



ENHANCING GENDERRESPONSIVE SECURITY OPERATIONS AND COMMUNITY DIALOGUE PROJECT IN NIGERIA (PHASE II)

Final Evaluation Report

Consultant:
Prof. Aderibigbe Olomola

TECHNICAL RESEARCH

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FINAL EVALUATION REPORT

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ACRONYMS

BAY	Borno, Adamawa and Yobe
CJTF	Civilian Joint Task Force
CSO	Civil Society Organization
CSP	Community Safety Platform
DAC	Development Assistance Committee
DHQ	Defence Headquarters
DSS	Directorate of State Security
EMG	Evaluation Management Group
ERG	Evaluation Reference Group

FFS	Federal Fire Service
FGD	Focus Group Discussion
FMWA	Federal Ministry of Women Affairs
FRSC	Federal Road Safety Corp
IPS	Implementing Partners
KII	Key Informant Interview
LGA	Local Government Area
MBEP	Ministry of Budget And Economic Planning
MDAS	Ministries Departments And Agencies
M & E	Monitoring And Evaluation
MOJ	Ministry of Justice
MOT	Mixed Observers Team
MOWA	Ministry of Women Affairs
NAPTIP	National Agency for the Prohibition of Trafficking in Persons
NCS	Nigerian Custom Service
NCoS	Nigerian Correctional Service
NDC	National Defence College
NDLEA	National Drug Law Enforcement Agency
NILDS	Nigerian Institute Of Legislative And Democratic Studies
NIS	Nigerian Immigration Service
NSCDC	Nigerian Security and Civil Defence Corps
OECD	Organization Of Economic Cooperation And Development
PWAN	Partners West Africa Nigeria
RBM	Results-Based Management
RP	Responsible Party
SEA	Sexual Exploitation and Abuse
TOR	Terms of Reference
WLOs	Women-Led Organizations
WPS	Women, Peace And Security
WPSSRG	Women, Peace and Security Sector Reference Group

EXECUTIVE SUMMARY

The UN Women implemented the project on Enhancing Gender-Responsive Security Operations and Community Dialogue Project in Nigeria Phase II from June 1st, 2023, to December 31st, 2024. It was designed to consolidate on the successes recorded under phase I by ensuring that security sector legislation, policies, and institutions are reformed to promote gender equality, and women in their diversity, especially those in conflict-affected grassroots communities are empowered to voice and assert their rights

to protection and have enhanced collaboration with security institutions to address community security needs in an inclusive and gender-responsive manner.

The project sought to: (i) Strengthen genderresponsive security sector policy reforms and implementation of gender policies adopted by target security institutions, (ii) Support capacity building and institutional strengthening for enhanced gender responsiveness in security institutions, and (iii) Strengthen collaboration between women affected by conflict and community-based structures (Community Safety Platforms (CSPs), Mixed Observer Teams (MOTs) and Women-Led Organization (WLOs) with security sector institutions (SSIs) and other stakeholders to address security concerns of women and girls in three target states (Borno, Yobe and Adamawa) in the Northeast.

To achieve these objectives, the project focused on three outcome areas namely: (a) Security sector legislation, policies, and institutions are reformed to promote gender equality, and women's participation and rights. (b) Women in their diversity, especially those in conflict-affected grassroots communities are empowered to voice and assert their rights to protection and have enhanced collaboration with security institutions to address community security needs in an inclusive and gender-responsive manner, and (c) Coordination mechanisms among key security sector institutions in Nigeria is improved to address the security needs of individuals and communities in a gender-responsive and inclusive manner. This evaluation report is part of the accountability process following the successful completion of the project.

Evaluation purpose and objectives

This end-line evaluation sought to assess the overall achievements, impact, and sustainability of the project. It determined the extent to which the project's objectives were achieved, analyzed the use of resources in achieving results and identified areas for improved efficiency, assessed the alignment of the project with local and national priorities, other related initiatives, the WPS agenda, and beneficiaries' needs, examine the long-term changes brought about by the project, including its contributions to gender equality and human rights, documented lessons learned and provided recommendations to inform future programming.

Evaluation approach and methodology

The evaluator employed a mixed-methods approach involving including quantitative and qualitative participatory data collection methods and analytical approaches to account for the complexity of gender relations and to ensure participatory and inclusive processes that are culturally appropriate.

The end-line evaluation also adopted humanrights-based and gender-responsive approaches with a consultative, and strong learning component. The evaluation was guided by the OECD's Development Assistance Committee

(DAC) standard evaluation criteria. It also aligned with UN Women's priorities on gender-responsive evaluation (2015) and the provisions of the UN Women's Global Evaluation Reports Assessment and Analysis System (GERAAS)(2019) which is in tandem with the revised UNEG norms and standards (2016) that specified the guidelines and code of conduct for conducting evaluations in the UN. The participatory and gender-sensitive methodologies provided for in the UNEG Evaluation Handbook supported the active participation of women and men, as well as government ministries, departments and agencies (MDAs), Security Sector Institutions (SSIs), Women Groups/Networks, and CSOs among others, in project target areas benefiting from the project interventions. The evaluator deployed conflict sensitivity tools and exercises including: (a) secondary literature review/desk research, (b) Indepth interviews (IDIs), (c) Key informant interviews (KIIs), (d) focus group discussions (FGDs), (e) observations and (f) Data analysis to meet the specific evaluation objectives. The process yielded evidence-based information that is independent, transparent, and ethical.

MAIN FINDINGS

Relevance

The project was found to be very relevant. It was a second phase of a project which originated in 2019 and to a large extent, the collaboration and participation of national partners were evident in its conceptualization and design. The project's objectives reflected the rights and preferences of the target groups. There was clarity of objectives and outcomes all of which bear relevance to the specified theory of change. The

objectives were consistent with rationale; and modalities for achieving them were well designed in conformity with the best practices in vogue to address the WPS issues.

The project advanced the rights of women under CEDAW, SDGs, UNSCR 1325 and other international commitments as it aligned its activities with SDG Goals 5 (gender equality) and 16 (peace and justice, strong institutions) and delivered interventions that sought to prevent and protect women from GBV and SEA and protected women's rights of inheritance. Its interventions also touched on gender mainstreaming, policy and legislative reforms affecting SSIs such as the AFN, NPF and NSCDC with active engagement with CSOs on WPS and governance. Above all, the project met the needs of the target groups and was rated with a score of A [Findings 3.1].

Effectiveness

The evaluator found that the project interventions fell within a well-structured results framework with specified activities, milestones as well as indicators to measure the achievement of the specific objectives and results [Findings 3.2(a)]. The advocacy and capacity building activities delivered by the project brought about better understanding of the importance of inclusivity of women in all activities within the SSIs. The activities were also aligned with the key pillars of the National Action Plan (NAP) [Findings 3.2(c)]. The project has monitoring mechanisms in place to measure progress toward results; but the degree of effectiveness was limited by weak capacities among some IPs. This was rectified through a capacity building of IPs on Monitoring & Evaluation, Reporting and Results-Based Management, as well as the provision of Monitoring tools to IPs to be able to better capture and document results achieved. Furthermore, the project supported the government partners (SSI and MDAs) to strengthen their monitoring mechanisms on the implementation of UNSCR1325 [Findings 3.2(f), 3.2 (g)].

The project empowered women to benefit from security sector legislative, policy and institutional reforms. The achievements in this regard were:

- (i) **The Acts of the target security institutions i.e., Armed Forces of Nigeria (AFN), Nigeria Police Force (NPF), and Nigeria Security and Civil Defence Corps (NSCDC) were reviewed from a gender perspective, and lawmakers in the National Assembly committed to amending security sector laws to be gender responsive.**
- (ii) **Some key legislators in the National Assembly committed to sponsor and cosponsor the draft Bills for the amendment of the Armed Forces Nigeria (AFN) Act, NPF Act and Nigeria Security and Civil Defence Corps (NSCDC) Act. Moreover, the NPF, NSCDC, and Nigerian Navy formally approved the integration of the Standard Gender Manual for security sector institutions (SSIs) into the curricular of their respective training institutions, and endorsed the strategies to increase women recruitment, retention, promotion and leadership in SSIs,**
- (iii) **The Gender Policy of the NPF was reviewed and validated by the public and subsequently adopted by the Inspector General of Police (IGP) and other management staff of the institution,**
- (iv) **The management and decision-makers of the AFN, NPF, and NSCDC developed and adopted strategic plans to enhance the operationalization of the gender policy of their respective institutions {Findings 3.2 (h)}.**

The project met the security needs of women and enhance their rights to protection and security services.

It also enhanced the enabling environment to further deepen gender-responsiveness in target security institutions. For example, the second Gender Policy of the Nigeria Police Force (NPF) was officially launched during the Conference on International Association of Women Police in Africa, held in Abuja. This is in addition to the development and adoption of work plans to enhance its operationalization, at all levels. Similarly, the

Armed Forces of Nigeria (AFN) and Nigeria Security and Civil Defence Corps (NSCDC) reviewed and updated the monitoring framework of their gender policies by integrating additional strategies to enhance implementation and attainment of set goals and objectives. Moreover, legislators of the 10th National Assembly and target State Houses of Assembly endorsed the Women Peace and Security (WPS) agenda, including commitments, accountability and legislative frameworks to support the implementation of Nigeria's 3rd National Action Plan (NAP) and State Action Plans (SAPs)

[Findings 3.2 (i), 3.2 (j)]. Overall, the effectiveness of the project was rated to have a score of B based on the fact that the stakeholders were satisfied with the delivery of outputs.

Efficiency

The human, financial and logistical resources applied to delivering project outcomes seemed to be adequate and appropriate at the design (budgetary) level. During implementation, however, adequacy and appropriateness of resources varied by category of resources. With regard to human resources, the right complements of staff were available to handle project management, analysis (technical and cross-cutting components), monitoring and evaluation and finance. As regards financial resources, the unexpected pattern of release led to slippages in achieving milestones suggesting the unlikelihood of appropriateness and adequacy at some stages during the implementation of the project [3.3 (a)].

The implementation of the project was cost-effective [Finding 3.3(c)]; but the project encountered delays from time to time at the implementation stage right from inception to the end of the project. The performance of the project in terms of efficiency was limited by untimeliness of output delivery [Findings 3.3 (d)]. It made efforts to put in place monitoring mechanisms for measuring and informing management of project performance and progress towards targets. It developed a MEAL plan which formed the basis for quarterly review of progress when they met with partners. The progress reviews were guided by performance indicators, specified targets and gaps in expected results.

The project also encountered external and internal challenges. The main external challenges were security challenges, currency fluctuations and bureaucratic hurdles and limited institutional capacities of government partners. Internally, the project witnessed operational constraints and bottlenecks at the level of implementing partners and collaborative partners across the target states such as: (a) Slow pace of onboarding of responsible partners, (b) Delay in delivering some outputs due to late release of funds, (c) Gaps in the gender training manual used for the SSR II project, (d) Communication gap among government stakeholders and responsible parties, (e) Difficulty in getting members of NASS to participate actively in some of the legislative reform activities relating to the SSIs, (f) Socio-cultural barriers at community level, (g) the culture of silence by the survivors of rape cases on account of fear of reprisal attack by perpetrators, and (h) Noncompliance with reporting schedule by responsible partners. Invariably, the stakeholders were partly unsatisfied with the efficiency of the project scoring it an overall rating of C [Findings 3.3.2].

Impact

The project's interventions led to changes that are identifiable and measurable. The project increased awareness and enhanced capacity of stakeholders especially community-based structures and target beneficiaries with regard to the security concerns and needs of women and girls, including Gender-Based Violence (GBV) in Borno, Adamawa and Yobe states. Specifically, the project (i) Contributed towards peaceful coexistence between host communities and internally displaced persons (IDPs) through (a) engagement activities of CSPs to promote social cohesion and resolution of conflicts (b) collaboration between CSPs and MOTs to reduce cases of violence against girls and women harassment and (c) CSP awareness creation interventions with repentant Boko Haram members and conflict resolution activities between soldiers and communities especially in Jere and Konduga LGAs of Borno State [Findings 3.4 (a)].

It was found that the project achieved some positive unintended effects relating to gender and human rights arising from the interaction between one of the implementing partners (NILDS) and SSIs including:

(i) request for support in August 2024 by NSCDC in the implementation of their training programme on GBV in secondary schools and ministries of education at federal and state. The assignment which was to provide training to secondary schools on GBV was at the design stage as at March 2025, (ii) request by Nigerian Correctional Service (NCS) for NILDS to develop a gender strategy for them from October to December, 2024

and (c) request by the Forum for African Women Educationist (FAWE) for NILDS to assist them in the review of the Maputo Protocol on Women and Girls right to participate in politics, Girl Child Right to participate in education and the elimination of discrimination against women from November 2024 to March, 2025 [Findings 3.4 (b)].

The project contributed to changes in security sector legislations, policies and operational guidelines as exemplified by: (i) Graduation of Nigeria's first women cadet from the Royal Military Academy in Sandhurst UK, 2024 due to a more gender-sensitive recruitment effort in the security sector, (ii) Emergence of female pilots in Nigeria Navy and Customs in 2024, (iii) Appointment of first Force Female Secretary in 2024 (for some months) who was succeeded by another woman in 2024 after her retirement, (iv) Increase in the number of female commandant at the state level in NSCDC from one before the project to 4 (Ogun Benue, Kogi and Bauchi) after the project, and (v) Designation of NSCDC Commandant General as He4She Awardee to promote participation and representation of women at the strategic level. These achievements were found to have direct correspondence with the outputs delivered by the project [Findings 3.4 (d)]. The project contributed substantially to the increase in the number of personnel from MDAs, security and criminal justice institutions with improved knowledge on GBV and other protection concerns of women and girls [Findings 3.4 (e)]. It also made substantial contributions to the increase in the number of community women and men with improved knowledge on women's rights to protection and other security services [Findings 3.4 (f)]. Overall, the performance of the project with regard to impact was rated with a score of B.

Sustainability

There is the likelihood that the benefits from the project will be maintained for a reasonably long period of time upon project completion based on the following facts: (i) The reviewed Gender Policy Documents are "living" documents, (ii) The gender audit is to be done as a prelude to the policy review every four years; and this is a form of in-built sustainability mechanism and (iii) The Annual Forum on WPS has been ongoing and will continue annually. With the support of the UN Women the WPSSRG (cochaired by FMWA and DHQ) hosted the first Annual Forum while the second was supported by the UN Women, British High Commission and the FMWA. The third was anchored by the FMWA leading the mobilization of resources. To sustain forum members have decided that it would be hosted on rotational basis among the SSIs (e.g. 2023 by the NPF while 2024 was by NIS). The 2024 Annual Forum was partly sponsored by the UN women (who was responsible for the production of the magazine) and the AFN who was responsible for other items. In 2022 the FMWA was able to host the quarterly meetings without external support. Hopefully with increased political will the activities can be sustained [Findings 3.5 (a)].

The project satisfied the requirements of national ownership and was well supported by national and local institutions. The institutions, including government and civil society, demonstrated leadership commitment and technical capacity to continue to work with the project and to replicate it to the extent that resources permit. The establishment of the SAP Implementation, Monitoring, and Reporting Committees in Borno and Yobe states is a testament to the sustainable impact of the project, ensuring that these frameworks will be effectively implemented, monitored and reported, at all levels. [3.5 (b)].

The establishment of community-based structures - Mixed Observers Team (MOT) and Community Safety Platform (CSP) was a major innovation of the project. Members were drawn from senior community members, traditional rulers, religious leaders, SEMA, Community police, NPF, NSCDC, NHRC, CJTF, NURTW Road safety, MoWA. These community-based structures developed and implemented strategic work plans that addressed security concerns of women and girls, including SGBV. The achievements of the MOT in addressing the security concerns of women and girls in Borno and Yobe states attracted interest from development partners. For example, with support from the UK Government, PWAN has successfully established the MOT in Kaduna and Niger states, and by March 2025 efforts were being made to replicate it other states of the federation and Abuja, FCT [Findings 3.5 (c)]. To a large extent relevant national stakeholders and actors were included in project implementation and policy advocacy [Findings 3.5 (d)]. In particular the project developed the technical capacities of IPs, WLOs, MOTs and CSPs to a large extent. This involved training workshops for the IPs on RBM with a view to improving reporting of results, data presentation and disaggregation especially in the areas of gender equality and women empowerment [Findings 3.5 (e)]. The overall rating score for sustainability is A.

Coherence

Coherence is one of the criteria that shows the satisfactory performance of the project on account of its overall rating score of B as perceived by the stakeholders. To a large extent, the project is coherent with similar interventions implemented for promoting women's protection and participation in the country's peace and security agenda. This is evident in the internal consistency in the introduction of similar interventions across the target states [Findings 3.6 (a)]. The project was internally coherent in UN Women and within the UN Systems in Nigeria. It is Phase II of a project which was first implemented in 2019. The final evaluation of Phase I provided strong justification for continuation leading to the design and commencement of Phase II in 2023. In addition to the synergetic operations of the WLOs, MOTs and CSPs, the evaluator found that there was also closer collaboration among the WLOs than was the case before the project [Findings 3.6 (b)].

UN Women strengthened partnerships with stakeholders at the national level and in target states to advance gender-responsive security operations, community dialogue, and the broader Women, Peace, and Security (WPS) agenda. The development of Nigeria's 3rd National Action Plan (NAP) on WPS supported by Norway was complemented by the SSR II project for greater impact and effective localization in project target states and beyond. This is in addition to collaborative engagements on the ongoing police reform process with the German Embassy and other embassies in Nigeria, international organizations and UN agencies, including UNDP, UNODC, IOM and office of the Resident Coordinator to drive reforms in security sector legislation, policies, and institutions that promote gender equality, women's participation, and the protection of their rights [Findings 3.6 (d)]. However, the extent to which the project built synergies with other projects being implemented at the country level with the United Nations and the Government of Nigeria was limited; in the sense that UN Women missed the opportunity of synergistically supporting an ongoing similar project being implemented by a sister agency (UNDP) due to gaps in communication and participation. Thus, the benefits in terms of experience sharing, learning as well as improved design and implementation which could have resulted from a stronger coherence, could not be realized by the UNDP [Findings 3.6 (e)].

Gender equality and human rights (GHR)

The project has an overall rating of A with regard to gender equality and human rights. The UN Women integrated gender and human rights considerations into the design and implementation of the project. Such integration manifested in various activities including the following. (i) assessment of the gender policy of the SSIs to determine how gender-responsive they were and working with relevant MDAs and committees of the NASS (House Committee on Women Affairs, House Committee on Women in Parliament, Commonwealth & International Committee and Senate Committee on Women Affairs) to see how responsive their Acts were and undertake appropriate reform measures, (ii) identified gaps in the Acts for the SSIs (AFN, NPF, NSCDC) and worked with consultants and lawyers including those from NILDS to prepare amendment bills, (iii) reviewed and validated the proposed bills and get stakeholders to agree with the amendments and identified interested sponsors of the bills to present them for legislative processing at the National Assembly. As at the end of 2024, the bills have been presented at the House of Representatives while presentation at the Senate was fixed for the first quarter of 2025 [Findings 3.7 (a)].

The attention to integration of GHR concerns advanced the course of peace and security in the project area e.g. in terms of increased women participation in peace building, increased deployment of women where women were never involved, increase presence of women in military operations and increased activity of the Human Rights Desk at DHQ through deployment of females as the need arises [Findings 3.7 (b)]. The project aligned with human rights and development effectiveness principles (participation, empowerment, inclusion, nondiscrimination, national accountability, transparency) with the exception of economic empowerment. Although the humanitarian response project implemented by UN Women supported livelihood and economic empowerment opportunities for poor and vulnerable women in project target states, and may be seen as complementary to the SSR II project, the timing of implementation was not simultaneous and the communities involved in the implementation of the SSR II were not identical. Thus, complementary as the benefits might appear at the state level the beneficiaries of the SSR II, their needs and their locations are different [Findings 3.7 (c)]. Gender equality and women's empowerment advanced to some extent as a result of this project. This is evident in the changes observed in the SSIs concerning the elimination of gender bias in their policies and other actions being taken to promote gender inclusion. For instance, by mid-April, 2025 (during the course of this evaluation) the Nigerian Air Force announced the induction of its first set of ex-Junior Air Women as Airwomen, marking a transformative

chapter in the service's history. According to the Director of Public Relations and Information, Headquarters Nigerian Air Force [Findings 3.7 (d)].

Disability Inclusion

The PWDs participated in the project in terms of attending workshops, conferences and advocacy at different locations. In the case of SSIs with PWD units across the country, especially NSCDC, efforts were made to involve them in the project sensitization activities. The gender unit also worked in collaboration with the PWD unit in ensuring gender mainstreaming. At the state level, PWDs are members of the community-based structures. In Yobe state, PWDs were involved in training workshops organized by WLOs on GBV and VAPP Law with about 10 percent participation. In Borno state PWDs participated in sensitization activities in rural and urban communities; but in both cases available data indicate that their proportion is only marginally higher in the urban areas but in the rural areas it is even less than the 10 percent recorded in Yobe state [Findings 3.8 (a)]. The project aligned with the systematic approach of leaving no one behind. This is by ensuring the inclusion the PWDs as participants in some of the interventions and as members of the community-based structures. At the FMWA the PWD gender desk officer attended all events under the project. In Borno, Adamawa and Yobe States, PWDs are members of CSPs and MOTs and one of them held a leadership position [Findings 3.8 (b)]. It also contributed to addressing the priorities and changing the quality of life of people with disability through awareness creation on how to respond to emergencies and sensitization on GBV and how it affects PWDs by CSPs and provision of assistive devices for PWDs [Findings 3.8 (c)]. Invariably, the project has an overall rating score of B as far as disability inclusion is concerned.

Conclusions

Relevance – The project implemented considerable capacity building interventions that bridged knowledge and skill gaps of target participants and ensured that to a large extent the results achieved met the needs of the target beneficiaries.

Effectiveness – The effectiveness and extent to which the monitoring data were objectively used for management action and decision-making seems to be limited; judging by the difficulty to minimize implementation delays and to resolve lingering problems especially in Adamawa state where MOTs platform could not be established in Numan LGA. Besides, far more activities than expected remained outstanding at the end of the project (December 31st, 2024); and while implementation continued, there was no official scheduling of the period of no-cost-extension; to the extent that many ongoing activities as at the time of evaluation mission to project locations (March, 2025), have no precise end time [Findings 3.3 (e)]. Effectiveness was also affected by the strategic allocation of financial resources. It was found that allocation of financial resources was skewed in favour of project management (57.2% of total fund) compared to the allocation for funding project interventions (39.1% of total fund); thus indicating the likelihood of such allocation having a decreasing effect on the quantitative level of output delivered under the project. Thus, in spite of the overall rating score of B, the project would have achieved better effectiveness score if project interventions' share of the total funds have been higher than had been the case [Findings 3.3 (b)].

Efficiency – The project encountered multidimensional challenges which accounted for the level of efficiency witnessed during the implementation. The challenges encountered by the project were both external and internal, controllable and uncontrollable. The internal and controllable challenges have a more deleterious effect on project performance than the external challenges because the *Figure 1*

risks have been underestimated. It would have been possible to bring the unexpected effects under control if the project had worked out suitable risk mitigating measures to deal with the internal challenges. The effects of some of the challenges on implementation efficiency would have been minimal if some of the operational dimensions have been more effectively tackled than had been the case during the implementation of the project

Impact – The project would have made greater impact if funds were released as and at when due and if outputs had been delivered in a timely fashion. Apart from the difficulties encountered in the implementation of the project due to delays in fund release which had a limiting effect on impact, the inadequate management of implementation risks was an additional impact constraining factor.

Sustainability – Despite the seemingly encouraging findings in support of the likelihood of the gains of the project to be long-lasting; a number of economic and technical factors are likely to pose considerable risks. They are (i) the lack of financial capacity for prolonged operations expressed by some stakeholders (WLOs, MOTs

and CSPs), (ii) the high level of poverty in the project communities which is likely to heighten the vulnerability of women and girls to GBV and SEA and worsen WPS in the target states, (iii) persistent insurgency and (iv) the project's lack of exit strategy [Findings 3.5 (g)]. In particular, unpredictable occurrence of security challenges arising from the activities of organized armed groups (OAGs) can wipe off short-term gains and create needs for further interventions thus undermining the genuine efforts of recently concluded interventions. These are factors to be prioritized in strengthening the sustainability of similar projects in future.

Coherence – The design of the project positively influenced its performance in terms of coherence within the results framework and theory of change. The MOTs, CSPs and WLOs worked synergistically to reinforce the achievement of the project objectives. However, the degree of coherence within the UN System especially with regard to similar projects being implemented by a sister agency (UNDP) is lower than expected due to inadequate communication and engagement.

Gender Equality and Human Rights – Gender equality and human rights were reflected to a significant extent in the design and implementation of the project. Gender and human rights concerns were also reflected to a large extent in the delivery of project services. In the design of the project, emphasis was placed on the promotion of gender equality. This was pursued during the implementation by professionally integrating relevant approaches (including the use of men and boys as transformative agents); and this has led to the attainment of tangible results.

Disability Inclusion – The project did not prioritize disability inclusion at both the design and implementation stages as evidenced by the small proportions of PWD beneficiaries. The limited level of disability inclusion in the project is partly related to a design gap. Better inclusivity would have been achieved if OPD were recognized for inclusion as part of the key target groups in view of their relevance to human security and vulnerability to GBV, SEA.

Lessons Learned

Lesson 1 – The lesson and learning from the SSR Phase II project shows that leveraging on previous experience in the design and implementation of development projects is an important success factor. In particular, it corroborates the fact that experience is the best teacher. In this connection, the evaluator found that the evaluation report of the SSR Phase I served as a valuable resource in designing the SSR Phase II.

Lesson 2 – WPS interventions that align with the UNSCR 1325 are more effective in post-conflict locations than armed-conflict areas. This is evidenced by the activities of the communitybased structures and WLOs that were shifted away from LGAs afflicted with activities of OAGs and restricted to post-conflict areas where incidents of attacks by OAGs have subsided or stopped

Figure 2

completely. [see sections 2.1.2, 3.2(e), 3.3.2]

Lesson 3 – Paying attention to the coherence of a project is likely to enhance effectiveness of performance. This lessons is derived from the involvement of agencies as implementing partners in way that aligns with their mission, vision and operational mandates. For example, the engagement of NILDS and NDC as responsible partners for the legislative and security components of the project accelerated project implementation and enhanced the attainment of set goals and objectives within the specified time frame. On the other hand, when the synergy is weak opportunities are missed as it was the case in the experience between UN Women and UNDP. The lesson is that better results would have been achieved if they have

complemented each other especially when the opportunity for reinforcement by leveraging on clearly identifiable expertise in the area of gender policy presented itself. [see Findings 3.6 (b)].

Lesson 4 – Investment in knowledge management products during project implementation is a worthwhile venture. This lesson is clearly reflected in the way the SSR II project demonstrated the benefits of leveraging on knowledge management products to enhance the sustainability of some of its capacity building interventions. For example, the evaluator found that the guide on the role of the Nigerian legislature in advancing the WPS agenda, earlier produced by UN Women (2020), with support from Government of Norway, was used as an advocacy and capacity building tool for strategic engagements with law makers during the implementation of the SSR II project in the target states and beyond.[see lessons learned – second interim report January to June 2024]

Lesson 5 – Coordination in project implementation not only strengthens effectiveness of performance but also enhances the relevance of a project in terms of meeting the needs of the target groups. For example, the evaluator, found that close coordination between MOTs and CSPs proved essential for effectively addressing the security concerns of women and girls. This was achieved through the introduction of joint monthly meetings in each target LGA and enhanced collaboration in case management. Additionally, by coordinating relevant stakeholders, it was possible for the SSR II project to develop the State Action Plans (SAPs) in the project locations; ensuring local ownership and the contextualization of the policy framework to meet the specific needs of each state. [see lessons learned – July to December final report 2024]

Lesson 6 – In addressing WPS issues through gender-responsive approaches, better results will be achieved if economic empowerment interventions are integrated. This derives from the widely revealed evidence during the evaluation indicating that vulnerability of women and girls to GBV and SEA was heightened on account of the high level of economic deprivation in the various communities and the high level of poverty among the women.

Lesson 7 – Given the dimensions of legislative and policy reforms enshrined in the SSR II project, engaging only the executive arm of government while giving little or no attention to the legislature is likely to limit the impact of the interventions.

Recommendations

The gaps to be filled and areas of improvement emerge from various aspects of this evaluation. The evaluator articulates the recommendations in this section based on the conclusions, the lessons that emerge, and triangulation of information with key stakeholders together with their views for better project performance. To ensure that the recommendations are actionable and effectively utilized, the evaluator identifies the potential users and relevant stakeholders who are expected to take necessary actions. Specifically, the evaluator has prioritized the key recommendations to be acted upon by the UN Women, MDAs, and SSIs as follows.

S/N	RECOMMENDATION	RESPONSIBLE AGENCY	PRIORITY
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1	Prioritize post-conflict locations in designing future WPS interventions. There should be proper due diligence concerning the choice of project locations, especially with regard to the coverage of armed-conflict and postconflict areas in the target states. This implies that some level of granularity is required to determine the comparative locational advantage of interventions beyond the regional level. This is with a view to determining the post-conflict areas suitable for the delivery of interventions in line with the UNSCR 1325, 1820 and 1889 in all their ramifications. This is important in order to avoid delays associated with project inception, implementation and timely delivery of outputs. By so doing the efficiency of implementation is apt to improve and the intended outcomes within the life of the project are likely to be achieved with a higher level of satisfaction.	UN Women	High
2	Ensure locational difference in setting up community-based structures like MOTs and CSPs From the design of the project, each LGA was to have two key communitybased structures – MOTs and CSPs while WLOs headquartered at the state capital are to collaborate with them. The evaluator found that these structures represent an innovative approach to achieve the project objectives. In reality, however, they need not be set up together in each project location due to the following technical and operational reasons: (i) CSP members are communitybased by reason of birth, occupation and residence whereas MOTs members are not necessarily in that same community by the same reasons. (ii) The MOTs include personnel of SSIs who are subject to posting to locations outside particular LGAs from time to time, (iii) Some SSIs do not have presence in many communities. (iv) Some conflict afflicted LGAs are not even amenable to or safe for the operations of MOTs. It is for these reasons that members of MOTs in two different LGAs in the target states (Borno, Adamawa and Yobe) ended up restricting their monthly meetings to only one LGA. The pertinent question are: Why was the structure not created in one LGA at the outset? Or why was a suitable LGA nor identified as the second choice if they must be two? It is therefore, recommended that in future or similar projects within the context of WPS and UNSCR 1325, appropriate due diligence must be carried out in a local government of choice as potential project location before a decision is reached as to whether CSP or MOT or both should be set up as part of the structures to achieve project objectives [see Findings 3.2 (a)].	UN Women	High
3	Change the consultation and validation approach to securing participation of the government in future design of similar project from reliance on lower-level to top-level officials with policy decision-making responsibilities. Additionally, avoid entanglement with political leaders in the MDAs and place the top-level bureaucrats (Permanent Secretaries) at the centre of the consultations and negotiations. This set of officials are more guided by and more respectful of rules of engagement that the politicians whose terms are short and whose emphasis are on quick wins [see Findings 3.1a, 3.3h, 3.3.2]	UN Women	High
4	Prioritize use of effective MOUs where strategic partners are involved in project implementation and are assigned responsibilities for the achievement of project outcomes.	UN Women	High

	The weakness observed in the delivery of output by some strategic partners was not unconnected with the late signing of MOU and late commencement of project activities. For example the MOU for the participation of the FMWA was ready in August 2023 but not signed until October that year. The UN Women can avoid this by strengthening administrative support not only at the CO but also within the system for the articulation and timely finalization of MOUs with strategic partners <i>[see Findings 3.1a]</i>.		
5	Strengthen the coordination of project finance to avoid unnecessary delays and ensure early release of funds for the takeoff of project and at subsequent stages of implementation. This recommendation is borne out of the fact that the project witnessed periodic delays in fund release from the inception to the end of implementation. One of the ways of actualizing this recommendation is by synchronizing the project's implementation plan with the financing plan such that there is a direct correspondence between the implementation milestones and schedule of fund release. This will also require better understanding and closeness in the working relationship between the programme and finance units <i>[see Findings 3.3(a), 3.3(b), 3.3(d)]</i>.	UN Women	High
6	Review and upgrade the quality of the Training Manual used for capacity building relating to the gender policy reform in the security sector institutions. This is borne out of the gaps in the standard manual developed in Phase I while being used for training in Phase II. The existing manual can be improved by including the following: (i) Concept of managing change, (ii) Conflict analysis tools, (iii) Concept of Gender and Human Security (some of these were absent or not adequately covered in the training manual used for Phase II). Additionally, scenarios should be embedded in the manual that will help to facilitate understanding and delivery. This recommendation is important not only for UN Women but also for a sister UN agency currently working on a similar project. The UNDP was not aware of the manual on gender for SSIs developed by UN Women during Phase I until March 2025. Since UNDP is now in the process of developing a gender manual the existing will be a useful guide. The UNDP will find the recommended areas of improvement quite useful and will be better guided in finalizing their project which incidentally is also funded by the same German Government that funded the UN Women SSR II. By implication therefore this recommendation will also be useful to the donor partner <i>[see Findings 3.3(h), 3.3.2]</i>	UN Women	High
7	Extend advocacy and capacity building for the operationalization of the gender policies of the security agencies to security sector formations and units outside Abuja, FCT. This is important because it will promote better inclusion and better opportunities to achieve more impactful results <i>[see Finding 3.3 (a)]</i>	UN Women	High

8	Encourage wider stakeholder participation in operationalizing gender policy of the SSIs. This is borne out of the fact that the mobilization of support from the wider stakeholder was inadequate as civil society actors (NGOs) and some line ministries were not included in the relevant capacity building and advocacy activities due to time constraints. As recommended here, wider stakeholders engagement is necessary because it will make the impact of the activities more widespread and thus ensures greater inclusion in line with the UNSCR 1325.	UN Women	High
	Actualizing this recommendation (in future and in the case of ongoing similar projects in Nigeria) requires extending the capacity building and advocacy activities to agencies such as the Nigerian Bureau of Statistics; National Human Rights Commission; Ministry of Finance, Ministry of Police Affairs, Police Service Commission, Ministry of Interior, CSOs, UN Agencies and development partners working in the same areas of intervention <i>[see Finding 3.3 (a)]</i>		
9	Strengthen UN Women's Project Monitoring Mechanisms The UN Women strengthening project monitoring at the target states such that lapses could be detected before inflicting any limitation to the achievement of desired results. Additionally, monitoring should not be limited to project activities at project locations. Internal processes including activities at project management and governance levels should be monitored. In this regard, oversights at RO level should also be strengthened.	UN Women	High
10	Strengthen inter-agency synergistic support within the UN System, especially between the UN Women and UNDP, with regard to WPS and police reform. Increased communication, synergistic support should be embraced in future when opportunity presents itself. The UNDP has strong knowledge which can be brought to bear on police reform; they also have broad security sector reform experience which could have been complementary to the relevant UN Women SSR II project interventions. Participation in their projects could have been better nuanced, than had been the case, to avoid duplication in mobilizing participants for their interventions and ensure that they complemented each other in a manner that will promote efficiency of project performance. Hopefully, it will not be difficult for the two agencies to work on this recommendation in view of the shared understanding, between the two agencies, of the need for them to communicate with each better. The implication is that better communication will lead to greater success than has been the case and the donor would have been more pleased with the way the agencies bring their strengths together in terms of complementarity; to produce desired results <i>[see Findings 3.6 (b) and 3.6 (e)]</i>.	UN Women	High

11	(xi) Create economic empowerment opportunities in project communities To address economic deprivation which is found to be a critical factor in the complication of cases of GBV and SEA in the project areas. The nature of the empowerment should be such that will effectively address (i) chronic poverty, (ii) youth unemployment, (iii) inadequate and unsustainable means of livelihood. It is therefore, recommended that in future project or similar ongoing projects, the target beneficiaries young women and youths (male and female) should incorporate meaningful skill acquisition skills involving training in vocations that will make the beneficiaries self-employed, self-reliant in terms of income generation, and capable of rising above the poverty level in their communities. This will involve designing suitable business models and providing the beneficiaries with post-training equipment and facilities to enable them to settle down to business soon after the completion of their training [see sections 3.3.2, 3.6 and 5.5].	UN Women	High
12	(xii) Prioritize disability inclusion The small proportion of PWDs that participated in this project is a reflection of a design gap which should be bridged in future similar projects. Rather than implement a disability inclusion that makes the selection of PWDs fortuitous (simply incorporating whoever is found within a given setting), a more	UN Women	High
	conscious targeting approached is recommended. For example one way of capturing the PWDs following this approach would have been to include them at the level of key stakeholders with the same status as WLOs. In future therefore, it is recommended that a groups of organizations of people with disability (OPD) should be included as a target group. In this way each state will have at least one OPD consisting of members ranging from 5 to 10 based on population. Experience shows that this target-led participation will be more effective in ensuring wider disability inclusion. It also has the benefit of making the project more impactful in extending gains of the project to vulnerable groups within the society [see Finding 3.8(a)].		
13	(xiii) Provide an exit strategy in the design of similar projects in future The lack of an exit strategy is apt to limit the sustainability of the positive benefits derived by from this project. The articulation and implementation of an exit strategy are necessary pillars of support to reinforce the sustainability of the accrued benefits. Such a strategy should: (i) clearly identify the champions in each outcome areas – those who have ownership and leadership responsibilities (duty bearers), (ii) articulate their roles in taking necessary policy actions including implementing action plans, (iii) identify other partners and collaborators during the transition out of the project to a desired future state, and above all (iv) involve the stakeholders in actualizing the strategy and support them to solidify the pathway towards the realization of the goals of the UNSCR 1325 [see Finding 3.6]	UN Women	High

14	Refrain from scheduling key project activities during the last month of the year when offices are closing down and availability of potential participants are unlikely to be guaranteed. It is advisable to commence planning well ahead of the end of the year period to avoid 'end of the year stampede' witnessed by the project in 2024. Adequate time should be given to notify concerned agencies before the actual commencement of activities to allow for fuller participation and avoid shifting dates outside the duration of the project [see Finding 3.3 (a)]	UN Women	High
15	There should updating of the skill of the project implementing team members from time to time.	MDAs	Medium
16	Accountability should be strengthened such that proper handing over and briefing should be done whenever a leader or member of a project team is not available to continue with the assigned responsibilities	MDAs	Medium
17	The budget of Ministry of Women Affairs and Social Development across the target states should incorporate key elements of the project to enhance sustainability.	MDAs	High
18	Review of Gender Policy by Some SSIs Security sector institutions should keep track of the review dates of their Gender Policy and commence actions to implement the due as soon as it falls due. For instance the NSCDC should ensure that the review of its Gender Policy which was adopted and launched on July 15th, 2021, does not miss the review deadline of 2025.	SSIs	High
19	Restructure the Gender Units in SSIs The gender units in the SSIs should be organized in accordance with the established departmental structure. For instance, in the case of the NSCDC, there should be gender desks in all the six Directorates which should be coordinated by the gender unit at the HQ. This will provide for better inclusion in gender mainstreaming.	SSIs	High
20	Prepare Gender Action Plans The security sector institutions should prepare Gender Action Plans as offshoots of their various Gender Policy Documents. In doing this the SSIs need to ensure that the GAPs should reflect each of SSI's peculiarities operationally and administratively.	SSIs	High

21	Target senior officers, especially the management team of the different security agencies to secure their supports for the operationalization of gender policies. This is very important due to the regimented nature of the security sector and strict adherence to superior commands. Evidence suggests that this practice has been introduced by one of the SSIs as at March 2025 in the operationalization of their own gender policy through training organized under the SSR II. The Commandant General and Deputy Commandant General, Assistant Commandant General and Commandants of Corp (CC) and other senior officers participated actively. They participated in one of the training sessions aimed at integrating gender training manual into the training curriculum of the SSI. This clearly shows that the feasibility of this recommendation is not in doubt. It only requires extension and dissemination to other SSIs (that have been limiting such training to junior officers) for adoption. It can also be used as point of advocacy in future or ongoing similar projects in Nigeria.	SSIs	High
22	Implement cadre-targeted strategic capacity building Capacity building in the area of communication and leadership skills for NSCDC strategic levels of leadership – from Assistant Commandant to Deputy Commandant General. This is important because it will increase the possibility of inclusivity of women to taking high positions in the NSCDC going forward.	SSIs	High
23	Create budget lines for the Gender Units in the SSIs For effective operationalization of the gender polices budget lines should be established for the gender units in all the SSIs to enable them perform their assigned functions and responsibilities especially within the context of women peace and security. It is only by doing this that the sustainability of the gains of the project can be guaranteed.	SSIs	High
24	Keep track of the progress of the 3 Bills at the National Assembly The SSIs should monitor the legislative process of the proposed amendment bills to ensure the finalization at the NASS and presented to the President for assent latest before the end of the tenth Assembly.	SSIs	Medium

1. INTRODUCTION

1.1 Background and Context

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.

Nigeria is a vast country with a population of more than 200 million people¹. The country's six geo-political zones all have a history of incessant regionalized violent conflicts. These include attacks by the Boko Haram insurgents in the North-East, farmer-herder conflict, resource-based conflict in the Niger Delta region, as well as general increase of incidences of armed robbery and kidnapping for ransom. The humanitarian crisis in NorthEast Nigeria remains one of the world's largest and most complex humanitarian crises. The conflict has resulted in large-scale displacement and various forms of abuses and violations of human rights.

The number of people in need of urgent assistance in North-East Nigeria rose from 7.9 million at the beginning of 2020 to 10.6 million throughout the COVID-19 pandemic. Since the start of the conflict in 2009, more than 36,000 people have been killed in the most affected states in the region (Borno, Yobe, and Adamawa), and thousands of women and girls abducted². A gendered analysis of the insurgency's impact further reveals that while men have disproportionately been killed, women are an overwhelming majority of IDPs. Violence against women and girls, including sexual violence, exposure to trafficking, and other forms of GBV, is predominant.

Due to the interplay of patriarchal, cultural, and socio-economic factors and the lack of adequate and or weak implementation of legal frameworks to ensure the promotion and protection of women's and girls' rights, gender inequality remains a severe problem, particularly in the northern region and the country at large. Though women constitute about 50% of the country's population and contribute in many informal ways to conflict resolution, they continue to be poorly represented in formal peace and security processes (see Annex 9 – TOR).

The security sector institutions are major actors engaged by the government to prevent and respond to the security issues in Nigeria. These institutions include the Armed Forces of Nigeria (AFN), Nigeria Police Force (NPF), and Nigeria Security and Civil Defence Corps (NSCDC). However, there is a huge gender gaps in the policies and operational procedures by the institutions, at all levels. The advancement of gender balance in security sector institutions has been increasingly identified as a key strategy for

enhancing gender-responsive security sector response, which is supported by global normative frameworks, including the United Nations Security Council Resolution (UNSCR)

¹ National Bureau of Statistics: Nigeria
Multidimensional Poverty Index, 2022

² OCHA: Nigeria Situation Report 2020

1325 (2000) and UNSCR 1820 (2008), among others. Ensuring women's meaningful representation in the security sector is critical to building an inclusive, responsive, and accountable security sector that reflects the diversity of the community it serves and better respond to their needs.

In view of the above, UN Women facilitated several strategic initiatives to enhance gender-responsive security sector operations in Nigeria. One of these is the *Enhancing Gender-Responsive Security Operations and Community Dialogue Project (2020-2021)*, supported by the Government of Germany.

The project successfully enhanced the integration of gender-sensitive and humancentric security responses into the security sector at the federal level and target areas in Borno and Yobe states. The development and adoption of gender policies by the AFN, NSCDC and review of gender policy of the NPF. Moreover, the development of a standard training manual on gender for security institutions, and the adoption training manual and SOP on SGBV by the police, supported by the project creates opportunities for further engagements and consolidation of achievements for sustainable impact. These initiatives are further supported under Phase II of the project (2023 -2024).

Similarly, phase II of the project supports continuous strategic actions by the Women, Peace and Security Reference Group, and the Annual Fora of Women in the security sector, given the successes recorded under the first phase. In addition, the established community-based structures i.e. Community Safety Platforms (CSPs), Mixed Observers Teams (MOTs) and Women Led Organizations (WLOs) in Borno and Yobe states are being supported to expand the scope of their interventions towards addressing women and girls' protection and security concern issues in the context of operations in the North East, including replication in additional Local Government Areas (LGAs) per state, and two LGAs in Adamawa State being a new additional target area for the project. This implies a total project coverage of three (3) states, ten (10) LGAs and Abuja the federal capital territory. an inclusive and gender-responsive manner.

The project supports the achievement of UN Women SN 2023-2027 Impact 4: Women Peace and Security and is aligned with the global SP outcome 1. It contributes to the implementation of the UNSDCF (2023–2027) strategic priority area 4 which states that by 2027, more inclusive, participatory, transparent, and gender- sensitive governance, justice, and human

1.2 Description of the Project

The *Enhancing Gender-Responsive Security Operations and Community Dialogue Project in Nigeria Phase II (2023 -2024)* was designed to consolidate on the successes recorded under phase I by ensuring that security sector legislation, policies, and institutions are reformed to promote gender equality, and women in their diversity, especially those in conflict-affected grassroots communities are empowered to voice and assert their rights to protection and have enhanced collaboration with security institutions to address community security needs in rights systems are in place at all levels to promote acceleration in the achievement of 2030 agenda and the SDGs for a peaceful, inclusive, and cohesive society.

Further, it is aligned with development priorities at global, regional, and national levels specifically SDG 5 and 16; the United Nations Security Council Resolution 1325

(2000), regional African Union (AU) Solemn Declaration on Gender Equality in Africa (SDGEA, the ECOWAS Conflict Prevention Framework; Women, Peace, and Security Action Plan (2008); and the national goal of promoting women's rights and gender equality which is central to the development agenda of Nigeria respectively. The specific objectives of the project are as follows.

Strengthen gender-responsive security sector policy reforms and implementation of gender policies adopted by target security institutions.

Support capacity building and institutional strengthening for enhanced gender responsiveness in security institutions.

Strengthen collaboration between women affected by conflict and community-based structures (CSPs, MOTs and WLOs) with security sector institutions and other stakeholders to address security concerns of women and girls in three target states in the Northeast (Borno, Yobe and Adamawa).

The Government of the project target states was also to be supported to review their State Action Plans on Women, Peace, and Security, in line with emerging issues, including strengthening mechanism to enhance implementation of the policy documents. Stakeholders at both national and state levels provided inputs to enhance local ownership, achievement of set goals and objectives, replication in other areas and sustainability of the initiative. The project's implementation strategy centred around three areas of intervention: strategic policy development and dialogue, institutional capacity building and training, and community-security mechanisms and advocacy. The project strategy was centred on UN Women's partnership security sector institutions and associated training centres, legislative institutions, federal and state ministries of women affairs to ensure ownership and

sustainability of capacity building and policy efforts. The three outcome areas and specific outputs and the different implementing partners responsible for the delivery of the outputs are detailed in Table 1.

Table 1: Project Results Framework

OUTCOME	OUTPUT	IMPLEMENTING PARTNER
Outcome 1: Security sector legislation, policies, and institutions are reformed to promote gender equality, and women's participation and rights.	Output 1.1 Legislators and policymakers have increased awareness of the importance of addressing gender inequality and marginalization of women's and girls' rights in security sector laws, policies, and institutions.	National Institute for Legislative and Democratic Studies (NILDS)
	Output 1.2 Enhanced capacity among law and policymakers to mainstream gender in security sector laws and policies.	National Defense College (NDC)
	Output 1.3 The capacity of women in security sector institutions is enhanced to perform leadership roles, including strategic decision-making.	

Outcome 2: Women in their diversity, especially those in conflict-affected grassroots communities, are empowered to voice and assert their rights to protection and have enhanced collaboration with security institutions to address community security needs in an inclusive and genderresponsive manner	Output 2.1 Awareness on the security concerns and needs of women and girls, including gender- based violence, is increased among personnel of target security sector institutions and members of local communities in target areas.	Partners West Africa Nigeria (PWAN)
	Output 2.2 Capacities of Women-Led Organizations (WLOs), Women's Rights Organizations (WROs), Community Safety Platforms (CSPs), and Mixed Observer Teams (MOTs) to identify and address security concerns of women and girls in target areas, and collaboration among them is enhanced.	
Outcome 3: Coordination mechanisms among key security sector institutions in Nigeria is improved to address the security needs of individuals and communities in a gender-responsive and inclusive manner.	Output 3.1 Inter-agency collaboration and coordination among security sector institutions to enhance gender responsiveness in operational procedures are facilitated by the Women, Peace, and Security Reference Group.	Federal Ministry of Women Affairs Partners West Africa Nigeria (PWAN)
	Output 3.2 Preventive and response mechanisms in addressing security concerns of women and girls is enhanced through strategic collaborative engagements between the Women Peace and Security Reference Group and community-based structures (WLOs, WROs, CSPs and MOTs) in target states.	

The project was designed to implement some activities for the realization of each of the outcomes. With regard to Outcome 1 that focused on security sector reform, the activities were: (i) Awareness creation for legislators and policymakers about gender equality and women rights in the security sector; (ii) Capacity building on gender mainstreaming in security sector laws and policies, and (iii) Building capacity of women in security sector institutions to perform leadership roles including strategic decision-making. As regards women inclusion and protection of their rights in a gender-responsive manner (Outcome 2), the main activities were: (i) Raising awareness on security concerns and needs of women and girls, including GBV personnel of security sector institutions and members of local communities, (ii) Strengthening collaboration and capacities of WLOs, CSPs and MOTs to identify and address security concerns of women and girls, and (iii) Review State Action Plans on Women, Peace and Security (UNSCR 1325) in Adamawa, Borno and Yobe states and strengthen mechanisms for implementation to enhance the protection of women and girls. Activities targeted at forging coordination among SSIs to meet the needs of individuals and communities in a gender-responsive and inclusive manner (Outcome 3) were: (i) Strengthening interagency collaboration and coordination among SSIs for gender responsiveness in operational procedures through WPSSRG

1.3 Evaluation purpose and objectives

and (ii) Strengthening of preventive and response mechanisms in addressing security concerns of women and girls through strategic collaborative engagements between the WPSSRG and community-based structures. The focus of the evaluation is the assessment of the extent to which the project implemented the activities effectively and efficiently to achieve the target outcomes and the extent to which the results are impactful and sustainable.

This end-line evaluation sought to assess the overall achievements, impact, and sustainability of the project. It determined the extent to which the project's objectives were achieved, document lessons learned and provide recommendations to inform future programming. It was guided by the OECD/DAC evaluation criteria, focusing on relevance, effectiveness, efficiency, impact, sustainability, and coherence, with an emphasis on gender equality and human rights.

The specific objectives were to:

- **Assess the alignment of the project with local and national priorities, the WPS agenda, and beneficiaries' needs.**
- **Evaluate the extent to which the project's objectives and expected results were achieved.**
- **Analyze the use of resources in achieving results and identify areas for improved cost-effectiveness.**
- **Examine the long-term changes brought about by the project, including its contributions to gender equality and women's empowerment.**
- **Assess the likelihood of sustained benefits beyond the project's duration and the level of local ownership and;**
- **Evaluate the alignment of the project with other related initiatives and its contributions to broader policy and programming frameworks.**

1.4 Intended Use and Target Users of the Evaluation

The primary users of this evaluation include UN Women Nigeria Country Office, Government of Germany(donor), Federal and State Ministries of Women Affairs, security institutions, implementing partners, civil society organizations, and community-based organizations. The findings will also benefit stakeholders involved in Women, Peace, and Security programming. In particular, the UN Women will use the lessons and recommendations emerging from the evaluation to inform the design and implementation of similar projects in future.

1.5 Scope of the Evaluation

The evaluator covered the boundaries of the evaluation in the following three dimensions. Temporal - The evaluation covered the entire duration of the SSR project - Phase II (2023-2024).

Programmatic – Within the Women Peace and Security (WPS) programmatic field, the evaluation covered the three main components – focusing on interventions at the strategic level, operational level involving community sector platforms and mixed observed teams and capacity building for personnel of security institutions.

Geographical – The project's target areas are: Abuja (FCT) and the BAY states - Borno (MMC, Jere, Konduga and Mafa LGAs), Adamawa (Numan and Yola North LGAs) and Yobe

(Damaturu, Gulani, Tarmuwa and Gujiba LGAs).

1.6 Applicable Theory of Change (ToC)

The project's objectives and overall goal are guided by a theory of change (ToC), which describes how an accountable and genderresponsive security sector will emerge in Nigeria. According to the overall Theory of Change (ToC) for the project (Annex 2): If, (1): Security sector legislation, policies, and institutions are reformed to promote gender equality, and women's participation and rights; If, (2) Women in their diversity, especially those in conflict-affected grassroots communities are empowered to voice and assert their rights to protection and have enhanced collaboration with security institutions to address community security needs in an inclusive and genderresponsive manner; and If, (3) Coordination mechanisms among key security sector institutions in Nigeria is improved to address the security needs of individuals and communities in a gender-responsive and inclusive manner; Then, an

An accountable and gender-responsive security sector will emerge in Nigeria because the enabling institutional, policy, and legislative frameworks, along with the necessary capacities, are in place to address gender discrimination and other barriers women face in participating in security decision-making and asserting and realizing their rights to protection.

In accordance with the ToC, the evaluator examined how the project's implementation contributed to achieving the desired goal and assessed the effectiveness and efficiency of the various interventions. The evaluator also examined whether or not the impact realized will be sustainable. Given the guiding assumptions of the ToC, the evaluator explained how and why the project has been able to achieve the target outcomes.

2. EVALUATION APPROACH AND METHODOLOGY

Following the conclusion of the contracting process during the first week of January 2025, the UN Women arranged for an interface with the consultant that featured discussions with the evaluation managers, sharing of project documents, setting up of an evaluation review group (ERG) and scheduling of an inception meeting for January 28th, 2025. The meeting was held online as scheduled creating an opportunity for interaction between the consultant and those with responsibilities for the conduct of the evaluation including representatives of the UN Women at both the CO and RO levels, the Project Manager, Implementing Partners (IPs) (NDC, PWAN) security agencies (AFN, NPF, NSCDC) and representative of the Adamawa State Ministry of Women Affairs.

At the inception meeting discussions focused on technical, logistics and administrative issues associated with the evaluation. Regarding the technical issues, discussions centred on (i) background of the project which covered both phase I and II, the various components, rationale, objectives and geographical scope, (ii) need to have exhaustive list of relevant stakeholders for the evaluation including prioritization of inclusion of focal persons at the federal, state and local government levels, (iii) evaluation work plan. Time of submission of the inception report and when the field work would commence and (iv) need to officially introduce the consultant to ERG members for seamless interactions during the field missions

In terms of logistics, there was an exchange of ideas on the mobilization of interview respondents during field work, modalities for reaching the various LGAs in the BAY (Borno, Adamawa, and Yobe) states, and the assistance to be provided by UN Women, IPs, state focal persons, and community mobilizers at the grassroots level. With regard to administering the evaluation, immediate actions were articulated including (i) UN Women making available contact information (emails and telephones) of key evaluation managers, (ii) need for UN Women to share other relevant documents such as the report of the final evaluation of Phase I of the project, report of midterm evaluation of Phase II and semiannual reports submitted to

the donor during project implementation, (iii) need for UN Women to provide the consultant with introductory letters to facilitate meeting with stakeholders and (iv) need for UN Women to facilitate meeting with stakeholders especially the donor partner and Deputy Country Representative through the provision of necessary contact information and scheduling of appointments. It was made known that the representative of the donor partner operated from Germany and would have to be engaged virtually. In this regard, the UN Women would do the necessary introduction and share contact details (email, WhatsApp number) with the consultant in due course. The need to minimize delays during the review of key deliverables was also raised and the understanding was that the concerned ERG members would endeavor to limit the turnaround time to between three and five days. Overall, the onboarding provided a solid foundation and charted a good pathway for the inception report, including the approach and methodology to be adopted in the evaluation.

Methodologically, the evaluator deployed mixed methods, incorporating both quantitative and qualitative participatory data collection and analytical approaches

2.1 Stakeholder Analysis

to account for the complexity of gender relations and ensure participatory, inclusive, and culturally appropriate processes. The end-line evaluation was human rights and gender-sensitive, consultative, and with a strong learning component. It was inclusive and entailed participatory processes to ensure the participation of Government MDAs, Security Agencies, Women Groups/Networks, and CSOs among others, in project target areas.

The participatory and gender-sensitive methodologies outlined in the UNEG Evaluation Handbook supported the active participation of both women and men, as well as representatives of key organizations and institutions benefiting from the project intervention. The evaluator deployed conflict sensitivity tools and exercises, including: (a) secondary literature review/desk research, (b) Key informant interviews, (c) focus group discussions, (d) observations, (e) Data analysis, etc., to meet the specific evaluation objectives. The evaluation provided evidence-based information that is independent, transparent, and ethical, and follows a participatory and consultative approach that maintains the standard practice of reflecting the views of all stakeholders.

2.1.1 Stakeholder Involvement in the Evaluation

A review of available documents shows the multiplicity of stakeholders to be involved in this end-line evaluation, including implementing partners, key government partners, security institutions, women-led organizations, and community-based structures. Based on their roles, the stakeholders can be categorized into four distinct groups according to whether they perform (a) systems roles, (b) gender roles, (c) human rights roles, or (d) they are intended users of the evaluation. Whereas some stakeholders are associated with particular categories, others played roles in more than one category. Of course, the UN Women is associated with all but one category (Table 2). The stakeholder analysis is extended to examining why their involvement in this evaluation is significant, how and when they will be involved, and the prioritization of their participation (Table 3). Notwithstanding the priority of inclusion in the evaluation, the stakeholders will serve as respondents to the various evaluation questions as appropriate. They will also be part of the evidence base for the findings, lessons, and recommendations that will emerge. The participation of the rights holders and duty bearers, in particular, will ensure the adoption of a human rights-based approach by the consultant.

Table 2: Characteristics of Key SSR Project Stakeholders

S/N			ROLE CATEGORY	CHARACTERISTICS	STAKEHOLDER
1			System Role	Lead Project Implementer	UN Women
				Target Groups	Nigeria Police Force (NPF) Armed Forces of Nigeria (AFN) Nigeria Security and Civil Defence Corps (NSCDC)
				Sources of Expertise	National Institute for Legislative and Democratic Studies (NILDS), National Defense College (NDC) Partners West Africa Nigeria (PWAN) Consultants (Training Service Provider)
2			Gender Role	Intersection of sex	HeForShe Representatives
				Community Roles	Community Structures – MOTs, CSPs
3			Human Rights Role	Right Holders	Target Beneficiaries
				Primary Duty Bearers	Federal Ministry of Women's Affairs State Ministry of Women's Affairs (Borno, Adamawa and Yobe states) Security Sector Institutions
				Secondary Duty Bearers	UN Women, Donor Partner
				Tertiary Duty Bearers	Media
4			Users of the Evaluation Report	Government Agencies	Federal Ministry of Women's Affairs State Ministry of Women's Affairs (Borno, Adamawa and Yobe states) and other relevant MDAs Security Sector Institutions
				Development Partners	UN Women, other UN agencies, INGOs, NGOs, CSOs, International Organizations, etc.
				Donor Partner	Government of Germany

			Responsible Partners	National Institute for Legislative and Democratic Studies (NILDS) National Defense College (NDC) Partners West Africa Nigeria (PWAN)
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Source: Author's Compilation

Table 3: Stakeholder Involvement in the Evaluation

S/N	Stakeholder	What Role in the Intervention	Why Involvement is Important	How Involved in the evaluation	When to be involved	Priority of Involvement
1	UN Women	Lead agency with direct responsibility for project implementation Secondary duty bearer	Bears project implementation, management and decisionmaking responsibilities Target user of the evaluation report	Evaluation Management Group (EMG) Quality Assurer KIIs	Inception Reviews Data collection Validation of findings Dissemination	High
2	German Government	Donor Partner	Oversight Funding responsibilities Target user of the evaluation report	KIIs (virtual)	Data collection Validation	High
3	NILDS NDC FMWA PWAN	Responsible Parties	Instrumental to achievement of project objectives Target user of the evaluation report	FGDs Virtual meetings Evaluation Reference Group (ERG)	Data collection Validation Dissemination	High
4	AFN, NPF, NSCDC	Target Security Agencies, Direct Beneficiaries	Change of mindset, law enforcement, justice for survivors Target Beneficiaries Target user of the evaluation report	FGDs Evaluation Reference Group (ERG)	Data collection Validation of findings Dissemination	High
5	MDAs*	Duty bearer with decision making authority over the project Target Groups	Implementing partners Strategic partners Target user of the evaluation report	Evaluation Reference Group (ERG) KIIs Virtual meetings	Data collection Validation Dissemination	High
6	Women-led Organizations (WLOs)	Right holders Target Groups	Direct beneficiaries User of the evaluation report	FGDs Virtual meetings	Data collection Validation of findings Dissemination	High
7	CSPs and MOTs	Community-based structures Right Holders Target Groups	Target user of the evaluation report	FGDs	Data collection Validation	Medium
8	WPS Sector Reference Groups	Key Beneficiary	Intended user of evaluation report	FGD	Data collection Validation	Medium
9	UN Sister Organizations (UNDP)	Duty bearer with collaborative decision-making responsibilities	Supportive and synergetic role in achieving project objectives	KIIs Virtual meeting	Data collection Validation Dissemination	Low
10	Facilitators/ trainers	Service providers Sources of Expertise	Capacity strengthening	KIIs Virtual meetings	Data collection Validation Dissemination	Medium

Source: Author's Analysis

* Federal Ministry of Women Affairs, State Ministries of Women Affairs and Ministry of Budget & Economic Planning (in the BAY States)

CSP = Community Safety Platforms, MOT = Mixed Observers Teams (MOTs) WLOs = Women Led Organizations (WLOs)

2.1.2 Stakeholders Involvement in SSR II Project Implementation

All the various categories of stakeholders that participated in the evaluation (Implementing Agency, Implementing Partners, MDAs, MOTs, CSPs, WLOs, SSIs, Facilitators and WPSSRG) as respondents during the field missions were found to have actually played major roles in the implementation of the SSR II project. Thus, in addition to their involvement as respondents during the field missions and participation in triangulation of data and validation of findings, the nature of their participation in the project was explored as part of the stakeholder analysis. Table 4 presents the highlights of the involvement of each category of respondents. Their involvement was examined in order to have a better understanding of their functions, roles and responsibilities and to assist in providing answers to the evaluation questions.

Table 4: Stakeholders' Participation in the SSR II Project

1	UN Women	Implementing Agency
2	Implementing Partners (IPs) – PWAN, NDC, NILDS, FMWA	<i>Partners West Africa Nigeria (PWAN) - implemented activities relating to:</i> (i) Awareness on the security concerns and needs of women and girls, including gender- based violence is increased among personnel of target security sector institutions and members of local communities in target areas. (ii) Capacity building for WLOs, MOTs and CSPs to identify and address security concerns of women and girls in target areas, and ensure that collaboration among them is enhanced. (iii) Preventive and response mechanisms in addressing security concerns of women and girls is enhanced through strategic collaborative engagements between the Women Peace and
		Security Reference Group and community-based structures (WLOs, CSPs and MOTs) in target states. <i>NDC implemented activities relating to:</i> Enhanced capacity among law and policy makers to mainstream gender in security sector laws and policies. (ii) Capacity of women in security sector institutions is enhanced to perform leadership roles including strategic decision making. <i>NILDS - implemented activities relating to:</i> Legislators and policymakers have increased awareness of the importance of addressing gender inequality and marginalization of women's and girls' rights in security sector laws, policies, and institutions. <i>Federal Ministry of Women Affairs (FMWA) - implemented activities relating to:</i> Inter-agency collaboration and coordination among security sector institutions for gender responsiveness in operational procedures is enhanced through the Women Peace and Security Reference Group
3	MDAs	They are targeted beneficiaries of the project. They participated in the Annual Forum of women in security sector and capacity building activities on GBV prevention and response, as well as other security concerns of women and girls in target states.

4	MOTs	Membership composition reflects a similar pattern across the target states. Members were drawn from multiple stakeholders - NPF (CID Section), NSCDC, NBA, National Correctional Centre, NAPTIP, NDLEA, FOMWAN, W-CAN, MoWA, Ministry of Social Welfare and Youths, FIDA, Civilian JTF, Community Women Leaders, Youth Leaders, PWDs. Similar functions were also performed across the states such as: (i) Sensitization and awareness creation - coming together of different stakeholders to address security issues concerning women – GBV, domestic violence, sexual exploitation and abuse (SEA), drug abuse in the communities, harassment and intimidation of teenagers, beating of girls in the community, abandonment of children and spouses due to economic reasons and family conflicts through town hall meetings and media campaign using Usaku Radio and Nas radio. (ii) Advocacy visits to bulamas (Heads of communities), traditional leaders and security agencies. (iii) Community engagement; learning culture and tradition of the community members, resolving conflicts and engaging in peace, relationship and trust building. (iv) Charting referral pathways and ensuring justice for victims and prosecution of perpetrators.
5	CSPs	Borno CSPs Members were drawn from NSCDC, Police, Traditional/community leaders, Women Leaders, Civilian JTF, NHRC and PWDs. Activities included: (i) sensitization and awareness creation with women, girls, men and boys, in the community on GBV and drug abuse, (ii) resolution of GBV cases and referral of rape cases for prosecution, (iii) mediation and resolution of conflicts between repentant Boko Haram members and host communities, (iv) awareness creation with repentant Boko Haram members, (v) conflict resolution between soldiers and communities and (vi) awareness creation with PWDs on GBV prevention, protection and responses. Adamawa CSPs Awareness creation in four secondary school on GBV prevention, Community sensitization against GBV, SEA and drug abuse in Wurojabe, Lugere, Kila quarter, Bature, Doubeli, Jambutu Motor Park and media campaign (using NAS FM, Usaku FM (periodically from December 2023 to December 14th, 2024). With a grant of N500,000 the CSP in Numan LGA conducted two “community dialogue” sessions in December, 2024 to engage traditional rulers religious leaders, women leaders, Community-Based Organizations (CBOs), (such as those locally known as madon and anafara), NURTW, Hope, etc. The sessions were covered by Adamawa Television and Usaka FM and later followed with discussions at Nas FM radio involving religious leaders and community leaders focusing on prevention and control of GBV, SEA and drug abuse . Yobe CSPs Members were drawn from FIDA, NPF, NUJ, NSCDC, Traditional Rulers, WLO, Community leaders, Youth Leaders. The CSPs for Damaturu and Tarmuwa operated jointly while that of Gujba and Gulani worked together. They engaged in community peace building and carried
		out sensitization against GBV, SEA and drug abuse in schools and communities. They visited motor parks to sensitize NURTW members against overloading, using same vehicle to convey livestock and passengers as well as food stuff and passengers. They resolved conflicts and refer complex cases to SSIs, Ministry of Religion Affairs or Hisba and Zaren Sulhu (Dispute Resolution Committee unit under Ministry of Religion Affairs)

6	WLOs	Borno WLOs (a) Participated in capacity building training workshop offered by PWAN and UN women (b) Participated in joint sensitization against GBV with MOTs and CSPs at the community level. (c) Implemented grant-funded capacity building activities on (i) Strengthening understanding and response to GBV cases in 2 communities – Munadelti and Musari in Jere, (ii) GBV reporting pathways among women and girls in Malari and Mashmari in Konduga LGA, (iii) Sensitization against Drug Abuse, GBV and SEA. Adamawa WLOs (a) Participated in training workshop by PWAN and UN women on collaboration, networking, GBV case management and to shared information with other stakeholders – MOTs, CSPs and WLOs) (b) Implemented grant-funded capacity building activities in target locations in the form of: (i) Sensitization against GBV covering Luggere, Ungwur Dubai, Bature, Wauro and Jabbe wards in Yola North LGA, (ii) Awareness creation on importance of reporting channels of reporting and punishment of offenders as contained in the VAPP law, (iii) Joint (WLOs) awareness creation in Yankore community in Yola North LGA and Jambutu Ward and (iv) Media advocacy on GBV on NAS Radio in Yola Yobe WLOs (a) Participated in (i) Capacity building training workshop by PWAN and UN women and (ii) Experience sharing activity among strategic partners during which 1 WLO, 2 CSP and 2 MOT members with the PWAN focal person travelled to Maiduguri for a 2-day workshop in Borno state on implementation of interventions under the SSR II. (b) Implemented grant-funded capacity building activities in the form of: (i) Joint (WLOs) awareness raising – especially in some Damaturu communities such as malumatari, nainawa, abbari, maduri, gwange and Ajari, (ii) Sensitization in schools to talk about GBV, bullying, channels of reporting GBVcases (e.g phone numbers giving out for direct contact and social media and suggestion boxes for anonymous reporting), (iii) One-day sensitization workshop for teachers was conducted (2 teachers from 5 schools) on GBV so they can step down to the students and other teachers. This led to (i) establishment of GBV clubs for the 5 schools, (ii) reopening of the guidance and counselling units which were previously nonfunctional and (iii) selection of female G & C officers to handle the units. (iii) Sensitization of community leaders, youth leaders, women and adolescent girls in Gwange community on reproductive health, GBV issues, and selected focal persons in the community to be forwarding reports and establish direct contact with WLOs when necessary, (iv) provision of dignity kits (pads, shaving sticks, washing soaps, pants, mini-bags, etc.) to women and girls at community level, (v) training workshop for 80 WLOs on GBV prevention and response, (vi) setting up of community-based feedback mechanism committees for reporting GBV cases, (vii) organization of a one-day session facilitated by FIDA in Damaturu during the 16 days of activism in November 2024 and invited women and other stakeholders to discuss the root causes of GBV and (viii) sensitization of 50 PWDs (35F, 15M) on GBV issues and self defence, during the 16 days of activism against GBV.
7	SSIs	SSIs - They are major actors and targeted beneficiaries of the project. They participated, inter alia, in activities relating to: (i) Capacity building trainings on gender mainstreaming and UNSCR 1325 for security personnel and institutions to enhance the implementation of gender policies and operational procedures (ii) Capacity building for women in security sector institutions to enable them to perform leadership roles including strategic decision making (iii) Strengthening the activities of Women Peace and Security Reference Group through interagency collaboration and coordination among security sector institutions for gender responsiveness in operational procedures (iv) Awareness creation about security concerns and needs of women and girls, including gender-based violence among personnel of security sector institutions (v) Mentorship programme for 30 female senior officers

8	Facilitators	Consultants/Trainers – Provided the following services Facilitation of consultative meetings with the security agencies Facilitation of gender training and capacity building of security personnel on UNSCR 1325, basic gender concepts, gender responsive budgeting, gender and human security, GBV, SEA, etc. Facilitation of development of operational plans for the effective implementation of the gender policies of security agencies Facilitation of stakeholders' meeting to mobilise supports for the operationalization of security agencies' gender policies.\
9	WPSSRG	WPSSRG is chaired by FMWA and cochaired by DHQ. Co-chairing is supposed to be rotational. FMWA coordinates the WPSSRG. It holds quarterly meetings and is responsible for hosting the Annual Forum of the Women Peace and Security Sector Reference Group (WSSRG) that brings together the leadership of the SSIs and relevant stakeholders. Held the Fourth Forum in 2023 while the Fifth Forum scheduled to be held in December 2024 was shifted to February 18-19, 2025. The Forum was used for advocacy and stimulated action for increased gender mainstreaming and provided avenue for networking among female officers in the security sector institutions (SSIs) (AFN, NPF, NSCDC, DSS, NCS, NCoS, NIS, NDLEA, NAPTIP, FRSC, FFS), and their oversight MDAs such as the Ministry of interior, police service commission, ministry of policy affairs, ministry of defence and associated institutions such as the National Association of Women Journalists (NAWOJ) and the ministry of information.

2.2 Evaluation criteria and evaluation questions

The OECD/DAC evaluation criteria of relevance, effectiveness, efficiency, impact, sustainability, and coherence were applied in the evaluation. The evaluator also considered gender equality and human rights (GHR) as well as disability inclusion. The justification for GHR is obvious judging by its connection with the UNSCR 1325. It is also in line with the mandate to incorporate human rights and gender equality in all UN work and the UN Women Evaluation Policy, which promotes the integration of women's rights and gender equality principles into assessments. It is important to stress, however, that the involvement of persons with disability (PWDs) in the design of the SSR II was limited; although PWDs featured in some areas during implementation. To the extent of their involvement in some of the LGAs, and their vulnerability to GBV and SEA, the evaluator applied disability inclusion as one of the evaluation criteria. The evaluator also included relevant evaluation questions for triangulation among respondents during the

data collection stage in order to understand the extent of disability inclusion, lessons to be learned, and recommendations for the design of similar projects in the future. The key questions and sub-questions, associated with each of the criteria, which the evaluation sought to answer, are detailed in Annex 1. Given the findings relating to each criterion, the analysis should provide specific recommendations as to the priority interventions that require continued support, successful interventions for expansion, and recommendations on prioritizing interventions to maximize impact. Additionally, the evaluator identifies lessons learned for improving future implementation and provides recommendations to improve future project management and maximize ownership by national partners.

2.3 Indicators for measuring results

Based on the theory of change and results framework of the project, the evaluator has identified key performance indicators in each of the three result areas. Altogether, there are 13 indicators, the highest proportion (54 percent) of which is associated with Outcome 2; followed by 31 percent for Outcome 3 and 15 percent for Outcome 1 (Table 5).

Table 5: Indicators for Measuring Performance

S/N	PERFORMANCE INDICATOR	IDENTITY CODE
OUTCOME 1 - Security sector legislation, policies, and institutions are reformed to promote gender equality, and women's participation and rights.		
1	Percent (%) of SSI personnel reporting improved implementation of gender policies and operational guidelines as result of project intervention.	SSR01
2	Number of female personnel in target SSIs trained and mentored on leadership for professional career growth and development in the security sector through project support.	CAP01
OUTCOME 2 - Women in their diversity, especially those in conflict-affected grassroots communities are empowered to voice and assert their rights to protection and have enhanced collaboration with security institutions to address community security needs in an inclusive and gender-responsive manner.		
3	Number of collaborative actions successfully undertaken by women and members of the community-based structures (CSP, MOTs, and WLOs) with SSIs and other stakeholders to address security concerns of women and girls in Adamawa, Borno, and Yobe states.	CA02,
4	Percent change in women's perception and confidence in security sector institutions to protect them in the target community.	WR02
5	Number of personnel from MDAs, security and criminal justice institutions with improved knowledge on GBV and other protection concerns of women and girls	GBVKN02
6	Number of security concerns of women and girls (including cases of GBV, drug abuse, child and forced marriage) reported and /or resolved in target states	SCW02
7	Number of community women and men with improved knowledge on women's rights to protection and other security services	CWR02
8	Number of WLOs/WROs actively engaged and collaborating with CSPs, MOTs and security institutions in community security	WCM02
9	Number of SAPs reviewed and updated in target states to integrate emerging peace and security issues	SAP02
OUTCOME 3 - Coordination mechanisms among key security sector institutions in Nigeria is improved to address the security needs of individuals and communities in a gender- responsive and inclusive manner		
10	Number of collaborative actions jointly undertaken by the different SSIs to promote gender-responsive initiatives/operations	SSI03
11	Number of quarterly planning/review meetings of the Women, Peace and Security Sector Reference Group held.	SCM03
12	Number of individuals from target SSIs, CSOs and MDAs participating in the Women, Peace and Security Sector Reference Group meetings	SAC03

13	Number of strategic actions to address the security concerns of women and girls implemented by community-based structures (WLOs, WROs, CSPs and MOT) with support from the Women Peace and Security Reference Group	SAS03
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Source: Author's Preliminary Work using Data from Project Documents

2.4 Method of data collection

The evaluation used a combination of document reviews, other quantitative secondary data, individual interviews with key informants and focus group discussion to collect data. The consultant reviewed project documents which were helpful in determining appropriate sample size and sampling design for the selection of respondents that participated at the data collection stage of the evaluation.

2.4.1 Sample Size and Sampling Design

The collection of primary data for this final evaluation was largely qualitative. A nonprobability sampling approach was applied to the selection of respondents. Specifically, for the participants involved in key informant interviews (KIIs) and focus group discussions (FGDs), a purposive sampling technique was used. This was to ensure that the selected respondents possess the knowledge, experience, and relevance to the project interventions and associated evaluation criteria. Sample size varied according to available database, respondent types and method of data collection. Regarding KIIs, there was total coverage of participating agencies; but target respondents were the focal persons. With regard to FGDs, all categories of beneficiaries were covered but not more than 10 representatives was drawn to participate in an FGD session in each of the project locations across the BAY states. As shown in Table 6 a total of 76 respondents from all identified categories took part in the field missions for primary data collection in the target locations.

Table 6: Sample Distribution of Stakeholders for Primary Data Collection

S/N	RESPONDENT	FCT	BORNO	ADAMAWA	YOBE	ALL LOCATIONS		
						Total	M	F
1	UN Women	3	1			4	3	1
2	Donor Partner	1				1		1
3	Responsible Partners PWAN FMWA NDC NILDS	3 1 1 1	1	1	1	6 1 1 1	2	4 1 1 1
4	Security Agencies AFN NPF NSCDC	1 1 1				1 1 1		1 1 1
5	MDAs		1	1	1	3		3
6	WLOs		3	3	5	11	1	10
7	MOTs		8	4	8	20		20
8	CSPs		6	6	8	20	13	7
9	WPS Sector Reference Group	2				2		2
10	UN Sister Agencies	1				1	1	

11	Trainers/Facilitators	2				2	1	1
	Total	18	20	15	23	76	21	55

Source: Author's compilation

2.4.2 Desk Review of Documents *Desk review of documents:* The desk review commenced with a thorough reading and understanding of the project's technical proposal and all the available project documents including interim and narrative progress reports. The review enhanced the consultant's understanding of the scope and programmatic coverage of the project and the interventions delivered by each of the implementing partners (FMWA, PWAN, NILDS and NDC). The desk review also informed the stakeholder analysis and assisted the consultant to understand the nature of participation of different categories of stakeholders. There was also a better understanding of the extent of coverage at the state level and the category of partners and community stakeholders' involvement at the 10 LGAs in the three states (Borno, Adamawa and Yobe) where the project was implemented. The strategic partners and the components of the project by each partner were clearly identified and characterized thus making it possible to design evaluation questions that are properly focused and nuanced according to project components for proper alignment between partners and the activities implemented. Data gaps were also identified and the consultant requested for the outstanding documents

which the UN Women shared while the IR was being drafted.

2.4.3 Key Informant Interviews

Key informants are individuals who are knowledgeable or experienced in specific areas or aspects of the project. Participants for KIIs were drawn from key stakeholders including members, partners and representatives of constituencies who the project considers itself accountable to. The interviews were guided by the evaluation questions and provided an opportunity for triangulation of findings across the categories of respondents included in the evaluation. The key stakeholders included UN Women Officials, Government Ministries Department and Agencies (MDAs), UN Women sister agency (UNDP), consultants/trainers and gender advisors of the security sector institutions and the donor partner (Table 7). A representative of the Defence Headquarters (DHQ) was also interviewed being the co-chair of the WPSSRG with requisite knowledge of the interventions implemented. Altogether, 17 respondents were involved in the KIIs from all the aforementioned category of respondents across the project locations in FCT and the

BAY states (Table 7).

Table 7: Sample Size of KII Respondents by Project Location

S/N	RESPONDENT	FCT	BORNO	ADAMAWA	YOBE	ALL LOCATIONS		
						Total	M	F
1	UN Women	3	1			4	3	1
2	Representative of Donor Partner	1				1		1
3	MDAs	1	1	1	1	4		4
4	WPSSRG/DHQ	2				2		2
5	UN Agencies	1				1	1	
6	Consultants/Trainers	2				2	1	1
7	SSI Gender Advisors (NPF, AFN NSSDC)	3				3		3
	Total	12	2	1	1	17	5	12

Source: Author's compilation

2.4.4 Focus Group Discussions

A total of 51 respondents drawn from three categories of stakeholders across the three target states were involved in the FGDs (Table 8). The number of FGD participants per session ranged from 3 to 5 in each category of respondents. The category with relatively fewer respondents (WLO) had no less than 3 participants in one FGD session whereas other categories with larger number of respondents (MTOs and CSPs) will have no more than 5 participants in one FGD session. Thus, as shown in Table 9, a total of 15 FGD sessions were conducted with 5 in each of the BAY states .

Table 8: Sample Size of FGD Respondents by Project Location

S/N	RESPONDENT	BORNO	ADAMAWA	YOBE	ALL LOCATIONS		
					Total	M	F
1	WLOs	3	3	5	11	1	10
2	MOTs	8	4	8	20		20
3	CSPs	6	6	8	20	13	7
	Total	17	13	21	51	14	37

Source: Author's compilation

Table 9: Number of FGDs by Project Location

S/N	RESPONDENT	BORNO	ADAMAWA	YOBE	TOTAL
1	WLOs	1	1	1	3
2	MOTs	2	2	2	6
3	CSPs	2	2	2	6
	Total	5	5	5	15

Source: Author's compilation

2.4.5 Online consultations and discussions

Where it was impossible to hold in-person KIs especially with MDA officials, training facilitators and staff of responsible partners, virtual discussions were held using Google meet, Zoom and WhatsApp platforms. Correspondence was also shared electronically with the representative of the donor partner.

2.4.6 Methods of Analysis

The data collected was analyzed quantitatively and qualitatively to answer the evaluation questions. The analysis involved assessment of the performance of the project based on the eight evaluation criteria and evaluation questions earlier presented. Analysis of the likelihood of impact involved comparison of the baseline indicators with the endline values obtained from project monitoring data. This was helpful in tracking progress from the baseline to the endline period and in determining likelihood of impact and success of the interventions. The quantitative analysis involved descriptive statistics such as percentages, means and variance where necessary but mainly in respect of the outcome indicators. The quantitative analysis was complemented by a qualitative analysis which was guided by the evaluation criteria and all evaluation questions. By and large the analytical techniques were threefold.

(a) Providing answers to each of the evaluation questions through a qualitative analysis of the evidence obtained from the interviews in combination with the means of verification gathered from relevant documents. The evaluation criteria are the key thematic codes that were juxtaposed with responses from relevant stakeholder categories included in the evaluation. The findings obtained engendered conclusions that formed the basis of recommendations and lessons drawn.

(b) Trend analysis of the project performance indicators obtained from the project's indicator tracking template. This aspect of the analysis involved simple quantitative analysis with a comparison of endline values of the indicators with baseline. There was also a comparison of actual achievements with life of award (LOA) targets and computation of deviations from the targets. This provided the basis for conclusion regarding the likelihood of impact of the project.

(c) Performance rating of the project based on the perception of beneficiaries' and partners' satisfaction with output delivery and achievement of outcome targets as intended. This aspect of the analysis involved rating the project in respect of each evaluation criterion based on the degree of satisfaction depending on whether beneficiaries/stakeholders are: A. Highly satisfied (no complaints/no implementation disruptions), B. Satisfied (having only minor complaints/minor changes in implementation) C. Partly unsatisfied (few complaints/slight implementation disruption) and D. Unsatisfied (major complaints/major disruptions in implementation. This assessment question was designed into the protocol used in collecting qualitative data from the relevant respondent types.

2.4.7 Challenges and limitations to the evaluation

The main limitations and potential challenges of the evaluation are associated with the extensive travel in the Northeast and attendant security risks including exposure to banditry, kidnapping, terrorism, as well as other forms of conflicts. Table 10 presents the specific details of the challenges and remedies.

Table 10: Evaluation Challenges and Remedies

S/N	POTENTIAL CHALLENGE	REMEDIAL MEASURE
1	Flight cancellation and rescheduling with untimely notification.	Cancellation caused re-routing from Ibadan to Lagos at the commencement of the field missions. Rescheduling caused prolonged waiting time in Abuja before catching the Maiduguri flight.
2	The field work coincided with period of religious and social events involving participation of potential respondents. Field missions started on March 1 st , 2025 same day as the commencement of Ramadan fast by the Muslims and went far into the 30-day fasting period. This made it difficult to maintain the pre-arranged schedule of appointments in the project locations. The International Women's Day of March 8 th , took the attention of key respondents in relevant MDAs in Borno state and Yobe states where other activities were carried out in commemoration of the Day.	Appointments were re-scheduled and virtual interviews were held to accommodate representatives of the Ministry of Women Affairs who missed in-person interviews due to events related to the IWD celebration.
3	Difficulty to secure appointments for inperson interviews of some stakeholders due to their busy schedule	Arrangements were made to change dates of interviews and to reschedule appointments for virtual meetings as the field work progressed.
4	Security challenges in the BAY states	Extreme caution had to be taken in navigating the terrain, including avoidance of risky areas. Hotel accommodation was arranged in areas of close proximity to secured hubs. The route from Borno to Yobe state was avoided in preference to the connection through the northwest.

Source: Author's compilation

2.4.8 Quality Assurance

The expertise and cooperation of both the evaluator and UN Women ensured that all deliverables met the highest standards of quality, relevance, and usefulness. On the part of the consultant, and as an experienced evaluator and quality assurer, he activated robust quality assurance mechanisms at each phase of the evaluation to enhance the quality of the final report as highlighted below.

2.4.9 Ethical and gender-sensitivity considerations

The consultant ensured sound ethical consideration during the conduct of this evaluation and took all reasonable steps to ensure that the respondents were not adversely affected by taking part in the evaluation. Specifically:

The consultant ensured that data collection instruments did not include any sensitive information, such as the organizational mode of operations, which could later threaten the performance of the organizations participating in the evaluation.

Respondents were informed about the purpose of the evaluation, and their consent was sought prior to the commencement of the data collection exercise. For all individuals interviewed, informed consent was verbally sought and obtained.

The time of interviews was mutually agreed upon to avoid impinging on respondents' timing allocation preferences.

During interviews, questions were asked without disrespect for the respondents' personalities and interests.

There was sensitivity to the gender-responsive nature of the evaluation, even at the data collection phase, such that in-person FGDs were conducted separately for males and females in deference to the culturally and ethically mandated gender relationships and practices.

The consultant complied with the ethical procedure of ensuring that respondents were referred to by role, job title and location without disclosure of names.

Respondents were assured that the data collected would be carefully and adequately kept in a storage system designated for this evaluation, where leakage of any sort would not be allowed. The consultant will employ secure data management practices such as safeguarding all data files with robust passwords and implementing regular backups to mitigate the risk of data loss. The consultant's data storage system adhered to ICT industry-standard encryption protocols, ensuring the protection of information throughout the evaluation period. The consultant also complied with the highest standards of data security on personal computers with regular assessments and updates to safeguard against emerging threats.

In line with the principle of "Do no Harm", efforts were made to guard against the insecurity of stakeholders participating in the evaluation. Interviews were held at secure locations.

3. EVALUATION FINDINGS

This section presents the findings based on the analysis of the qualitative and quantitative data collected. They are organized according to the eight criteria that informed the evaluation beginning with relevance and followed by effectiveness, efficiency, impact, coherence, sustainability, gender equality and human rights and disability inclusion.

3.1 Relevance

Rating

Overall



Relevance was assessed in terms of (a) how the project objectives addressed identified rights and needs of the target groups, (b) involvement of national partners in the conceptualization

and design process, (c) consistency of the project's activities and outputs of the project consistent with the intended impacts and effects, (d) consistency of the project's activities and outputs of the project consistent with the provision of UNSCR 1325 and Nigeria's National Action Plan on the Resolution and the attainment of its objectives, (e) extent to which the project aligned with international agreements and conventions on gender equality and women's empowerment in the context of Women, Peace and Security, (f) the rights advanced by the project under CEDAW, SDGs, UNSCR 1325 and other international commitments, (g) extent to which the implementing partners possessed the comparative advantage in the project's area of work in comparison with other partners in Nigeria; including the capacities and skills which UN Women need to prioritize and further develop to bring greater coherence and relevance to its interventions, and (h) the extent to which the project's design process included a collaborative process, shared vision for delivering results, strategies for joint delivery and sharing of risks among implementing organization.

3.1 (a) How did the project objectives address the identified rights and needs of the target groups (SSIs, MDAs, Women-Led Organizations, Women Affected by Conflict)? Were the needs met?

The project objectives largely reflected the rights and needs of the target groups. There was clarity of objectives and outcomes, all of which bear relevance to the specified theory of change. The objectives are consistent with the rationale, and modalities for achieving them are well designed in conformity with the best practices in vogue to address the WPS issues. The evaluator found that women in the SSIs, especially at the lower cadre, were being restricted and relegated insofar as appointment to leadership positions was concerned. They have been worried about the situation where women would not be posted to leadership positions whereas junior male counterparts were being appointed.

The project addressed these and other security issues through the following interventions: (i) Establishment and capacity building of Mixed Observers Teams (MOTs), (ii) Establishment and capacity building of Community Safety Partnership (CSPs), (iii) Strengthening and capacity building of existing Women Led Organisation (WLO), (iv) Pro bono operation of legal clinics in communities across the target states, (v) Capacity building of security sector institutions, (vi) Citizen physical awareness and sensitization, and (vii) Public enlightenment and media campaign against GBV and SEA across the target states. Specific evidence of the way the project addressed women's needs and rights with the AFN was highlighted by a respondent as follows.

"The project aided sensitization of personnel with regard to their gender rights – e.g. we now have more representation in training, recruitment and gender-responsive budget in procurement. Even in the procurement of uniforms and kits the authorities always use gender lens. The review of gender policy, capacity building and enlightenment enabled us to know the approach of deployment with a gender-sensitive lens. E.g. in checkpoints there are now women unlike before. So if there is a female victim, a woman is searching a woman and a man is searching a man" [KII respondent DHQ].

The WLOs also affirmed that the project has been helpful in their efforts to tackle GBV issues. According to a respondent:

"I think it has addressed the needs of Women Led Organization, because my organization aims at empowering women in their response to GBV issues in the communities. One of the key things we gained during the project's capacity building for CSOs was how to prevent and respond to GBV incidents effectively in communities" [FGD WLO Maiduguri Borno]

State/.

To a large extent, national partners were involved in the conceptualization and design. The project was a second phase of a project which originated in 2019. The final evaluation report of the first phase of the project indicated that the initiative is highly relevant to the government and people of Nigeria. The continuation of the project for the second phase benefited from lessons and results of the final evaluation of the first phase which were used as a guide. Additionally, there were consultations with national partners and stakeholders (FMWA, NOA, NHRC, Institute for peace and conflict resolution, SSIs, NDC, NILDS, WSSRG) around mid-2022 on the need to design the **attainment of its objectives?**

To a large extent. UNSCR 1325 demands that all parties to conflict fully respect international law applicable to the rights and protection of women and girls and that they take special measures to ensure women's and girls' protection from all forms of gender-based violence. The project contributed to the localization of Nigeria's National Action Plan (NAP) through the review and development of State Action Plan (SAPs) on WPS in Borno and Yobe States. This is in addition to the establishment/ strengthening of mechanisms to enhance implementation, monitoring and reporting of the policy documents in the aforementioned target areas, as well as Adamawa State. Moreover, the project enhanced gender responsiveness in target security sector institutions in line with the provisions of Nigeria's National Action Plan on UNSCR 1325. Basically, the UNSCR 1325 is about peace and security. It is rooted in the premise that women's participation in and contributions to the process and substance of peace and

3.1 (b) To what extent were national partners involved in conceptualization and phase II in such a way as to be meaningfully stakeholders at national level and the three complementary to SSR phase I. Thus, there target states.
was validation by the government and other

3.1 (c) To what extent did the activities and outputs of the project consistent with the intended impacts and effects? Did they address the problems identified?

Yes the project addressed the problems identified. The evaluator found a direct correspondence between the interventions and the intended effects in each of the project locations.

3.1 (d) To what extent were the project's activities and outputs consistent with the provisions of the UNSCR 1325 and Nigeria's NAP on the Resolution and the
security decision making, will improve the chances of attaining viable and sustainable peace. It is also rooted in the knowledge that gender equality itself is a source of sustainable peace. Interventions under the project including gender mainstreaming in SSIs were carried out in direct correspondence with the above provisions. Evidence suggests that across the SSIs priority was given to women representation in training and recruitment while ensuring gender-responsiveness in the budget, procurement and operational processes. The AFN in particular supported and enabled their personnel to protect the rights of women and girls. According to a respondent from the DHQ:

"In the IDP camps female personnel are deployed to carry out supportive roles. It has enabled the participation of women in security intelligence gathering also in custody of female victims. To enhance the participation of women in peace building in the NE. Training to prevent sexual exploitation and abuse. Now we have 2 female battalions – Giri in Abuja and Abakaliki but before this project. Women in AFN are now involved in patrols within the cities" [KII with representative of the DHQ, Abuja].

3.1 (e) To what extent did the project align with international agreements and conventions on gender equality and women's empowerment in the context of Women, Peace and Security?

To a large extent the project aligned with international agreements and conventions on GEWE. The project activities adhered to the UNSCR 1325 and other related Resolutions, and SDG Goals (especially SDG 5, 16 and 17) in the context of WPS.

3.1 (f) What rights did the project advance under CEDAW, SDGs, UNSCR 1325 and other international commitments?

The UNSCR 1325 recognizes that if half the population faces discrimination and violence, peace is not viable. In the same vein, subsequent resolutions also acknowledge that violence against women – especially sexual violence – is itself a gross provocation and threat to peace and security. For instance, UNSCR 1820 which was adopted in 2008, confronts the issue of sexual violence in armed conflict and postconflict situations.

The resolution recognizes that sexual violence can exacerbate situations of armed conflict and impede the restoration of international peace and security. In 2009, UNSCR 1888 was adopted to further address the issue of sexual violence in armed conflict by requesting high-level leadership, comprehensive legal and judicial reforms and more comprehensive reporting systems. It emphasizes the importance of technical support to and awareness raising and training of military and police personnel in addressing the issue of sexual violence in armed conflict. Also in 2009, resolution 1889, sponsored by the Vietnamese government, was adopted by the UN Security Council. It builds directly on UNSCR 1325 and focuses specifically on women's particular needs in conflict and post-conflict situations, their participation in all stages of peace processes. It also highlights the importance of gender mainstreaming in all post-conflict peacebuilding and recovery processes and sectors. It emphasizes the critical need for partnership with Civil Society Organizations.

Figure 4

The evaluator found that the objectives, outcome areas and interventions of the SSR II project are woven neatly around the aforementioned provisions of the UNSCR 1325, 1820, 1888 and 1889. The project advanced the rights of women under CEDAW, SDGs, UNSCR 1325 and other international commitments as it aligned its activities with SDG Goals 5 (gender equality) and 16 (peace and justice, strong institutions) and delivered interventions that sought to prevent and protect women from GBV and SEA and protected women's rights of inheritance. Its interventions also touched on gender mainstreaming, policy and legislative reforms affecting SSIs such as the AFN, NPF and NSCDC with active engagement with CSOs on WPS and governance.

Women engaged four partners with widely respected comparative advantage in the project's areas of focus to deliver services in capacity strengthening, advocacy and local engagement. First, is the National Defence College (NDC), which has the mandate to carry out capacity building in security institutions. The College is the apex military training institution for the Armed Forces of Nigeria, the highest military institution for the training of senior military officers in Nigeria, and centre of excellence for peace support operations training at the strategic level in West Africa. During the first phase of the project, NDC is one of the main partners engaged to support the conduct of gender audit for the Armed Forces of Nigeria and the facilitation of capacity building trainings for target security institutions.

3.1 (g) To what extent did the IPs possess the comparative advantage in the project's area of work compared with other partners in Nigeria? What capacities and skills should UN Women prioritize and further develop to bring greater coherence and relevance to its interventions?

The evaluator found that to a large extent in the project's area of work in comparison the IPs possess the comparative advantage with other partners in Nigeria. The UN

Second, is the Federal Ministry of Women Affairs (FMWA) which is the custodian and coordinating body for the National Action Plan on UNSCR 1325 in the context of Women, Peace and Security in Nigeria. The Ministry is responsible for ensuring and supporting gender mainstreaming within Ministries, Departments and Agencies. Specifically, the Ministry of Women Affairs was provided with technical support to lead the Women, Peace and Security Sector Reference Group's convenings and coorganize the Annual Women in Security Sector Fora.

These roles were successfully conducted by the Ministry during the first phase of the project, and the Ministry sustained these initiatives to date, including hosting of the

3rd Annual Forum held on 31st January 2023 with the theme: *"The Role of Female Security Personnel in the 2023 General Elections"*.

Third, is the National Institute for Legislative and Democratic Studies (NILDS). This is an organ of the National Assembly established by an Act of Parliament as a legally recognized Think Tank of the Nigerian National Assembly and body responsible for organizing capacity strengthening initiatives for law makers in the National Assembly. UN Women has signed an MOU with NILDS for the promotion of Women, Peace and Security, and broadly gender equality and women empowerment through strategic engagements with law makers at both National and State Houses of Assembly.

NILDS will be engaged to support initiatives to enhance gender-responsive legislative and policy reform actions by law makers at the National Assembly. Fourth is the Partners West Africa Nigeria (PWAN), one of the few local organizations with a niche in gender-responsive security sector engagement, with strong partnerships with various security sector institutions.

Their previous work in gender assessments and support to gender mainstreaming within the security sector is an asset in implementing the SSR II project. Moreover, under the first phase of the project, PWAN served as an implementing partner for the establishment and strengthening of community-based structures (CSPs, MOTs and WLOs) in Borno and Yobe states and supported their engagements with security institutions. Whereas PWAN has expertise in gender-responsive security sector interventions, NDC has expertise in research and training.

The NILDS has comparative advantage in the area of legislative needs and training for the stakeholders. It also played a significant role during the preparation and implementation of NAP in Nigeria.

3.1 (h) To what extent has the project's design process included a collaborative process, shared vision for delivering results, strategies for joint delivery and sharing of risks among the IPs?

The evaluator found that to a large extent the project's design process included a collaborative process, shared vision for delivering results, strategies for joint delivery and sharing of risks among implementing organization. The process evolved from phase I of the project and adopted as a guide for the design and implementation of the SSR II project. The IPs in particular had occasions to work together along the line of their shared vision. For instance, during the 16 days of activism – a global movement against GBV and the legislative reform process involving the SSIs, the IPs worked together to achieve the desired objectives. This finding is corroborated by the views from the following IPs.

"During the 16 days of activism a global movement looking at GBV we collaborated with FMWA to discuss the issues. For us this is an area where we have a shared vision in the context of WPS. We partnered with them to drive the initiatives. We also worked with SEMA as a member of our platform (MOTs) in Maiduguri during the September 2024 flood. We identified cases of missing children through SEMA. Some of the children were reunited with their families while others were taken to the orphanage" **[FGD with the PWAN Team, Abuja].**

"During the consultations and activities concerning the preparation of the Reform Bills for the SSIs we often worked with NDC, all relevant stakeholders and CSOs. They were always part of the engagement process. We would also invite them in future during the public hearing on the proposed reform bills" **[KII with the representative of NILDS, Abuja].**

In sum, the project adequately addressed the rights and needs of the target groups with implementation of activities that have direct correspondence with the theory of change which remained valid throughout the duration of the project. The project implemented appropriate interventions which met the needs of the target groups and stakeholders. They returned a rating score of A for the project's performance with regard to relevance based on their satisfaction with the way their needs were met and the participation of stakeholders in the conceptualization and design.

3.2 Effectiveness



Overall Rating

The performance of the project with regard to effectiveness was assessed based on 10 key elements associated with the evaluation questions namely: (a) extent to which the project met its objectives and operated within a well-laid-out results framework with clearly identified output and outcome indicators, (b) progress made towards achievement of the expected outcomes and expected results, (c) innovativeness of the project's approaches and strategies for achieving the provisions of the UNSCR 1325, (d) types of innovative good practices introduced in the project for the achievement of GEWE results, (e) extent to which the capacities of relevant duty bearers and rights holder were strengthened, (f) extent to which the monitoring mechanisms put in place were effective in measuring progress toward results, (g) extent to which the project's organizational structure, managerial support, and coordination mechanisms effectively support the delivery of the project, (h) extent to which the project empowered women to benefit from security sector legislative, policy and institutional reforms, (i) extent to which the project met the security needs of women and enhance their rights to protection and security services and (j) extent to which the project addressed the needs of individuals and communities in a gender-responsive and inclusive manner.

3.2 (a) To what extent did the project meet its objectives? Did it operate within a well-laidout results framework with clearly identified output and outcome indicators?

The project objectives were met to a large extent. Reasonable grounds were covered in respect of legislative reforms and there is optimism that legislative work on the three reform bills that were prepared would be finalized as soon as possible. The evaluator found that the project interventions fell within a well-structured results framework with specified activities, milestones as well as indicators to measure the achievement of the specific objectives and results.

At the state level, activities took off effectively in the target states. Still, the extent of coverage in Adamawa state, which was added under the SSR II, was not as extensive as in Borno and Yobe States, especially regarding the operations of the MOTs. Instead of 10 members proposed for MOTs in Numan LGA, only one member was finally enlisted.

The member had to join the Yola North LGA MOTs for their monthly meetings and other activities, implying that the MOT in Numan was non-existent. Besides, the milestones earmarked for the project's 18-month period (June 1st, 2023 - December 31st, 2024) could not be completed by the end of the project period. This necessitated continuing activities well beyond the official project duration.

For example, the activities relating to the mobilization of support and the meeting of extended stakeholders (Nigerian Bureau of Statistics; National Human Rights Commission; Ministry of Finance and others) could not be carried out due to inadequacy of the time allocated initially for undertaking the activities; and so the activities had to be shifted to January 2025

- a date outside the scheduled time frame.

Additionally, the training of gender focal officers, initially scheduled for the first week of December 2024, was postponed to February 2025 due to the late release of funds. Indeed, training sessions were still being held as at March 2025 during the field missions to Abuja by the evaluator. The Fifth Annual Forum of the Women Peace and Security Sector Reference Group (WSSRG), initially scheduled for December 2024, has been rescheduled to February 2025.

3.2 (b) What has been the progress made towards the achievement of the expected outcomes and expected results? What were the results achieved? What

are the reasons for the achievement or non-achievement? To what extent have beneficiaries been satisfied with the results?

The project achieved results in each of the three outcome areas specified in the results framework. The details of the outputs delivered in each of the outcome areas are presented in Table 11.

Table 11: Highlights of the Results Achieved By the UN Women's SSR II Project

S/N	ACHIEVEMENTS
OUTCOME 1 - Security sector legislation, policies, and institutions are reformed to promote gender equality, and women's participation and rights.	
Output 1.1	Legislators and policymakers have increased awareness of the importance of addressing gender inequality and marginalization of women's and girls' rights in security sector laws, policies, and institutions. The Gender Policy of the Nigeria Police Force (2nd version) was officially launched, and platform for exchange of best practices, learnings and networking among female police officers in Nigeria
	and Africa created, thus enhanced national and continental partnership for gender responsiveness, at all levels. The Legislators in Borno, Adamawa and Yobe states have increased awareness and committed to promote gender equality, protect women and girls' rights and advance the WPS agenda in their respective states and Nigeria at large.
Output 1.2	Enhanced capacity among law and policy makers to mainstream gender in security sector laws and policies. The Legislators of the National Assembly support the WPS agenda and endorsed Bills to amend the laws of the Armed Forces of Nigeria, Nigeria Police Force, and Nigeria Security and Civil Defence Corps to be gender responsive. Mechanisms for the effective and efficient operationalization, monitoring and reporting of the Gender Policies of the AFN, NPF and NSCDC enhanced. A total of 80 officers and staff of the Nigeria Police Force have increased awareness on strategies to prevent and respond to Sexual and Gender-Based Violence, including Sexual Exploitation and Abuse at Workplace. Enhanced capacity of 146 security personnel on SGBV, gender equality and operationalization of their respective gender policies (50 NSCDC, 53 NPF, 43 AFN)

Output 1.3	Output 1.3. Capacity of women in security sector institutions is enhanced to perform leadership roles including strategic decision making. Thirty senior female officers equipped with advanced leadership and mentoring skills to drive systemic change and foster gender-responsive reforms in Nigeria's security institutions. A leadership and mentorship network of female officers in Nigerian security sector institutions established and endorsed by the AFN, NPF and NSCDC Development of e-learning course on gender for gender desk officers, general staff and management staff. Increased knowledge, skills and capacity for effective and efficient gender mainstreaming in policies and operations among Gender Desk Officers in the AFN, NPF and NSCDC.
OUTCOME 2 - Women in their diversity, especially those in conflict-affected grassroots communities are empowered to voice and assert their rights to protection and have enhanced collaboration with security institutions to address community security needs in an inclusive and gender-responsive manner.	
Output 2.1	Awareness on the security concerns and needs of women and girls, including gender-based violence is increased among personnel of target security sector institutions and members of local communities in target areas. A total of 415 community members in Borno, Adamawa and Yobe states have increased awareness on SGBV prevention and access to justice. A total of 119 cases related to the security concerns of women and girls in Borno, Adamawa and Yobe states were successfully identified, and appropriate actions taken to address the issues by the MOTs, CSPs, WLO and the established Legal Clinics.
Output 2.2	Capacities of Women Led Organizations (WLOs), Community Safety Platforms (CSPs) and Mixed Observers Teams (MOTs) to identify and address security concerns of women and girls in target areas, and collaboration among them are enhanced.
	Strengthened collaboration among MOTs CSPs and WLOs, resulting in a unified and effective response to women's security issues across Borno, Adamawa and Yobe States. The significantly enhanced capacity of women-led organizations in Borno, Adamawa, and Yobe states leads to improved resource mobilization, stronger advocacy, and increased effectiveness in SGBV prevention efforts. Successful reactivation of the HeForShe Network of male gender champions in Adamawa, Borno and Yobe States. (50 members in Yobe, 40 members in Borno, and 30 members in Adamawa). The Government of Borno, Adamawa, and Yobe States pledged to provide office spaces for the establishment of Women Empowerment and Safe Centres to improve reporting and case management mechanisms and provide comprehensive support services for women and girls affected by violence and conflict.

Output 2.3	State Action Plans (SAPs) on Women, Peace and Security (UNSCR 1325) in Adamawa, Borno and Yobe states are reviewed and mechanisms for implementation strengthened to enhance the protection of women and girls. Widespread popularization of the Adamawa State Action Plan (SAP) on Women, Peace, and Security and increased commitment by stakeholders to support operationalization of the policy document. A Committee with the capacity to enhance implementation, monitoring, and reporting of the Adamawa State Action Plan (ASAP) on WPS has been established. The second State Action Plans (SAPs) for Borno and Yobe States were developed through an inclusive multi-stakeholder process and successfully validated by key stakeholders, ensuring broad ownership and commitment to the Women, Peace, and Security agenda.
OUTCOME 3 - Coordination mechanisms among key security sector institutions in Nigeria is improved to address the security needs of individuals and communities in a gender- responsive and inclusive manner	
Output 3.1	Inter-agency collaboration and coordination among security sector institutions for gender responsiveness in operational procedures is enhanced through the Women Peace and Security Reference Group (WPSSRG). The Women, Peace and Security Sector Reference Group meetings successfully held and enhanced inter-agency collaboration and coordination among security sector institutions. The Themes and Sub-Themes for the 5th Annual Forum of the Women, Peace and Security Sector Reference Group adopted.
Output 3.2	Preventive and response mechanisms in addressing security concerns of women and girls is enhanced through strategic collaborative engagements between the Women Peace and Security Reference Group and community-based structures (WLOs, CSPs and MOTs) in target states. The Women, Peace and Security Sector Reference Group developed its 2024 work plan that includes joint interventions with community-based structures in target states to address security concerns of women and girls.

Source: Author's compilation using data from project documents and field interviews

3.2 (c) To what extent were the project's approaches and strategies innovative for achieving provisions of UNSCR 1325?

The advocacy and capacity building activities delivered by the project brought about better understanding of the importance of inclusivity of women in all activities within the SSIs. The activities were also aligned with the key pillars of the National Action Plan (NAP). Additionally, the provisions of the UNSCR 1325 were prioritized in the curriculum of the training delivered to key stakeholders under the project. The interaction between MOTs and SSIs was an important learning process and it provided opportunity for better understanding of the ways of achieving the objectives of the UNSCR 1325. Activities of the WPSSRG were sometimes held on rotational basis among the SSIs and this strengthened advocacy of the WPS agenda and inter-agency collaboration and worked for better achievement of project objectives and provisions of the UNSCR 1325.

3.2 (d) What types of innovative good practices were introduced in the project for the achievement of GEWE results?

About midway into the life of the project the M&E framework was reviewed and a revised MEL plan was developed.

The good practices incorporated at that point were (i) Strengthening of the RBM implementation approach with an appropriate reporting system. This involved training workshops for the RPs on RBM with a view to improving reporting of results, data presentation and disaggregation especially in the areas of gender equality and women empowerment; (ii) Introduction of an output tracker template to fill the data documentation gap among RPs and keep track of all target beneficiaries and improve data accuracy, and (iii) Introduction of case management tracker template to keep track of the SGBV cases being followed under the project and to find out whether the cases are closed or still open to the established community-based structures – MOT and CSP. Another good practice introduced by the project was the creation of opportunity for inter-state exchange of learnings, best practices and networking among the CSP, MOTs, WLOs and other relevant institutions and networks in the three target states and beyond **[see Findings 3.6 (a)]**. **These practices led to substantial improvement in data collection and reporting.**

3.2 (e) To what extent were the capacities of duty bearers and rights holders strengthened?

To a large extent the project strengthened the capacities of duty bearers (MDAs) and right-holders (SSIs, WLOs, MOTs and CSPs) to achieve the objectives of the project and meet the need of women and girls within the context of WPS. Training workshops were held to strengthen the capacity of MDAs to better fulfill their responsibilities regarding GBV prevention and response, as well as other security concerns of women and girls in the target states. With regard to right holders, the project trained the WLOs, MOTs and CSPs on collaboration, networking, and GBV case management to enable them to identify and address security concerns of women and girls in target areas, and ensure that collaboration among them is enhanced. These activities were carried out to strengthen the capacity of the right holders to enable them to better contribute to finding solutions to WPS problems and to better hold the duty-bearers accountable. Details about the involvement of the right holders in the capacity building activities were provided by different RPs as follows.

“MOTs and CSPs were given financial support to further implement their action plans. In Borno 2 MOTs and 2 CSPs. Adamawa 1 MOT and 2 CSPs. In Yobe 2 MOTs and 2 CSPs were involved and each platform was given N500,000. For WLOs we have 10 in Borno and 5 each in the other states making 20. Each WLO received N500,000 to implement the activities aligning with the project and their action plans. We trained the MOTs on resource mobilization and they are now raising funds levying themselves within their platforms to implement their activities” [FGD with PWAN Team, Abuja].

“We participated mainly in the operationalization of our own gender policy through training organized by the SSR II project.

The Commandant General, Deputy

Commandant General, Assistant Commandant General and Commandants of Corp (CC) and other senior officers participated actively. This is one week residential training activities. Part of the training sessions to integrate the gender training manual into NSCDC training curriculum also started today and will end tomorrow (March 4 and 5, 2025)” [KII with the representative of NSCDC, Abuja].

“Based on the training we gave to community leaders and counselling of GBV survivors reporting and referral of GBV cases increased in Gujba and Gulani LGAs” [FGD CSP Gujba and Gulani LGAs, Yobe State]

*"Before, CSP was not registered but now we are registered with the Ministry of Youth and Sports, Yobe network of Civil Society Organizations, and different sectors of GBV prevention and child protection in Yobe State.....We have gained knowledge of peace building in our communities and we have experienced reduction in pilfering and drug abuse. Also cases of domestic violence, divorce, child abuse, sexual harassment and child trafficking have all reduced."***[FGD, CSP Damaturu/Tarmuwa LGAs, Yobe State].**

As target beneficiaries and also part of the duty-bearers, the SSIs participated in training workshops to strengthen the capacity of their personnel in the areas of gender mainstreaming and provisions of the UNSCR 1325 to enhance the implementation of gender policies and operational procedures. Additionally, women in security sector institutions were also trained to enable them to better perform their duties and carry out their leadership roles including strategic decision making. Other training workshops targeted at strengthening the capacity of specific institutions were: (i) Capacity building training and technical support to personnel of the AFN, NPF and NSCDC on their respective gender policies and other related provisions and operational procedures (ii) ToT workshops on the Standard Gender Training Manual for trainers in training academies of the AFN, NPF, NSCDC and other security training institutions and (iii) Capacity building training on the prevention and effective response to SGBV cases for key personnel of NPF at national and state levels.

3.2 (f) To what extent were the monitoring mechanisms put in place effective in measuring progress toward results?

The project put in place monitoring mechanisms to measure progress towards results. The mechanisms included quarterly review meetings with responsible partners, quarterly reporting of responsible partners on results and progress on indicators, and regular meetings between UN Women M&E Officer and M&E Units of Responsible Partners. However, the degree of effectiveness was limited by weak reporting system, data gaps and limited understanding of the RBM approach to project implementation among some responsible partners which took quite some time to rectify at about mid-2024. The situation was rectified through a capacity building of responsible partners on monitoring and evaluation, reporting and Results-Based Management, as well as the provision of monitoring tools to responsible partners to be able to better capture and document results achieved. Furthermore, the project supported the government partners (SSI and MDAs) to strengthen their monitoring mechanisms on the implementation of UNSCR1325.

Specifically, UN Women supported the Ministries of Women Affairs in Borno, Adamawa and Yobe states to establish coordination mechanisms (committees) to enhance implementation, monitoring and reporting of their state action plans (SAPs). UN Women further supported the AFN, NPF and NSCDC to establish and strengthen their monitoring mechanisms on the implementation of their respective gender policies.

3.2 (g) To what extent did the project's organizational structure, managerial support, and coordination mechanisms effectively support the delivery of the project?

The project has well-defined organizational structure, managerial support and coordination mechanisms to support the delivery of the project right from the Headquarters to the Regional Office and Country Office. The degree of effectiveness of support, however, needs to be improved to loosen bureaucratic bottlenecks in the way of approvals and timely delivery of outputs. The evaluator found that interagency collaboration and coordination among security sector institutions (SSIs) for gender-responsiveness in operational procedures and community dialogue was enhanced through the Women Peace and Security Sector Reference Group

(WPSSRG). This platform enabled the SSIs in Nigeria to review their work plans and strategies towards enhancing genderresponsiveness, including exchange of good practices and lessons learnt. The WPSSRG convened the 4th Annual Forum of the Women, Peace and Security Sector Reference Group with the theme

Operationalization of Gender and Security Policies: Addressing Emerging Peace and Security Challenges in Nigeria. At the end of the two-day conference, heads of security agencies and other stakeholders developed and issued a communique with strong recommendations to address emerging security issues in Nigeria, from a gender and human rights perspectives. The partnership between national SSIs and community-based structures (CSP and MOTs) in the three target states was also strengthened with some tangible results. For example the sensitization efforts of MOTs and WLOs in Borno state who worked jointly with two GBV survivors improved their livelihood. According to a respondent:

“One of them who was empowered with a grant of N50,000 each led to the started frying kose (akara) at Dalla in Jere while the other started selling cloths from school to school. The cloth seller later met a head teacher who employed her as a teacher in a private primary school” [FGD MOT MMC/Mafa LGAs, Borno State].

3.2 (h) To what extent did the project empower women to benefit from security sector legislative, policy and institutional reforms?

The project empowered women to benefit from security sector legislative, policy and institutional reforms to a large extent. An important output indicator in this regard is the number of female personnel in target SSIs trained and mentored on leadership for professional career growth and development in the security sector through project support. A comparison of the target for this indicator with what was achieved shows a positive indication indicating that the project exceeded the target by about seven percent (Table 12).

The major contributions of the project to the empowerment of women to benefit from security sector legislative, policy and institutional reforms are in terms of other achievements exemplified by the following: (i) The Acts of the target security institutions i.e., Armed Forces of Nigeria (AFN), Nigeria Police Force (NPF), and

Nigeria Security and Civil Defense Corps (NSCDC) were reviewed from a gender perspective, and lawmakers in the National Assembly committed to amending security sector laws to be gender responsive. (ii) Some key legislators in the National Assembly commit to sponsor and

Table 12: Effectiveness of Security Sector Legislative, Policy and Institutional Reforms

Output 1.3 Indicator	Endline (2024) (%)	Baseline (%)	LOA Target (%)	Baseline Deviation (%)	LOA Deviation (%)
Number of female personnel in target SSIs trained and mentored on leadership for professional career growth and development in the security sector through project support.	32	0	30	-	6.67

Source: Author's computation using data from UN Women's SSR II Project Final Report, 2024

cosponsor the draft Bills for the amendment of the Armed Forces Nigeria (AFN) Act, NPF Act and Nigeria Security and Civil Defence Corps (NSCDC) Act. This is in addition to commitment by the Senate President, Speaker of the House of Representative and other key Legislators to

support the Bills. Moreover, the NPF, NSCDC, and Nigerian Navy formally approved the integration of the Standard Gender Manual for security sector institutions (SSIs) into the curricular of their respective training institutions, as well as the endorsement of strategies to increase women recruitment, retention, promotion and leadership in SSIs, (iii) The Gender Policy of the NPF was reviewed and

Figure 5

validated by the public and subsequently adopted by the Inspector General of Police (IGP) and other management staff of the institution, (iv) The management and decision-makers of the AFN, NPF, and NSCDC

developed and adopted strategic plans to enhance the operationalization of the gender policy of their respective institutions. This was achieved after training a total of 146 (50 NSCDC, 53 NPF, 43 AFN) senior officers of these institutions on gender mainstreaming, women's rights operationalization of gender policies for inclusive service delivery, (v) A total of 30 trainers from training academies and institutions of the AFN, NPF and NSCDC gained better knowledge of gender mainstreaming for security sector reform and adopted strategic action plans for the integration of gender in the training curricula of their respective institutions and (vi) The heads of these security sector institutions also committed to integrating gender in security sector reform, including the representation of women in strategic and decision-making positions and demonstrated this through several strategic actions undertaken by the institutions, including convening of a gender mainstreaming conference by the Defense Headquarters (DHQ) and official launch of its maiden Gender Magazine; official launch of Sexual and Gender-Based Violence (SGBV) Clubs in schools by NSCDC; and integration of gender mainstreaming in the 2023 annual conference of senior police officers in Nigeria.

3.2 (i) To what extent did the project meet the security needs of women and enhance their rights to protection and security services?

To a reasonable extent, the project met the security needs of women and enhance their rights to protection and security services. The effectiveness of the project in this regard was assessed using four output indicators. One of the indicators is the number of collaborative actions successfully undertaken by women and members of the community-based structures (CSP, MOTs, and WLOs) with SSIs and other stakeholders to address security concerns of women and girls in Adamawa, Borno, and Yobe states. There is no difference between the baseline and endline values of this indicator between the baseline and endline and the project did not meet its end-of-award target. On the positive side, the project overachieved with regard to the other indicators especially in terms of the number of SAPs reviewed and updated in target states to integrate emerging peace and security issues in which case the endline value exceeded the baseline by about 892 percent and the project exceeded its LOA target by about 297 percent. With regard to the number of security concerns of women and girls (including cases of GBV, drug abuse, child and forced marriage) reported and/or resolved in the target states, the results show that the indicator is highest in Adamawa, followed by Borno and Yobe; whereas in respect of the number of WLOs actively engaged and collaborating with CSPs, MOTs and security institutions in community security the highest value is recorded in Borno; followed by the same value for Adamawa and Yobe (Table 13).

Table 13: Effectiveness of Women Empowerment To Enhance Their Rights, Protection And Collaboration With Security Institutions To Address Their Security Needs In A GenderResponsive Manner

Output Area 2 Indicators	Disaggrega te	Endline (2024) Milestone (%)	Baseline (%)	LOA (2024) Target (%)	Baseline Deviation (%)	LOA Deviation (%)
Number of collaborative actions successfully undertaken by women and members of the community-based structures (CSP, MOTs, and WLOs) with SSIs and other stakeholders to address security concerns of women and girls in Adamawa, Borno, and Yobe states		12	12	24	0	-50
Number of security concerns of women and girls (including cases of GBV, drug abuse, child and forced marriage) reported and/or resolved in the target states	Total	119	12	30	892	297
	Borno	19				
	Adamawa	32				
	Yobe	3				
Number of WLOs actively engaged and collaborating with CSPs, MOTs and security institutions in community security	Total	31	20	30	55	3.3
	Borno	13				
	Adamawa	9				
	Yobe	9				
Number of SAPs reviewed and updated in target states to integrate emerging peace and security issues		2	1	2	100	0

Source: Author's computation using data from UN Women's SSR II Project Final Report, 2024

The project engaged a wide range of stakeholders in the three project target states (Bono, Yobe and Adamawa) and successfully gained commitment from them to cooperate with UN Women and partners in addressing security concerns of women and girls, including prevention and response to cases of Gender-Based Violence (GBV).

3.2 (j) To what extent does the project address the needs of individuals and communities in a gender-responsive and inclusive manner?

The project addressed the needs of individuals and communities in a genderresponsive and inclusive manner across the project locations. The project enhanced the enabling environment to further deepen gender-responsiveness in target security institutions. For example, the second Gender Policy of the Nigeria Police Force (NPF) was officially launched during the Conference on International Association of Women Police in Africa, held in Abuja. This is in addition to the development and adoption of work plans to enhance its operationalization, at all levels. Similarly, the Armed Forces of Nigeria (AFN) and Nigeria Security and Civil Defence Corps

(NSCDC) reviewed and updated the monitoring framework of their gender policies by integrating additional strategies to enhance implementation and attainment of set goals and objectives. Moreover, legislators of the 10th National Assembly and target State Houses of Assembly endorsed the Women Peace and Security (WPS) agenda, including commitments, accountability and legislative frameworks to support the implementation of Nigeria's 3rd National Action Plan (NAP) and State Action Plans (SAPs).

Other results related to meeting the WPS needs of individuals and communities in a gender-responsive and inclusive manner included:

A total of 119 cases related to women's security concerns were identified and actions taken to address them by the Mixed Observers Teams (MOTs), Community Safety Platforms (CSPs), Women-Led Organizations (WLOs), and legal clinics. These actions included prompt referrals and follow-ups and providing free psychosocial and legal support to survivors of SGBV.

Expansion of sensitization efforts across the BAY states, with 415 community members trained on SGBV prevention and access to justice, further enhancing community awareness and support mechanisms. The trained community members joined forces with the MOTs as critical mass of community actors addressing security concerns of women and girls.

A total of 20 women-led organizations (WLOs) enhanced their skills in resource mobilization, strategic advocacy, and SGBV prevention, ultimately strengthening their capacity to serve as critical actors in community safety and security. The WLOs developed fundable proposals that enabled them to access funding (NGN10 million) for the implementation of SGBV Prevention and Response projects across the three target states.

The project also facilitated the successful reactivation of the HeForShe Network in Borno, Adamawa, and Yobe states, mobilizing men and boys as allies in the fight for gender equality and women's empowerment. Additionally, the governments of the three states provided office spaces in target areas for the establishment of Women Empowerment and Safe Centres, which are currently being equipped with support from the project. The Centres will provide suitable and sustainable platforms for psychosocial support, legal services, and ICT skills training for women and girls. This will further promote gender equality, access to holistic services for SGBV survivors, and economic empowerment by the MOTs.

The project played a vital role in the development and validation of State Action Plans (SAPs) on Women, Peace, and Security in Borno and Yobe states, ensuring broad ownership and commitment among stakeholders.

Establishment and capacity building of State Action Plan Implementation committees in Borno, Yobe and Adamawa States to support the monitoring, coordination, implementation and reporting of the SAPs. The SAP Implementation Committee is chaired by State Ministry of Women Affairs, and comprised stakeholders drawn from other Government MDAs, Security Agencies, CSOs, WLOs and Gender Advocates.

The participants (MOTs and CSPs) indicated that they could have performed better but for the lack of resources which limited case management and related interventions. The need for women to be empowered was suggested by the MOTs and CSPs as a way of addressing further maltreatment by men and strengthening their ability to finance the education of their

children. The effectiveness of these interventions fell below expectations in some respects, judging by the specified performance indicators. The assessment of the project's effectiveness in meeting the WPS needs of individuals and communities in a gender-responsive and inclusive manner, as mentioned above, was based on four indicators outlined in the project's results framework.

The indicators were:

Number of collaborative actions jointly undertaken by the different SSIs to promote gender-responsive initiatives/operations. Number of quarterly planning/review meetings of the Women, Peace and Security

Sector Reference Group held,

Number of individuals from target SSIs, CSOs and MDAs participating in the WPSSRG meetings and

Number of strategic actions to address the security concerns of women and girls implemented by WLOs and communitybased structures (CSPs and MOT) with support from the Women Peace and Security Reference Group (Table 14). Whereas the project met its LOA targets and exceeded them in some aspects, endline values of some indicators fell below the baseline deviating negatively by about 33 percent in the case of number of collaborative actions jointly undertaken by the different SSIs to promote gender-responsive initiatives/operations and 50 percent in the case of number of quarterly planning/review

Table 14: Effectiveness of interventions to improve SSI coordination mechanisms to address security needs of individuals and communities in a gender-responsive and inclusive manner

Output Area 3 Indicators	Disaggregate	Endline (2024) (%)	Baseline (%)	LOA Target (%)	Baseline Deviation (%)	LOA Deviation (%)
Number of collaborative actions jointly undertaken by the different SSIs to promote gender-responsive initiatives/operations		8	12	8	-33	0
Number of quarterly planning/review meetings of the Women, Peace and Security Sector Reference Group held		4	8	2	-50	100
Number of individuals from target SSIs, CSOs and MDAs participating in the WPSSRG meetings		40	30	35	33	14
Number of strategic actions to address the security concerns of women and girls implemented by community-based structures (WLOs, CSPs and MOT) with support from the Women Peace and Security Reference Group	Total	12	0	9		33
	Borno	4				
	Adamawa	4				
	Yobe	4				

Source: Author's computation using data from UN Women's SSR II Project Final Report, 2024 meetings of the Women, Peace and Security Sector Reference Group held (Table 14).

In sum, although the achievements substantially covered the three outcome areas, the outputs delivered varied and some milestones were not reached within the expected life of the project especially in respect of some outputs associated with the three outcome areas - (outputs 1.3, 2.2, 3.1 and 3.2). For example, with regard to output 1.3, some interventions related to the

enhancement of women in security sector institutions including gender desk officers to perform leadership roles including strategic decision making were implemented after the project's life of award (LOA). Continuation of implementation well after the LOA (even though there was no specific mention of officially granted no-cost-extension) was due to external and internal challenges which are considered in details in the next section (see Findings 3.3.2).

3.3 Efficiency Overall Rating

The assessment of how efficiently the SSR II project has performed was based on fundamentals of efficiency relating to project evaluation: (a) extent to which the human, financial and logistical resources applied to deliver project outcomes were adequate, appropriate and efficiently utilized, (b) extent to which the resources (financial, human, technical support, etc.) were allocated strategically to achieve the project outcomes, (c) extent to which the implementation of the project was cost effective, (d) extent to which the outputs were delivered in a timely manner, (e) extent to which the project's monitoring mechanisms put in place were effective for

measuring and informing management of project performance and progress towards targets as well as the extent to which the monitoring data were objectively used for management action and decision-making, (f) extent to which the project utilized existing local capacities of duty bearers and rights holders to achieve its outcomes, (g) extent to which potential risks were addressed during the design and implementation of the project and how risk management helped to achieve the objectives of the project, and (h) key opportunities and challenges in the operational context of the project.

3.3 (a) To what extent were human, financial and logistical resources applied to delivering project outcomes adequate, appropriate and efficiently utilized?

With regard to output 3.1 and 3.2 some quarterly meetings of the WPSSRG could not be held beyond the first quarter in 2024. Collaborative engagements between the WPSSRG and MOTs were therefore limited. Such engagements were also less effective in Adamawa state (where

3.3 Efficiency

Overall Rating



3.3 (a) To what extent were human, financial and logistical resources applied to delivering project outcomes adequate, appropriate and efficiently utilized? What measures have been taken during planning and implementation to ensure that

the MOT in one of the 2 newly added LGAs could not be well established) than the two other target states of Borno and Yobe. In the same vein, enhancement of the capacities of the community-based structures and collaboration among them as intended (output 2.2) would be less effective in Adamawa than the other target states. As noted earlier, the evaluator found that instead of the 10 members expected for MOTs in Numan LGA, only one member was finally enlisted. The member had to join the Yola North LGA MOTs for their monthly meetings and other activities; implying that MOT in Numan was actually non-existent. Clearly all the activities expected to be performed by the MOT in Numan as was the case in other LGAs were missed out. It would have been possible to improve the effectiveness of project performance in this area if monitoring actions have been taken and timely so and the results used take decisions about the need to revisit the difficulties in establishing the MOT in the case of Numan LGA in Adamawa state.

The human, financial and logistical resources applied to delivering project outcomes seemed to be adequate and appropriate at the design (budgetary) level. During implementation, however, adequacy and appropriateness of resources varied by category of resources. With regard to human resources, the right complements of staff were available to handle project management, analysis (technical and cross-cutting components), monitoring and evaluation and finance. As regards financial resources, the unexpected pattern of release led to slippages in achieving milestones suggesting the unlikelihood of appropriateness at some stages during the implementation of the project. Some of the right holders regarded the mode of financing their interventions as inappropriate due to its incompatibility with their financial capacity and experience. This is evidenced by the following views expressed in Yobe state.

"As baby NGOs we are not supposed to implement project before reimbursement because we have limited resources. Next time they should give us the grant before we implement the project not after. Under phase I of this project, the grant was given before we implemented our projects and also the money was far more than what we got in phase II. In phase I the money was five million naira per NGO and we covered more LGAs; whereas in SSR II it was only N500,000 and the number of LGAs we could cover was far less" **[FGD WLO Damaturu, Yobe State].**

The evaluator found that the timing of some activities was not as appropriate as expected and this made the achievement of the objectives quite tedious. For example the completion of the activity which sought to enhance the operationalization of gender policies adopted by AFN, NPF and NSCDC through strategic advocacy, capacity building trainings and technical support to the management and staff of these institutions and relevant line Ministries (including Defence Headquarters, Ministry of Police Affairs, Police Service Commission and Ministry of Interior) turned out to be quite challenging because it took place in 2024 two months to the end of the year. The implementers of the activity have this to say about inappropriateness of timing:

"The timing of activities was really challenging, being at the end of the year, that entailed closing down activities across different MDAs that were expected to participate. It was really difficult finding suitable free days within that period to conduct some of the activities. Some

of the activities had to be lumped together because of the time constraints. The period also coincided with an international programme - the 16 days of activism against gender-based violence, which involved the participation of the gender focal persons of the security agencies.... Our training participants were busy attending the activities associated with the international programme going on at the same time. It was difficult for us to negotiate for their presence or to harmonize the two programmes" **[KII with Consultants/Facilitators]**

“Although some participants were invited from outside Abuja from different formations and units of the security agencies, sensitization and advocacy for the gender policies were largely limited to formations and units based in Abuja because of the constraints of time. Additionally, mobilization of support and the meeting of extended stakeholders (Nigerian Bureau of Statistics; National Human Rights Commission; Ministry of Finance and others) had to be shifted to 7th January 2025, a date outside the scope of the contract, because of the limitation of time” [KII with Consultants/Facilitators].

When eventually undertaken the activities were found to be successful and the success could partly be attributed to the determination, flexibility, and logistic supports of the UN Women.

3.3 (b) To what extent were resources (financial, human, technical support, etc.) allocated strategically to achieve the project outcomes?

The human, financial and logistical resources applied to delivering project outcomes seemed to be adequate and appropriate at the design (budgetary) level. During implementation, the unexpected pattern of fund release suggests that financial resources were unlikely to be adequate and appropriate (at particular periods) and unlikely to have been efficiently utilized (Table 15).

Table 15: Allocation of Project’s Financial Resources

Outcome Areas	Budget (USD)		Expenditure (USD)		Total Financial Resources (USD)	
	June-Dec (2023)	Jan-Dec (2024)	June-Dec (2023)	Jan-Dec (2024)	Total Budget	Total Expenditure
Outcome 1 Sub-Total [A]	198,846	180,815	52,745	302,718	379,661	355,463
Proportion of Total (%)	24.76	13.99	47.44	29.33	18.12	28.95
Output 1.1	34,475	4,540	11,705.6	45,723.97	39,015	57,429.57
Output 1.2	164,371	75,360	41,039.82	219,747.78	239,731	260,787.60
Output 1.3		100,915		37,246.01	100,915	37,246.01
Outcome 2 Sub-Total [B]	76,345	253,746	2,534	60,436	330,092	62,970
Proportion of Total (%)	9.51	19.64	1.29	5.86	15.75	5.13
Output 2.1	43,500	182,256	2,533.96	45,599.99	225,756	48,133.95
Output 2.2	32,845	71,490		14,835.56	104,336	14,835.56
Outcome 3 Sub-Total [C]	73,660	209,760	4,174	57,351	283,420	61,525
Proportion of Total (%)	9.17	16.23	2.14	5.56	13.55	5.01
Output 3.1		125,080		16,380.89	125,080	16,380.89
Output 3.2	73,660	84,680	4,174.17	40,969.79	158,340	45,143.96
Total activities costs A+B+C	348,851	644,321	59,454	420,504	993,443	479,958

Proportion of Total (%)	43.44	49.86	30.41	40.74	47.41	39.10
Other Implementation Costs						
Project Mgt Cost*	387,303	540,318	136,030.56	563,981.84	927,621	700,012.40
Proportion of Total (%)	48.23	41.81	69.69	54.64	44.27	57.02
Others (Support Cost)	66,837	107,565		47,675.75	174,402	47,675.75
Proportion of Total (%)	8.32	8.32		4.62	8.32	3.88
Grand Total	802,991	1,292,204	195,484	1,032,162	2,095,466	1,227,646

Source: Interim financial statement for the periods ending December 2023 & December 2024.

Note: Partner Advances & committed funds (POs) (June-Dec, 2023 = \$585,694.42), (Jan-Dec, 2024 = \$736,226.71)

Advances to Partners - represents advances paid to implementing partners, but where financial reports are not yet received and therefore expenses are yet to be recorded. Committed funds - represents purchase orders entered into, but where goods or services have not been delivered or rendered by the end of the reporting period.

*Staff, Communication, M&E, Equipment and Logistics cost

3.3 (c) To what extent was the implementation of the project costeffective? Could the project outcomes have been achieved at a lower cost? Could the activities and outputs have been delivered with fewer resources without reducing their quality and quantity?

The implementation of the project was costeffective. It is unlikely that the activities and outputs could have been delivered with fewer resources without reducing their quality and quantity. The responsible partners (RPs) used their facilities for many of their activities (training workshops, quarterly meetings etc.) rather than hotels. Facilities of member institutions (e.g. NFS, DHQ) were used for the quarterly meetings of the WPSSRG while the NCS and NPF provided facilities for hosting the Annual Forums. The UN Women was also costconscious in the use of local consultants to implement the project especially in choosing facilitators/consultants to deliver capacity building activities. In this connection, individual consultants were preferred to corporate consultants, because the former cost less than the latter. These are cost-saving measures in support of the efficiency of the project.

3.3 (d) To what extent were the outputs delivered in a timely manner?

The extent to which the project's outputs were delivered on a timely manner was limited. The project encountered delays from time to time at the implementation stage right from inception to the end of the project. According to the IPs, the major reasons for untimeliness of output delivery can be summarized as follow.

"We experienced delay in funding our activities. In particular, for three months – March, April and May 2024 no fund was release. In the case of Adamawa, there was communication gap among stakeholders. They changed a Director and the Director that came as a replacement had no idea of what had happened under the project. We had to restart and reintroduce the project around October – November, 2024. There was also the inability to access the project locations in Mafa and Konduga in Borno state and in Yobe state, Tarmuwa and Gullani could not be accessed due to security challenges, almost throughout the duration of the project" [KII with representatives of NILDS].

3.3 (e) To what extent were the project'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? The project made efforts to put in place monitoring mechanisms for measuring and informing management of project performance and progress towards targets.

It developed a MEAL plan which formed the basis for quarterly review of progress when they met with partners. The progress reviews were guided by performance indicators, specified targets and gaps in expected results. Nonetheless, evidence suggests that the effectiveness and extent to which the monitoring data were objectively used for management action and decision-making was limited. Three instances that reflected this limitation were: (i) the inability of the project to minimize implementation delays (ii) inability to resolve the lingering problems in Adamawa state where MOTs platform could not be established in Numan LGA, and (iii) inability to resolve issues relating to payments of stipends to project participants which remained outstanding several months after the end of the project [see *Findings 3.3.2*]. Besides, far more activities than expected remained outstanding at the end of the project (December 31st, 2024). Although the achievements substantially covered the three outcome areas, the outputs delivered varied and some milestones were not reached within the expected life of the project especially in respect of some outputs associated with the three outcome areas - (outputs 1.3, 2.2, 3.1 and 3.2). For example, with regard to output 1.3, some interventions related to the enhancement of women in security sector institutions including gender desk officers to perform leadership roles including strategic decision making were implemented after the project's life of award (LOA); and while implementation continued, there seems to be no official scheduling of the period of no-cost-extension to the extent that many ongoing activities as at the time of evaluation mission to project locations (March, 2025), have no precise end time.

3.3 (f) To what extent did the project utilize existing local capacities of duty bearers and rights holders to achieve its outcomes?

To a large extent, the project utilized the existing local capacities of duty bearers (FMWA, SSIs and state-level MDAs) and rights holders (WLOs, MOTs, CSPs) to achieve desired results. The project strengthened the capacities of both dutybearers (MDAs and SSIs) and right holders (WLOs, MOTs and CSPs) to enable them to be able to engage in activities that led to the achievement of intended results. For instance, the MDAs (federal and subnational) participated in the Annual Forum of women in security sector and capacity building activities on GBV prevention and response, as well as other security concerns of women and girls in target states. At the federal level, the project supported the Federal Ministry of Women Affairs (FMWA) to implement activities which enhanced inter-agency collaboration and coordination among security sector institutions for gender responsiveness in operational procedures through the Women Peace and Security Sector Reference Group (WPSSRG). The Forum was used for advocacy and stimulated action for increased gender mainstreaming and provided avenue for networking among female officers in the security sector institutions (SSIs) and their oversight MDAs such as the Ministry of interior, police service commission, ministry of policy affairs, and ministry of defence. Moreover, the project provided technical support to federal and state level ministries of women affairs and strengthened the capacity of State Action Plan (SAP) implementation committees.

Additionally, the project strengthened the capacities of the SSIs to better perform their duties through activities such as: (i) Capacity building training on gender mainstreaming and UNSCR 1325 for security personnel and institutions to enhance the implementation of gender policies and operational procedures, (ii) Capacity building for women in security sector institutions to enable them to perform leadership roles including strategic decision making, (iii) Strengthening the activities of the WPSSRG through interagency collaboration and coordination among security sector institutions for gender responsiveness in operational procedures, and (iv) Awareness creation about security concerns and needs of women and girls, including gender-based violence among personnel of security sector institutions.

As regards the right holders, the project strengthened their capacities through grant funding especially to WLOs to engage in awareness creation and capacity building in the target states. Specifically, the CSPs and MOTs were trained to mobilize relevant organizations to handle issues relating to safety, GBV, drug abuse and peace building. In Yola North LGA for example the CSP engaged in awareness creation in secondary schools on violence mitigation (covering four schools), community sensitization (covering Wurojabe, Logere, Kila quarter, Bature, Doubeli, Jambutu Motor Park communities) and media campaign (with periodic appearances on NAS FM and Usaku FM from December 2023 to December 14th, 2024). Detailing the extent of involvement in local capacity building efforts in Adamawa state under the project, a CSP member explained as follows.

In Borno state, project implementation witnessed participants at the grassroots level, especially the involvement of Ward Heads in sensitisation activities. According to one WLO that recounted its experience:

"We used our own grant from the project to organize a sensitization and capacity building activity in collaboration with the Bulamas in November 2024. It focused on GBV, drug abuse and women empowerment in Shuwari I and Wulari wards. The activity planned for 50 participants attracted more than 100 attendees. We lectured the women not to be idle; and some of them later started selling groundnut. We identified 2 survivors of GBV and we empowered them with N50,000 each as capital; and they are now doing well" [WLO FGD participant in Maiduguri, Borno State]

3.3 (g) To what extent were potential risks addressed during the design and implementation of the project? How has risk management helped to achieve the objectives of the project?

To a large extent potential risks were addressed during the design and implementation of the project. However, the extent to which risk management helped to

"In December 2024 we got N500,000 to implement community awareness and sensitization project with one week duration. We organized a one-day workshop focusing on traditional rulers, clergies and imams at Logere Ward. After that we proceeded to the radio with stakeholders to have a discussion on prevention of GBV and drug abuse" [CSP FGD participant in Yola, Adamawa]

achieve the objectives of the project seems to be limited. A number of the risks identified (volatile security situation, policy uptake and robust implementation of gender mainstreaming within target security institutions to move towards a gender-responsive service) were germane and were not unexpected in the implementation of a project of this nature on account of the experience gained from Phase I. If effective risk mitigation measures and

innovative management approaches had been applied to other equally expected risks, a number of the operational challenges encountered by the project and which affected prompt delivery of outputs, would have been minimized. Specifically, whereas the project prioritized management of security risks to project personnel, risks relating to procurement, delays in implementation at federal and subnational levels, and risks that might arise due to lack of cooperation by project participants or key actors seem not to have been effectively addressed at the design and implementation stages.

3.3 (h) What were the key opportunities and challenges in the operational context of the project?

Implementation of the project witnessed both opportunities and challenges. Whereas the former relates more to the federal level the latter is in the form of both external and internal challenges which cut across jurisdictions, project locations and operations. The findings of the evaluator in this regard are highlighted in what follows.

3.3.1 Opportunities

The inception of the project in 2023 coincided with the time when Nigeria was preparing for the third national action plan (NAP) on WPS. Indeed, as at 2023, the 3rd NAP development process had fully commenced and was finalized in 2024.

3.3.2 External Challenges

Preliminary findings during the NAP development process provided an opportunity for the SSR project to address emerging WPS issues in target states. Additionally, the NAP and the UN Women’s experience of SSR I provided the opportunity to contribute to the development of Nigeria’s 3rd National Action Plan (NAP) on women, peace and security (WPS). The experience of the UN Women and the responsible partners for the project informed the strategies and operational framework for the NAP, including its localization in the northeast region and other parts of the country.

Moreover, the successes achieved in enhancing gender responsiveness in the security sector served as a guide in defining strategies on pillars of the NAP that relate directly to the security sector institutions. Thus, the implementation of the project itself is an opportunity to leverage on the NAP to ensure that the good practices articulated under the plan can be applied at the state level during the implementation of the SSR II project. The development of Nigeria’s 3rd National Action Plan (NAP) on

WPS supported by Norway was complemented by the SSR II project for greater impact and effective localization in project target states and beyond.

The project encountered both external as well as internal and internal challenges as highlighted in Table 16.

Table 16: Challenges Encountered by the SSR II Project

S/N	EXTERNAL CHALLENGES	OPERATIONAL AND INTERNAL CHALLENGES
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1	Restricted implementation due to security challenges in project locations	Slow pace of onboarding RPs
2	Limited M&E activities due to security challenges	Delay in delivering some outputs due to late release of funds.
3	Change in government following the general elections and inauguration of new administration delayed project for about 3 months – paused the project for 3 months in 2024 and	Some inadequacies in using the gender training manual for the SSR II project [see 3.3.3 (c)]

	caused implementation delay of about 6 months altogether with regard to some interventions.	
4	Bureaucratic Hurdles and Limited Institutional Capacities of Government Partners	Difficulty in getting members of NASS to participate in meetings to discuss the Bills for the amendment of the Armed Forces Nigeria (AFN) Act, NPF Act and Nigeria Security and Civil Defence Corps (NSCDC) Act, get sponsors for the Bills and to provide feedback on next steps in the legislative reform process that will lead to the passage of the Bills. [see 3.3.3 (e)]
5	Exchange rate depreciations necessitating adjustments for cost escalations	Delayed payment of stipends to some participants (e.g. in Yobe State)
6	Procurement challenges due to difficulty in sourcing reliable vendors	Communication gap on account of change in MDA representation in project interventions (e.g. Adamawa)
7		(g) Socio-cultural barriers – (i) prevention of women, by the men, from attending community dialogue sessions, (ii) request for financial incentives by community members and inability of the NGOs to fulfill such requests, (iii) inability of community mobilizers to work freely in some communities due to lack of proper identification and (iv) case abandonment by the SGBV complainants in order to maintain confidentiality and for fear of reprisal attacks by perpetrators.

3.3.2 External Challenges

3.3.2.1 Security challenges

The project experienced start-up delays due to security concerns and the ongoing conflict in Nigeria, as well as the transition of a new government, following the conduct of a general election in the first quarter of 2023. While further advances in the fight against terrorists in the northeast part of the country led to thousands of internally displaced persons being able

to return to their communities, the situation in the rest of the nation became increasingly dire due to banditry, kidnapping, farmerherder conflict, interethnic conflicts along with more terrorist expansion, illegal oil bunkering gangs and violent separatist movement. The volatile security situation in Nigeria, including the three target states in the Northeast region, remained a major challenge to project implementation. This created some level of insecurity and sometimes delayed the implementation of project activities within scheduled timeframe. For example, CSP members from Konduga and Mafa LGAs hardly attended monthly meetings because of the security challenges. The implementation of the final phase of the project also experienced some delays due to increasing security concerns including attacks on civilian infrastructure, abduction, armed robbery and kidnapping for ransom in target areas and the #EndBadGovernance protests which occurred in August 2024.

Moreover, various states of Nigeria, especially in the north, experienced flash floods resulting in the destruction of lives, farmlands and property. Severe flooding in Maiduguri Borno State resulted in at least 30 deaths and displaced 414,000 people, according to the National Emergency Management Agency. Officials fear that the number of displaced individuals could reach one million, as the flooding is the worst in 30 years. These posed serious security concern for the IDPs and host populations in various parts of the country, including Borno, Adamawa and Yobe states. The UN Women and partners constantly reviewed the risk and mitigation strategy for the project, including security support and advisory from security agencies and the United Nations Department of Safety and Security (UNDSS). A stakeholder narrated the challenging experience as follows.

3.3.2.2 Inauguration of new administration

The president appointed Ministers who were sworn in on 21st August 2023. The Security Service Chiefs in the Armed Forces were appointed on 19th June 2023 and subsequently confirmed by the Senate. The new Inspector General of Police was confirmed by the Police Council on 31st October 2023. The Commandant General of NSCDC was retained. As soon as the full complement of leadership of SSIs was achieved the UN Women and partners conducted a series of advocacy and consultative meetings with relevant government officials and the new heads of

“The inability to access the locations in Mafa and Konduga in Borno was a challenge. Also Tarmuwa and Gullani in Yobe state could not be accessed due to security challenges. Almost throughout the duration of the project there was security challenge” [KII with representative of NILDS, Abuja]

To mitigate this, UN Women received regular security advisory from the UNDSS and together with partners employed regular joint security assessments and programmatic decisions, including utilizing alternative travel routes to ensure the continuity of implementation and the safety of both staff and project beneficiaries.

the aforementioned security agencies on the SSR II project. This resulted in gaining full support and cooperation required to implement the project and achieve set goals and objectives. Unexpectedly, however, the review of the project at the level of FMWA identified some design issues about WPS and economic empowerment which should be taken into consideration. This alone paused the project for about three months in 2024. On the whole the project encountered approximately up to sixmonths delay until a new Minister Iman Suleiman was appointed late in 2024.

State bureaucracies and the limited capacities of Federal and State Ministries of Women Affairs posed challenges and slowed down project implementation. To mitigate these issues, the project team conducted regular follow-ups and provided continuous technical support alongside capacity-building training for key partners in MDAs at the federal level and state ministries of women affairs. In particular the low level of understanding of the results-based management (RBM) approach was a challenge necessitating repeated capacity building. Capacity gaps were rampant not only in project management but also in terms of reporting (more on this shortly) also noticed among IPs. UN women organized retreat in Keffi Nasarawa state to train the relevant stakeholders (Directors and PS, PWAN, NDC, NILDS) during the first quarter of 2024. The training workshops included

3.3.2.3 Bureaucratic Hurdles and Limited Institutional Capacities of Government

Partners

areas such as financial reporting and procedures, results-based management of projects, monitoring and evaluation, and communication and visibility. This approach strengthened the capacity of both state and federal partners, enabling them to better support project implementation and achieve its objectives.

3.3.2.4 Currency fluctuation

Naira depreciation caused instability in market prices which led to cost escalation. In response, procurement agreements had to be amended and adjustments made where there was shortfall. Partners had to manage some funds in instances where projects had to be adjusted to bring cost down to fit available funds. Sometimes bidding processes had to be repeated due to unavailability of reliable vendors.

3.3.3 Internal Challenges

The project witnessed operational constraints and bottlenecks at the level of implementing agency, implementing partners and collaborative partners across the target states. The key constraints are as follows.

(a) Slow pace of onboarding of responsible partners

Getting the project responsible partners on board and getting them fully registered by UN Women took a while. The process of selecting partners who were to implement some components of the project was a bit slow on account of due diligence requirements (technical capacity assessment, personnel adequacy and capability, financial management etc.). This caused a slight delay in the initial disbursement of funds. Of course delay in onboarding of partners cascaded into slippages in disbursing the first tranche which was carried over to subsequent stages of disbursement. Partners who were unable to pre-finance their activities had to wait until the project released funds.

(b) Delay in delivering some outputs due to late release of funds

The last tranche of project funds which was to be received around September/October 2024 was not received until January 2025. This affected work plans and timelines and disrupted the flow of delivery of project outputs. For example, the gender focal officers training which was scheduled to take place in during the first week of December 2024 had to be shifted to February 2025.

(c) Gaps in the gender training manual used for the SSR II project

The gender training manual used for the project could not adequately cope with the identified issues to be resolved during SSR II. Some core modules relating to leadership and mentoring (which SSR II sought to strengthen) were absent while some areas relating to communication and resistance were inadequate and they need to be updated.

(d) Communication gap among government stakeholders and RPs The change of a Director who served as a focal person in Adamawa state was not communicated to key RPs. Also there was no proper handing over to the successor who came in and did not know anything about the project. When the RPs later got to know about this gap the project had to be re-introduced a couple of months (around October – November, 2024) to the end of the project.

(e) Difficulty in getting members of NASS to participate

The project engaged consultants to work on the draft amendment bills for the review of the laws of the SSIs in 2023, and in 2024 engagement with NASS commenced especially, to get sponsors for the bills. Direct participation in the engagement activities was difficult due to their busy schedules and inability of the aides representing them to cope with the demands of the amendments. They also went on recess a number of times; further delaying the amendment process. It was not until October/November, 2024 that the bills were presented to the House of Representatives. NASS members were again on recess from February to April, 2025. Efforts would have to be intensified to finalize the Bills before it is too late.

(f) Delay in the release of project funds

Apart from the initial delay in the release of funds in 2023 as noted earlier, implementation delays also occurred in 2024 especially for 3 months (March, April and May) leading to a purse in project activities. Several activities remained outstanding at the official end date of the project in December 2024.

(g) Delayed payment of stipends to some participants

(i) A member of the CSP in Yobe State complained during the FGD that the November and December 2024 monthly allowances amounting to N30,000 were not paid. According to one of the platform leaders:

(ii) There was outstanding payment of the monthly allowances for two months – November and December, 2023 in the case of 9 members (Damaturu = 5; Gujba = 4) of the MOT in Yobe state. As at the time (March 13th, 2025) when the FGD was being conducted the payment remained outstanding. According to one of the MOT leaders:

“We complained to PWAN in December 2023 through all the focal persons. When another focal person resumed in September 2024 we also repeated the complaint. PWAN requested the account details and account statement of those concerned. The documents were submitted and they kept saying they were working on them. There is no solution till the end of the project in December 2024”[FGD MOT Damaturu/Tarmuwa LGAs Yobe State].

“He reported to the CSP secretary who reported to the focal person here in Damaturu at that time. He was asked to forward the account details and bank statement. This was sent on January 20th, 2025 to chairman of CSP for onward transmission to PWAN. Since January no response. In addition the allowance of N10,000 for the capacity building training in December 2024 which was the last training at Seedar’s Hall in Damaturu was not paid. Again he reported to CSP who reported to focal person. He was asked to forward the account details and account statement to PWAN. He forwarded on January 20th, 2025. PWAN responded on February 2nd, 2025 that the document should be rescanned because it was not clear. A resubmission was made on February 3rd. 2025. To date (March 14th, 2025), however, the payment remains outstanding” [FGD CSP Gujba/Gulani LGAs of Yobe State]

(h) Socio-cultural barriers at community level

The project encountered a number of cultural barriers which limited the effects of the dialogues at the community level. They included: (i) prevention of women, by the men, from attending community dialogue sessions, (ii) request for financial incentives by community members and inability of the NGOs to fulfill such requests, (iii) inability of community mobilizers to work freely in some communities due to lack of proper identification and (iv) case abandonment by the SGBV complainants in order to maintain confidentiality. This is a manifestation of the culture of silence by the survivors of rape cases in particular for fear of stigmatization.

(i) Fear of reprisal attack by SGBV and SEA perpetrators

Sometimes investigation of cases were truncated because informants at the community reneged on their readiness to supply necessary information for fear of revenge by the perpetrators. This accounts for the low level of case reporting still being observed in some communities in Borno, Adamawa and Yobe states. According to a respondent in Adamawa State:

"People demand for money when we go for sensitization and we do not have the money. The safety of those who report cases was also a major concern. It has not been possible to find solution to how the informant will be protected from counter attack by the perpetrators" [FGD WLO Yola, Adamawa State].

(j) Noncompliance with reporting schedule by responsible partners

Financial reporting by responsible partners often missed agreed quarterly schedules such that retirement of advances by partners sometimes took up to five months before completion. This was rampant in the case of up to 50 percent of the IPs impacting negatively on the delivery of project outputs. The fundamental cause of such delays was the weak capacity of some partners who were engaged based on their involvement in SSR I rather than on the basis of a competitive selection process. With changes in personnel in such partner agencies, the level of competence demonstrated when they participated in SSR I could not be achieved in SSR II. The UN Women had to embark on emergency training to upgrade the skill and competence of the staff of such agencies and to improve on their reporting performance [see section 3.3.2.3].

In sum, the stakeholders were partly unsatisfied with the efficiency of the project scoring it an overall rating of C on account of the challenges experienced. This perception is a manifestation of actions by different stakeholders right from selection of responsible partners to onboarding and all through the period of implementation.

The assumption that partners who took part in SSR I would necessarily demonstrate a satisfactory level of performance and bringing them on board without subjecting them to a competitive selection process did not work well for this project. The low level of efficiency corroborates the findings in respect of the strategic allocation of resources, untimeliness of output delivery, delays and partners discouragement about fund release and weak relationship building with stakeholders at the federal level. The delays witnessed soon after project inception should not have been insurmountable or allowed to limit the effectiveness and efficiency of the project in the way it turned out to be. The change in government in particular which was identified as part of the sources of delay is what the responsible parties have been witnessing over the years and it is expected that previous experience should have been brought to bear on the implementation of the SSR II project.

Additionally, the evaluator found that early in the life of the project UN Women initiated high-stake high-level involvement of stakeholders and got the Government of Nigeria and other stakeholders to validate the project and commit to fully supporting its implementation at all levels. If such validation could not guarantee the minimization of delays it implies that improvement is required in the tools applied and the category of participants involved [see Findings 3.3.2.2]. Besides, given the fact that the SSR II project was not new and was indeed validated by the government and other stakeholders at national level and the three target states [Findings 3.1a], the dissatisfaction of the MDAs with delays in signing MOUs is not expected. The project's inability to accommodate interventions within the scheduled implementation plan, partly due to difficulty of securing the commitment of government, appears to be somewhat counterintuitive. The essence of initial consultation and validation by the government is to avoid all these and since they did not seem to work as expected, a new consultation and validation approach would framework [see Table 5, Findings 3.2 (a)].

The evaluator found that the project's interventions have led to changes that are identifiable and measurable. The project increased awareness and enhanced capacity of stakeholders especially community-based structures and target beneficiaries with regard to the security concerns and needs of women and girls, including Gender-Based Violence (GBV) in Borno, Adamawa and Yobe states. Specific examples of such changes include the following.

- (i) Contributed towards peaceful coexistence between host communities and internally displaced persons (IDPs) through (a) engagement activities of CSPs to promote social cohesion and resolution of conflicts in Numan LGA, (b) collaboration between CSPs and MOTs to reduce cases of violence against girls and women harassment in all target LGAs of Borno, Adamawa and Yobe states, (c) CSP awareness creation interventions with repentant Boko Haram members and conflict resolution activities between soldiers and communities in Jere and Konduga LGAs of Borno
- be required in future design of similar projects.

3.4 Impact

Overall Rating



In examining the impact in this performance evaluation, the focus is not on establishing causality between the interventions and the outcomes. Instead, it is about understanding the implementation performance in terms of achieving the life of award (LOA) targets and the project's orientation towards attaining the expected outcomes in the medium- to long-term. Whereas the former is measured by the percentage change between the actual endline evaluation values of the outcome indicators and the LOA target, the latter is measured by the percentage change between the endline evaluation values of the indicators and the baseline values. A positive change in the outcome indicators over the period indicates that the project is on the right track to make the desired impact in accordance with the theory of change. Thus, the effect is assessed by computing and analysing the percentage changes in respect of the identified indicators relating to the three project outcome areas highlighted in the results State. According to CSP participants in these LGAs:

"We had engagements with repentant Boko Haram members. There are many of them in our area and we resolved conflicts for them. There was a time conflict started between the repentant Boko Haram members and community people. The repentant Boko Haram members who are also part of the local security teams wanted to shoot gun, but with the intervention of the CSP, tradition leaders and religious

leaders, not a single soul was lost nor any injury sustained. We resolved the conflict amicably” [FGD Jere-Konduga LGAs, Borno State]

(ii) CSPs in Numan LGA influenced ward councilors and commissioners for education and women affairs to pay attention to the development of girls schools and this resulted in the provision of 1000 school uniforms.

(iii) Rampant rape has reduced because of sensitization and awareness raising. This fact is corroborated as follows by FGD participants in Yobe and Borno states.

“I can testify to this because I worked in the CID section here in Damaturu. When this project was not there I often received about 2 or 3 cases of rape in a month but it has reduced. Last year (2024) we treated not more than 5 cases of rape in the whole year unlike before”.....case reporting has also increased due to better rapport between MOT and community members. We shared our telephone contacts with them for case reporting. Before they did not know the right channels for reporting; but with this project they know they can report to Bulamas and MOT members who can refer cases to other INGOs for handling e.g. Care International and Save the Children..... For instance, a woman was reported to be trafficking in children and in the process she left two of her own children with her mother and moved to another state. The mother was maltreating those children (no food, no education etc.) and the case was reported to the MOT. We called the woman from Benue State and ensured she was reunited with her children – she left with the children to her new abode in Benue state. We even contributed money to pay for their transport”. [FGD MOT Gujba/Gulani LGAs, Yobe State]

According to WLO FGD participant:

“The project gave me a grant N500,000 to implement a capacity building activity on strengthening understanding and response to GBV cases in November, 2024 for 24 stakeholders in Munadelti and Musari communities in Jere LGA. A pre-test was carried out to assess their initial knowledge and post-test was done to assess knowledge gained. They gained more knowledge and better understanding. They also developed strategy or communitybased mechanism to handle GBV cases. I visited the community on February 28, 2025 and was told a story of a septuagenarian who planned to have a wedding with a 14-year-old girl but later abandoned the plan following persuasion against it by the community leaders” [Participant at the WLO FGD in Maiduguri, Borno State]

(iv) Female participation in military activities and assignments has increased.
According to a respondent from the AFN:

“Knowledge about gender-responsiveness has improved and based on this knowledge we always say include a particular percentage of women in any activity we carry out. If you are doing something and you don't put women there it is like you are not doing it well. Even in areas where you cannot dream about women participation, changes have occurred. Before now we used to refer to the young girls that help in offices as “tea girls”. But a fallout of the 2024 conference was that the DHQ sent signals to the three branches of the armed forces (Army, Air Force and Navy) directing them to change their designation from tea girls to office assistants. Now there is increased inclusivity with greater respect for gender reform; with better understanding and acceptance of the need for women's participation” [KII with DHQ representative, NDC, Abuja].

3.4 (b) What were the unintended effects, if any, of the project intervention?

There was no evidence of any negative effects of the project on the four cross cutting issues: gender, human rights, climate and the environment and corruption. Rather the evaluator found positive unintended effects relating to gender and human rights arising from the interaction between one of the implementing partners (NILDS) and SSIs. Examples are: (i) request for support in August 2024 by NSCDC in the implementation of their training programme on GBV in secondary schools and ministries of education at federal and state. The assignment which was to provide training to secondary schools on GBV was at the design stage as at March 2025, (ii) request by Nigerian Correctional Service (NCS) for NILDS to develop a gender strategy for them from October to December, 2024 and (c) request by the Forum for African Women Educationist (FAWE) for NILDS to assist them in the review of the Maputo Protocol on Women and Girls right to participate in politics, Girl Child Right to participate in education and the elimination of discrimination against women. The assignment was to last from November 2024 to March, 2025.

3.4 (c) What evidence exists that the project has delivered longer-term results as compared to other projects from processes through to benefits?

There is evidence that the project has delivered longer-term results as compared to other projects from processes through to benefits. For example, SSIs have integrated gender mainstreaming into their training curricula. The fact is also corroborated by other activities at the state level based on the following revelations from Borno state.

"We have done many things in terms of sensitization, awareness creation on GBV, awareness on drug abuse, sensitization on VAPP Act which was assented to by the Borno State Governor, as well as child protection law which was assented to in 2022, we are creating awareness on the laws.....we created awareness to women on how to take care of their children and families. We also did awareness creation on fire disaster at Muna IDP camp in Mafa LGA. After that we have some security challenges (phone snatching, kidnapping, conflict between youth from various locations), which we reported to securities agencies to take necessary action.....we reported to traditional leaders and referred a rape case to the police hospital as part of the investigations. The security agencies went there and did investigation. Such cases have now reduced drastically"[FGD CSP MMC/Mafa LGAs, Borno State]

"During the flood disaster last year, a lot of children were traumatized, we counselled them and reunited them with their families. The children were referred to Borno State Orphanage home. Also, there was a case of physical abuse from Mafa LGA by Army officer the case was reported to a CSP member from Mafa LGA, it was reported to district head (Hakimi) of Mafa and immediately necessary actions were taken leading to amicable resolution of the conflict by the Commanding Officer (CO); and the perpetrator was immediately transferred.....We have done sensitization and awareness creation on GBV and drug abuse (Marijuana Tramadol, Ghum). We referred GBV cases (5-6 cases such as rape, neglect of children, child abuse) to appropriate organization like Ministry of Women Affairs and Social Development and Sexual Assault Centre (SAC), for appropriate action. Because of the sensitization. the issue of violence against person have reduced. After the sensitization some of the participants said that the sensitization has impacted their lives positively, some have even confessed that they have stopped drug abuse as at from today, because it affect them negatively and economically" [FGD CSP MMC/Mafa LGAs, Borno State]

3.4 (d) To what extent has the project contributed to changes in security sector legislations, policies and operational guidelines?

The project has contributed to changes in security sector legislations, policies and operational guidelines to a large extent based on documentary evidence and findings of the evaluator's analysis of the relevant outcome indicator which is the percentage of SSI personnel reporting improved implementation of gender policies and operational guidelines as a result of the project's interventions. The indicator has a positive deviation of 299 percent based on the comparison between the baseline and endline values, and a positive deviation of 122 percent based on the comparison between the endline and LOA targets (Table 17). These overachievements indicate that the project contributed to changes in security sector legislations, policies and operational guidelines to a large extent.

Moreover, documentary evidence reveals that an Assistant Inspector-General of Police (AIG) disclosed that laws discriminating against women in the Nigeria Police Force have been deleted as part of the efforts to promote gender inclusion. For example, unmarried policewomen are no longer dismissed for getting pregnant in active service. According to her:

"That Section 127 and any section of the Police

*Act and regulation that has gender discrimination have been expunged, looking at the Police Act of 2020 and the police reform that is currently going on. The Inspector General of Police (IGP) has just last year (2024) launched the Nigeria Police Gender Policy just to make sure that there is complete eradication of any form of gender discrimination. I can tell you that the Nigeria Police has come of age, and the IGP is intentional about inclusivity and making sure that the Nigeria Police is an equal opportunity institution"*³.

Table 17: Impact of Security Sector Legislative, Policy and Institutional Reforms

Outcome Area 1 Indicator	Endline (2024) milestone (%)	Baseline (%)	LOA Target (%)	Baseline Deviation (%)	LOA Deviation (%)
Percent of SSI personnel reporting improved implementation of gender policies and operational guidelines as a result of project intervention	66.7	16.7	30	299	122

Source: Author's computation using data from SSR II 2024 Annual Report

These positive results relate directly to the outputs delivered by the project. As highlighted earlier, legislators and policymakers have increased awareness of the importance of addressing gender inequality and marginalization of women's and girls' rights in security sector laws, policies, and institutions. More importantly, the Gender Policy of the Nigeria Police Force (2nd version) was officially launched, and platform for exchange of best practices, learnings and networking among female police officers in Nigeria and Africa created, thus enhanced national and continental partnership for genderresponsiveness, at all levels. **[see Findings**

3.2 (b)]

³ <https://dailypost.ng/2025/03/12/law-sackingunmarried-pregnant-policewomen-expunged-aig/>

Other findings that corroborate the project's contribution to changes in security sector legislations, policies and operational guidelines are: (i) Graduation of Nigeria's first women cadet from the Royal Military Academy in Sandhurst UK, 2024 due to a more gender-sensitive recruitment effort in the security sector, (ii) Emergence of female pilots in Nigeria Navy and Customs in 2024, (iii) Appointment of first Force Female Secretary in 2024 (for some months) who was succeeded by another woman in 2024 after her retirement, (iv) Increase in the number of female commandant at the state level in NSCDC from one before the project to 4 (Ogun Benue, Kogi and Bauchi) after the project, and (v) Designation of NSCDC Commandant General as He4She Awardee

to promote participation and representation of women at the strategic level.

3.4 (e) To what extent has the project contributed to changes in women's rights to protection justice and security services?

The evaluator addressed this question using available quantitative and qualitative data. The basis for answering this question using quantitative data is the evaluator's analysis of the relevant outcome indicators – (i) Percent change in women's perception and confidence in security sector institutions to protect them in the target community, (ii) Number of personnel from MDAs, security and criminal justice institutions with improved knowledge on GBV and other protection concerns of women and girls and (iii) Number of community women and men with improved knowledge on women's rights to protection and other security services.

A comparison of endline and LOA target values for the number of personnel from MDAs, security and criminal justice institutions with improved knowledge on GBV and other protection concerns of women and girls shows that the indicator has a positive deviation of 77 percent implying that the project contributed substantially to the increase in the number of personnel from MDAs, security and criminal justice institutions with improved knowledge on GBV and other protection concerns of women and girls.

The percent change in women's perception and confidence in security sector institutions to protect them in the target community has a positive deviation of 125 percent based on the comparison between the baseline and endline values, and a positive deviation of 60 percent based on the comparison between the endline and LOA targets, implying that the project contributed substantially to the increase in the number of community women and men with improved knowledge on women's rights to protection and other security services.

In the same vein, the number of community women and men with improved knowledge on women's rights to protection and other security services, has a positive deviation of 321 percent based on the comparison between the baseline and endline values, and a positive deviation of 111 percent based on the comparison between the endline and LOA targets (Table 18).

Table 18: Impact of project's interventions on women empowerment and protection and collaboration with SSIs to address women's security needs in a gender-responsive manner

Outcome Area 2 Indicators	Endline (2024) (%)	Baseline (%)	LOA Target (%)	Baseline Deviation (%)	LOA Deviation (%)
Percent change in women's perception and confidence in security sector institutions to protect them in the target community.	80.1	35.5	50	125	60
Number of personnel from MDAs, security and criminal justice institutions with improved knowledge on GBV and other protection concerns of women and girls	53	0	30		77
Number of community women and men with improved knowledge on women's rights to protection and other security services	842	200	400	321	111

Source: Author's computation using data from SSR II 2024 Annual Report

These overachievements indicate that the project made substantial contribution to the increase in the number of community women and men with improved knowledge on women's rights to protection and other security services. The results from the use of indicators are complemented by the qualitative data obtained at the state level. In Yola North LGA of Adamawa state people's knowledge about reporting of GBV cases has increased and the culture of silence has been changed due to the sensitization activities of the CSP in collaboration with the MOT. According to FGD conducted in Yola, participants were of the opinion that people do not keep mute in the face of the rising intensity of GBV and SEA. In Yobe state, referral pathways have been clearly mapped out and people have been sensitized to speak out against all forms of GBV.

According to FGD participants in Damaturu:

"In March 2024, we did sensitization in Nasarawa area of Damaturu after the IWD celebration and a woman complained that her daughter was raped way back in 2014 by 2 men. She gave birth to a child but died later. The MOT chairperson referred the case to Zaure Sulhu at the Emir's Palace in Damaturu. The child (girl) was later re-united with the father (perpetrator). Also in June 2024, there was the case of a boy in JSS III, whose father divorced the mother. The father was always maltreating the boy beating him and denying him of food and education. The father planned to take him to the Almajiri system. The matter was reported to the MOT and efforts were made to ensure that the boy returned to school" **[FGD MOT Damaturu/Tarmuwa LGAs Yobe State]**

In Yobe state, participants highlighted the effects of their activities as follows. "Women can voice out issues of concern to them and they have better knowledge of where to report cases especially through the use of telephone to contact MOT members directly. MOT conducted legal clinics through collaboration with FIDA who explained VAPP law to them and women in the communities. Thus, women have better knowledge of their rights e.g. rights of inheritance to their husbands' properties. They also have better knowledge that their husbands have no

rights to beat them anyhow since these amounts to physical assault which is frowned at by the law. Due to counselling, divorce cases reduced; child abuse has also reduced e.g there was reduction in street hawking, forced marriage and early marriage, especially in Damaturu and Gujba" **[FGD MOT Damaturu/Tarmuwa, Yobe state]**

In Borno state, it was revealed that:

"MOT identified cases and make referrals to police, NAPTIP or NHRC or Nalewa Centre, and NSCDC. A girl was impregnated age 13 they convicted the culprit". **[FGD MOT MMC/Mafa LGAs, Borno State]**

The types of cases identified in Borno and the other target states included: early marriage/neglect of minors, trafficking of minors, spousal abandonment and desertion, domestic violence, female genital mutilation (FGM), defilement, suicide attempts, spread of viral disease (HIV) and drug abuse. The project made efforts to provide justice to survivors through mediation, counselling, referrals (for psychosocial and legal support services) and litigation.

Apart from ensuring justice for survivors, respondents were of the opinion that the communities would be more peaceful and better secured if skill acquisition opportunities are provided for victims/survivors and continuing education provided for out-of-school adolescents especially primary school leavers.

3.5 Sustainability

Overall Rating

The evaluator based the assessment of sustainability on six important factors. They were: (a) the likelihood that the benefits from the project will be maintained for a reasonably long period of time upon project completion, (b) extent to which the requirements of national ownership were satisfied and extent to which national institution demonstrated leadership commitment and technical capacity to continue to work with the project or replicate it, (c) innovations created (if any) and how they can be up-scaled, (d) extent to which relevant national stakeholders and actors were included in project implementation and policy advocacy, (e) extent to which the capacity of national partners, both technical and operational, has been strengthened, and (f) extent to which the capacities of duty-bearers and rights-holders have been strengthened.



3.5 (a) What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time upon project completion?

There is the likelihood that the benefits from the project will be maintained for a reasonably long period of time upon project completion based on the following facts: (i) The reviewed Gender Policy Documents are “living” documents, (ii) The gender audit is to be done as a prelude to the policy review every four years; and this is a form of in-built sustainability mechanism and (iii) The Annual Forum on WPS has been ongoing and will continue annually. With the support of the UN Women the WPSSRG (cochaired by FMWA and DHQ) hosted the first Annual Forum while the second was supported by the UN Women, British High Commission and the FMWA.

The third was anchored by the FMWA leading the mobilization of resources. To sustain forum members have decided that it would be hosted on rotational basis among the SSIs (e.g. 2023 by the NPF while 2024 was by NIS). The 2024 Annual Forum was partly sponsored by the UN women (who was responsible for the production of the magazine) and the AFN who was responsible for other items. In 2022 the FMWA was able to host the quarterly meetings without external support. Hopefully with increased political will the activities can be sustained.

At the state level the activities of the MOTs and CSPs have already gained ground at the target communities with the involvement of the Traditional Rulers and Community Leaders. For as long as the governance structure remains, it is reasonable to expect that the sustainability of the activities is guaranteed. Besides, the stakeholders have the optimism that their activities will extend far beyond the life of the project as corroborated by their opinions expressed as follows.

“We are still doing our monthly financial contributions. Since Phase I of the project till now it has not collapsed and we are still standing. We have met two times this year despite the fact that Phase II ended in December 2024” However, we need more funding for expansion to reach other LGAs and to enable us support efforts aimed at addressing security issues at the community level. We also need more capacity building to have better understanding of how we can work at the community level, localization of our operation, better understanding of security and safety issues, and learning experiences in other states such Kaduna, Niger, Adamawa and Yobe. Since they came here in October 2023 from Adamawa and Yobe, let us go there too for learning purposes”. **[FGD MOT Jere/Konduga LGAs, Borno State]**

Additionally, the TOT approach adopted as part of the delivery of capacity building under the project is likely to enhance sustainability. According to one WLO participant in Yobe state:

“A one-day training for teachers was conducted (2 teachers from 5 schools) on GBV so they can step down to the students and other teachers. We went back for evaluation by asking the students what they have gained and found that they have better understanding of GBV issues. We introduced GBV clubs for the 5 schools. The guidance and counselling unit which were nonfunctional were reopened. We selected female G & C officers to handle the units” **[Participant WLO FGD in Damaturu, Yobe State]**

Other indications that the benefits can be long-lasting are: (i) The amendment bills for the AFN, NPF and NSCDC which when passed will be the key instrument to drive the sustainability of the benefits accrued from this project, (ii) Introduction of online training by NDC for promotion and other training needs of the SSIs, (iii) Approval by the NPF and NSCDC of the integration of the standard training manual developed under this project into the police

training curriculum. The NDC conducted TOT workshops to train the trainers in the academies of these institutions to effectively integrate the manual.

3.5 (b) To what extent were requirements of national ownership satisfied? How did national institutions, MDAs and CSOs demonstrate leadership commitment and technical capacity to continue to work with the project or replicate it?

The project satisfied the requirements of national ownership and was well supported by national and local institutions. The institutions, including government and civil society, demonstrated leadership commitment and technical capacity to continue to work with the project and to replicate it to the extent that resources permit. The establishment of the SAP Implementation, Monitoring, and Reporting Committees in Borno and Yobe states is a testament to the sustainable impact of the project, ensuring that these frameworks will be effectively implemented, monitored and reported, at all levels. The demonstration of ownership is found to be widespread across

“There is evidence of full ownership by the government and other stakeholders. Traditional rulers, religious leaders and community members demonstrate ownership. The IGP endorsed the MOTs. All heads of the SSI endorsed the MOTs. There is institutional backing for the establishment and operations. After the phase 1 the community-based structures were operating even before the phase 2 was designed and implemented. Consistently, gender mainstreaming conference is being held by the Defence Headquarters led by the Chief of Defence Staff from 2023 to date (2025). He has also made it an Annual Event. They reviewed progress and rewards associated with gender mainstreaming. They upgraded the Gender Desk Unit at the Defence Headquarters to a Directorate. They are not relying on donors to organize the conference” [KII with representative of the PMU].

the various categories of stakeholders. According to a respondent:

3.5 (c) Which innovations were created (if any) and how can they be up-scaled?

The establishment of community-based structures - Mixed Observers Team (MOT) and Community Safety Platform (CSP) was a major innovation of the project. They were established in Adamawa State and strengthened in Borno and Yobe states where they were part of the design and implementation of SSR Phase I). The MOT is an all-female membership structure that provided joint security through communitysecurity interventions, strengthen

women's roles in security and safety provision, enhance trust and sensitize women and broader communities on SGBV/SEA prevention and response and attended to all women's security concerns.

The CSP was formed to promote community safety and secure the environment, improve good relationship within the community, increase awareness and sensitization about GBV and security issues. and carry out mediation, reconciliation and referral. Members were drawn from senior community members, traditional rulers, religious leaders, SEMA, Community police, NPF, NSCDC, NHRC, CJTF, NURTW Road safety, MoWA. It was used as a platform where senior representatives of local agencies, civil society, organizations or local stakeholders and community representatives come together with a shared responsibility to tackle community security issues. It served as a multi-sector, gender-inclusive, community-based mechanism for documenting, considering and referring security and protection, related cases and concerns.

These community-based structures developed and implemented strategic work plans that addressed security concerns of women and girls, including SGBV. This was carried out by way of strategic advocacy, public sensitization campaigns and the establishment of legal clinics for free services in the three states. The pro bono legal clinic which was absent in SSR Phase I was introduced in SSR Phase II as an innovative approach of implementing a gender-responsive access to justice. It was not possible to undertake prosecution in SSR I due to inadequate staff in partner agencies (NHRC). Under SSR II two lawyers were engaged in each of the target states to provide legal services pro bono at the community level; and this led to the successful prosecution of two cases.

The achievements of the MOT in addressing the security concerns of women and girls in Borno and Yobe states has attracted interest from development partners. For example, with support from the UK Government, PWAN has successfully established the MOT in Kaduna and Niger states, and by March 2025 efforts were being made to replicate it other states of the federation and Abuja, FCT.

3.5 (d) To what extent were relevant national stakeholders and actors included in project implementation and policy advocacy?

To a large extent relevant national stakeholders and actors were included in project implementation and policy advocacy. The president appointed Ministers who were sworn in on 21st August

2023. The Security Service Chiefs in the Armed Forces were appointed on 19th June 2023 and subsequently confirmed by the Senate. The President also appointed a new Inspector General of Police; who was confirmed by the Police Council on 31st October 2023. The Commandant General of NSCDC was retained. To this end, UN Women and partners conducted a series of advocacy and consultative meetings with relevant government officials and the new heads of the aforementioned security agencies to intimate them with the implementation of the SSR II project. This resulted in gaining full support and cooperation required to implement the project and achieve set goals and objectives. Additionally, the FMWA together with UN Women paid advocacy visit to the IGP in 2023 prior to the hosting of the Fourth Annual Forum. Part of their request was the hosting of the event by the NPF; and this was positively considered. The UN Women together with partners (NILDS, NDC and FMWA) also participated in advocacy visits to the National Assembly to discuss relevant legislative reforms related to the SSIs in accordance with the provisions of the UNSCR 1325.

3.5 (e) What capacity of national partners, both technical and operational, has been strengthened?

The project developed the technical capacities of IPs, WLOs, MOTs and CSPs to a large extent. This involved training workshops for the IPs on RBM with a view to improving reporting of results, data presentation and disaggregation especially in the areas of gender equality and women empowerment [see Findings 3.2 (d)].

3.5 (f) To what extent have the capacities of duty-bearers and rights-holders have been strengthened?

To a large extent the project strengthened the capacities of duty-bearers and rightsholders across the project areas. This aspect of the project's output was widely recognized by the stakeholders a major driver of sustainability. According to a respondent:

"This project is already sustainable. The project developed community structures to handle GBV cases at project end. The community members who were always very shy have come closer to us to discuss their issues intimately. They built our capacity in working with SSIs on GBV and we now refer cases to GBV helpdesk and report at police station in Maiduguri with stakeholders when necessary especially in the case of rape. Now we need economic empowerment for the women. I am talking with FAO about home garden. We are also looking into basic clinic facilities at the level of communities" **[FGD Participant, WLO Maiduguri, Borno State]**

3.5 (g) To what extent did the partners possess the financial capacity to maintain the benefits from the project?

The partners do not seem to have the financial capacity to maintain the benefits from the project. According to respondents from Adamawa and Borno States:

"On our own we cannot do better. In rural places we don't have the capacity to reach them. People are beginning to appreciate the work we are doing. We need donors to partner with CSP to run the project. So we suggest that if need be the programme should continue. We need means of identification to carry out our functions without hindrance. They should also increase the stipend because of the economy" **[FGD CSP Numan LGA, Adamawa State]**.

"There are many things we need to do. We need to create a medical clinic in the communities. They are returnees to the communities at the headquarters of the LGA so GBV cases are rampant. More sensitization is still required about the role of tradition and religion as they relate to beating of wives etc. We are also looking into agriculture-based interventions for youths male and female, especially in the areas of goat farming, poultry and fish farming which do not require entering into the bush" **[FGD WLO Maiduguri, Borno State]**.

3.6 Coherence



Overall Rating

The key elements of the evaluation of coherence were fivefold: (a) extent to which the SSR II project was coherent with similar interventions implemented for promoting women's protection and participation in Nigeria's peace and security agenda, (b) extent to which the SSR II project was coherent internally in UN Women and within the UN System in Nigeria, (c) extent to which the project was coherent with wider donor policy, (d) extent to which the project was coherent with international obligations for women's human rights, other human rights conventions and other international frameworks for gender equality and the empowerment of women and (e) extent to which the project built synergies with other projects being implemented at the country level with the United Nations and the Government of Nigeria

3.6 (a) To what extent is the SSR II project coherent with similar interventions implemented for promoting women's protection and participation in the country's peace and security agenda?

To a large extent, the project is coherent with similar interventions implemented for promoting women's protection and

participation in the country's peace and security agenda. This is evident in the internal consistency in the introduction of similar interventions across the target states. For example the project linked the WLOs with the community-based structures in each of the target states (Borno, Adamawa and Yobe states) to promote women protection and participation within the context of women peace and security.

In sum, there is the likelihood that the benefits of the project will be long-lasting. The sustainability of the project is enhanced by the participation of stakeholders in the conceptualization and implementation of the project and the innovative approaches which actively involved community-based structures in achieving project objectives. Moreover, the strengthening of the capacities of both duty-bearers and right holders in addition to the legislative reforms embarked upon under the project will go a long way to enhance gender-responsive security sector operations in the target states.

Views from FGD in Yobe state clearly substantiate this fact:

"PWAN linked us with MOTs and CSPs to work holistically and synergistically. PWAN sponsored 1 WLO, 2 CSP and 2 MOT members with the PWAN focal person, to visit Maiduguri for a 2-day workshop on how to work together to implement the interventions and the way forward in order to achieve project objectives. This is a form of experience sharing" [Participant at WLO FGD in Damaturu, Yobe State]

3.6 (b) To what extent was the project coherent internally in UN Women and within the UN System in Nigeria?

To a large extent, the project was internally coherent in UN Women and within the UN Systems in Nigeria. It is Phase II of a project which was first implemented in 2019. The final evaluation of Phase I provided strong justification for continuation leading to the design and commencement of Phase II in 2023. In addition to the synergetic operations of the WLOs, MOTs and CSPs, the evaluator found that there was also closer collaboration among the WLOs than was the case before the project. Examples of such collaboration especially in Yobe State were: (i) Monthly meetings, (ii) Joint awareness raising – especially in some Damaturu communities such as Malumtari, Nainawa, Abbari, Maduri, Gwange and Ajari, (iii) Advocacy visits to schools to talk about GBV, bullying, sensitization on channels of reporting GBV cases such as the provision of telephone numbers and social media details to facilitate direct contact and suggestion boxes for anonymous reporting; and (iv) Cross-referral of cases among WLOs based on their areas of expertise. In Adamawa State, the WLOs also embarked on joint awareness creation in Yankore community and Jambutu Ward in Yola North LGA which was followed by media advocacy on GBV on NAS Radio in October 2024.

The implementing partners – FMWA, PWAN, NILDS, NDC – offered necessary support to each other when necessary throughout the period of implementation. For example, FMWA received support from relevant IPs (especially NDC) in mobilizing participants for the Annual Forum and in sensitizing MOTs for its activities. Additionally, UN Women strengthened its partnership and coordination mandate with other UN agencies (UNDP, UNODC and Office of the UN Resident Coordinator) supporting security sector institutions in Nigeria, particularly the police reform process. Periodic meetings were held, and specific areas of synergy identified, including complementary support for the review of the Police Gender Policy and the Police Act and Regulations. The Police Service Commission and Ministry of Police Affairs were also engaged as strategic partners to support this process.

Nonetheless, beyond the identification of synergic areas, synergistic support at operational level left much to be desired. The evaluator found that analysis of coherence of the project within the UN System shows different results based on the available information from a UN agency that was implementing a somewhat similar project at about the same time the SSR II project was being implemented. The UNDP's project on "Supporting Police Accountability and Transformation" (June 2024 to December 2025) lends itself to the analysis of coherence in terms of mutual gains that can be derived through complementarity and effective communication between sister agencies.

The expectation of UNDP was that UN Women's participation (when contacted) in the efforts to review police regulations, and develop a two-year strategy for the police service commission would have been helpful based on the latter's knowledge of security sector reforms and experience in addressing the historical issue of discrimination against women

which the New Police Act is trying to correct. Such participation would also have been an opportunity for UN Women to address the emerging views on the Gender Policy that has been developed and the conversation coming up in respect of the New Police Act. It would also have been an opportunity for better alignment of issues and strategies by the UNDP at the pre-implementation stage of its project. As it turned out, the expectation was unfulfilled and the opportunities were missed. This provides an important lesson that inadequate coherence is consequential and going forward, action must be taken to minimize the associated costs.

3.6 (c) To what extent is the SSR project coherent with wider donor policy?

To a large extent. UN Women implemented some components of the project and engaged strategic partners to implement other components especially across the project locations in the BAY states. This is an implementation pattern which UN Women has adopted in collaboration with a wide range of donors in the past. Moreover, UN Women sustained strategic partnerships with the National Institute for Legislative and Democratic Studies (NILDS), National Defence College (NDC), Federal Ministry of Women Affairs (FMWA), and Partners West Africa Nigeria (PWAN). Through these collaborations, UN Women implemented advocacy initiatives, capacitybuilding programs, and technical support to drive reforms in security sector legislation, policies, and institutions that promote gender equality, women's participation, and the protection of their rights in a clear demonstration of alignment with the expected collaboration by donors. Specifically with regard to the donor partner, the project was well aligned with German Government's strategy on Preventing Crises, Resolving Conflicts and Building Peace (2023–2025).

3.6 (d) To what extent was the SSR project coherent with international obligations for women's human rights, other human rights conventions and other national and international frameworks for women, peace and security?

Quite apart from UNSCR 1325, the project was also coherent with three additional UNSCRs – Resolutions 1820, 1888, and 1889 – which were adopted to strengthen the priority concerns for women and girls with particular focus on sexual violence prevention, improved leadership on women, peace and security issues, increased engagement of civil society, and more detailed attention and comprehensive approach to gender in post-conflict recovery work including in health, education, employment and other sectors. It was also in alignment with the National Action Plan (NAP) for Women Peace and Security (WPS).

UN Women strengthened partnerships with stakeholders at the national level and in target states to advance gender-responsive security operations, community dialogue, and the broader Women, Peace, and Security (WPS) agenda. The development of Nigeria's 3rd National Action Plan (NAP) on WPS supported by Norway was complemented by the SSR II project for greater impact and effective localization in project target states and beyond. This is in addition to collaborative engagements on the ongoing police reform process with the German Embassy and other embassies in Nigeria, international organizations and UN agencies, including UNDP, UNODC, IOM and office of the Resident Coordinator to drive reforms in security sector legislation, policies, and institutions that promote gender equality, women's participation, and the protection of their rights.

3.6 (e) To what extent did the project build synergies with other projects being implemented at the country level with the United Nations and the

Government of Nigeria

The project built synergies with other projects being implemented at the country level with the United Nations and the Government of Nigeria to a limited extent – limited in terms of the gaps in communication and participation in an ongoing similar project being implemented by a sister agency (UNDP) which could offer opportunities for experience sharing, learning as well as improved design and implementation. The UNDP was implementing a project on “Supporting Police Accountability and Transformation” (June 2024 to December 2025) which involved substantial work on rule of law and human rights which were also key components of the UN Women SSR II project. Before UNDP designed this project a police gender policy has already been approved and UN Women made this available to UNDP; and this was helpful as they leveraged on a couple of areas to strengthen and enrich the design of the gender aspect of their project. To this extent, the evaluator found a positive spirit and good beginning towards building coherence. Going forward, however, the opportunity for mutual benefits seem to have been lost. The two agencies should have considered the ongoing projects at that time as a very strong opportunity for collaboration and should have taken deliberate efforts to build necessary synergy that would have enabled them to derive the mutual benefits. This is very important considering the fact that the two agencies were being funded by the same donor – German government. It is expected that they should have done better on account of coherence as UN agencies to improve their engagements and communication for them to have better design and alignment of interventions in order to achieve bigger success; and this is a lesson worthy of reflecting in the implementation of similar projects in future.

changed the quality of life of women and girls.

3.7 Gender Equality and Human Rights (GHR)

Overall



rating

The assessment of gender equality and human rights was based on gender considerations encapsulated in five evaluation questions: (a) Extent to which gender and human rights considerations were integrated into the project design and implementation, (b) How integration of GHR concerns has advanced the course of peace and security in the project area, (c) Extent to which implementation of the project aligned with human rights and development effectiveness principles (participation, empowerment, inclusion, nondiscrimination, national accountability, transparency), (d) Extent to which gender equality and women's empowerment advanced as a result of the project, and (e) How the project has

3.7 (a) To what extent has gender and human rights considerations been integrated into the project design and implementation?

To a large extent gender and human rights considerations were integrated into the design and implementation of the project. Such integration manifested in various activities including the following. (i) assessment of the gender policy of the SSIs to determine how gender-responsive they were and working with relevant MDAs and committees of the NASS (House Committee on Women Affairs, House Committee on Women in Parliament, Commonwealth & International Committee and Senate Committee on Women Affairs) to see how responsive their Acts were and undertake appropriate reform measures, (ii) identified gaps in the Acts for the SSIs (AFN, NPF, NSCDC) and worked with consultants and lawyers including those from NILDS to prepare amendment bills, (iii) reviewed and validated the proposed bills and get stakeholders to agree with the amendments and identified interested sponsors of the bills to present them for legislative processing at the

National Assembly. As at the end of 2024, the bills have been presented at the House of Representatives while presentation at the Senate was fixed for the first quarter of 2025. Issues addressed in the proposed amendment bills include: (i) involvement of women in decision making, (ii) women's access to leadership positions in the SSIs, (iii) involvement of women in empowerment training, including overseas capacity building opportunities, (iv) implement gender-responsive compliance programme across various aspects of the security sector services in the areas of participation, empowerment, training, posting, recruitment, marital status, discipline and career progression.

The evaluator found that project intervention at the state level was gender sensitive focusing especially on maintaining gender equality in targeting participants selected for capacity building and other activities. In particular, the WLOs who received grant funding to carry out capacity building and sensitization activities under the project often ensured equal gender representation and were always conscious of adopting genderresponsive approaches. According to them:

"The real stakeholders in our communities are women but for the men, we invited them as observers in our sensitization and awareness activities. We are getting into their heart, and gradually making them to see the light and the importance of women in decision making. We also involved children because they often bring information to women at home; so women hear the information first and can know what suggestions to give and decisions to take"[FGD WLOs Maiduguri, Borno State].

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To further examine the genderresponsiveness dimensions of the project the evaluator took a deep dive into some aspects of the operationalization of the gender policy and found that certain policy (granting of maternity leave) which has been hitherto restricted to the female is now being liberalized as part of changes in policy guidelines being implemented at the level of SSIs. This is corroborated by the following views from the KIIs conducted during the evaluation.

"During the operationalization the men realized and understood that gender is not all about women. It is for both male and female. For protection we are not only protecting females, if males are abused they too can come to the office and report. Moreover, paternity leave for example is of benefit to the males and it has been entrenched into NSCDC policy since 2023 which aligns with the gender-responsiveness aspect of the SSR"[KII Participant NSCDC, March 2025].

With regard to human rights, the project has increased awareness through its activities at the target states concerning right to participate in politics and leadership, and women's access to inheritance from husbands in accordance with State VAPP laws especially in Adamawa state.

As we shall see shortly, the emphasis on these human rights concerns did advance the course of WPS in the target states.

3.7 (b) How has attention to and integration of GHR concerns advanced the course of peace and security in the project area?

The attention to integration of GHR concerns advanced the course of peace and security in the project area e.g. in terms of increased women participation in peace building, increased deployment of women where women were never involved, increase presence of women in military operations and increased activity of the Human Rights Desk at DHQ through deployment of females as the need arises. The project activities at the target states involved handling complaints relating to domestic violence, child abuse, child abandonment, rape, etc. The community-based structures (WLOs, MOTs and CSPs) treated cases that could be handled through mediation and reconciliation and referred cases outside their mandates to those who have responsibilities. For example, cases involving child abandonment were referred to NHRC called the parties concerned for mediation and counselling. They thereafter drafted terms of settlement for the parties and then ensure compliance by the parties especially the violator and follow up accordingly - making calls and paying visits. Rape or child abuse cases were referred to Hope Centre where survivors would be treated and evidence obtained for referral to the Police who would prosecute the cases. According to the MOTs that collaborated with the WLOs and CSPs to carry out these activities:

"We also have one-stop-centre in the Women Development Centre controlled by the Ministry of Women Affairs. This is a centre where we keep survivors for some time. We have referred more than 70 cases to this centre. We also have lawyers who visited the National Correction Service (NCS) centre with the help of one of our members who is Deputy Controller to sensitize the female inmates on their human rights and secure bail of 3 out of about 20 of them in March/April 2024. Bail was secured for those with minor offence through the court process" [FGD MOTs Yola, Adamawa State].

Through these activities, stakeholders have better knowledge of their human rights especially in terms of (i) Right to go to court so seek justice, (ii) Right to have access to a lawyer (before arrest and even when you are remanded and even before the court), (iii) Right to have access to their families and (iv) Right to bail. Thus, the project has made substantial contributions to advance the course of peace and security through collaborative efforts to amplify the voice of women and girls, build their capacity to have better knowledge and understanding of their human rights, raise awareness about GBV and SEA and secure justice for victims by way of mediation, reconciliation and litigation.

3.7 (c) To what extent did the implementation of the project align with human rights and development effectiveness principles (participation, empowerment, inclusion, nondiscrimination, national accountability, transparency)?

The project aligned with human rights and development effectiveness principles (participation, empowerment, inclusion, non-discrimination, national accountability, transparency) with the exception of economic empowerment. Although the humanitarian response project implemented by UN Women supported livelihood and economic empowerment opportunities for poor and vulnerable women in project target states, and may be seen as complementary to the SSR II project, the timing of implementation was not simultaneous and the communities involved in the implementation of the SSR II were not

identical. Thus, complementary as the benefits might appear at the state level the beneficiaries of the SSR II, their needs and their locations are different.

3.7 (d) To what extent were gender equality and women's empowerment advanced as a result of this project?

Gender equality and women's empowerment advanced to some extent as a result of this project. This is evident in the changes observed in the SSIs concerning the elimination of gender bias in their policies and other actions being taken to promote gender inclusion. For instance, by mid-April, 2025 (during the course of this evaluation) the Nigerian Air Force announced the induction of its first set of ex-Junior Air Women as Airwomen, marking a transformative chapter in the service's history. According to the Director of Public Relations and Information, Headquarters Nigerian Air Force:

*"In a ground breaking move for gender inclusion, the Nigerian Air Force has officially welcomed its first set of ex-Junior Air Women into its ranks as Airwomen. This historic development comes as the NAF extends its Absorption Policy – initially designed exclusively for graduates of the Air Force Military School, known as ex-Junior Air Men – to include their female counterparts from the Air Force Girls' Military School. The first beneficiaries of this transformative policy are the members of the Air Force Girls' Military School (AFGMS) Class of 2017, who graduated in August 2023. After a rigorous selection process, these young women entered the 2024 NAF recruitment training at NAF Base Kaduna, where they successfully completed their military training. They have now proudly joined the NAF ranks, marking a new chapter in the history of gender equality within the service"*⁴.

This milestone follows a revision of the NAF Absorption Policy, which previously applied solely to male graduates of the Air Force Military School, known as ex-Junior Air Men. The updated policy now includes female graduates from the Air Force Girls' Military School (AFGMS), broadening career prospects for young women aspiring to serve as non-commissioned officers in the NAF. The Chief of the Air Staff described the development as a testament to the Air Force's commitment to empowering young women and ensuring equal opportunities for all. Also gender equality is being enhanced through increased women empowerment and even beyond the Armed Forces to reach out to the wives associations in the AFN – Army, Navy, Airforce. Additionally, more chances are

being given to female personnel in the army's skill acquisition centre as part of empowerment. There is also increased consciousness that every course and training being organized by the AFN must include women as much as possible.

3.7 (e) What was the main value added of the project in changing the quality of life of women and girls?

Some of the project interventions have contributed directly and indirectly to positive changes in the quality of women and girls at the federal level and across the target states. For example, through the activities of the AFN, the military wives associations established skill acquisition centres, and organized vocational training programmes to promote entrepreneurial skills among women. At state level the partners facilitated women's access to safe drinking water and access to medical facilities. According to a respondent at the DHQ:

"Through the military wives associations – defence and police wives association DEPOWA, chaired by the wife of the Chief of Defence Staff, Nigerian Army Officers wives' associations

⁴ <https://punchng.com/gender-inclusion-nafwelcomes-first-female-trainees/>

headed by the wife of the Chief of Army Staff, Naval Officers' wives associations headed by the wife of the Chief of Naval Staff and the Nigerian Air Force Officers' wives association (NAFOWA) headed by the wife of the Chief of Air Staff, skill acquisition centres and vocational training centres have been established to develop the entrepreneurial capacity and business orientation of the women in order to create other sources of income. Members of these associations can reach out to women and girls and wives of the fallen heroes to contribute to their wellbeing. At the AFN, we conduct periodic campaigns against GBV and SEA in educational institutions – nurseries, primary and secondary schools – so we reach out to them from time to time. All these associations were represented at the annual gender conference learning and lending their own voices as stakeholders. The Director and staff of the Education Department of the Ministry of Defence participated in the strategic capacity building training that took place in December 2024 under this project" **[IDI with the representative of the DHQ, Abuja]**.

At the state level, facilitation of access to safe drinking water and access to medical facilities are some of the ways the project have contributed to raising the quality of life of women and girls especially in Borno state. According to a respondent:

"We made referrals to NPF, NSCDC, NHRH, we receive a complaint Ngomari area in Jere that a public borehole has been diverted by household to their houses. Alarmed raised through report to a platform member. We reached out RUWASA who identified the problem and resolved the issue in February/March 2024. We also make a lot of reunification of wife and husband and children and parents in 2 in Konduga LGA and 2 in Maiduguri Elminskin. One in Malshamari area and one in college of Agric along Gamboru Ngala road in Jere. A lady of 19 or 20 wanted to marry a man in Konduga. Mother refused. MOT member reported through MWA we made efforts to meet the mother and mother accepted and the marriage was consummated at last in 2024. We also identified children with HIV one is orphan in Konduga we referred to Kishimi foundation a local NGO and the other one we raised some amount to support her to have access to medical care at UMTH and linked her to other family members because people run away from her due to stigma we refer her to one of her relations. Right from birth. She is recovering. UMTH made efforts to be taking the medication regularly. She was discovered at the age 12 in 2024 and now 13 years" **[FGD MOT Jere/Konduga LGAs, Borno State]**.

"At Shuari and Wulari we created awareness for women how to stay with their husband. And child upbringing and importance of girl-child education. Early marriage was also addressed pointing out the side effects and consequences. And lastly peace-building especially at family levels. we emphasized the need to have peace to be their brother's keeper. We went to Tandari

Remand Home for juvenile and created awareness for SGBV so they don't abuse themselves and enlighten them about criminal offences. We gave them detergents and soaps from MOT themselves. We went to Nalewa Centre - (Sexual Assault Referral Centre - SARC) in Umaru Shehu Hospital in Maiduguri for them to buy our idea. To introduce MOT and seek collaboration and Nalewa is supporting survivors SGBV- psychosocial support, medical assistance so we went there so they can render help. As a result of our activities a woman was elected Chairperson of Jere Local Government in 2024 and then a woman was appointed as Community Head known as Bulama" [FGD MOT MMC/Mafa LGAs, Borno State].

3.8 (a) What proportion of beneficiaries were persons with disabilities?

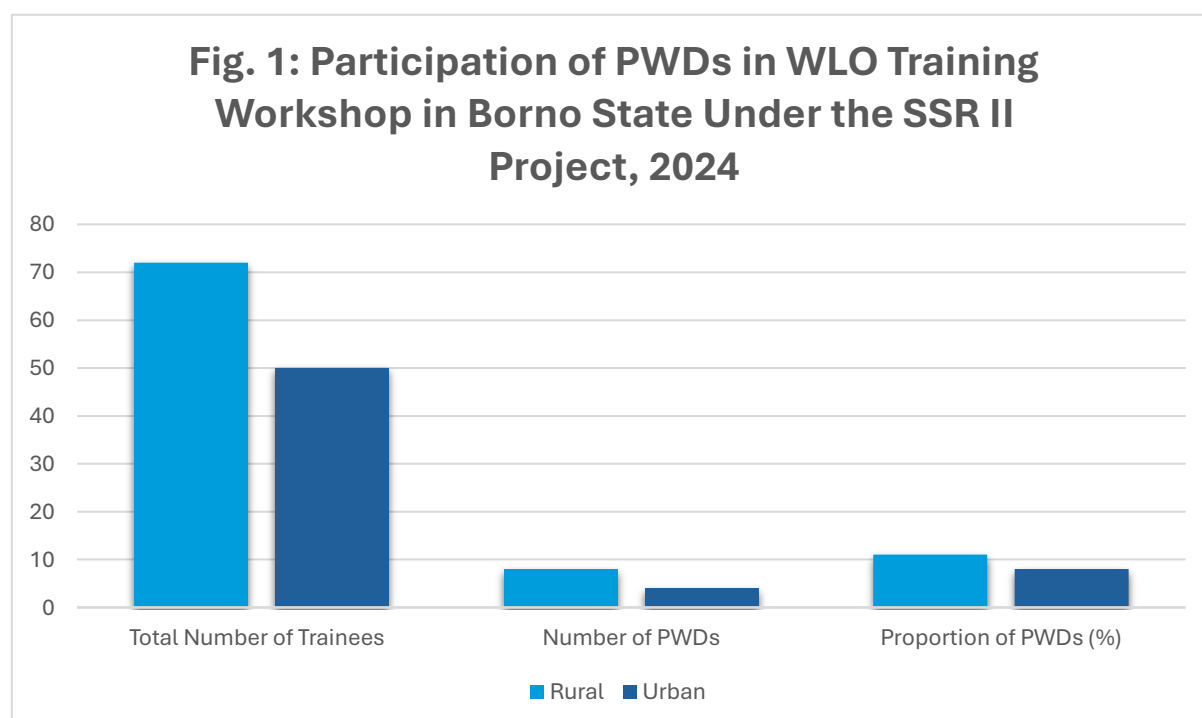
The PWDs participated in the project in terms of attending workshops, conferences, and advocacy at different locations. In the case of SSIs with PWD units across the country, especially NSCDC, efforts were made to involve them in the project sensitization activities. The gender unit also worked in collaboration with the PWD unit in ensuring gender mainstreaming. At the state level, PWDs are members of the

3.8 Disability Inclusion



In assessing disability inclusion, the emphasis is threefold: (a) The proportion of beneficiaries who were persons with disabilities, (b) Extent to which the project align or not with the systematic approach of leaving no one behind (LNOB), and (c) The contribution of the project towards addressing the priorities and changing the quality of life of people with disabilities

community-based structures. In Yobe state,



PWDs were involved in training workshops organized by WLOs on GBV and VAPP Law, with about 10 percent participation. In Borno state, PWDs participated in sensitization activities in rural and urban communities; but in both cases, available data indicate that their proportion is only marginally higher in the urban areas, but in the rural areas, it is even less than the 10 percent recorded in Yobe state (see Figure 1).

3.8 (b) To what extent did the project align or not with the systematic approach of leaving no one behind (LNOB)?

To a reasonable extent, the project aligned with the systematic approach of leaving no one behind. This is by ensuring the inclusion the PWDs as participants in some of the interventions and as members of the community-based structures. At the FMWA the PWD gender desk officer attended all events under the project. In Borno, Adamawa and Yobe States, PWDs are members of CSPs and MOTs and one of them held a leadership position. According to a respondent in Yola:

"The project provided funds for us to sensitize people in the community and made us to understand inclusion of PWDs and that made us to nominate one of the PWDs, who is from a community in Yola North LGA, as Vice Chairperson of the MOT. On Dec 28th, 2024 PWAN in collaboration with the MOT organized a sensitization workshop with 50 PWDs (20M, 30F) explaining to them issues relating to GBV, gender equality and their rights and referral pathways. That same day there was a radio programme to further disseminate the information" [FGD MOT Yola North LGA, Adamawa State].

3.8 (c) How has the project contributed to addressing the priorities and changing the quality of life of people with disabilities?

The project contributed to addressing the priorities and changing the quality of life of people with disability in the following ways: (i) awareness creation on how to respond to emergencies and sensitization on GBV and how it affects PWDs by CSPs especially in Borno state, (ii) provision of assistive devices for PWDs (Adamawa State). In Yobe state, one of the WLOs used its project grant to organize a workshop in celebration of the 16 days of activism on GBV involving PWDs. According to a respondent in Damaturu on this event:

"The celebration involved 50 PWD beneficiaries (35F, 15M). The sensitization event attracted support from the Yobe state government who donated 350 wheel chairs to support the WLO. At the same event, Care International donated 100 dignitary kits (detergents, mosquito nets,

plates, cups, spoons, wrappers, hijabs, buckets, mats, etc.) to support the participants. The UNFPA also donated 30 dignitary kits to support the event" [FGD WLOs Damaturu, Yobe State].

In sum the evaluation involved a deliberate effort to examine the extent of disability inclusion in the project beginning from the methodology where appropriate evaluation questions were provided to the field missions where data were triangulated to search out the PWDs and determine the extent of their inclusion. The inclusion of PWDs appears to be nominal and

incidental rather than a systematic approach of designing their inclusion as key stakeholders and beneficiaries with full participation during implementation. Respondents who witnessed the nominal level of involvement, felt satisfied with what they saw in terms of participation of PWDs and gave the project an overall score of B. This is based mainly on the spread of the observation of disability inclusion cutting across SSIs, MDAs and communities in the target states rather than the limited coverage in terms of grant funding to participate in action plans against GBV and SEA as it was the case with other category of beneficiary organizations.

4. CONCLUSIONS

4.1 Relevance

The project implemented considerable capacity building interventions that bridged knowledge and skill gaps of target participants and ensured that to a large extent the results achieved met the needs of the target beneficiaries.

4.2 Effectiveness

The effectiveness and extent to which the monitoring data were objectively used for management action and decision-making seems to be limited; judging by the difficulty to minimize implementation delays and to resolve lingering problems especially in Adamawa state where MOTs platform could not be established in Numan LGA. Besides, far more activities than expected remained outstanding at the end of the project (December 31st, 2024); and while implementation continued, there was no official scheduling of the period of no-cost extension; to the extent that many ongoing activities as at the time of evaluation mission to project locations (March, 2025), have no precise end time [Findings 3.3 (e)]. Effectiveness was also affected by the strategic allocation of financial resources. It was found that allocation of financial resources was skewed in favour of project management (57.2%) compared to the allocation for funding project interventions (39.1%); thus indicating the likelihood of such allocation having a decreasing effect on the quantitative level of output delivered under the project. Thus, in spite of the overall rating score of B, the project would have achieved better effectiveness score if project interventions' share of the total funds have been higher than had been the case [Findings 3.3 (b)].

4.3 Efficiency

(a) The project encountered multidimensional challenges which accounted for the level of efficiency witnessed during the implementation.

(b) The effects of some of the challenges on implementation efficiency would have been minimal if some of the operational dimensions have been more effectively tackled than had been the case during the implementation of the project

(c) There is a design dimension to the delays encountered by the project that led the lower level of expected results (relating specifically to measuring yardsticks such as timeliness of output delivery, and M&E processes) associated with project efficiency. This has to do with the choice of LGAs and project intervention locations. Consideration of feasibility of

interventions in armed-conflict and post-conflict areas is critical in ensuring proper alignment of the project with the UNSCR 1325, 1820 and 1889.

(d) The challenges encountered by the project were both external and internal, controllable and uncontrollable. The internal and controllable challenges have a more deleterious effect on project performance than the external challenges because the internal risks have been underestimated.. It would have been possible to bring the unexpected effects under control if the project had worked out suitable risk mitigating measures to deal with the internal challenges.

4.4 Impact

(a) The project would have made greater impact if funds were released as and at when due and if outputs had been delivered in a timely fashion.

(b) Apart from the difficulties encountered in the implementation of the project due to delays in fund release which had a limiting effect on impact, the inadequate management of implementation risks seems to be additional impact constraining factor.

4.5 Sustainability

Despite the seemingly encouraging findings in support of the likelihood of the gains of the project to be long-lasting; a number of economic and technical factors are likely to pose considerable risks. They are (i) the lack of financial capacity for prolonged operations expressed by some stakeholders (WLOs, MOTs and CSPs), (ii) the high level of poverty in the project communities which is likely to heighten the vulnerability of women and girls to GBV and SEA and worsen WPS in the target states, (iii) persistent insurgency and (iv) the project's lack of exit strategy [Findings 3.5 (g)]. In particular, unpredictable occurrence of security challenges arising from the activities of organized armed groups (OAGs) can wipe off short-term gains and create needs for further interventions thus

undermining the genuine efforts of recently concluded interventions. These are factors to be prioritized in strengthening the sustainability of similar projects in future.

4.6 Coherence

(a) The design of the project positively influenced its performance in terms of coherence within the results framework and theory of change. The MOTs, CSPs and WLOs worked synergistically to reinforce the achievement of the project objectives.

(b) The degree of coherence within the UN System especially with regard to similar projects being implemented by a sister agency (UNDP) is lower than expected due to inadequate communication and engagement.

4.7 Gender equality and human rights (GHR)

(a) Gender equality and human rights were reflected to a significant extent in the design and implementation of the project. Gender and human rights concerns were also reflected to a large extent in the delivery of project services.

4.8 Disability inclusion

(b) In the design of the project, emphasis was placed on the promotion of gender equality. This was pursued during the implementation by professionally integrating relevant approaches (including the use of men and boys as transformative agents); and this has led to the attainment of tangible results.

(a) The project did not prioritize disability inclusion at both the design and implementation stages as evidenced by the small proportions of PWD beneficiaries.

(b) The limited level of disability inclusion in the project is partly related to a design gap. Better inclusivity would have been achieved if OPD were recognized for inclusion as part of the key target groups in spite of their relevance to human security and vulnerability to GBV, SEA.

5. LESSONS LEARNED

5.1 The lesson and learning from the SSR Phase II project shows that leveraging on previous experience in the design and implementation of development projects is an important success factor. In particular, it corroborates the fact that experience is the best teacher

In this connection, the evaluator found that the evaluation report of the SSR Phase I served as a valuable resource in designing the SSR Phase II. Specifically, the recommendations from the first phase of the project guided UN Women and partners to be more strategic and result-oriented in the second phase, and this contributed to the significant progress made by the project at the inception phase.

5.2 WPS interventions that align with the UNSCR 1325 are more effective in postconflict locations than armed-conflict areas

This is evidenced by the activities of the community-based structures and WLOs that were shifted away from LGAs afflicted

with activities of OAGs and restricted to post-conflict areas where incidents of attacks by OAGs have subsided or stopped completely. For example, in Borno state where the number of LGAs was increased from two during SSR I to 4 in SSR II, project activities were very scanty in Mafa and Konguga LGAs (the new locations) but more pronounced in MMC and Jere LGAs (the SSR I locations) – indeed monthly meetings of MOTs and CSPs were restricted to these two LGAs. In Yobe state where the number of LGAs was also increased from 2 (Damaturu and Gujba) during SSR I to 4 in SSR II, interventions of the MTOs, CSPs and WLOs were quite few in Tarmuwa and Gulani (the additional 2 LGAs) but more pronounced in Damaturu and Gujba (the SSR I locations). In Adamawa state which was covered only under SSR II, the two LGAs (Numan and Yona North LGAs) selected cannot be regarded as armed-conflict LGAs. Activities were carried out in the 2 LGAs as planned especially by the CSPs. As pointed out earlier, the limited activities of MOTs in Numan LGA was not due to its conflict status. Difficulties in reaching the armed-conflict LGAs delayed inception of interventions across the target states and virtually prevented effective monitoring visits for a substantial part of the implementation period. It is important therefore, to build in the locational advantages of intervention areas into the conceptualization and design of similar projects in future [see sections 2.1.2, 3.2(e), 3.3.2]

5.3 Paying attention to the coherence of a project is likely to enhance effectiveness of performance

This lessons is derived from the involvement of agencies as implementing partners in way that aligns with their mission, vision and operational mandates. For example, the engagement of NILDS and NDC as responsible partners for the legislative and security components of the project accelerated project implementation and enhanced the attainment of set goals and objectives within the specified time frame.

On the other hand, when the synergy is weak opportunities are missed as it was the case in the experience between UN Women and UNDP. The lesson is that better results would have been achieved if they have complemented each other especially when the opportunity for reinforcement by leveraging on clearly identifiable expertise in the area of gender policy presented itself. With better communication between the two agencies and the strong relationship with the leadership of the Nigerian Police Force, it would have been possible for the UNDP to have a better articulation of the strategies under their current project to reinforce the gender policy which the UN Women has worked on. This was the closest example in terms of what they could have done better [see Findings 3.6 (b)].

5.4 Investment in knowledge management products during project implementation is a worthwhile venture

This lesson is clearly reflected in the way the SSR II project demonstrated the benefits of leveraging on knowledge management products to enhance the sustainability of some of its capacity building interventions. For example, the evaluator found that the guide on the role of the Nigerian legislature in advancing the WPS agenda, earlier produced by UN Women (2020), with support from Government of Norway, was used as an advocacy and capacity building tool for strategic engagements with law makers during the implementation of the SSR II project in the target states and beyond.

[see lessons learned – second interim report January to June 2024]

5.5 Coordination in project implementation not only strengthens effectiveness of performance but also enhances the relevance of a project in terms of meeting the needs of the target groups.

For example the evaluator, found that close coordination between MOTs and CSPs proved essential for effectively addressing the security concerns of women and girls. This was achieved through the introduction of joint monthly meetings in each target LGA and enhanced collaboration in case management. Additionally, by coordinating relevant stakeholders, it was possible for the SSR II project to develop the State Action Plans (SAPs) in the project locations; ensuring local ownership and the contextualization of the policy framework to meet the specific needs of each state.

[see lessons learned – July to December final report 2024]

5.6 In addressing WPS issues through gender-responsive approaches, better results will be achieved if economic empowerment interventions are integrated.

This derives from the widely revealed evidence during the evaluation indicating that vulnerability of women and girls to GBV and SEA was heightened on account of the high level of economic deprivation in the various communities and the high level of poverty among the women.

5.7 Given the dimensions of legislative and policy reforms enshrined in the SSR II project, engaging only the executive arm of government while giving little or no attention to the legislature is likely to limit the impact of the interventions.

This is borne out of the experience of developing the State Action Plans (SAPs). According to a partner in this sector: “We develop state actions plans on WPS but they will tell you that implementation is limited because we do not get adequate budget provision because the legislature cannot understand the value addition of the policy. But if they support the reform and the idea right from the beginning, they can achieve results from WPS interventions. Cognizant of this fact, we took the law makers from Borno to Kano, Adamawa to Abuja and Yobe to Kaduna for 3 days training on the state action plans and how they can support its implementation through the budget process and oversight. After training they endorse it and the speakers guaranteed that budget will be allocated and oversight will be carried out”.

6.

RECOMMENDATIONS

The gaps to be filled and areas of improvement emerge from various aspects of this evaluation. Drawing from the findings, conclusions, and lessons, this section compiles what the evaluation considers helpful for future project design and implementation regarding women, peace, and security.

The focus is on developing a holistic approach to designing and implementing action plans that effectively respond to UNSCR 1325. Thus, the evaluator considered all the findings relating to all the evaluation questions based on the interactions with the stakeholders in all the project locations (Borno, Adamawa and Yobe states as well as the FCT, Abuja) during the field missions and the documents provided by UN Women for the evaluation highlighting in the process what the project could have done better and other areas of improvement.

Very instructive in this regard were the FGD sessions held with the representatives of the MOTs, CSPs and WLOs (in Maiduguri, Damaturu and Yola) and engagements with UN Women officials, implementing partners and officials of SSIs in Abuja where suggestions were sought regarding how to bridge identified gaps and how to achieve improved performance in the design and implementation of similar projects in future. Additionally, the findings (including stakeholders' perspectives, understanding and suggestions) were professionally reviewed and conclusions drawn.

The evaluator's understanding of the issues and review of the findings was buoyed by his knowledge and experience of GEWE and WPS in the BAY states. Thus, the evaluator articulates the recommendations in this section based on the conclusions, the lessons that emerge, and the triangulation of information with key stakeholders, together with their views, for better project performance.

To ensure that the recommendations are actionable and effectively utilized, the evaluator identifies the potential users and relevant stakeholders who are expected to take necessary actions (see Table 19). Specifically, the evaluator has prioritized key recommendations to be acted upon by the UN Women, MDAs, and SSIs.

Table 19: Recommendations and Level of Prioritisation

S/N	Recommendation	Responsible Agency	Priority
1	Prioritize post-conflict locations in designing future WPS interventions. There should be proper due diligence concerning the choice of project locations, especially about the coverage of armed conflict and post-conflict areas in the target states. This implies that some level of granularity is required to determine the comparative locational advantage of interventions beyond the regional level. This aims to determine the post-conflict areas suitable for delivering interventions in line with UNSCR 1325, 1820, and 1889, considering all their ramifications. This is important to avoid delays associated with project inception, implementation, and timely delivery of outputs. By so doing the efficiency of implementation is apt to improve and the intended outcomes	UN Women	High
	within the life of the project are likely to be achieved with a higher level of satisfaction.		

2	Ensure locational difference in setting up communitybased structures like MOTs and CSPs. From the design of the project, each LGA was to have two key community-based structures – MOTs and CSPs while WLOs headquartered at the state capital are to collaborate with them. The evaluator found that these structures represent an innovative approach to achieve the project objectives. In reality, however, they need not be set up together in each project location due to the following technical and operational reasons: (i) CSP members are community-based by reason of birth, occupation and residence whereas MOTs members are not necessarily in that same community by the same reasons. (ii) The MOTs include personnel of SSIs who are subject to posting to locations outside particular LGAs from time to time, (iii) Some SSIs do not have presence in many communities. (iv) Some conflict afflicted LGAs are not even amenable to or safe for the operations of MOTs. It is for these reasons that members of MOTs in two different LGAs in the target states (Borno, Adamawa and Yobe) ended up restricting their monthly meetings to only one LGA. The pertinent question are: Why was the structure not created in one LGA at the outset? Or why was a suitable LGA nor identified as the second choice if they must be two? It is therefore, recommended that in future or similar projects within the context of WPS and UNSCR 1325, appropriate due diligence must be carried out in a local government of choice as potential project location before a decision is reached as to whether CSP or MOT or both should be set up as part of the structures to achieve project objectives [see Findings 3.2 (a)].	UN Women	High
3	Change the consultation and validation approach to securing participation of the government in future design of similar project from reliance on lower level to top-level officials with policy decision-making responsibilities. Additionally, avoid entanglement with political leaders in the MDAs and place the top-level bureaucrats (Permanent Secretaries) at the centre of the consultations and negotiations. This set of officials are more guided by and more respectful of rules of engagement that the politicians whose terms are short and whose emphasis are on quick wins [see Findings 3.1a, 3.3h, 3.3.2]	UN Women	High
4	Prioritize the use of effective MOUs where strategic partners are involved in project implementation and are assigned responsibilities for the achievement of project outcomes. The weakness observed in the delivery of output by some strategic partners was not unconnected with the late signing of	UN Women	High

	MOU and late commencement of project activities. For example the MOU for the participation of the FMWA was ready in August 2023 but not signed until October that year. The UN Women can avoid this by strengthening administrative support not only at the CO but also within the system for the articulation and timely finalization of MOUs with strategic partners [see Findings 3.1a].		
5	Strengthen the coordination of project finance to avoid unnecessary delays and ensure early release of funds for the takeoff of project and at subsequent stages of implementation. This recommendation is borne out of the fact that the project witnessed periodic delays in fund release from the inception to the end of implementation. One of the ways of actualizing this recommendation is by synchronizing the project's implementation plan with the financing plan such that there is a direct correspondence between the implementation milestones and schedule of fund release. This will also require better understanding and closeness in the working relationship between the programme and finance units [see Findings 3.3(a), 3.3(b), 3.3(d)].	UN Women	High
6	Review and upgrade the quality of the Training Manual used for capacity building relating to the gender policy reform in the security sector institutions. This is borne out of the gaps in the standard manual developed in Phase I while being used for training in Phase II. The existing manual can be improved by including the following: (i) Concept of managing change, (ii) Conflict analysis tools, (iii) Concept of Gender and Human Security (some of these were absent or not adequately covered in the training manual used for Phase II). Additionally, scenarios should be embedded in the manual that will help to facilitate understanding and delivery. This recommendation is important not only for UN Women but also for a sister UN agency currently working on a similar project. The UNDP was not aware of the manual on gender for SSIs developed by UN Women during Phase I until March 2025. Since UNDP is now in the process of developing a gender manual the existing will be a useful guide. The UNDP will find the recommended areas of improvement quite useful and will be better guided in finalizing their project which incidentally is also funded by the same German Government that funded the UN Women SSR II. By implication therefore this recommendation will also be useful to the donor partner [see Findings 3.3(h), 3.3.2]	UN Women	High

7	Extend advocacy and capacity building for the operationalization of the gender policies of the security agencies to security sector formations and units outside Abuja, FCT.	UN Women	High
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	This is important because it will promote better inclusion and better opportunities to achieve more impactful results [see <i>Finding 3.3 (a)</i>]		
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8	Encourage wider stakeholder participation in operationalizing gender policy of the SSIs. This is borne out of the fact that the mobilization of support from the wider stakeholder was inadequate as civil society actors (NGOs) and some line ministries were not included in the relevant capacity building and advocacy activities due to time constraints. As recommended here, wider stakeholders engagement is necessary because it will make the impact of the activities more widespread and thus ensures greater inclusion in line with the UNSCR 1325. Actualizing this recommendation (in future and in the case of ongoing similar projects in Nigeria) requires extending the capacity building and advocacy activities to agencies such as the Nigerian Bureau of Statistics; National Human Rights Commission; Ministry of Finance, Ministry of Police Affairs, Police Service Commission, Ministry of Interior, CSOs, UN Agencies and development partners working in the same areas of intervention [see <i>Finding 3.3 (a)</i>]	UN Women	High
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9	Strengthen UN Women's Project Monitoring Mechanisms The UN Women strengthening project monitoring at the target states such that lapses could be detected before inflicting any limitation to the achievement of desired results. Additionally, monitoring should not be limited to project activities at project locations. Internal processes including activities at project management and governance levels should be monitored. In this regard, oversights at RO level should also be strengthened.	UN Women	High
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10	Strengthen inter-agency synergistic support within the UN System especially between the UN Women and UNDP with regard to WPS and police reform Increased communication, synergistic support should be embraced in future when opportunity presents itself. The UNDP has strong knowledge which can be brought to bear on police reform; they also have broad security sector reform experience which could have been complementary to the relevant UN Women SSR II project interventions. Participation in their projects could have been better nuanced, than had been the case, to avoid duplication in mobilizing participants for their interventions and ensure that they complemented each other in a manner that will promote efficiency of project performance. Hopefully, it will not be difficult for the two agencies to work on this recommendation in view of the shared understanding, between the two agencies, of the need for them to communicate with each better. The implication is that better communication will lead to greater success than has been the case and the donor would have been more pleased with the way the agencies bring their strengths	UN Women	High
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	together in terms of complementarity; to produce desired results [see Findings 3.6 (b) and 3.6 (e)].		
11	Create economic empowerment opportunities in project communities To address economic deprivation which is found to be a critical factor in the complication of cases of GBV and SEA in the project areas. The nature of the empowerment should be such that will effectively address (i) chronic poverty, (ii) youth unemployment, (iii) inadequate and unsustainable means of livelihood. It is therefore, recommended that in future project or similar ongoing projects, the target beneficiaries young women and youths (male and female) should incorporate meaningful skill acquisition skills involving training in vocations that will make the beneficiaries self-employed, self-reliant in terms of income generation, and capable of rising above the poverty level in their communities. This will involve designing suitable business models and providing the beneficiaries with post-training equipment and facilities to enable them to settle down to business soon after the completion of their training [see sections 3.3.2, 3.6 and 5.5].	UN Women	High

12	Prioritize disability inclusion The small proportion of PWDs that participated in this project reflects a design gap that should be bridged in future similar projects. Rather than implement a disability inclusion that makes the selection of PWDs fortuitous (simply incorporating whoever is found within a given setting), a more conscious targeting approach is recommended. For example, one way to capture the PWDs using this approach would have been to include them among the key stakeholders with the same status as WLOs. In the future, therefore, it is recommended that a group of organizations of people with disabilities (OPD) should be included as a target group. In this way, each state will have at least one OPD consisting of members ranging from 5 to 10, based on population. Experience shows that this target-led participation will be more effective in ensuring broader disability inclusion. It also has the benefit of making the project more impactful in extending its gains to vulnerable groups within society [see <i>Finding 3.8(a)</i>].	UN Women	High
13	Provide an exit strategy for designing similar projects in the future. The lack of an exit strategy is apt to limit the sustainability of the positive benefits derived from this project. The articulation and implementation of an exit strategy are necessary pillars of support to reinforce the sustainability of the accrued benefits. Such a strategy will (i) clearly identify the champions in each outcome areas – those who have ownership and leadership responsibilities (duty bearers), (ii) articulate their roles in taking necessary policy actions including implementing	UN Women	High
	action plans, (iii) identify other partners and collaborators during the transition out of the project to a desired future state, and above all (iv) involve the stakeholders in actualizing the strategy and support them to solidify the pathway towards the realization of the goals of the UNSCR 1325 [see <i>Finding 3.6</i>]		
14	Refrain from scheduling key project activities during the last month of the year when offices are closing down and availability of potential participants are unlikely to be guaranteed. It is advisable to commence planning well ahead of the end of the year period to avoid ‘end of the year stampede’ witnessed by the project in 2024. Adequate time should be given to notify concerned agencies before the actual commencement of activities to allow for fuller participation and avoid shifting dates outside the duration of the project [see <i>Finding 3.3 (a)</i>]	UN Women	High

15	The skills of the project implementing team members should be updated from time to time.	MDAs	Medium
16	Accountability should be strengthened such that proper handing over and briefing should be done whenever a leader or member of a project team is not available to continue with the assigned responsibilities	MDAs	Medium
17	The budget of the Ministry of Women Affairs and Social Development across the target states should incorporate key elements of the project to enhance sustainability.	MDAs	High
18	Review of Gender Policy by Some SSIs Security sector institutions should keep track of the review dates of their Gender Policy and commence actions to implement the review as soon as it falls due. For instance, the NSCDC should ensure that the review of its Gender Policy, which was adopted and launched on July 15 th , 2021, does not miss the review deadline of 2025.	SSIs	High
19	Restructure the Gender Units in SSIs The gender units in the SSIs should be organized in accordance with the established departmental structure. For instance, in the case of the NSCDC, there should be gender desks in all six Directorates, coordinated by the gender unit at the HQ. This will provide for better inclusion in gender mainstreaming.	SSIs	High
20	Prepare Gender Action Plans The security institutions should prepare Gender Action Plans as offshoots of their various Gender Policy Documents. In doing this, the SSIs need to ensure that the GAPS reflect each of the SSIs' peculiarities operationally and administratively.	SSIs	High

21	Target senior officers, especially the management team of the different security agencies, to secure their support for the operationalization of gender policies This is very important due to the regimented nature of the security sector and strict adherence to superior commands. Evidence suggests that this practice has been introduced by one of the SSIs as of March 2025 in the operationalization of their own gender policy through training organized under the SSR II. The Commandant General, Deputy Commandant General, Assistant Commandant General, Commandants of Corps (CC), and other senior officers participated actively. They participated in a session aimed at integrating the gender training manual into the SSI's training curriculum. This clearly shows that the feasibility of this recommendation is not in doubt. It only requires extension and dissemination to other SSIs (that have been limiting such training to junior officers) for adoption. It can also be used as a point of advocacy in future or ongoing similar projects in Nigeria.	SSIs	High
22	Implement cadre-targeted strategic capacity building Capacity building in communication and leadership skills for NSCDC strategic levels of leadership – from Assistant Commandant to Deputy Commandant General. This is important because it will increase the possibility of women taking high positions in the NSCDC going forward.	SSIs	High
23	Create budget lines for the Gender Units in the SSIs For effective operationalization of the gender polices, budget lines should be established for the gender units in all the SSIs to enable them to perform their assigned functions and responsibilities, especially within the context of women, peace, and security. It is only by doing this that the sustainability of the project's gains can be guaranteed.	SSIs	High
24	Keep track of the progress of the 3 Bills at the National Assembly The SSIs should monitor the legislative process of the proposed amendment bills to ensure finalization at the NASS and presentation to the President for assent, latest before the end of the tenth Assembly.	SSIs	Medium

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220 East 42nd Street
New York, New York 10017, USA

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