliverables entail the following:

- **Inception Phase:** At the beginning of the assignment, the Programme/Evaluation Specialist will be provided with key sources of information for an initial desk review. The online inception meetings will be conducted with the UN Women Programme team. At the end of this phase an inception report that will include the refined evaluation methodology will be delivered. The inception report will be validated and approved by UN Women.
- **Data Collection Phase:** Based on the inception phase, the Programme/Evaluation Specialist will carry out an in-depth desk review, and field missions will be conducted to complete data collection and triangulation of information. To this end, a one-day participatory review workshop with key stakeholders and beneficiaries will be conducted in each of the target states.

- **Data analysis and Synthesis Phase:** The collected information will be analysed, and midterm review report will be delivered. A debrief meeting will be organized where the Programme/Evaluation Specialist will present preliminary findings to UN Women and key partners.

The midterm review is expected to be conducted according to the following time frame.

Midterm Review Tasks and Time Frame

Task	Time Frame	Responsible Party
Final Terms of Reference (after consultations with Donor International Programme/ Evaluation Specialist & National Consultant)	May 2020	UN Women Deputy Representative WPS Programme Manager
Engagement of the National Consultant for the Assignment	29th May 2020	UN Women Country Representative and Deputy Representative
Inception meeting with UN Women, and desk review of relevant documents	1st – 5th June 2020	National Consultant and UN Women
Facilitate virtual meetings with stakeholders, partners and selected beneficiaries of the Programme in target states	8th – 12th June 2020	National Consultant; logistics by UN Women team
Reporting stage (analysis and presentation of preliminary findings)	15th – 19th June 2020	National Consultant
First draft report submission	22nd June 2020	National Consultant
Review of draft report by UN Women	22nd – 24th June 2020	UN Women
Review draft report based on inputs	25th – 29th June 2020	National Consultant
Final Evaluation Report Submission	30th June 2020	National Consultant
Use and follow-up, Management response	July 2020	UN Women Programme Team Representative Final Approval
Total number of working days	20	

EXPECTED DELIVERABLES

The National Consultant is expected to submit and facilitate the following deliverables events:

1. Inception Report, outlining the refined scope of the work, a detailed outline of the evaluation design and methodology, evaluation questions, and criteria for the approach for in-depth desk review and field work to be conducted in the data collection phase. The report will include an evaluation matrix and detailed workplan.
2. Facilitate virtual participatory meetings with stakeholders, partners and selected Programme beneficiaries at national level and target states (Bauchi and Benue) to collect relevant data.
3. Presentation of preliminary findings report (conducted in target states). A presentation detailing the emerging findings of the review will be shared with UN Women and key partners for feedback. The revised presentation will be delivered to key stakeholders for comment and validation. The consultant will incorporate the feedback received into the draft report.

4. Draft evaluation report which will be shared with UN Women for initial feedback.
5. Final Mid-term review report taking into consideration comments and feedback collected from UN Women. The report shall include the following chapters: Executive Summary, Introduction and Background, Evaluation approach and methodology (including limitations), Findings, Conclusions, Lessons learned, Recommendations and relevant Annexes, including Evaluation Brief (3–4 pages)

NATIONAL CONSULTANT/EVALUATION SPECIALIST

The National Consultant /Evaluation Specialist serves as the review facilitator and will have the overall evaluation responsibility and accountability for data collection, data analyses and the report writing, with support from UN Women.

Required competencies and qualifications

Functional Competencies:

1. Extensive experience in conducting evaluations; gender sensitive evaluation certification or experience preferred.
2. Excellent knowledge and experience in gender equality and women's empowerment programming and implementation.
3. In-depth experience and excellent knowledge of results-based management
4. Ability to actively seek information, offer new and different options for problem solving and meet client's needs.
5. Excellent and effective communication (verbal and written) skills, including preparation of official email invitations, reports and presentations with clear and succinct formulation of findings, observations, analysis and recommendations.
6. 6. Excellent interpersonal skills; ability to establish and maintain effective working relations with people in a multi-cultural, multi-ethnic environment with sensitivity and respect for diversity.

Qualifications:

Advanced University degree (Master's Degree or equivalent) in a relevant Social Science (Gender Studies, Business Administration, International Development, Human Rights, Political Science, International Relations, Peace and Conflict Studies or any related field).

1. At least 7 years of work experience in management programme/project development and management (Results-based management approach), including WPS and or other gender related fields.
2. Strong technical competence in gender and women's empowerment agenda.
3. Strong technical knowledge, skills, expertise and experience in gender responsive evaluation, including designing and leading programme/project evaluations; gender sensitive evaluation certification or experience preferred.
4. Extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods.
5. Process management skills such as facilitation and data analysis skills.
6. Experience in gender analysis and human rights (e.g. expertise in Women, Peace and Security will be considered an asset).
7. A detailed knowledge and familiarity of the UN, its programming processes and coordination mechanisms, and or other international development organization.
8. Fluency in English.

Ethical Code of Conduct

The United Nations Evaluations Group (UNEG) Ethical Guidelines and Code of Conduct for Evaluation in the UN system are available at: <http://www.uneval.org/document/detail/100>. Norms for evaluation in the UN system: <http://unevaluation.org/document/detail/21>. UNEG Standards for evaluation (updated 2016): <http://unevaluation.org/document/detail/1914>.

EXISTING INFORMATION SOURCES

- a) Nigeria National Action Plan (NAP) on UNSCR 1325
- b) Programme Document, including Result and Logical Framework
- c) Programme Baseline Survey Report and Summary of Key Findings
- d) Programme First Interim Narrative Report and other relevant reports
- e) Programme Steering Committee meeting minutes
- f) Monitoring Reports (2019–2020)
- g) Gender Assessment of the Security and Judiciary at national level and target states.
- h) Implementing Partner reports
- i) UN Women Nigeria Strategic Note (2018–2022)
- j) Final Evaluation Report of UN WPS Programme (2014–2018), funded by European Union
- k) Other studies related to Nigeria, as applicable

APPLICATION PROCESS

Interested candidates should apply following relevant instructions and deadline indicated in the call for applications. Candidates should submit:

1. a letter of interest with indication of availability during the period of one month (April 2020). The letter of intent should include a declaration of any involvement with any UN-Women work over the period, or potential partners, and that the candidate declare that there is no potential conflict of interest.
2. a personal CV, not exceeding three pages. The candidate is highly encouraged to provide information in relation to relevant experience related to the evaluation in her/his CV.
3. two samples of evaluation reports or similar exercises recently authored by the candidate.

APPLICATIONS SHOULD BE SUBMITTED TO:

KINDLY ENSURE YOU REFERENCE THE CORRECT POSITION NAME IN THE TITLE OF YOUR SUBMISSION EMAIL.

ANNEX 2: EVALUATION TARGET GROUPS

Stakeholder groups consulted during the evaluation included:

Stakeholder/Beneficiary	Number
Government of Norway	1
UN Women	5
Partners (International Alert, PWAN and Institute for Peace and Conflict Resolution)	5
Consultants	3
Bauchi and Benue State Ministries of Women Affairs	2
MDAs	3
Civil society organizations	3
Security personnel	3
The Judiciary	2
The Legislature	2
Traditional/religious leaders	2
Women beneficiaries and women leaders	3

ANNEX 3: EVALUATION

WORK PLAN

Deliverables	Number of Days
<p><i>Inception Report:</i> The inception report will capture relevant information such as proposed methods; proposed sources of data; and data collection procedures. The inception report will also include an evaluation matrix, proposed schedule, activities and deliverables, and background information.</p>	3
<p><i>Interviews:</i> Key informant interviews and focus group discussion with stakeholders, including programme staff, government officials, CSOs, uniformed personnel, Judiciary, Legislature and community women in general.</p>	10
<p><i>Draft Evaluation Report:</i></p> <ul style="list-style-type: none"> • Draft report will be submitted for comments. Report structure will follow UNEG evaluation reporting guidance. • A presentation of the draft report will be done at a validation workshop. 	4
<p><i>Final Evaluation:</i> Final Evaluation Report (with feedback incorporated) will be submitted,</p>	3
<i>Total</i>	<i>20 days</i>

ANNEX 4: PERSONS INTERVIEWED FOR MIDTERM EVALUATION JULY/AUGUST 2020

Name	Position/Organization
Jennifer Manmak Dashe	International Alert
Dan Damezo Nengel	Programme Finance Associate
Peter Mancha	Programme manager/ UN Women
Henry Tyokua Akya	State Manager (Benue)
Mrs. Grace Awodu	Head Gender Peace and Security Unit / Institute for Peace and Conflict Resolution
Muhammad Umar Farouk	
Alhassan Yahaya A.	State Coordinator
Justina Mike	Women Leader (Plateau)
Amy Oyekunle	Benue SAP Consultant
Hassan Misari	Bauchi SAP Consultant
Mari Lundebj Grepstad	Government of Norway
Esther Faji	Ministry of Women Affairs
Mary Keja	National Orientation Agency
Barrister Maimuna Ibrahim	Feeder Ministry of Justice
Aisha Abdullahi	Ministry of Information and Culture
Zainab Garba Bukar	Media
Suzia	WOWICAN
Beatrice	NAWOJ
Alonge Bunmi	Women Youth Supportive Group
Nura Bashir Kagu	Media Consultant
Manjil Dapyen	Police
Ladi Yerima	Legislator
Habib Suleiman	Male Gender Champion
Mrs. Naomi Maikuwa	President
Thomas Yange	Radio Benue Producer
Ruth Biam	

Shafau Ladan	Judiciary
Halima Mahdi	Women Peace Mentor (Gombe)
Regina Ahura	Secretary Women's Wing / CAN
Valentine Kwagkchimin	Judiciary Benue State
Dr. Maryam Yakubu	President FOMWAN
Valkamiya Ahmadu- Haruna	Programme Manager PWAN
Commandant Susane Rotjimwa Yavala	Nigeria Security and Civil Defence Corps
Kate Alihuda	
Wika Gofweng	
Dooshima Ageh	Director Women Affairs Benue State
Dr. Mariam Yakubu	
Mrs Anne Ameh	Gender Officer Police Forces
Dooshima Anongo	PWDO Guma LGA Benue State
Hannah Ekirighe	Benue State High Court
Elise Dietrichson	Programme Analyst
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Comfort Lamptey	Country Representative / UN Women
Semiha Abdulmelik	International Consultant
Kolo Kenneth Kadiri	Senior Programme Manager (I.A.)
Tolu Ojeshina	PWAN

ANNEX 5: EXPERT RATING KEY

Expert Rating Key Using the Highest Frequency (The Mode)

The expert-rating table is a brief summary analysis of the programme's performance within the evaluation criteria. Achievement beneath or amounting to 24.5 per cent of the indicator's requirement gets the lowest rating; between 25 per cent and 49.5 per cent (inclusive) gets the next level score. The third-level score gets anything between 50 and 74.5 per cent, while the highest rating is reserved for any change that meets the 75 to 100 per cent (inclusive) threshold of the indicator's requirement.

Numerical Weight		1	2	3	4
Lowest to Highest					
A	Relevance/Appropriateness: The design and focus of the WPS Programme in achievement of UNSCR 1325, SDG and National Development Goals	Highly Not Relevant	Not Relevant	Relevant	Highly Relevant X
<i>Comments/Responses:</i>					
B	Efficiency: Extent to which the WPS Programme is a mechanism to achieve a coherent response that minimizes transaction costs	Highly Not Efficient	Not Efficient	Efficient X	Highly Efficient
<i>Comments/Responses:</i>					
C	Effectiveness: Extent to which the Programme is a means of achieving key results	Highly Not Effective	Not Effective	Effective	Highly Effective X
<i>Comments/Responses:</i>					

Numerical Weight		1	2	3	4
D	Impact: The extent to which the results of the interventions affect or have brought changes to the lives of individuals, communities and institutions (gender, vulnerability, etc.)	Highly No Impact	No Impact	Impact X	Very High Impact
<i>Comments/Responses:</i>					
E	Sustainability: Extent to which results achieved by the programme during the period under evaluation are likely to be sustained: (i) likely to contribute to State development and (ii) likely to be replicated and adapted	Highly Not Sustainable	Not Sustainable	Sustainable X	Highly Sustainable
<i>Comments/Responses:</i>					
<i>Any Other Comments:</i>					

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