External Mid-Term Outcome Evaluation
Nigeria

Outcomes:
Improved capacities of Nigerian institutions to develop and implement sustainable development strategies and to introduce sustainable practices in support of good governance and response to HIV AND AIDS

FINAL REPORT
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<td>Assessment of Development Results</td>
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<td>Independent Corrupt Practices Commission</td>
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<td>IEC</td>
<td>Information, Education, Communication</td>
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<td>International Development Association</td>
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MTCT  Mother to Child Transmission
MYFF  Multi-Year Funding Framework
NACA  National Action Committee on AIDS
NACRDB  Nigeria Agricultural Cooperative and Rural Development Bank
NALDA  National Land Development Agency
NAPEP  National Poverty Eradication Programme
NARHS  National HIV and AIDS Reproductive Health Survey
NCML  National Commission for Mass Literacy
NDDC  Niger Delta Development Commission
NDE  National Directorate of Employment
NEEDS  National Economic Empowerment and Development Strategy
NEPWHAN  Network of People Living with HIV and AIDS in Nigeria
NHDR  National Human Development Report
NHRC  National Human Rights Commission
NiBUCAA  Nigerian Business Coalition against AIDS
NYNETHA  Nigerian Youth Network on HIV and AIDS
NISER  Nigerian Institute for Social and Economic Research
NNRIMS  Nigeria National Response Information Management System for HIV and AIDS
NORAD  Norwegian Aid
NPC  National Planning Commission
NEPAD  New Partnership for African Development
NSF  National Strategic Framework
ODA  Official Development Assistance
OECD  Organization for Economic Cooperation and Development
PAP  Poverty Alleviation Programme
PEPFAR  President’s Emergency Plan for AIDS Relief
PMTCT  Prevention of Mother to Child Transmission
PPP  Purchasing Power Parity
PRSP  Poverty Reduction Strategy Paper
RBDA  River Basin Development Authority
RBM  Results Based Management
RMT  Resource Mobilization Target
ROAR  Results Oriented Annual Report
SAERD  Sustainable Agriculture, Environment and Rural Development
SAS  Strategic Areas of Support
SDC  Skills Development Centre
SEEDS  State Economic Empowerment and Development Strategy
SHD  Sustainable Human Development
SPCC  State Programme Coordinating Committee
SPMA  State Programme Monitoring Adviser
SRF  Strategic Results Framework
TRAC  Target of Resources Allocated to the Core
UBE  Universal Basic Education
UN  United Nations
UNCDF  United Nations Capital Development Fund
UNDAF  United Nations Development Assistance Framework
UNDP  United Nations Development Programme
UNFPA  United Nations Fund for Population Activities
UNICEF  United Nations Children’s Fund
WB  World Bank
WHO  World Health Organisation
EXECUTIVE SUMMARY

INTRODUCTION

This report is the result of a mid-term outcome evaluation sponsored by UNDP Nigeria. The evaluation is undertaken on outcomes of UNDP’s governance and HIV and AIDS programmes. The evaluation mission analyzed progress made towards the outcomes over the period 2003-2006. The analysis addressed three objectives: (a) evaluate observed changes in the extent and characteristics of governance and response to HIV and AIDS in Nigeria as per outcome statements; (b) identify main factors influencing the changes, and (c) evaluate the specific contribution of UNDP and its partnership strategy.

Context and UNDP strategy

Notwithstanding its drawbacks, the second consecutive national presidential election held on April 2003, was considered by many observers as an important yardstick towards achieving a normalization of political life after the previous difficult years of military regimes and civil strife, which had greatly affected development in Nigeria. In 2003, the government continued implementing its public reform programme, initiated in 1999. In this context, UNDP initiated its VI Country Cooperation Programme 2003-2007 agreed upon with the government. It comprised two major programmes designed in 2003: (a) a governance and human rights programme to address themes oriented to the consolidation of Nigeria’s transition towards democracy and to support the government’s reform programme, including cooperation with 6 selected states; and (b) a response to HIV and AIDS, given the serious prevalence rate in the country, that had grown steadily from 1.4% in 1991 to 5.8% in 2001 and 5.0% in 2003, during which some states in the country experienced rates as high as 12%. In the case of HIV and AIDS, UNDP interventions at state levels involved 7 states.

Evaluation methodology

The Mid-term outcome evaluation involved carrying out a desk review of relevant documents, and personal interviews with key players at the national and sub national levels, including development partners, as well as field visits to Kano, Akwa Ibom and Ondo states (governance) and Kogi and Ondo states (HIV and AIDS). The evaluation team was composed of 5 professionals, 3 specialists on governance and 2 on HIV and AIDS, who worked during 32 days.

Adopting a conceptual framework on democratic governance, the mission identified 9 indicators and corresponding sub indicators to measure outcome changes between the baseline year 2003 and 2006. The indicators cover the various dimensions of democratic governance including electoral regime, Rule of Law and capacity of the federal, state and local governments for making effective development policies. In the case of the Response to HIV and AIDS, the mission measured outcome changes by using three generic indicators, namely, institutional capacity to plan and implement the Response; effective communication strategies, and leadership capacity and enhanced partnership.
The second step was to analyse the incidence of different autonomous factors (political, institutional, economic, social, cultural, health care factors), that may have affected the changes in outcome in the period 2003-2006.

Finally, the mission centered the analysis on UNDP interventions, its strategies and outputs, as well as their logical and credible linkages to outcome changes, in order to answer the main issues requested by the Terms of Reference, that is, UNDP’s contribution to progress in outcomes, and what have been drawbacks and obstacles, in order to present recommendations for future UNDP work.

CONCLUSIONS

Governance and Human Rights

The UNDP programme addresses clear and critical national priorities. The programme has spread too thin into many activities within 11 outcomes that have not been adequately specified nor do they present indicators for measuring progress. The thematic areas are neither linked nor do they reinforce each other. Furthermore, the thrust is on outputs oriented to the short-run or middle-run results without a long run view. With this approach, UNDP neglected the opportunity to assume a position to engage in advocacy and policy dialogue, on critical issues for the transformation of society and the process of democratisation in Nigeria. The risk is to work with institutions that should be subject to deep reform.

The mission is impressed by the number of outputs produced by the programme in all of its components, working with Federal, state and local institutions and including participation of CSOs. However, the emphasis on outputs masks the fact that outcomes and future impact are the real expected results. Many outputs are the result of training activities, too short and without continuity that hampers sustainability.

In the area of elections, UNDP works closely with Nigeria’s major donors, which have established a Joint Donor Basket Fund managed by UNDP. The main contribution is the political reaffirmation of the need for free, fair and universal elections in Nigeria in 2007, on behalf of the International Community. The initiative is promoting civic education, a democratic culture and citizen participation, dialogue with stakeholders, meetings and workshops with intense participation of civil society organisations.

Another UNDP contribution was made in peace and conflict resolution in conjunction with IPCR, Catholic Relief Services, NORAD and other donors. With respect to the Niger Delta, UNDP produced a national human development report that stresses the need for a comprehensive programme that involves the youth and communities as a legitimate framework for peace.
The UNDP programme has contributed to improvement of the National Human Rights Commission. The role and mandates of the Commission, however, are very limited. UNDP has not worked extensively with the justice sector or the National Assembly.

With respect to gender equity, UNDP has worked on gender mainstreaming and economic empowerment of women and it is working to support the participation of women in the present political campaign.

UNDP has also supported various government institutions in charge of anti-corruption. The multiplicity of anticorruption institutions probably reduces the overall outcome.

UNDP has been actively working with 6 state governments and under the leadership of the National Planning Commission and the donors’ framework, has assisted them in producing their SEEDS documents, improving budgetary procedures, training civil servants and providing ITC. Despite the programmes have helped state and local governments, they develop under the situation of lack of genuine devolution. Local councils are literally overshadowed by the imposition of the state.

UNDP has also provided support to the Federal Government, assisting line ministries and the Federal Capital Territory, in public sector reform. It is too early to assess the results in the cases of recent outputs and difficult to identify when the support consisted of provision of piecemeal consultancies.

UNDP has forged partnerships with the donor community and numerous government and non-government institutions. The Joint Donor Basket Fund in the area of elections is to be commended as a strong partnership which ensures a common voice, and coordination between the partners. The donor framework established in relation to SEEDS is another good example, although less strong, given the decentralised nature of operations which requires working at the level of states and local councils.

**Response to HIV and AIDS**

UNDP has played a unique and relevant role in the joint programming of HIV and AIDS by key development partners. It contributed significantly through technical and financial assistance to the National Response Review commissioned in 2004 that would inform the development of the NSF, was involved in restructuring of the Country Cooperating Mechanism and articulating the interest of UN agencies.

UNDP has been a key player working collaboratively with UNIFEM, UNFPA and CIDA, to actively advocate for mainstreaming of HIV and AIDS and gender at all levels.

The leadership for results programme and the community capacity enhancement have proven to be effective tools for creating transformational leaders.

At the national level, UNDP capacity building of NACA has enabled its repositioning to provide a more effective coordinating role. Also, UNDP has contributed to strengthen SACAs.
More Governors are committed to the HIV and AIDS agenda and are translating this commitment to the scaling up of their state responses to HIV/AIDS. Similarly, leaders of civil society are more engaged within communities and that leadership has truly been transformed. Overall, HIV and AIDS features high on the agenda at the state level. However, a lot still needs to be done at the Local government level.

Partnership with national and sub national stakeholders as well as other development partners is strong. However, partnership with CiSNAN and NEPHWAN was observed to be weak and the sense of ownership amongst these key stakeholders has been poor.

Follow up issues, bureaucratic bottlenecks, and limited logistics for field staff as well as inadequacy of initial consultancy fee were identified as factors that affect outputs and therefore have an indirect effect on outcomes.

RECOMMENDATIONS

Governance and Human Rights

1. There is a need for strategic repositioning of UNDP. Advocacy and policy dialogue for a long run view should have priority, along with middle-run interventions. The National Human Development Report is a good advocacy tool and establishing linkages with academic and other relevant CSOs. Production of NHDR should be participatory and a communications strategy set up from the very start for solid dissemination and information.

2. In programme design adopt a Results Based Management Approach with clear outcome statements and indicators. Reduce the number of outcomes and establish linkages among them to have an overall strategy.

3. Priority may be given to electoral system and Rule of Law, establishing partnerships with other donor’s work in Justice sector and National Assembly

4. Another priority is state and local levels. Emphasis on policy rather than on training.

5. There is the need to work more on development policy at Federal level including National Planning Commission than on technical issues. Management services can be provided if needed but they are not the backbone of the programme.

6. Improve staffing with substantive people for advocacy and policy advice. Improve M & E methods in the office, particularly identifying contribution of outputs to outcomes.

Response to HIV and AIDS
7. There is the need for a clearer definition of UNDP’s role and position amongst other development partners to ensure synergies and sustainability.

8. Programming should be directed towards long run support. Improve M & E with periodic visits, indicators and responsibilities on data sources, ensuring ownership.

9. Scale up the Leadership Development Programme and Community Capacity Enhancement to increase coverage (without geographic extension) and deepen outcome.

10. Proactive role in involving partners and stakeholders through joint planning and M & E at all levels. Stronger links with government through NACA.
INTRODUCTION

Outcome evaluation

An outcome evaluation is a tool used by UNDP in the context of Results Based Management to improve UNDP co-operation.

An outcome evaluation differs from a project evaluation in that:

- It focuses on outcomes –changes in development conditions in the middle run between outputs and impact, which are reached in partnerships with others.
- It does not assess particular projects but seeks to cover the overall contribution of UNDP to the outcome throughout its activities (soft assistance, programmes and projects) linked to the outcome.
- It evaluates UNDP contributions in the context of work with its partners, with particular attention to the partnership strategy.

The Strategy Results Framework and the choice of outcome

This evaluation refers to the period 2003-2006. The outcomes under consideration have been stated in the 2003 Strategy Results Framework in the MYFF.

Evaluation objectives

This Mid-Term evaluation addresses the analysis of UNDP Nigeria programmes on Governance and Human Rights, and the Response to HIV and AIDS with the following objectives (See terms of reference in annex II).

- To assess relevance of the strategic programme objectives to the current needs of the country, including contribution of the programs to attain the MDG goals;
- To assess impact of the two programs on capacities of Nigerian institutions to develop and implement sustainable development strategies and to introduce sustainable practices in support of good governance and response to HIV and AIDS, including considering evaluation recommendations when formulating the component of the next programme cycle in late 2007;
- To analyze if the relationships between the different programme elements (outputs, activities etc.) were logical and commensurate with the time and resources available;

Scope of the evaluation

The evaluation reviews and assesses progress made towards the outcomes during 2003-2006 taking into consideration UNDP’s contribution to:

- Policy analysis, formulation and implementation;
• Mainstreaming HIV and AIDS into governance and other programmes
• Capacity building for sustainable human development;
• Resource mobilization and coordination;
• Planning, monitoring and evaluation practices.

It covers the following specific issues:
1. Geographic coverage of the programme to ascertain its spread and relevance at the state and federal level;
2. Issues pertaining to relevance, performance and success of the programme;
3. In the given timeframe, whether the outcomes are likely to be achieved and, if they are not, what progress has been made and in which areas and on which groups, as well as offer evidence based recommendations on how to accelerate progress including identifying where to put more emphasis, how and with which target groups;
4. An analysis of the underlying factors beyond UNDP’s control that influence the outcome (including the opportunities and threats affecting the achievement of the outcome);
5. Whether UNDP’s outputs and other interventions can be credibly linked to achievement of the outcome, including the key outputs, programmes, projects and assistance soft and hard that contributed to the outcome;
6. Whether UNDP’s partnership strategy has been appropriate and effective;
7. Whether the programme has been gender sensitive.

**Evaluation methodology**

According to the TOR, the Mission accomplished its task by first doing a desk study of documentation provided by UNDP (CCF, UNDAF, NSF, CD-ROMs with MYFF reports, project progress reports and documents produced) and material available in Internet, including documents by other Nigeria donors (World Bank, DFID, European Union, CIDA, USAID, UNAIDS). The second step was to carry out interviews with UNDP senior management and programme officers concerned with both programmes. This stage was followed by a series of interviews with UNDP partners in government, civil society organisations and representatives of international cooperation agencies (CIDA, DFID, World Bank, EU, UNAIDS and UNICEF). Interviews were held with civil society networks, i.e. CISHAN and NEPWHAN for HIV and AIDS. The mission travelled by road to three states (Kano, Akwa Ibom, and Ondo) in the case of the governance and human rights programme, and Kogi and Ondo, for the Response to HIV and AIDS programme, with also face to face interviews with the UNDP focal person in Bauchi. Interviews were conducted with members of state coordinating committees, state government managers and representatives of CSOs, women groups and CBOs involved in UNDP projects at state and local levels. This report analyses the information collected.

I. **CONTEXT**
1. National context in 2003-2006—Governance

Nigeria, a country of 128.7 million inhabitants (2004) is the most populated in Africa. It comprises about 250 ethnic groups and languages and two major religions, Islam and Christianity. Nigeria’s presents a low human development level with and HDI value of 0.448 (2004), which ranks the country as 179 among 197 countries in the world, according to the 2006 Human Development Report. Social indicators are very low, with an average life expectancy at birth of 43.4 years, infant mortality rate of 101, mortality rate of children up to 5 years of age of 197, and 52% of the population without access to an improved source of water in 2004. Gross National Income per capita was estimated as US$ 400 (Atlas method), 70.8 % of the population is poor and 37% live in extreme poverty (1$ a day poverty line).

On April 2003, the second consecutive national presidential election was held, achieving a normalization of political life after the previous difficult years of military regimes and civil strife, which greatly affected development. The new government initiated implementation of an economic reform programme with positive results. GDP growth rate was 7% in 2005, but it should be highlighted that the non-oil sector showed an 8% increase. This is important insofar as the oil sector contributes with 95% of the country’s export revenues, around 76% of government revenues, and about one third of GDP.

2. National context—HIV and AIDS

Nigeria is highly afflicted by the HIV and AIDS epidemic. The HIV prevalence among pregnant women aged 15-49 years has shown that the epidemic has steadily increased from 1.8% in 1991 to 4.5% in 1996, 5.8% in 2001 and declined to 5.0% in 2003 and 4.4% in 2005. The same trend has been observed among young pregnant women aged 15-24 years. The 2005 survey estimated that there were 2,861,000 adults living with HIV and AIDS in Nigeria.

The decline can be explained by several factors, including the effect of the ongoing intervention efforts, the increase in the number of rural survey sites, and death of those previously infected. Based on the current HIV prevalence in the country, it is estimated that more than 2.9 million Nigerians are presently living with HIV and AIDS.

Some parts of the country are worse affected than others, but no state or community is unaffected. All the states of Nigeria have general population prevalence of over 1%. The 2005 national seroprevalence rates showed that the HIV seroprevalence amongst the states ranged from 1.6% in Ekiti to 10% in Benue state. These figures give support to the claim that there are explosive, localized epidemics in some states and AIDS cases are becoming more visible in the communities. There was no marked difference in HIV prevalence between urban and rural sites.

The epidemic in Nigeria has extended beyond the commonly classified high-risk groups and is now common in the general population. HIV affects all age groups; but youths
between the ages 20-29 years are more infected with sero prevalence of 4.9% for 25-29 age group and 4.7% for 20-24 age group as recorded in the 2005 sentinel survey.

Lately, an increasing number of children are being either infected with the virus, through mother-to-child-transmission, or are loosing one or both adult parents to the disease. AIDS case reporting has been characterized by under-reporting, delayed reporting and under-recognition.

In 2005, it was estimated there were 310,000 deaths from AIDS, and 1.2 million orphans living in Nigeria (FMOH 2005). Currently very few Nigerians have access to basic HIV/AIDS prevention, care, support, or treatment services. There are approximately 2.9 million persons living with HIV and AIDS. Around 520,000 people are estimated to require ART (antiretroviral therapy) and only 17,000 are currently receiving treatment. At present there are 50 treatment sites for HIV/AIDS in Nigeria though more sites have been selected for the ART programme.

Some 80% of HIV infections in Nigeria are transmitted by heterosexual sex. Factors contributing to this include a lack of information about sexual health and HIV, low levels of condom use and high levels of STIs such as chlamydia and gonorrhoea, which make it easier for the virus to be transmitted. Blood transfusions are responsible for 10% of all HIV infections. The remaining 10% of HIV infections are acquired through other routes such as mother-to-child transmission, homosexual sex and injecting drug use.

3. **Specific context of UNDP intervention in Nigeria**

The first Country Cooperation Framework (CCF) 1997-2002 was drafted when Nigeria was still under a military government and when most bilateral donors were withdrawing from the country. Given this circumstances, the UNDP Executive Board mandated that 80% of core resources would be directed to benefit the poor at the grassroots level. This caused adoption of a downstream approach and geographical dispersion of interventions across the 36 states and the National Capital Territory (FCT). Once the civilian government came into office in 1999, UNDP adapted the programme to support the government’s reform programme and to intervene in priority areas requested by the government such as elections and conflict prevention. The cooperation programme was focused on four areas: (a) management of socio-economic development; (b) job creation and sustainable livelihoods; (c) social development; and (d) sustainable agriculture, environment and rural development.

In view of the experience gathered and development challenges of the country, the new CCF 2003-2007 was formulated in consonance with the United Nations Development Assistance Framework (UNDAF), the National Poverty Eradication Programme (NAPEP), the Interim Poverty Reduction Strategy Paper (PRSP), and the Millennium Development Goals (MDGs). It focuses on four major areas: (a) governance and human rights; (b) poverty eradication, (c) energy and environment; and (d) HIV and AIDS. Information and communication technologies (ICT) and mainstreaming of gender issues are cross-cutting issues.
II. PROGRESS TOWARDS OUTCOMES

1. Outcome definitions and measures

1.1. Problems linked to outcome definitions

The concepts of democracy and democratic governance lend themselves to discussions and disagreements as it is there is no precise and agreed upon universal definition. In view of this, the mission found expedient to present a conceptual framework. Building such framework implies:

(a) Delimitation of the concept of democratic governance.
(b) Consideration of dimensions that affect the outcome.
(c) Selection of indicators to assess changes in the outcome and factors impinging upon the changes.
(d) Indication of analytical constraints encountered and lack of information that may hamper the conclusions of the evaluation.

The outcome on the response to HIV-AIDS is more bounded and hence more operationally manageable.

1.2. The Evaluation Mission’s approach

1.2.1 The concept of democracy

The majority of political scientists today agree that a democratic electoral regime is a necessary condition to define democracy. The democratic electoral regime refers to the government elected as part of the overall democratic system, which also encompasses State bodies such as the judiciary or the armed forces. The conditions for a democratic regime to uphold have been specified by Robert Dahl. It should comprise public authorities elected, fair and free universal elections, right to compete for public office, freedom of expression, access to alternative information, freedom of association, respect for the extension of mandates according to constitutionally established terms, a defined territory and the generalized expectation that the electoral process and related freedoms will be maintained over an indefinite future. A democratic regime also implies substantive access to State power (no other organization exists in the territory with equal or greater power that the State itself).

However, democracy cannot be defined only by a democratic regime. It is also characterised by a democratic State that upholds the Rule of Law (separation of State powers, a legal system ensuring fundamental civil and political freedoms, resolution of conflicts by peaceful means, and horizontal accountability). While the conditions for electoral democracy include respect to political rights and some civil rights (freedom of expression and association and access to alternative information), Rule of Law requires a
wider range of civil rights such as due process of law, non discrimination and equality before the law.

There is less agreement among political scientists about further conditions of democracy, particularly the inclusion of “social and economic” rights, which refer to varying levels of entitlements, mostly paid by the State, that imply no specific obligation by any particular person or agency and are “universal” only to the extent that the State has enough resources to grant them. Examples are “right to a decent standard of living”, the “right to just and favourable working conditions” and “the right to participate in cultural life”. The latter debate is heated by the recognition that inequalities in social and economic rights may hurt social cohesion bringing about social unrest and ultimately the destruction of the democratic system.

Another conceptual issue is the definition of national capacities as referred to by the outcome statement. The concept cannot be restricted to public sector management since by definition democratic governance implies relations between the State and society. Consequently, the analysis requires consideration of joint capacity of State and society, including actors such as local governments, civil society, and the citizenry in general.

In order to proceed with the evaluation in practical terms, a framework is herein adopted that precludes a definition of democratic governance that encompasses the whole programme of UNDP Nigeria. Thus, the evaluation mission will confine the analysis to the thematic areas delineated in the TOR.

1.2.2 Relevant indicators to measure outcome changes

The mission selected some generic indicators of outcome changes in various dimensions, which can be related to UNDP outputs. In the case of the governance and human rights sub programme, these generic indicators reflect the foregoing conceptual approach on democracy (see page 11). These indicators fall within the areas of democratic electoral regime, Rule of Law and human rights, and capacity of government at all levels. In the case of HIV and AIDS, the analysis follows broadly the indicators in the Terms of Reference.

Democratic governance:

1. Democratic electoral regime

This indicator measures the extent to which the electoral system ensures fair and free elections and that elected officials are able to occupy their offices and exercise their mandates (TOR’s thematic area No.7 “Credible and transparent electoral processes developed”).

The indicator must respond at least to the following questions:
- Have all eligible adults in the country the right to vote? (Is the right to vote recognised?)
- Do the electoral processes proceed without irregularities that constrain voter preferences? (Are elections clean?)
- Does the electorate have a range of alternatives free from legal or factual constraints? (Are elections free?)
- Are elections the means for accessing main public office positions and do winners of elections assume their office during prescribed legal mandates?

2. Effective separation of powers

This necessary component of rule of law indicates the upholding of the republican organization of government, particularly regarding the predominance of the Executive power.

The indicator responds to the questions:
- Are the judicial and the legislative powers independent from the Executive?
- Are checks and balances implemented in the conduct of government?

The indicator also presupposes subservience of the military, security and law enforcement forces to civilian authority and the legal order.

3. Institutional resolution of conflicts.

It indicates the capacity of institutions (Executive Power, the National Assembly, the judiciary, the police, and social institutions) to absorb political, economic, social and individual conflicts according to law, not considering the reasonableness, rationality or type of decisions that are being made. (TOR’s thematic area No. 3 “National capacity for conflict management and prevention enhanced”, as a particular case regarding specific political, economic, ethnic and religious conflicts in regions of Nigeria).

4. Protection and enforcement of fundamental human rights.

The indicator refers to the institutional capacity of eliminating impunity of violations of fundamental human rights and compliance with due process of law, performance of the judicial system (effective use of legal arguments to base court decisions, the pace of judicial procedure, compliance of judicial decisions, and access to justice by the poor, women, religious and ethnic minorities, youth and incarcerated persons). It also seeks to assess the capacity of the police and its respect of the law, the level of awareness of citizens regarding human rights and the capacity of specialized bodies such as the National Human Rights Commission and human rights NGOs for promoting and protecting human rights (TOR’s thematic area No. 2: “Observance and reporting on human rights issues improved”).
5. Promotion of gender equity

The indicator includes capacity to promote elimination of discrimination of women and mainstreaming gender issues into national development policies and programmes (TOR’s thematic area No. 5).

6. Adequate legislative representation and process

This indicator measures the capacity of legislative power for making laws and its exercise of oversight function of democratic oversight of government actions as a necessary component of Rule of Law.

7. Accountable and transparent administrative systems

This indicator seeks to measure the extent to which the administrative system is responsible and responsive to public needs in a manner that is transparent and free from corruption, as well as ensures horizontal control by specialized bodies, the media and civil society (TOR’s thematic area No. 4 “Institutional corruption reduced and public sector accountability increased”).

8. Autonomy and capacity of State and local governments

This indicator intends to measure the extent to which State and local governments have developed political, fiscal and technical capacities to operate with autonomy and are able to improve delivery of services. (TOR’s thematic area No. 6 “Effective and efficient local governance promoted”)

9. Capacity of public sector for effective development policies

This indicator measures the capacity of the Federal government to formulate and implement development policies to promote economic growth with social equity to enhance social cohesion and governance. Sub indicators measure government mechanisms of information, monitoring and evaluation for aid coordination (TOR’s thematic area No. 8), communication, transparency and information sharing on national development interventions (e-governance) (TOR’s thematic area No. 9), and enhanced resource mobilisation and effective use of resources (TOR’s thematic area No. 10).

Note: The Governance Programme thematic area “democratic culture and practice improved and sustained” is hereby considered a cross-cutting issue, insofar as it refers to formal and informal institutions and values both in the State and in society. Participation of civil society (institutionalized mechanisms, relations to State powers, access to information) is also a cross-cutting issue.
Response to HIV and AIDS

10. Institutional capacity to plan, implement and manage the multisectoral response at national and sub-national levels

It includes TOR’s thematic area No. 11 “Institutional capacity built to plan, implement and manage multi-sectoral strategies at both national and sub-national levels to limit the spread of HIV and AIDS and mitigate its social and economic impact on poor people and women”.

11. Effective communication strategies including IEC and BCC

It includes TOR’s thematic area No. 12 “Effective communication strategies developed and utilised to provide information and education on HIV and AIDS advocacy for positive behavioural change”

12. Leadership capacity development and enhanced partnership

Partnerships are a necessary condition to achieve outcomes and particularly in the case of HIV and AIDS, which requires an integrated participation of many partners. The indicator subsumes TOR’s thematic area No. 13 “Effective and timely multi-sectoral response on HIV and AIDS achieved through transformative leadership capacity development and enhanced partnerships”.

1.2.3. Limitations of the analysis

The evaluation was somewhat constrained by the fact that in the Programme design the expected outcomes were stated in vague and imprecise terms. For instance: “democratic culture and practice improved and sustained”. Furthermore, no indicators were given as to how outcome changes can be measured and verified. Lastly, there is scant information about the relations between outputs and the various outcomes they generate towards impacts. Thus, the Mission had to construct indicators mostly based on opinions of those interviewed.

In the case of HIV and AIDS this did not apply.
2. *Progress observed towards the outcomes*

<table>
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<th>OUTCOME CHANGES: Governance</th>
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<tr>
<td><strong>Indicators</strong></td>
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<td>1. Democratic electoral regime</td>
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<td>2. Effective separation of powers</td>
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<td>3. Institutional resolution of conflicts</td>
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<td>4. Protection and enforcement of fundamental human rights.</td>
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</table>
2. Number of cases of HR abuse was 1,000 per year (half of 1996-1999) out of which NHRC was able to handle 500 cases creating a backlog of reports.

3. The Nigerian judiciary is slow and has a backlog of cases. However, in 2002-2003 the National Judicial Council (NJC) began to enforce oversight on case turnover. In addition, some judges were removed on corruption charges related to political cases in 2003.

4. Disregard of human rights by the police. In very few cases were the individuals responsible for HR infringements or their superiors brought to justice. Politically sponsored vigilantes were established by law to improve the situation by supporting the police. However, this deepened HR infringement.

5. Lack of public awareness on human rights

2. Due to more awareness, the number of cases increased. With ICT and training, NHRC is able to handle 700 to conclusion. The backlog of cases has been cleared.

3. The Nigerian legal system continues to evidence unduly lengthy litigation processes and an unusually large number of inmates awaiting trial. As of February 2005, the total prison population was 32,651, of which 11,763 convicts and 20,888 awaiting trial (2/3). The majority of inmates have neither access to legal assistance from civil society or government institutions. For public defense there is legal representation by the Legal Aid Council and civil society groups with limited resources. Inmates live in overcrowded and squalid conditions. Authorities have promised that those inmates that spent 3-10 years awaiting trial will have their cases reviewed. Those who have spent more time in prison than their prospective sentences would be let free, along with the elderly, the terminally ill and those with HIV, or a total of 25,000 inmates.

4. There is consensus that although promised reforms have not been carried out, the situation is changing slightly as the police now responds better to public complaints. Still the police force remains underpaid and continues to lack infrastructure, equipment and training. NHRC made an agreement with the police to establish pilot human rights desks in the 12 commands in the country.

5. The network with civil society helps disseminate human rights issues. Introducing HR in the curricula of primary and secondary schools is being planned.

6. On 15 November 2006 the Senate passed the Freedom of Information Bill, which provides every citizen with right of access to official records. Not only

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| 5. Promotion of gender equity | 1. Weak counselling and legal services for women.  
2. Gender responsive strategies not mainstreamed into development policies.  
3. Under-representation of women in political life (3 women out of 109 senators, 12 women out of 360 members of the House of Representatives, 7 women out of 770 local government chairmen and 1 woman out of 36 speakers of the State House of Assembly). | 1. Some organisation in states for legal counselling.  
3. It is expected that the JDBF supported programme with INEC increases representation of women. It provides support to women candidates for elected executive and legislative positions at the Federal, state and local government levels for the 2007 elections. |
| 6. Adequate legislative representation and process | 1. Weaknesses in representation as a consequence of elections system. Need of policy support and research for legislators. | 1. The Electoral Law has made significant changes.  
2. The National Assembly approved the Electoral Law in 2006. Both houses of Parliament approved the Freedom of Information Act in 2006 which is now awaiting assent of the President. Legislation is being put in place to make economic reforms difficult to reverse. Money Laundering (Prohibition) Act passed in 2004 empowering EFCC. Under discussion a Fiscal Responsibility Bill for all tiers of government ensuring the oil-price based fiscal rule, fiscal transparency, coordination and monitoring, Procurement Bill to make public procurement competitive and more open; an EITI bill to maintain transparency of oil revenue. |
| 7. Accountable and transparent administrative systems | 1. Nigeria is second to Bangladesh as worst ranked countries according to the Transparency International corruption perception index (CPI) among 133 countries in 2003 (score | 1. Nigeria is ranked 142 among 163 countries according to the Transparency International corruption perception index (CPI) in 2006. |
is less than 2 on a scale up to 10).


5. Nigeria Extractive Industries Transparency Initiative (NEITI) established as part of EITI (launched by UK Prime Minister in 2003).

6. Since 2003, the EFCC has been active in the fight against corruption (advance fee fraud, money laundering, securities fraud, illegal oil bunkering, checks fraud, etc). In 2003-2005 it has recovered at least $25 bn in assets and obtained 120 convictions (case of former General Inspector of Police, money laundering for 20 bn Naira). However, high level elected officials are immune from prosecution. Advocacy strategy to disseminate information and create awareness with participation of NGOs. Workshop with the Nigerian Bar Association to discuss role of lawyers. The Mission has heard complaints that EFCC is sometimes politically motivated. ICPC has also been active regarding its mandate concerning prosecution of bribes and other offences.

3. Some improved ICT for information management, although lack of connectivity with the states. Improved declaration forms and procedures, as well as investigative and verification capacities. Public education through public forums in 6 geo-political zones with stakeholders and NGOs, children’s forums, and media campaign to create awareness.

4. Independent anti-corruption Unit created in the Ministry of Finance with dedicated staff capable of investigating allegations, screening to elevate to other bodies (ICPC, EFCC), creating fraud awareness and serving as a pilot with lessons learned to make reform recommendations in order to replicate the experience in other line ministries. “Due Process” procurement established at Ministry of Finance (See indicator 9)

5. Financial audit for the oil and gas sector over 2000-2004 completed and made public. More transparent extractive industries sector due to NEITI.

6. The National Assembly is discussing a Public Procurement Reform Bill and a Fiscal Responsibility Bill.
<table>
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<tr>
<th>8. Autonomy and capacity of state and local governments</th>
<th>1. Weak capacity for effective decentralisation (Office of State and Local Government Affairs)</th>
<th>1. There has been a rapid fiscal decentralisation by strict implementation of the revenue sharing formula. The share of sub-national budget allocation in the consolidated budget has increased from 23% in 1999 to 46% in 2005. Moreover, spending by states and local government authorities (LGA) has grown faster than Federal spending. This trend has not been accompanied by comparable increases in management capacity in sub-national governments. The Mission has learned that while financial allocations made to local governments appear sound and reasonable, they have actually received far less resources than their allocations.</th>
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<tr>
<td>2. Poor fiscal and financial capacity of States and Local Government Authorities (LGAs)</td>
<td>2. State Economic Empowerment Development Strategies (SEEDS) formulated in 35 states and the Federal Capital Territory. They should define policy priorities in basic health care, basic education and poverty reduction based on local situation analysis. There is some improvement in budgeting procedures in some states. A Benchmarking exercise was carried out in 2005 with over 100 indicators to measure the level of incorporation of policy, budget and fiscal management, service delivery, communication and transparency. It shows that despite years of reform, the public finance system and institutions managing them in Nigerian states remain undeveloped and are in need of urgent reform. However, the overall picture masks progress in public finance management in certain states (See section IV indicator 8).</td>
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<tr>
<td>3. Poor service delivery at sub-national government level (education, health, water and sanitation, roads)...</td>
<td>3. The benchmarking exercise did not intend to assess the quality of services delivered. The large majority of states show very low scores for service delivery in 2005.</td>
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<tr>
<td>4. Low capacity of government at the grass-roots (local government councils)</td>
<td>4. No change</td>
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<tr>
<td>5. Almost no community and CSO participation in local governance</td>
<td>5. No change</td>
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5. NDDC executed 247 projects in Bayelsa State including 17 roads, 22 jetties, 44 water supply projects, a hospital and 147 classrooms; 64 projects in Cross River; 301 in Delta; 196 in Imor; 302 in Ondo; 176 in Rivers; 160 in Abbia; 335 in Akwa Ibom and 21 in Edo State (newspaper ThisDay, November 10, 2006).

However, the UNDP Niger Delta Human Development Report (2006) presents a picture of poverty, environmental degradation and exclusion of local communities. It claims that the underlying cause is a failure of governance at all levels. The challenge to human development is a viable political process that addresses inequality, involves the youth and other affected populations and improves networks’ coordination and information.

### 9. Capacity of public sector for effective development policies

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<tr>
<td>2.</td>
<td>Relative capacities for macro-economic and financial development management. (a) Budget Monitoring and Price Intelligence Unit (BMPIU) known as “Due process” for budgeting and spending procedures in ministries, departments, agencies, National Assembly, and others. Contract award review, oversight and certification. It prevents the usual lack of competition and reward for inefficient execution of government contracts and increased resources available for capital investment. It saved US$ 0.7 bn (N 88.5 bn) from contracts in 2002 and 2003 fiscal years.</td>
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<td>3.</td>
<td>External debt outstanding is $32.9 bn in 2003.</td>
</tr>
<tr>
<td>1.</td>
<td>Economic Empowerment and Development Strategy (NEEDS) for the 2003-2007 launched in March 2004 as a development framework of action by the federal, state and local governments.</td>
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<tr>
<td>2.</td>
<td>Public Sector Reforms implemented: (a) “Due Process” saved a total US$ 25 bn because of improved procurement practices in 2003-2006. (b) Improved Budget Office functions: i) budget preparation, including oil price-based fiscal rule limiting the utilisation of oil revenues since early 2004, which has imparted stability and predictability to the federal budget and helped accumulate exchange reserves in the amount of 10% of GDP, thanks to increasing oil prices; ii) monitoring of payroll in ministries, departments and agencies ii) capital allocations according to due process certificates. (c) Banking reform (2004) ordered banks to raise their minimum capital base twelve fold from 2bn naira to 25bn naira ($190m) within 18 months. It consolidated banks and increased capitalisation through attraction of foreign direct investment.</td>
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<td>3.</td>
<td>In 2005, Nigeria obtained an agreement with the Paris Club to pay US$12.4 bn in exchange for the</td>
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4. Lack of incorporation of MDGs.

5. Problems of the public service: relations between higher civil service and politicians particularly in policy-making, incentives, training, and emphasis on personal loyalty or to the ruling party rather than policy and professions.

6. Poor government mechanisms of information, monitoring, evaluation and aid-coordination.

cancellation of its debts with official lenders. The agreement calls for allocation of $1 bn to the MDGs.

4. Design of a ten-year plan for the MDGs incorporated into NEEDS and SEEDS documents.

5. Measure of monetisation: costs to maintain a Political Office Holder or Public Servant leading to a more realistic budgeting and budget implementation to curb excesses of public office. Civil service reform is stalled. The number of civil servants diminished through attrition.

6. Use of RBM is still a challenge as well as M&E systems. The National Planning Commission (NPC) improved functions for international cooperation monitoring and coordination. Better donor coordination promotes efficiency in some sectors like the Joint Donor Basket for the electoral system.

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<th>OUTCOME CHANGES: HIV and AIDS</th>
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1. 3-year HIV and AIDS Emergency Action Plan (HEAP) formulated in 2001 and continued utilisation in 2003.

2. The National Economic Empowerment and Development Strategy (NEEDS) developed in 2003 through broad consultations with major stakeholders. NEEDS includes HIV target of HIV prevalence reduced from 6.1% to 5.0% within 2003-2007


1. HIV and AIDS National Strategic Framework (NSF) for Action 2005-2009 developed to include gender mainstreaming and strategies to tackle emerging priorities such as stigma, discrimination and capacity limitations.

2. Target for a reduction in HIV prevalence achieved in 2005- HIV prevalence 4.4% (FMOH).

3. State HIV and AIDS strategic plans at various levels of development in the 36 plus 1 states through active participation of key stakeholders at state level and mainstreaming of HIV and AIDS into state sectoral plans and budgets.

35 states and the FCT have developed their own State Economic
4. Absence of Local Government Economic Empowerment and Development Strategies (LEEDS)

5. Need for institutional capacity building of NACA and SACAs to enhance planning and coordination roles

6. Weak Institutional capacity of networks NEPWAN, CISNHAN for planning and implementing HIV activities in a coordinated manner at national level and sub-national levels

7. Need to strengthen individual and community responses through building leadership skills in religious leaders

- Empowerment and Development strategies (SEEDS) and operationalisation is ongoing.
- Some Local governments have developed Local Government Economic Empowerment and Development strategies (LEEDS) and operationalisation is on-going.

5. National Action Committee on AIDS (NACA) strengthened through LDP, institutional capacity building and re-engineering

- Strengthening of SACAs resulting in HIV/AIDS mainstreaming into state strategic plans e.g. KOSEEDS and other state poverty reduction strategies.
- In Kogi, the SACA was institutionally strengthened through provision of advocacy equipment and other logistics also SACA personnel trained on programme implementation and management

- Membership structure of SACAs expanded and made more functional e.g. Kogi, Ondo, Bauchi

- SACAs have created budget line for HIV and AIDS and some are making a contribution to the implementation of SSP e.g. Kogi, ONDO and Bauchi.

6. Enhanced skills in coordination resulting in increased number of support groups and greater involvement of civil society organisations in HIV and AIDS programming through the involvement of NEPWAN and CISHNAN in the leadership development program. Currently there are approx. 300 support groups with an estimated total membership of 20,000.

7. In Akure, Ondo state, the Igbagbogbemi initiative involving FBOs was registered and launched following the LDP training of select religious leaders.

- This was translated into the integration of HIV and AIDS issues into religious
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<tr>
<th>8. Weak mainstreaming of HIV/AIDS into national and other programmes and also lack of gender mainstreaming in strategic document i.e. HEAP</th>
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<td>programming and activities at community level.</td>
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<td>The Igbagbogbemi initiative also launched ‘advocacy on wheels’ to promote HIV/AIDS awareness, stigma reduction, care and support in 20 rural communities including the 5 MDG villages.</td>
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<tr>
<td>Furthermore, through this initiative, community action committee on HIV/AIDS in Ikaram, Omolege and Iju were established.</td>
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<tr>
<td>A local sensitisation committee on HIV/AIDS among the Muslim community in Ore and the Christian community in Owo in Ondo South and North Senatorial Districts were also established respectively.</td>
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<tr>
<td>8. HIV and AIDS mainstreamed into national development documents i.e. NEEDS and CCA/UNDAF</td>
</tr>
<tr>
<td>Considerable progress in HIV and AIDS mainstreaming into Line ministries e.g. Ministry of Education in Kogi state, Ministry of Justice-Ondo State</td>
</tr>
<tr>
<td>HIV and AIDS mainstreamed into state sectoral plans and budgets (SSP)</td>
</tr>
<tr>
<td>Gender mainstreaming of the HIV and AIDS national strategic framework has been achieved largely through support by CIDA, UNIFEM and UNDP</td>
</tr>
<tr>
<td>A manual on mainstreaming gender into the SEEDS has been produced by the NPC with the support of UNIFEM, CIDA, OXFAM and NISER.</td>
</tr>
<tr>
<td>Mainstreaming of HIV and AIDS into reproductive health services established</td>
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<tr>
<td>Mainstreaming of HIV and AIDS into drug control programmes carried out</td>
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9. In 2003, there was not a one robust and harmonised M/E system for monitoring and evaluation hence reliable data on the epidemic was difficult to collect, analyse and use for managing epidemic

10. Absence of a national and states workplace HIV/AIDS policy and low involvement of the private sector both at the national and state levels

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<th>11. Effective communication strategies including Information, Education, Communication (IEC) and Behavioural Change Communication (BCC)</th>
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<tr>
<td>1. Need for a deeper and sustained understanding of the disease, its impacts and effects through the expansion of awareness programmes to all levels.</td>
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<td>2. Poor media involvement in response, poor commitment with few programmes in the electronic and print media.</td>
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| 1. Awareness about HIV and AIDS generally high in 2005 (94%) with urban figures being 98% compared to 91% in rural areas. Males exhibited a higher rate (96%) than females (90%). Misconceptions that HIV is transmitted through mosquitoes and bedbugs was highest (30%) and witchcraft (13%) and sharing of toilets (22%) (NARHS 2005, FMOH). |
| 2. Key media practitioners from LDP generate breakthrough projects e.g. In Ondo state, LDP training created enhanced engagement of the media |

| 9. In 2004, the Nigeria National response Information Management System (NNRIMS) was launched to guide the collection, analysis, storage, reporting and dissemination of data. |

| 10. Development and launching of National Workplace policy by Federal Ministry of Labour and Productivity in collaboration with key stakeholders has been achieved in April 2005. |

Mainstreaming HIV/AIDS prevention into some private sector responses has been achieved both at national and state levels. 53% of large companies involved in the Presidential Private sector initiative have workplace HIV/AIDS policies

Some states have also been sensitised on workplace policy e.g. In Kogi state where SSG, Commissioners, HOS, members of the House of Assembly, Permanent secretaries, Directors, CSOs, PSOs have undergone sensitisation dialogues and the workplace policy has been developed and launched

Percent of population aged 15-24 years with no incorrect beliefs about AIDS: female 20.6% and male 23% in 2003 (sentinel surveillance 2003,FMOH)
| 3. Lack of media network hence joint programming for HIV non existent amongst the media | which led to significant outcome in reduction of billing for HIV and AIDS programmes in the print and electronic media.|
| 4. Need to support BCC programmes against stigma, discrimination and denial of rights of PLWHA awareness | Increase in print and electronic coverage of HIV and AIDS bringing to the public and private domain issues and advocating for lessened stigma and discrimination against PLWHA e.g. In Ondo, the development and airing of HIV and AIDS programmes such as “facing facts” and on OSRC television and radio e.g. Health Watch and on NTA also Sunday splash which is a programme with a special focus on HIV and AIDS and positive fm e.g. Lifeline. Other outcomes include a lessening of stigma and discrimination as improved dialogue between government and the media have been promoted. HIV and AIDS media reports are aired at least once every week.|
| 3. Through LDP, a network of media formed, Media Vanguard cutting across media organisations in 5 states and involving 50 members. |
| 4. In Kogi state, 50 people from some line ministries, CSOs and CDC leaders equipped with advocacy kits and trained on their role as trainers for parent-child communication (due to stigma issues) and behavioural change. In Kogi state, 30 Anti-AIDS clubs in 30 secondary schools established to promote awareness and begin the process of change in sexual behaviour and attitudes. Also 100 youth leaders and teachers from Anti-AIDS clubs trained on role modelling within their peers at community level. |
| In Ondo State, LDP outcomes include the development of BCC strategies in different dialects - Zip Up concept. HIV and AIDS issues have been mainstreamed into Christian and Moslem activities e.g. during sermons. |

<p>| <strong>12. Leadership capacity development and enhanced partnership</strong> | <strong>1. Poor leadership competencies at all levels which hampers effective actions and response to the complexity of HIV and AIDS.</strong> |
| <strong>1. Multi-stakeholder leadership programmes for responding to HIV and AIDS established and supported through the Leadership Development</strong> |</p>
<table>
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<tr>
<th>Need to strengthen Leadership capacities of civil society organisations, faith based organisations and network of PLWHA, media and traditional and political leaders etc</th>
<th>Programme and Community Capacity Enhancement, including community conversations carried out in selected states. Leadership capacity enhanced for catalytic transformation at state level and community levels e.g. Kogi- multi stakeholder leadership capacity developed at individual, institutional and societal levels generating breakthrough responses at national and state level. Communities have increased capacity for more effective community responses. Leadership coalitions for transformative development established such as faith based coalition, women's coalition, Wives of Governors coalition on HIV and AIDS, NYNETHA, private sector coalition (NIBUCAA)</th>
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<tr>
<td>2. Weak public private partnership</td>
<td>2. Improved public private partnership evidenced by the establishment of 100 HIV and AIDS youth friendly centres in Nigerian universities sponsored by ECOBANK, MTN HIV and AIDS Marathon and touch screen informational boards</td>
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<td>6 Task Forces on PMTCT, Prevention, Advocacy, Mobility and Migration, Youth, National and State plans.</td>
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### III. FACTORS THAT INFLUENCE OUTCOME CHANGES

#### Governance and human rights

1. *Factors related to the political and institutional framework*

The key challenge to Nigeria’s human development is a system of governance that reduces political violence and antagonism among power factions, ensures electoral credibility and the rule of law, as well as deepens democratisation of institutions to allow
more freedoms, and citizen participation. Despite its flaws, the 2003 general elections represented an affirmation of the transition towards peaceful development while the government succeeded in putting into effect economic and public sector reforms that have contributed to economic growth and stabilization. However, lack of consolidation of a democratic political culture still emerges in the form of open confrontation among the political elites with varying order of magnitude and forms in country regions. During the month of November, the daily newspapers were reporting numerous violent incidents hampering free expression and selection of candidates in primary elections at local and state levels.

The completion of the National Census of Population 2006 represents an important achievement in Nigeria (the figures have not been yet published). It will provide a solid basis for electoral enumeration, accurate representation in elective political institutions, and distribution of financial resources. While some institutions have shown weaknesses in terms of capacity to perform their functions, the interviewees point out positive improvements in key Federal institutions such as the Ministry of Finance, the Independent National Electoral Commission and mechanisms and institutions for accountability. Some interviewees and with regard to newspaper reports, the capacity of the judiciary to apply the Constitution is laudable but the opinion on its functions is less positive. Coupled with poor performance of the police and the penitentiary system, the state of the justice sector represents a challenge for upholding the rule of law and protecting human rights in Nigeria, particularly in the case of claims of poor and vulnerable groups. Other problems stem from lack of inter-governmental coordination between the Federal and state and local levels, vertical top-bottom public sector management removed from the citizenry and lack of citizen participation.

2. Factors related to economic and financial resources

Nigeria has made noticeable progress in macroeconomic stabilization, structural reforms, and strengthening institutions for accountability. Annual rate of growth of GDP leaped forward from 2.1% in 2002 to 10.9% in 2003, particularly favoured by high oil prices. The growth rate was 6.1% in 2004, and 6.9% in 2005.

In 2003 the Nigerian authorities initiated the National Economic Empowerment and Development Strategy (NEEDS), a framework for a nationally coordinated programme of action by the federal, state, and local governments. The programme, published in 2004, born of the former Interim Poverty Reduction Strategy Paper prepared and widely consulted in 2001 and 2002. NEEDS is based on three pillars: (a) empowering people and improving service delivery; (b) improving the private sector, focusing on non-oil growth; and (c) changing the way the government does its work, and improving governance. The programme includes measures to streamline procurement mechanisms and strengthen budgetary procedures at the federal level, restructure the banking system, unify the foreign exchange market, rationalize the external tariff system, and advance transparent governance. With state and local governments accounting for 50% of consolidated public sector spending, a coordinated response is a key for success.
The economic reform programme received endorsement and support from the International Financial Institutions. In October 2005, the International Monetary Fund (IMF) approved a two-year Policy Support Instrument (PSI) for Nigeria under the IMF's newly created PSI framework. Nigeria's PSI is based on NEEDS. This agreement allowed Nigeria to complete implementation of its debt deal with the Paris Club in 2005, which cancelled all its debt with official lenders. The US$ 1 billion fiscal space created by the debt deal has been allocated for the achievement of the MDGs.

The reform programme has meant fiscal restraint despite high oil prices and improved macroeconomic management. In 2004 the government introduced oil price rule based budgeting, which limits the utilization of oil revenues, which resulted in significant budget surpluses and accumulation of foreign currency reserves to the level of 10% of GDP in 2004-2005. The aggregate expenditure masks differences between federal and sub-national spending. The share of sub-national budget spending has grown considerably, showing progress in decentralization, but also posing challenges regarding the quality of investment and provision of services. Moreover, the benefits of fiscal decentralization are distributed unevenly across sub-national governments, because of incidence of oil payments, which are heavily concentrated on four states (Rivers, Bayelsa, Delta and Akwa Ibom).

Even with high oil prices, Nigeria’s still shows a shortfall in development financing. Being relatively rich, the country receives only US$ 2 per capita in Official Development Assistance (ODA), compared to an African average of US$ 28 in 2005. While the agreement with the Paris Club reduced the level of debt-servicing, financial support from the international community is required to satisfy needs in infrastructure investments and make progress in many other areas of human development. In addition to IMF, Nigeria is receiving financial support from the World Bank Group, DFID, European Union and other bilateral and multilateral organizations.

3. Factors related to state and local governments

Federalism is inherently a decentralised system in which there are at least three tiers of government, National, sub national and local. However, there are federations which appear to be decentralised but are in fact centralised and the system of devolution that is enshrined in the Constitution and subsequent legislations, is in fact illusory. Because a written Constitution does not ultimately imply constitutionalism per se; for a written document does not carry more force than persons in authority are willing to ascribe to it. The are several variants of federalism, but in general, the relative powers of the national and sub national levels depend much on how the federation was historically forged.

In Nigeria, the Federation of three regions was created by the central (colonial) government before independence. Since then, the sub national level (states) has been divided and further subdivided with the result that the plethora of states which have been created from the centre and by the centre stands at 36. There are demands – and fears – that there might be a further proliferation of states. In the Nigerian Federation, therefore, the residual powers rest with the national government.
Insofar as the relations between federal and state governments are concerned, historically the pendulum has been swinging between central dictation and central direction. With the country’s central governance alternating between repressive military regimes and corrupt civilian governments, the development of good governance at the state and local levels became out of the realm of possibilities.

During 2003-2006, under the present Constitution, the states have decentralised legal powers and their governors, deputy governors, local councils and their chairmen are all elected. However, in practice, the states consider that the federal government has severely circumscribed their authority and limited their functions. The states are weak vis a vis the federal government but there have been complaints about the current Constitution (drawn up in 1999); not being the product of a national consultation and consensus and there has been over the years consequent clamour for a “sovereign national Conference (SNC)”.

Nigeria has adopted “Presidential structure” at all levels, Federal, State and Local; hence, an executive national president, executive state governors, and executive chairmen of local councils. But the word ‘executive’ denotes of both actual and assumed powers. The result is that some governors arrogate to themselves powers which rightly belong to the local councils. We were told in one state, for instance, that the governor gave direct instructions to individual chairmen “build this road or that road”.

Local government guidance (not tutelage as in colonial days) and development is the responsibility of the State government. But the dominance of governors can overpower both the state legislature and local councils, both of which are elected bodies. And there are interferences from the centre in State and local policies. Violence is often deliberately used as a political weapon and the forces of law and order maybe upstaged by private ‘vigilantes’ whose existence is sanctioned by law yet operate outside the law. In these intimidating circumstances it is difficult for democracy to thrive and good governance to take root at the state and local levels. However, elections are held though marred by violence, and Nigerian society is very much alive, nonetheless, to its responsibility to bring its leaders to book.

No government can work much less provide services, without a reliable revenue base. At present, the proceeds from oil exports account for about 90% of the total revenue of the Nigerian Federation at all its levels. Apparently, other sources of revenue have been neglected. Both state and local levels rely on a share of the oil revenues which the central government dispenses. There is an agreed formula which is currently: 41.5% to the Federal government, 31% to the states and 16% to the local government authorities (LGAs). Before 2002, this formula was, 48.5% to the Federal government, 24% to the states, and 20% to the LGAs, and 7.5% for ‘special projects’.

This fiscal deconcentration is fair and sound. But distributing among the states their due share is problematic and the three major oil producing states of the Niger Delta (Rivers, Delta, and Bayelsa) receive extra shares but are still clamouring for a greater share and the violence against and abductions of expatriates working in the oil fields in the Delta
state is attributed to popular feelings that their state is getting less money and less development for its oil.

Popular participation is an essential ingredient of democracy and is the ‘sine qua non’ to local government bodies. A distinction is drawn between “local government” and “local administration”; the former has the attributes of government (elections, power to levy taxes, power to legislate, a high degree of autonomy, etc.), while the latter may not have these attributes on its own being just a central administration at the local level. What makes the difference between genuine and illusory devolution is the extent to which people participate in choosing their representatives and in participating in the making of local policies.

Given that sub-national governments are responsible for financing basic public services such as health and education, their capacity constraints represent a challenge for effective service delivery.

4. Factors related to gender equity

The dying years of the seventies saw the world increasingly paying attention to the need for women’s equity. By 1985, when Nigeria ratified the Convention on the elimination of all forms of discrimination against women (CEDAW), global policies were beginning to recognize and reflect that empowerment of women was a critical part of development programmes. Several regional and international instruments in the form of Conventions, declarations and charters have since sought not only the integration of women’s concerns into development issues but also the development of their capacities in order to foster and accelerate development. This greater equity with its objectives of social justice and human development seeks to create equal opportunities and conditions for women and men to achieve fully in whatever they do.

Nigeria women groups and civil society organisations have since the Beijing Conference in 1995 intensified their clamour for gender equity while successive first ladies for their part have embarked on their own versions of women empowerment programmes. After Beijing, the National Commission on Women gave way to the Federal Ministry of Women’s Affairs. At the level of states, each one established a similar Ministry for Women. When the present government came into office in 1999, it promised to work at 33% affirmative action for women. In the year 2000, the Federal Government adopted a National Policy on Women which allowed for some affirmative action. In the same year, the Millennium Development Goals (MDGs) were adopted. The MDGs recognise specifically the need for gender equity in development. One of the goals of the MDGs is achievement of gender equality in basic education by 2015.

Against this background and considering gender as a cross-cutting issue, Nigeria in 2003 while adopting a National Economic Empowerment and Development Strategy (NEEDS) recognised the absolute need to address gender concerns in the strategies. The result is a NEEDS document at a national level and a SEEDS version at the state levels, which seek
to not only work empowerment programmes but also to mainstream gender in the development process.

This development is certainly a giant step towards the achievement of gender equity in Nigeria. Since 2003, a significant number of state legislatures have enacted laws to protect women. These have ranged from laws against female genital mutilation to those against violence against women and trafficking. A national bill on violence against women is still before the House of Representatives.

More women have been appointed to important ministerial positions, headed important government parastatals and agencies, as well as private enterprises and banks between 2003 and 2006. However, this desirable development has not been observed in elective positions.

In 2003-2006, women’s groups and networks have widened their activities, and are actively working in the areas of increasing the representation of women in elective decision-making bodies and women-friendly legislation.

**HIV and AIDS**

5. **Factors related to political commitment**

The advent of democratic rule in 1999 brought about a serious national effort by government to tackle HIV and AIDS. Since then, government has placed high priority on prevention, treatment, care and support activities. It has established two key institutions to coordinate at the federal level the national response, namely the Presidential Committee on AIDS (PAC) and the National AIDS Action Committee on AIDS (NACA). At the state level, coordination was led by the State Action Committee on AIDS (SACA), while the Local Government Action Committee on AIDS (LACA) holds forth at the Local Government level.

Nigeria developed a three year Interim Action Plan called the HIV and AIDS Emergency Action Plan (HEAP: 2001-2003) to guide the multisectoral response to the epidemic. The delay in finding adequate resources for the implementation of HEAP resulted in the extension of its life span to 2004. The HEAP focussed on three major areas: removal of sociocultural, informational and systemic barriers at community level, secondly to implement prevention, and thirdly care and support interventions to mitigate the impact of the disease. There was some progress towards the goals of HEAP but there remained huge gaps in HIV prevention, treatment and care services, particularly at community level. HEAP has now been replaced with the National HIV and AIDS Strategic Framework, which will run from 2005-2009.

The Government also convened an African Summit on HIV and AIDS with a resulting Abuja 2001 declaration which paved the way to the establishment of the GFATM.

In spite of good responses in some states, not all states have effective SACAs and LACAs. NACA as a federal coordinating body was not able to exercise full control in
coordinating SACAs and LACAs due to the semi-autonomous status of states and the lack of legal status. Linkages between NACA, SACAs and LACAs need to be stronger.

Political will and commitment will need to be sustained for the duration of the NSF and thereafter and attention placed on the strengthening of these coordinating entities for effective management and coordination of HIV and AIDS activities.

6. Factors related to information, education, communication and behavioural change

The low literacy level and poor health seeking behaviour of the populace have lessened the effectiveness of the national response. Progress though has been made in increasing IEC particularly with the youth for example a curriculum has been developed and introduced for comprehensive sex education for 10-18 year olds. The curriculum was developed in a participatory manner through consultations with religious and community leaders. It focuses on improving young people's knowledge and attitudes to sexual health and reducing sexual risk taking behaviours.

In the past, attempts at providing sex education for young people were hampered by religious and cultural objections. Media campaigns to raise awareness of HIV are a practical way of reaching many people in different regions. Radio campaigns such as the one created by the Society for Family Health have been extremely successful at increasing knowledge and changing behaviour. "Future Dreams", was a radio serial broadcast in 2001 in nine languages on 42 radio channels. It focused on encouraging consistent condom use, increasing knowledge and increasing skills for condom negotiation in single men and women between 18 and 34 and was very successful.

There is an existing national Behavioural Change Communication (BCC) strategy developed in 2004 which offers strategies for targeting effective messages. What remains to be done is to expand advocacy and community mobilisation in order to initiate behavioural change. Although there have been IEC/BCC strategies targeting policymakers at all levels, opinion leaders, vulnerable groups etc through multimedia channels there is a need for more activity in this area. BCC youth-focused programmes are few and already existing structures such as youth friendly centres, information centres could be utilized for increase coverage.

7. Factors related to socio-economic and socio-cultural issues

Socio-economic effects

The socio economic impact of the high prevalence in Nigeria is of great concern. The decrease in the life expectancy from 53 years in 1990 to 51 years in 2002 is attributed to HIV and AIDS.

Poverty, unemployment and gender differences worsen the socio-economic impacts of HIV and AIDS. Some progress has been made in the mitigation of socio-economic and psychosocial impacts through the active participation of Faith Based Organisations
(FBOs), CBOs and NGOs. There is a need though to plan and implement targeted interventions for vulnerable groups particularly orphans and vulnerable children and women. The number of AIDS orphans is expected to increase to about 1.97 million children in 2005 and may reach about 5.3 million in 2015. Thus there will be significant strain on social systems to cope with increasing high numbers of AIDS orphans. Orphans and vulnerable children (OVC) present a significant development challenge and appropriate strategies to provide social, economic and psychological support need to be planned and implemented.

There is a need also to scale up private sector responses and build up their skills for planning and implementing workplace programmes in order to decrease the burden of HIV and AIDS.

*Socio-cultural effects*

Sex is traditionally a very private subject in Nigeria for cultural and religious reasons. The discussion of sex with teenagers, girls in particular, is seen as indecent. Up until recently there was little or no sexual health education for young people and this has been a major barrier to reducing sexually transmitted infection (STI) and HIV rates. Lack of accurate information about sexual health has meant there are many myths and misconceptions about sex and HIV, contributing to increasing transmission rates as well as stigma and discrimination towards people living with HIV and AIDS.

*Stigma and discrimination*

In Nigeria, stigma and discrimination related to HIV and AIDS remain high in spite of gains in awareness. Findings of the 2006 NARHS report indicate that, on the whole, respondents attitudes was less discriminatory to family than to non family who are infected by HIV. A higher proportion of males (69%) than females (61%) expressed willingness to care for a male HIV-infected relative. Comparatively, more respondents in urban (69%) than in rural areas (63%) were willing to care for relatives living with HIV and AIDS. Respondents from the northern zones in particular the North West and North East zones were more willing to care for PLWHA than those from the southern zones. Only 23% female and 26% male were willing to buy food from a shopkeeper with HIV. Also, only half of the respondents were willing to work with an infected colleague. Both stigma and discrimination worsen the spread and impact of the disease with the result that secrecy shrouds the disease and individuals are afraid of seeking HIV testing. The study showed that 48% of respondents wanted to keep relatives who are infected with HIV and AIDS as a family secret. This leads to under-reporting, limiting access to treatment, care and support and violation of the human rights of PLWHA. PLWHA often lose their jobs or are denied healthcare services because of the ignorance and fear about HIV and AIDS.

8. *Factors related to health care and infrastructure*

Over the last two decades, Nigeria's healthcare care system has deteriorated because of political instability, corruption and a mismanaged economy. Some parts of the country
still lack basic healthcare provision, making it difficult to establish HIV counselling and testing and clinical services such as the prevention of mother-to-child transmission (MTCT).

In 2002, the Nigerian government started an ambitious antiretroviral (ARV) treatment programme in 25 centres targeting 10,000 adults and 5,000 children within 1 year. An initial $3.5 million worth of ARVs were imported from India and delivered at a subsidized monthly cost of $7 per person. In 2004, the programme suffered a major setback due to shortage of drugs. Eventually, another $3.8 million drugs were ordered and the programme resumed. However, goals in coverage have not been achieved due to poor infrastructure and management. Initiatives with Ranbaxy Nigeria and Archy Pharmaceuticals to supply ARVs manufactured in Nigeria were embarked on to increase the availability of ARVs.

9. Factors related to resource mobilisation and management

At the national level up until 2004, over US$300 million was mobilised from a wide range of stakeholders which included Government, development partners, private sector, the Global Fund, World Bank, United Nations System, United States and United Kingdom governments and others. Overall, Government spending on HIV and AIDS has been low. WHO recently estimated that only 4 Naira ($0.03) is spent per person on HIV and AIDS prevention, treatment and care by the Nigerian government. To be effective, the WHO estimates that 260-390 Naira ($2-3) needs to be spent per person.

The end of the HEAP coincided with the launch of the President's Emergency Plan for AIDS Relief (PEPFAR) from which Nigeria expects to mobilise US$500 million between 2004 and 2009 into the national response. The President's Emergency Plan for AIDS Relief is expected to allocate $84 million to Nigeria in 2005 for HIV and AIDS prevention, treatment and care. It aims to provide antiretrovirals to an estimated 7,500 persons. PEPFAR focuses on abstinence and fidelity education, mother-to-child transmission (MTCT), blood safety, and access to home-based care and voluntary counselling and testing services. An example of a PEPFAR funded project is the Global HIV and AIDS Initiative Nigeria (GHAIN). This is a 5-year project aiming to provide anti-retroviral therapy (ART and care to HIV positive people and to prevent 800,000 new infections by 2009.

The Global Fund is providing $28 million over 2 years to expand ART, prevention and MTCT programmes to reach 20,000 people. The World Bank Multi-country HIV and AIDS Program (MAP) loan of $90.3 million was allocated to Nigeria in 2002. This was to support the national response. However, by 2004, only $9.62 million had been accessed, due to delays in disbursements at national and state level.

Despite Nigeria’s ability to mobilize resources, there is still a large resource gap due to complexity of the epidemic and this gap impacts on activities of other development partners and stakeholders.
IV. UNDP CONTRIBUTIONS TO OUTCOMES

UNDP contributions are analysed considering all interventions (soft assistance, programmes and projects).

1. Framework of UNDP intervention related to outcomes

1.1. UNDP strategy

Sponsored by the UNDP Office of Evaluation, an Assessment of Development Results (ADR) on the UNDP Nigeria programme was carried out in March 2003. The ADR found that the UNDP cooperation programme spread geographically too thin and that emphasized downstream operations under the first CCF, which reduced the capacity of the UNDP Country Office to maximize impact and to provide adequate supervision and monitoring. The ADR recommended UNDP to narrow its focus and geographic spread. As a consequence, UNDP Nigeria redefined its interventions in agreement with the government under the new 6th CCF 2003-2007. The new programme was designed in 2003 and initiated in 2004 to support the government development strategy (NEEDS/SEEDS) and public sector reform with upstream advisory services and capacity development at the federal level and in a reduced number of states (7 states in the case of the governance programme and 8 for HIV AND AIDS).

A multi-dimensional governance programme was designed, covering 11 thematic areas under which 11 outcomes were to be achieved in the period. In the case of HIV and AIDS, a programme was launched with three components, namely, Development planning, implementation and HIV/AIDS responses; Advocacy and communication to address HIV and AIDS; and Leadership and Capacity Building.

1.2 Soft-assistance

UNDP also sponsored policy-dialogue in collaboration with UN agencies under UNDAF and produced two national human development reports, one on the Delta region and another on HIV AND AIDS. In the case of NHDRs, the processes did not encompass a wide range of actions to enhance dissemination of ideas and social participation.

1.3 Programmes and projects

The UNDP governance and human rights programme has approved budgets with a total amount of US$ 38.3 million in the three-year period 2004-2006, out of which the Joint Support Basket Fund contributed US$ 13.96 million. Additional US$ 144.9 million were approved as contribution from donors for the implementation of the 2006 Census of Population and Housing. For its part, approved budgets for the Response to fight HIV and AIDS amount to US$ 6.7 million for the same three-year period.

Table 1 contains information about actual expenditures and the contributions by regular resources (TRAC) and non-core funding (cost-sharing, trust funds, co-financing). In
addition, UNDP disbursed US$ 138.9 million contributed by donors to help implement the 2006 Census of Population and Housing.

Table 1
UNDP Nigeria. Regular and non-core total expenditures for the programmes on governance and human rights, and Response to fight against HIV and AIDS in the three year period 2004-2006

<table>
<thead>
<tr>
<th>Programme</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Governance and Human Rights</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regular resources</td>
<td>991,345</td>
<td>2,736,185</td>
<td>3,120,428</td>
<td>6,847,958</td>
</tr>
<tr>
<td>Non-core</td>
<td>1,412,102</td>
<td>3,110,656</td>
<td>3,320,997</td>
<td>7,843,755</td>
</tr>
<tr>
<td>Subtotal</td>
<td>2,403,447</td>
<td>5,846,841</td>
<td>6,441,425</td>
<td>14,691,713</td>
</tr>
<tr>
<td>HIV/AIDS</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regular resources</td>
<td>373,403</td>
<td>1,781,564</td>
<td>1,894,948</td>
<td>4,049,915</td>
</tr>
<tr>
<td>Non-core</td>
<td>520,825</td>
<td>312,982</td>
<td>833,807</td>
<td></td>
</tr>
<tr>
<td>Subtotal</td>
<td>373,403</td>
<td>2,302,389</td>
<td>2,207,930</td>
<td>4,883,722</td>
</tr>
<tr>
<td>2006 Census</td>
<td>-</td>
<td>15,820,849</td>
<td>124,192,514</td>
<td>140,013,363</td>
</tr>
</tbody>
</table>

The programmes were designed in 2003 and initiated in mid 2004. Expenditures increase substantively when the programmes reach full implementation. The governance programme attracted more non-core resources, which equal or surpass regular programme resources.

**Democratic governance**

**Indicator 1. Democratic electoral regime**
(It aligns with Governance Programme Outcome 7 “Credible and transparent electoral processes developed”)

**Background**

After the 2003 elections, the subject of the electoral process generated a series of reviews. The Independent National Electoral Commission (INEC) convened a Conference in Kaduna with the objective of strengthening coordination of international assistance. Baseline information on the electoral process at national, state and local governments was used to identify the need for continued support to the development of democratic processes. One of the results was an agreement among donors in 2005 (DFID, EU, CIDA, and UNDP) to establish a Joint Donor Basket Fund managed by UNDP for a programme that would start early ahead of the 2007 general elections. The project was approved in May 2006 and is underway. It includes components of voter registration, training in ad-hoc staffing, participation of multiple stakeholders including Civil Society Organizations...
(CSOs), and actions for public outreach. The CSOs participate in voter registration, gender monitoring, media monitoring and domestic observation of the electoral process.

In March 2005 UNDP contributed to support a Political Conference convened by the Nigeria Executive to discuss and generate consensus over Constitutional amendments. The Conference made more than 100 recommendations. In this context, the Nigerian National Assembly opposed extension of the President’s mandate for a third term along with other recommendations.

Strategy

The strategy in this area is to provide support to INEC in partnership with major Nigeria donors and promote participation of CSOs. It has allowed for an improved aid-coordination and launching a comprehensive programme that includes strong participation of civil society organisations, not only in monitoring the electoral process, but also in widening the scope of outcomes in civic education, gender equality and public outreach.

Outputs

- Technical advice rendered to the Independent National Electoral Commission (INEC), the States Independent Electoral Commission (SIEC) and other relevant agencies. UNDP provided IT equipment to INEC. Also, during 2005 UNDP helped INEC facilitate dialogue with key stakeholders in order to determine the support required for ensuring a smooth electoral process in 2007.
- Printed training manuals for voter registration under the Joint Donor Basket project.
- Meetings and workshops with participation of CSOs.

Several civil society organisations such as the Center for Democracy and Development (CDC) and African Leadership Forum (ALF) have formulated projects financed by UNDP, to carry out intensive voter education campaigns in some states.

Contribution to outcome

The main contribution of the joint effort by donors is political reaffirmation of the need of free, fair and universal elections in Nigeria in 2007, on behalf of the International Community. Also, the approach emphasizes that elections are not only responsibility of the government, or technical bodies such as INEC, but of all Nigeria citizens.

UNDP’s assistant to INEC helped the Commission to finalize its Strategic Plan, which started in October 2005 and took off in 2006. The discussion with donors helped INEC define its programme and priority areas where international cooperation could be channelled. The Joint Donor Basket initiative created an avenue for strong participation of CSOs, which can help promote democratisation in the country, provide monitoring and critique.
The conduct of free and fair elections is a serious problem in Nigeria. Harmonized international cooperation in this critical area provides political support to INEC so that it may gain the confidence of citizens in the electoral system, promote civic education, a democratic culture and citizen participation. There are many challenges ahead, including the large number of political parties (50 as of November 2006), proliferation of candidacies, a culture of confrontation and political violence in political campaigns, intimidation of citizens and candidates, and cultural factors that hamper the participation of women.

Assessment

UNDP has been actively supporting INEC, more effectively in 2006 as a consequence of strengthened partnership with main Nigeria donors in the Joint Donor Basket Fund. While UNDP cannot provide large financial support (EU provided 20 million Euros to INEC for phase one of one project and has committed another 20 million for phase two), UNDP acts as facilitator, provider of technical assistance and delivery services.

Indicator 2: Effective separation of powers

Background

While UNDP has worked mostly with the Executive Branch, particularly supporting the Reform Programme, its interventions do not encompass the sphere of separation of Powers, other than providing some training for legislators (See indicator 6). In 2005, the National Assembly showed independence when supported the Vice-president’s position of opposing a Presidential’s Third Term. The Judiciary has also shown independence from the Executive, through some High Court decisions such as the case of the controversy over the Petroleum Technology Development Fund (PTDP) with a ruling against EFCC on 28 November 2006.

Assessment

Although there are actions showing separation of Powers, the independence of Powers and their relations is still an issue in Nigeria. UNDP has not worked in this area, other than providing some technical assistance. There is ground for UNDP to work in partnership with other international organisations to advocate this essential component of Rule of Law.

Indicator 3: Institutional resolution of conflicts
(Governance Programme Outcome “National capacity for conflict management and prevention enhanced”)

Background

The main UNDP partner in this area is the Institute for Peace and Conflict Resolution (IPCR), a government body. In 2002, funded by donors (UNDP, USAID, World Bank),
IPCR sponsored a “Strategic Conflict Assessment”, a study published in 2003 that created a common language and identified causes of conflict. At present, IPCR works on updating the document.

On the basis of financial support from NORAD, UNDP has assisted IPCR to develop a National Peace Policy which is underway with consultations held in the 6 geo-political zones of the country. At present, IPCR is implementing consultations, diagnostics and development of instruments for peace and conflict resolution. The initiative foresees stakeholder meetings for coordination on human rights, transparency and accountability and conflict management. UNDP Nigeria works in coordination with UNDP Crisis Prevention and Recovery Bureau at headquarters, which provides a special advisor for backstopping. A programme framework has been established within the UN System, with the participation of DPA, UNDP/BCPR, DESA and UNDP Nigeria.

Catholic Relief Services (CRS) implements a project in Plateau state. The aim is to strengthen infrastructure in the communities for constructive engagement in contentious social issues. The said project has included participants from other states, namely Kano, Kaduna, Benue, and Bauchi. The latter has played host to internally displaced persons from other states.

A project “A Search for Common Ground”, which would comprise a nationwide TV series, has been prepared and signed by UNDP.

**Strategy**

The strategy is to work at local level (state, district and local communities) in areas of actual or potential conflict through training of state and local actors, facilitation of dialogue, formation of interfaith and interagency committees and teams, as well as state, district and local committees.

**Outputs**

- Production of compact-disc with training modules and distribution to state and local actors.
- Peace building activities through community participation, problem identification, management of funds, and training, including gender mainstreaming.

**Contribution to outcome**

- The analyses have led to a better understanding of the causes of conflict. They cannot be only explained simply as ethnic or religious factors. There are important intervening political and economic factors, such as fight for land between newcomers and the indigenous populations.
- There are communication channels for people to resolve conflict without violence. Communities trained to identify causes of conflict.
- Peace between Waste and Langtang North, including restoration of socioeconomic activities at markets where Christians refused to sell goods to Muslims; dialogue between Christian and Muslim; gender mainstreamed with 40% of women trained on community organisations, peace building and conflict prevention.

Assessment

Conflict prevention and conflict resolution are essential to peace without which there can be neither good governance nor development. Immediately prior to the period under review, a study on “Strategic Conflict Assessment” was undertaken by the Institute for Peace and Conflict Resolution as a result of funding by UNDP, USAID, and World Bank. But the study was published in 2003. That exercise led to the identification of the genesis of conflicts in Nigeria and to a call for a peace policy in the country. A draft document enunciating that peace policy has been completed and is on its way to being adopted.

UNDP has also collaborated with the Catholic Relief Services on a project called “Emergency Preparedness and Response Training” (EPRT) for which it provided funding and support in terms of strategic direction, discussions and vigorous interaction. As a result, an interface approach was adopted to diffuse tensions and thereby prevent conflict from flaring up into deadly violence. Because of its successful application in one state, the approach was replicated in four other states. In its current form, the approach is termed as “Improved emergency preparedness and response” and has seven activities this year all of which are funded by the UNDP.

UNDP work in this area has been efficacious and is truly praiseworthy.

Indicator 4: Protection and enforcement of fundamental human rights
(Governance Programme Outcome 2 “Observance and reporting on human rights issues improved”)

Background

With NORAD financial support, the intervention of UNDP in this area is concentrated on strengthening the capacity of the National Human Rights Commission (NHRC) to fulfil its functions: promote and protect human rights, engender a culture of human rights, monitor and assess the observance of human rights, investigate all alleged cases of human rights violations, and assist victims of human rights violations and seek appropriate redress and remedies on their behalf.

Strategy

UNDP strategy in this area is concentrated on providing assistance to the NHRC. It has not provided direct support to the Judicial Branch, the police, the penitentiary system or other bodies related to the justice sector. However, there are actions related to police and prison system through NHRC and other UNDP actions linked to human rights under other themes such as elections, peace and conflict resolution and gender equity.
Outputs

- Technical support to the NHRC in developing a database on human rights complaints and cases, simplification of procedures on how to present complaints.
- Furnishing of computers, establishment of NHRC website and an e-library.
- General training of NHRC officers, CSOs and journalists to monitor, document and report human rights violations.
- Training of trainers on monitoring, documenting and reporting human rights violations for NHRC and CSOs.
- Support to establish databases on human rights cases in NHRC’s 6 zonal offices (2005).
- Sensitisation workshops on human rights held for 75 top police and prison wardens (2005).
- Support to NHRC for the “Report of the National Working Group on Prison Reforms and Decongestion, February 2005” The Prison Audit Exercise was funded by the Open Society Initiative for West Africa (OSIWA).
- Establishment of human rights desks pilots in the 12 police commands and prisons.
- Work with the police on a human rights curriculum at the police college.
- Information Education and Communication (IEC) material on human rights produced and disseminated by NHRC (2005). NHRC established human rights clubs as pilot programs in secondary schools of each of the 6 geopolitical zones.
- Six grants awarded to Nigerian NGOs to undertake human rights education across the country.

Contributions to outcome

- The UNDP programme has indeed contributed to changes in outcome in human rights aspects related to functions of the NHRC. The institution has been endowed with ITC, acquired capacity to fast-track human rights cases, the staff were trained on priority subjects as selected by the institution, which is now able to produce its own annual report on the state of human rights in the country.
- NHRC is working with the police and prison organisations to monitor the work of human rights desks at pilot police commands and prisons.
- There is commitment of the police on terms of reference for a curriculum on human rights at the police college. Idea of standards for a model police station and for a police officer.
- A network of Civil Society organisations is involved in assisting in the collection of human rights violations.
- NHRC works to establish a human rights curriculum in primary and secondary education.
- NHRC is the chair of African institutions on human rights.
Assessment

The UNDP, in giving support to the National Human Rights Commission, has contributed in some measure to improvement in the area of human rights. The role and mandates of the Commission, however, are very limited. While it is empowered by law to receive reports of human rights violations, it cannot compel the attendance of any party or enforce a resolution it makes in respect to a reported case. Its functions are limited to mediation, reconciliation, recommendations, and in appropriate cases condemnation of violation. It also engages in human rights advocacy. To this extent, the lack of legal teeth of the Commission tends to limit the scope of UNDP achievement in this area.

The World Bank has worked with state judiciaries. Its project in Cross River includes the establishment of a Model Court and case flow management while in Lagos State it has supported alternative dispute resolutions. The European Union, for its part, is in the process of preparing a programme on justice reform, involving the courts, the police and the prisons.

Some level of coordination between the UNDP and other partners, including other UN bodies such as UNODC, which work directly with the justice sector is desirable. There is need to provide interconnexion between the zonal offices of the NHRC and headquarters in Abuja to achieve greater efficiency.

Indicator 5: Promotion of gender equity
(Governance Programme Outcome 5 “Gender issues mainstreamed into national development policies and programmes”)

Background

A near absence of women’s political representation emerged as a serious concern after the 2003 elections. There was the need for gender responsive strategies including gender mainstreaming in public life. Funded was provided by the UNDP Democratic Governance Thematic Trust Fund (DGITTF) to address these concerns. UNIFEM is the implementing agency on behalf of UNDP. A donor coordinating group on gender works together and established a website. Encouraged by the success of this group a Joint Donor Basket was established in 2005. Funds contributed by CIDA, DFID, EU and UNDP are deployed within the said Joint Donor Basket to support the political participation of women.

The economic empowerment in Nigeria project is a two year initiative funded by the Japanese Government through the UNDP Japan WID Fund. UNIFEM implements the project which is being piloted in three Niger Delta States (Akwa Ibom, Rivers and Delta). The purpose is to identify business opportunities and create income-generating activities, cooperatives, training in entrepreneurial skills and financial institutions. Development centres with equipment including computers are established to provide accessibility to information, credit. Agreements are established with local government councils.
Gender equity has also promoted through UNDP intervention in some other states (See outputs under indicator 8).

**Strategy**

UNDP operates under a two-pronged strategy; one oriented to promote political participation of women and another, which focuses on economic empowerment and gender mainstreaming through NEEDS/SEEDS.

**Outputs**

- In collaboration with UNICEF and UNIFEM, UNDP produced a review of the capacity of the Ministry of Women’s Affairs to exercise its mandate and functions. The report was published in 2004.
- Training of senior management staff at Federal and State levels of the Federal Ministry of Women’s Affairs on policy analysis and gender plus support in IT capacity of the ministry by supplying computers Vsat in 2005. Training of the staff on computer use in 2006.
- Pilot Women’s Economic Empowerment initiated in 2005 in 3 selected states in the Niger Delta region (Delta, Akwa Ibom and Rivers). Outputs include a CD-ROM, training manuals, equipment delivered to development centres.
- Training for potential women politicians and women leaders in campaigning, lobbying and mobilisation. 6 NGOs in the 6 geo-political zones identify potential women candidates and provide training in fund-raising, public speaking, and promoting a gender agenda. Incorporate grass-roots associations, and zonal consultations.
- Training for advocacy for eradication of negative cultural practices against women such as discrimination and widowhood practices.

Under the project “Economic Empowerment of Women” in three Nigeria states financed by the Government of Japan, the outputs are:

- Production of CD Rom, with moving visuals, photos, pictures and demonstrations, customized for use at the community level and developed in simple language with explanations of technical terms.
- Consultative dialogue between women groups and local governments on issues affecting women and development in the community.
- Three-day training workshop for 30 members of women groups in Warri South West of Delta State.
- Promotion of decentralized participatory structures to encourage decentralization and participatory management of Women Development Centres.
- Consultative meeting with stakeholders. In Onna LGA, an NGO organised a consultative meeting with women leaders and local management committee at Onna Local Government Secretariat to increase interface between rural women and local governance structures.
- Two-day training on gender for the implementing partners.

Contribution to outcome

The assessment of the Ministry of Women’s Affairs has given guidance to government, CSOs and donors.

One important outcome of partnerships in the area of women’s political participation is involvement of CSOs.

The project “Economic empowerment of women” put in place decentralised women organisations. In Ikwerre LGA, an NGO constituted an 11 member Local Management Committee (LMC) with members drawn from various communities to encourage decentralised participatory management of Women Development Centres.

Assessment

UNDP has done much work in the area of gender equity in Nigeria. The partnership strategy, which includes working with major donors and UN agencies in the gender group is to be commended, as well as its close relationship with UNIFEM as a specialized body for implementation. The activities are related to the Ministry of Women Affairs at the federal level, the corresponding ministries at state level and gender networks, particularly in the six states selected as pilots. Recently, the thrust of UNDP is behind the promotion of political participation of women in view of the 2007 elections, within the framework of the Joint Donor Basket.

Indicator 6: Adequate legislative representation and process

Background

UNDP undertook some activities aimed at strengthening legislative functions. Meanwhile, the National Democratic Institute, financed by USAID, has supported a programme that focuses on enhancing the capacity of the 469-member National Assembly to legislate effectively and conduct oversight of the executive branch, and on assisting civil society organizations to effectively advocate issues and demand accountability from the legislative and executive branches. NDI also conducted follow-up assessments of constituency office staffers, and works with the legislature to help
Members demonstrate oversight and transparency through the budget process. In January 2006, the legislature demonstrated its support to establishing a National Assembly Budget and Research Office, which would professionalize the National Assembly's consideration of Nigeria's federal budget and level the playing field between the executive and legislative branches for budget-related and public expenditure management issues. In addition, USAID and DFID jointly launched in April 2006 a legislative strengthening programme, which is designed to help develop sustainable capacity in the National Assembly to enable the legislature to better play a constructive role in addressing poverty and inequality, with participation from civil society organizations.

For its part, World Bank has been active, in contact with the Public Account Committee, providing for capacity-building of legislators at the Federal Level, funding study visits and seminars in Abuja financed by the World Bank Institute. It also supports the process of specific Bills like the draft Fiscal Responsibility Bill and the Petroleum Bill.

Lastly, the European Union implemented a two year programme in the amount of 6 million euros plus 2 million euros from the National Assembly to building capacity of members, create a library, work in 6 state legislatures, and provide support to Legis 28, an NGO formed by former elected members, funded by the Inter Parliamentary Union (IPU) based in Brussels.

**Outputs**

- Training for legislators at national and 6 selected states on oversight functions, policy analysis and constituency building in year 2005.

**Assessment**

UNDP has not worked extensively with the National Assembly, which is a key institution to upholding Rule of Law. Considering that UNDP should focus its programme to avoid spreading too thin, opportunities for advocacy may be considered, in synergy with other international cooperation organisations.

**Indicator 7: Accountable and transparent administrative systems**

(Governance Programme Outcome 4 “Institutional corruption reduced and public sector accountability increased”)

**Background**

UNDP is assisting several public bodies responsible for the fight against corruption. It has supported the Budget Management and Price Intelligence Unit (Office of Due Process) through provision of technical experts, holding of training and awareness creation workshops, seminars and other events. It has also supported the establishment of an Anticorruption Unit in the Ministry of Finance and a whistleblower hotline connected to it. UNDP also provided support (training and workshops) to the Economic and
Financial Crime Commission (EFCC), ICPC (together with World Bank) and the Bureau of Code of Conduct.

In partnership with the World Bank and DFID, UNDP has helped build capacity of the Budget Office of the Federation (BOF). In 2006, UNDP assisted in the recruitment of numerous consultants to train officers in specialized Ministries of the Federal government (Ministry of Finance, Ministry of Public Works, Ministry of Solid Minerals, Federal Capital Territory Authority) towards developing a mid-term sector strategy for the formulation of the annual federal budget.

**Strategy**

UNDP supported the various governmental bodies concerned with accountability and transparency, especially the Budget Office.

**Outputs**

- Technical assistance for development of due process mechanism in the Budget Management and Price Intelligence Unit. Printed 30,000 copies of the ABC of the Contract Due Process Policy.
- Organization of procurement reform training for indigenous and non-indigenous contractors for 8 ministries: Roads, Education, Health, Water, Agriculture, Police and FCT.
- Feasibility study on the establishment of an E-procurement system with the support of the UN Inter Agency Procurement System Office (IAPSO). The system was piloted in the FCT.
- Support to telephone hotline since 2004 and establishment of Anti-corruption Unit at the Federal Ministry of Finance with the aim of receiving allegations on corruption from whistleblowers. Training for two staff-members to manage the hotline.
- Technical support for development of Medium-term sectoral anti-corruption strategies by the Ministries of Roads, Power, Education, Health, Water, Agriculture and Police as well as for the FCT.
- Support to build the capacity of the Budget Office towards a mid-term sector strategy for the formulation of the annual federal budget through recruitment of sector consultants to train officers in specialized Ministries of the Federal Government. Specialist staff of the BOF trained in core processes.
- Support to the coalition among the public, CSOs, private sector and the media in the fight against corruption through training in the area of awareness and fighting corruption for CSOs, and 2 training workshops for journalists on reporting corruption.
- Training and technical assistance (through provision of resource persons, materials and design of training modules, and workshops) to ombudsman institutions such as the Independent Corrupt Practices Commission (ICPC), the Economic and Financial Crimes Commission (EFCC) and Code of Conduct Bureau.
- Donated work stations to Code of Conduct Bureau and provided support in information management in 2003. Workshop with 50 participants on investigation and verification on September 2006.
- Initiative to raise awareness among the youth regarding corruption in 2005. A national essay competition was sponsored and the results discussed at a national conference aimed at raising awareness among policy makers about the concerns and recommendations of the youth regarding management and reduction of corruption. The initiative included three stages: First, a national survey was undertaken on perception of youths about corruption. Second, a national essay competition on corruption perception was organised among secondary school students. Third, a dinner was organised under the auspices of the African Leadership Forum to honour best students in the essay competition and for resource persons from the ombudsman institutions, to address the students on the issue of corruption.

**Contribution to outcome**

The hotline to receive anti-corruption complaints is located in the Ministry of Finance and managed by NGO organisations, ensures privacy to whistle-blowers and could serve as a deterrent for fear of prosecution. UNDP and DFID provided support at the Ministry of Finance in 2006 allowed for the first time that a truly independent anti-corruption unit be established in a ministry, in compliance with Civil Service Directive of 2001 that all ministries should have such units. Before, the anti-corruption committee operated with regular staff that performed their duties in addition to their existing jobs. The unit identifies violations of civil service standards and rules, criminal laws or misconduct in cases of conflict of interest and passes the cases to ICPC, EFCC or Code of Conduct Bureau.

**Assessment**

UNDP did a lot of work in this area as evidenced by the numerous outputs, assisting key government organisations to contribute to improve anti-corruption, transparent and efficient administration practices.

There are some drawbacks. There were plans to publicise the hotline, but this never happened. As a result, the hotline is not as yet operational and the Unit is therefore inoperative.

The Code of Conduct Bureau opines that a 3-day workshop is too short to acquiring investigative capacity. Another problem is the lack of computer connectivity with the states.

**Indicator 8: Autonomy and strengthening of State and local governments**

(Governance Programme Outcome 6 “Effective and efficient local governance promoted”)

**Background**

Related to actions geared to strengthening executive and legislative capacity at the federal level, particularly the Office of state and local government affairs, UNDP has worked in
6 states to assist in the implementation of local government reform. Within the multi-donor/multi stakeholder framework, the Programme includes support to the preparation and incorporation of poverty reduction strategies and fulfilment of MDGs in the NEEDS/SEEDS effort.

In 2005, UNDP participated in the benchmarking exercise that assessed the capacity of states for Development Policy, Budget and Fiscal Management, Service Delivery, and Communication and Transparency.

Strategy

UNDP concentrates its intervention in 6 states ((Kano, Lagos, Abia, Akwa Ibom, Rivers and Endo), implementing programmes agreed upon with the state governments and coordinated by a state programme committee or coordinating Ministry. The SEEDS constitutes the entry point for UNDP intervention in the states as well as the framework for the formulation of an MOU in line with the priorities of the governance programme. The MOU specifies the agreement on projects that will be implemented, for which the state contributes financially through the cost-sharing modality. The projects include support to public sector management (planning and budgeting), civil service reform and training at both state and local government levels, development of LEEDS, gender empowerment and ICT for development.

Outputs

- Technical assistance provided to States in the completion of SEEDS documents and for conducting stakeholder consultations at 3 senatorial levels of each state so as to enhance national ownership and ensure the effective contribution of ideas by all stakeholders across the society to the State plans. Support for the dissemination of the SEEDs document on radio and in print.
- Under the leadership of the National Planning Commission and in collaboration with DFID, the World Bank and the EU, UNDP provided support in 2005 for the benchmarking of States capacity to implement the SEEDS towards the achievement of the MDGs. The preparation took place in 2004. The benchmarking exercise assessed the capacity of the 36 states and Federal Capital Territory to deliver effective programmes based on four benchmarks: 1) Policy; 2) Budget and Fiscal Management; 3) Service Delivery and 4) Communication and Transparency. All but one state voluntarily participated. While no state received an overall rating higher than 57%, eleven states emerged with relatively high ratings in all four areas.
- Within the framework of the multi donor/multi stakeholder-working group, UNDP supported the development of Local Government Economic Empowerment Strategies (LEEDS). Work commenced in 2005 in 2 pilot states, Akwa Ibom and Ondo, with a view to providing policy guidance on a participatory approach to the preparation of LEEDS aimed at engendering ownership of State development strategies and increase accountability and transparency in their implementation.
- Technical support provided to the 6 states as detailed below.
Kano State

- Production of SEEDS document and publication. Four consultants (economist, sociologist, gender specialist and financing expert) assisted the Ministry of Planning and Budgeting during 6 weeks beginning in October 2004 and ending on February 2005. An abridged version of the document was published in local language (Hausa), with DFID support.
- Training on key institutions on legal counselling for women. Work started by a consultant to prepare a training manual (2005-2006).
- Upgrading Kano State website (it includes SEEDS document). Ongoing
- Design local area network for Ministry of Planning and Budget, Ministry of Finance and Office of the Auditor General. Just started
- Develop institutional capacity for implementation of societal reorientation programme (2005-2006).

The present programme includes two projects that have yet to be implemented: (a) training of 40 legislators and 32 legislative aides on policy analysis and constituency building, including gender mainstreaming, and (b) human rights awareness and observance by citizens and security agencies.

Akwa-Ibom State

- Preparation of SEEDS document (first in the country) and publication in 2 volumes in 2005. It includes workshop at the three Senatorial Districts. Production of abridged version. Translation into Ibibio language and publication (2005). Awareness-raising through electronic and print media.
- Workshop at the three Senatorial Districts for the formulation of LEEDS.
- Manpower needs assessment and training of 70 civil servants (2005).
- Training for 200 retired civil servants in 5 vocations (2005).
- 2-day workshops for 100 women representing women organizations (president and secretary) for training of trainers on gender issues (political involvement, community participation, widow’s rights).
- Establishment of 2 information centres in two locations and 6-day training for 22 women per centre (2005 carried over 2006).
- Establishment of Cyber café with 6 computers each for ministries of economic development; finance and information (2005).
- Training of 82 State and local government officials and 45 CBOs (October 2005) on anti-corruption. 5 people were sent to deepen their knowledge at the central government.
- A 3-day training of 124 elected local government officers and community leaders on leadership and development management (2005). Qualities of leader as a team player, financial management, transparency, due process following rules and regulations, providing services and the need of initiating change.
- LEEDS produced in selected 3 LGAs using participatory methodology. The programme foresees replication to prepare LEEDS in additional 28 LGAs and
- Draft policy on women’s rights produced, promote dialogue on women’s rights and improve library resources (2006)

The 2006 programme also includes projects for (a) training staff and LGAs officials on financial management, fiscal discipline, budget monitoring, transparency and accountability, and (b) enhanced ICT capacity of Ministry of economic development and other key ministries.

Ondo State

- Preparation of SEEDS document and publication (ODSEEDS). Abridged version (November 2006).
- Assessment of the capacity of the Ondo State Civil Service on Records and Pensions Management.(2005)
- Assessment of upgrading requirements of the Ondo State Public Service Training Institution. (2005, finalized in 2006)
- 2-day training workshop for 162 Community leaders, CDC secretaries on development issues, budget process and participatory approaches (September 2006)
- 2-day training of 50 staff on improved procurement and budgeting implemented by the State Project and Price Monitoring Unit (PPMU) (August 2006)
- 2-day training of 50 local government treasurers (25) and directors of personnel management (25) (August 2006)
- 4-day training of records management officers on improved records management processes and systems in public service (September 2006)
- 3-day training of 40 planning and project officers on preparation of feasibility studies (September 2006)
- 3-day training of women NGOs, CBOs on planning, feasibility studies and project management (October 2006).
- 2-day training of 50 management staff of Ministry of Women Affairs and top government functionaries on program planning, monitoring and evaluation (to be held).
- Overseas training programme for civil servants. Five officers have participated in training programmes in Netherlands, United Kingdom, and USA.

Further activities were advertised in the newspaper at the end of October 2006 for further implementation as approved by the Programme Committee.

Contribution to outcome

Before the SEEDS, there were no plans at state level and no information. Now, the SEEDS documents are being used by state governments for planning and budgeting processes, and choice of capital investment projects. Also, in the past, budgeting was undertaken as a mere routine. Now there is an instrument and government is accountable
to the investments it makes in schools, hospitals, roads and other capital investment projects.

However in Kano State, the Ministry of Finance still has problems in forecasting revenue and expenditures. An interviewee says that revenue estimates are not realistic and 90% comes from the Federal government.

In Kano State, the programme provides support to the Directorate of Societal Life, an organisation founded in September 2004, which is the tool for implementing the government priority programme of societal reorientation. The programme has three ways of reaching out: (1) media campaigns; (2) outreach, visiting communities and individuals; and (3) witnessing, with publications and messages. Four levels of organisations are involved: a State Council chaired by the Governor; 7 State committees with 7 target groups; urban committees, and rural committees.

In Akwa Ibom State, the state government has improved management of development and budgeting. A total of 200 civil servants near retiring or retired and other 100 people were retrained in productive activities taking advantage of equipment provided by a finalized UNDP project implemented under NEPAD. The staff acquired skills in poultry, fish farming, snail-raising, piggery, or production of candles, cosmetics and liquid soap. Some of them established a micro credit organisation.

Also in Akwa Ibom State, the promotion of gender issues has allowed for networking of women and coordination. Women use facilities at 2 information centres for counselling services, idle time, and talk together.

In Ondo State, the programme has improved management of development and poverty reduction, introduction of their own version of “due process” and sharpening the performance of civil services. There is better record keeping at each ministry and the officers who are in charge of records and pensions have computers. Training has been upgraded from former practices of training typists and secretaries. A manpower assessment has allowed planning of training as well as taking care of retirees or civil servants who are about to retire.

Assessment

As evidenced by the outputs enumerated on the previous pages, UNDP has done a lot of work in this area. Obviously, it cannot do –and could not have done- much about autonomy; it could only provide help in strengthening the capacity of state and local governments to meet the challenges of their relative mandates.

In the framework of donor coordination, and participation of the National Planning Commission, the UNDP programme has indeed helped state governments to prepare the SEEDS document and include mainstreaming of MDGs. It also has improved government functions of planning and budgeting in the three states visited, as well as training the civil service.
Some donors are under the impression that the states did not participate sufficiently in the SEEDS benchmarking exercise and advised that the next phase should ensure state ownership. States representatives have said that SEEDS benchmarking in 2005 was too much concentrated on availability of documentation rather than on actual outcomes. Donors’ interviewees opine that the exercise helped identify better performing states, which introduces more competition. DFID would prefer to work with best performing states such as Cross River, Kwara, Kano and Lagos. Conditioner grants are being planned by DFID. However, this concentration may jeopardize efforts in states that present more problems and obstacles for development.

Collaboration and cooperation between the UNDP and the states have been effective although the states have complained that UNDP was too slow in payments. It was reported in Akwa Ibom that UNDP advanced only 15% of project costs and stipulated to pay the remaining 85% upon completion of the project. This, it was said, has had a crippling effect on project execution. Because of the pressure of time, we could not investigate this matter further but we feel that UNDP should clear it up with the states so that cooperation will not be hampered any further.

It is our impression however, that follow-up on activities and assistance rendered by UNDP is seldom, if at all, made in order to test on the ground the efficacy of what had been done. UNDP, in dealing with state and local governments, is threading on political territory and may at times be frustrated by political cross currents. Any assessment of its efforts must therefore take these realities into account.

**Indicator 9. Capacity of public sector for effective development policies**
(Governance Programme Outcome 1 “Democratic culture and practice improved and sustained”)

*Background*

Various initiatives were put into effect under this thematic area. On the basis of funding by DFID, and particularly EU, UNDP, in partnership with UNFPA, assisted the National Population Commission to conduct the 2006 Census of Population and Housing. UNDP helped disburse the fund ensuring a transparent and accountable payment to enumerators and other survey costs. The procedures were tested in 2005 and applied in the March 2006 census data collection.

Through the Diaspora Trust Fund, created on the basis of financial contributions from government, DFID and seed money from UNDP, provided a management mechanism by which Nigerian substantive experts were contracted to assist the government reform process, working in strategic ministries and agencies, including Budget Office, the National Planning Commission, Central Bank, the new Bureau for Public Sector Reform of the Presidency, and the Federal Capital Territory. In this way, UNDP facilitated the government policy reform through provision of delivery services.
UNDP also provided management services to channel funds to finance the Independent Policy Group (IPG), an independent think-tank that provides policy advice in direct contact with the President of the Federation.

UNDP assisted the government to increase its capacity in development planning and management by supporting the National Planning Commission preparation of NEEDS and states’ SEEDS documents under the framework of multi-donor/multi stakeholder framework that provided funding and oversight (see also indicator 8).

Another area of intervention was training programmes and facilitation of dialogue for the executive and legislative powers both at national and 6 selected states, related to training of staff of the Office of State and Local Government Affairs to support effective decentralisation (2005) and training at the Secretariat of Association of Local Governments (ALGON).

UNDP also assisted the National Planning Commission, its counterpart in the Government structure. The assistance aimed at improving ICT equipment necessary for NPC’s functions regarding oversight and harmonisation of international cooperation to Nigeria.

Nigeria acceded to the African Peer Review Mechanism in 2003. It means that the country is willing to participate in peer reviews of its performance in four thematic areas: democracy and political governance; economic governance; corporate governance; and socio-economic development. Since 2003, the government has complied in putting in place the corresponding internal structures to ensure participation in the initiative, which have adopted a strategic action plan. UNDP support is proposed as part of a multi-donor assistance package focused on facilitating national ownership, popular participation and capacity building.

**Strategy**

UNDP supported various organisations of the Central Government as well as the states in partnership with Nigeria major international donors (DFID, EU, World Bank). It provided agile management services to make available consultants and technical assistance to high-level decision-makers for the Reform Programme and NEEDS/SEEDS strategies, which mainstream the MDGs and its human development targets.

**Outputs**

- Disbursement services (US$ 120 million) to help implement the 2006 Census of Population and housing, to field Census functionaries involving 800 personnel in all 774 local government authorities.
- Technical support provided by experts to the Central Bank, Federal Ministry of Finance, Foreign Affairs Ministry, Ministry of Information and National Orientation, Ministry of Solid Minerals, the Federal Capital Territory, and the Open University
Commission as well as the Budget Monitoring and Price Intelligence Unit on the basis of the Diaspora Fund (2005-2006)
- Management services for research and policy assistance by the Independent Policy Group Centre (IPG) initiated on October 2005. The Group has produced analysis reports on various areas including preparation for the National Population Census, performance of the economy, implementation of the Policy Reform Programme, university education, and stigmatization and discrimination in the workplace against people living with HIV and AIDS.
- Support to the Secretariat of the National Political Reform Conference organized in 2005 to build consensus over critical governance issues.
- Technical assistance to National Planning Commission on NEEDS and SEEDS.
- Studies on IT capacity of the National Planning Commission (NPC) with recommended strategy for automating key processes and a related training strategy. Procurement of 50 computers and ancillary hardware and software (2004-2005).
- Training of 20 professional staff of the Office of State and Local Government Affairs of the Executive Branch on policy analysis, monitoring, assessment and research to foster effective decentralisation and implementation of local government reform recommendations and human resource development (2005).

Contribution to outcome

Although it is difficult to define the exact attribution, UNDP contributed to assist preparation and implementation of the government Reform policies, particularly by providing agile mechanisms of management services. Although the Census of Population does not fall directly in the area of Governance and Human Rights, its implications upon democratic governance in Nigeria are enormous. The intervention of UNDP in this areas was facilitated by its role as a neutral broker as member of United Nations.

In the framework of donor coordination, UNDP also supported the formulation of NEEDS at the federal level and SEEDS at the state level, which are essential strategic development documents, as well as SEEDS benchmarking in 2005. Some donors have expressed that the process should provide for more participation and ownership by NPC and the states and this is the spirit which will guide the second phase.

By its support to NPC, UNDP has also contributed to a better aid-coordination in Nigeria and availability of information on programmes and projects.

With regard to Nigeria’s participation in the African Peer Review Mechanism, the government has put in place a national coordinating structure comprising of a National Focal Point, a National Secretariat, a National Working Group, National Steering Committee (Technical Committee) and APRM Monitoring and Evaluation Team. It is expected that the initiative, which has formulated a National Action Plan, will start operations in 2007 under a multi-donor assistance package that includes participation of UNDP. Nigeria participation in this initiative means that it accepts to be accountable to peers on its policies on democratic governance, macroeconomic planning and management and socio-economic development
HIV and AIDS

Indicator 10: Institutional capacity to plan, implement and manage multisectoral strategies at national level and sub-national levels

It includes TOR’s thematic area No. 11 “Institutional capacity built to plan, implement and manage multi-sectoral strategies at both national and sub-national levels to limit the spread of HIV and AIDS and mitigate its social and economic impact on poor people and women”.

Background

The burden of HIV and AIDS in Nigeria requires adequate institutional and human capacity at national and sub-national levels to plan, implement and manage programmes for an effective response within a multi sectoral approach. UNDP provided support at national, state and community levels to build institutional capacity for planning, implementation and management of multi-sectoral strategies to limit the spread of HIV and AIDS and mitigate its social and economic impact on poor people and women.

The National Strategic Framework (NSF) and NEEDS have been developed and are being operationalised while the State Strategic Plans and SEEDS are at various levels of development at state levels. Line ministries in some states like Kogi, Bauchi and Ondo, now have budget lines for HIV and AIDS.

Strategy

UNDP led the UN implementation Support Plan (ISP) to support stakeholder consultations to enhance the bottom up approach in national strategic plan formulation and this served as a platform for UNDPs work with other UN agencies.

UNDP worked closely with other partners, UNAIDS as well as WHO and World Bank, which were already supporting the development of health sector strategic plans and sector specific strategic plans in 17 Federal line ministries and 18 IDA participating states to prepare State Strategic Plans respectively.

NACA’s role of coordinating resources and policy decisions was recognised and used by UNDP as a strategy necessary for the achievement of the outcome.

Outputs

Federal level

- Under the leadership and coordination of NACA, UNDP participated in collaboration with other UN agencies, development partners like DFID, USAID, CIDA, World Bank and the EU, in the process of the National Response Review and the development of the National Strategic Framework (NSF) through the provision of technical and financial assistance.
• Technical support for the state response review and mainstreaming HIV and AIDS into state poverty reduction documents.
• Technical and financial support for the development of state strategic plans in 8 states as well as technical guidance for the mainstreaming of HIV and AIDS and gender into the State Economic Empowerment and Development Strategic (SEEDS) documents in 8 states.
• SACA personnel trained on programme implementation and management
• With the support of UNDP, the Country Coordinating Mechanism (CCM) was restructured with UN agencies (UNDP & WHO) on board and orientation of new members carried out jointly with other partners.
• Technical assistance for the development of the national workplace policy.
• Direction as to how the UN joint programme should go by taking the lead in contributing significant financial resources towards the process
• Financial support for the development of the Joint Workplace Policy for the UN agencies
• Technical assistance for the reconstruction and strengthening of NEPWHAN
• Members of NEPWHAN and CiSHAN trained in the Leadership Development Programme.

Outputs

Examples in the States visited

Kogi State

• The Government of Kogi State signed an MOU with UNDP and NPC for the implementation of activities contained in the 2005-2007 Kogi State Economic Empowerment and Development Strategy (KOSEEDS). Under this memorandum UNDP supported the human resource and infrastructural capacity assessment of SACA.
• Support for enhancing institutional capacity through participatory development, finalisation and printing of the KOSEEDS
• Training of the Executive, Legislature, CSOs and communities to promote the planning, implementing and managing of the multisectoral response
• KOSACCA members trained in planning, resource mobilization, implementation and management of HIV and AIDS programmes.
• Advocacy equipment and logistics procured for KOSACCA to implement HIV and AIDS programs

Ondo State

• 2 day training of youth leaders in order to enhance skills in implementing HIV and AIDS strategies
• HIV and AIDS mainstreamed into activities of line ministries e.g. Ministry of Justice and capacity building of personnel planned.
Bauchi State

- The Government of Bauchi State signed an MOU with UNDP in July 2005 for the implementation of activities contained in the Bauchi State Economic Empowerment and Development Strategy (BASEEDS). Under this memorandum, UNDP supported the finalisation of the BASEEDS through technical assistance and the printing and production of both the full and abridged version (also translated).
- Training of the members of 15 Line Ministries Action Committees strengthened with no less than 15 members each
- 20 LGAs and their councils sensitised on the prevention and impacts of HIV and AIDS

Contribution to outcome

Federal Level
- LDP training of NEPWHAN and CISHAN was used as a tool for enhanced coordination of networks reaching out to a greater number of civil society organisations and PLWHA and increasing membership.

State Level
Kogi State

- Training of SACA members, which led to the development and launching of the state workplace policy.
- Following the LDP, policy makers and high level public officers e.g. SSG, Commissioners, HOS, members of the House of Assembly, Permanent secretaries, Directors, CSOs and PSOs have undergone sensitisation dialogues and are implementing workplace programmes.

Assessment

Profile of UNDP in the states was raised.

Indicator 11: Effective communication strategies including IEC and BCC

It includes TOR’s thematic area No. 12 “Effective communication strategies developed and utilised to provide information and education on HIV AND AIDS advocacy for positive behavioural change”

Background

With a prevalence of 5.0% around 2003, reduced to 4.4% (2005, FMOH), prevention activities continue to be a priority within the national response with a particular focus on Behaviour Change Programmes.
Strategy

The strategy for effective communication has been based on targeted information on HIV and AIDS using culturally appropriate language to initiate behaviour change. Key messages have centred on the promotion of abstinence, mutual fidelity and condom use. CSOs including FBOs, networks such as NEPWHAN, CISHAN and community and opinion leaders have been utilised as change agents.

UNDP has also utilised partnerships with other development partners and stakeholders to reinforce its work in this area e.g. collaboration with UNICEF and UNFPA to implement joint programmes on life-skills-based education and collaboration with DFID in Oyo State. Additionally, UNDP has also worked with the National Youth Service Corp (NYSC) Scheme in order to reach the youth with targeted messages.

Outputs

Federal level

- Operationalisation of the Nigerian 5-year BCC Strategic Framework on HIV and AIDS for sustainable behaviour change
- In collaboration with UNICEF, training of youth corp members in leadership programmes to carry out HIV and AIDS awareness campaigns among youth and in schools.
- Support to the development and printing of IEC/BCC materials e.g. banners, billboards for NACA and SACAs with their input in the design stage
- Increased capacity of the media, entertainment and arts sectors to design and air HIV and AIDS programmes

State Level

Examples of states visited:

Kogi State

- Communication strategy developed to guide IEC interventions for positive behavioural change within the framework of KOSEEDS (Kogi State Economic Empowerment and Development Strategy-2005-2007).
- 150 Journalists from Media houses trained in LDP
- 50 people trained as trainers (ToT) and given advocacy kits for parent – child communication and behavioural change

Contribution to outcome

Federal Level
The BCC strategy was introduced to schools across the country. Youth corps members acted as peers for others to promote healthy sexual practices. Greater coverage of HIV and AIDS in the print and electronic media.

State Levels

Kogi State

- Anti-AIDS clubs established in 30 secondary schools to promote awareness and begin the process of change in sexual behaviour and attitude
- At community levels, 100 youth leaders and teachers form Anti-AIDS clubs to promote peer education and role modelling
- NYSC members trained to act as peers in translating behavioural change messages to the adolescents and youth.

Ondo State

- Key media practitioners from LDP generate breakthrough projects through enhanced engagement which led to significant outcome in reduction of billing for programmes in the print and electronic media.
- Increase in print and electronic coverage of HIV and AIDS brought to the public domain issues on leadership and advocating for lessened stigma and discrimination against PLWHA e.g. In Ondo, the development and airing of HIV and AIDS programmes such as Facing Facts, Health Watch, Sunday splash, Positive FM and Lifeline with a special focus on HIV and AIDS on the various radio and television houses, has increased access to information and education among the general population.
- Improved dialogue between government and the media
- HIV/AIDS media reports aired at least once every week.
- Formation of a network of media, Media Vanguard, cutting across media organisations in 5 states and involving 50 members.
- Greater availability of IEC to the general population
- Development of BCC strategies in different dialects
- Mainstreaming of HIV and AIDS by religious leaders both Christian and Moslem

Bauchi State

- The State has contributed around 10 million Naira to SACA for implementing the Leadership Development Programme.
- 156 slots of jingles, 36 episodes of drama and 15 documentaries aired on radio and television by BARBAN GWANI on BRC, BATV and NTA
- Secured sponsorship for phone in programme on BATV and BRC
- BRC developed 15 minute air time for HIV and AIDS on a weekly basis
- Production and distribution of 150 videos on HIV/AIDS
• Behavioural change communication and education initiated in schools

Assessment

For more effective coverage of Information, Education and Communication strategies there is a need for UNDP to establish stronger linkages with other organisations, which have comparative advantages, for example, the journalist network, other media organisations. Due to the high cost involved in implementing BCC strategies there is the need for the private sector to link up in this sector..

Indicator 12: Leadership capacity development and enhanced partnership

Partnerships are a necessary condition to achieve measurable outcomes particularly in the case of HIV and AIDS, which requires an integrated participation of many partners. The indicator subsumes TOR’s thematic area No. 13 “Effective and timely multi-sectoral response on HIV and AIDS achieved through transformative leadership capacity development and enhanced partnerships”.

Background

UNDPs work in this area aims at developing leadership competencies to address the socio-economic, developmental and health issues posed by HIV and AIDS. This is achieved through the leadership for results programme comprising the Leadership Development Programme and Community Capacity Enhancement. Both, target people at all levels with a focus on the individual and their ability to motivate others to action. This process in Nigeria has had an important outputs and subsequent outcomes.

Additionally, UNDPs work in this area has involved building strategic partnerships with various organizations at federal, state and community levels, which have leadership responsibilities.

Strategy

The LDP was initiated in 2003 with full start-up in September 2004. The participants are drawn from the following states- Abia, Bauchi, Cross River, Kano, Kogi, Ondo, Ogun, Rivers, Enugu, Benue, Adamawa Gombe, Sokoto, Kwara, Lagos and the Federal Capital Territory. The LDP takes participants through a 9 month process consisting of 3 sessions of intensive workshops. Each session lasts 3-4 days.

Over 700 Nigerians have gone through the LPD and over 20 million people have been reached through 109 break through initiatives formulated during the training sessions.

This innovative approach has resulted in people making a shift in their response to HIV and AIDS by taking responsibility for their lives, making informed decisions and altering their professional and personal behaviour in ways to challenge the status quo and bring about measurable and sustainable change.
Another strategy for developing leadership skills has been the community capacity enhancement programme. Communities and individuals have identified key factors fuelling the epidemic and have challenged these. One CCE methodology is *community conversations* which has brought together men and women of diverse backgrounds to discuss and decide how to respond to the challenges posed by HIV and AIDS within their own communities. Through this process openness has been enhanced through effective dialogue. The community conversations have started the process of bridging the gap between local governments and their constituents.

**Outputs**

**Federal level**

- The structure of the LDP enabled different actors to share experiences and forge stronger linkages for the period of training as participants were of diverse backgrounds e.g. representatives of the national assembly, government, civil society, NEPWHAN, media, private sector, faith based organisations, members of GFTAM and CCM, representatives of workers association
- Over 700 people from a wide range of professions, organizations and levels in both public and private sectors trained
- 50 people trained in the Community Capacity Enhancement programme.
- Training of federal legislators

**Outputs**

**State Levels**

**Kogi state**

- 50 participants trained for 14 days out of which 6 were selected for a capacity transfer programme to deepen knowledge of leadership

**Bauchi State**

- 3 training workshops in LDP held for 40 selected participants followed by 87 participants during step down training

**Contribution to outcome**

**Federal Level**
• Bill establishing NACA promoted within the national assembly due to proactiveness of LDP trained federal legislators
• Formation of PLWHA support group in Bwari area council of FCT
• Expansion of VCT services in Bwari as a result of LDP trainee applying leadership competencies and spearheading initiative in collaboration with other stakeholders
• Better engagement of media practitioners i.e. the FCT media group following LDP through the development of a manual on “correct reporting language for HIV and AIDS”
• FCT media group trained 300 journalists on HIV and AIDS reporting

Contribution to outcome

State Levels

Kogi State

Break through initiatives include:

• Greater political will and commitment e.g. Governor of Kogi State getting more involved with HIV and AIDS agenda with the subsequent movement of SACA from the MOH to encourage a multisector approach
• Governor issuing a directive for the allocation of 2-5% of the budget of line ministries and local government to HIV and AIDS
• In the area of legislature, a law on stigma is currently at its 2nd reading as a private bill as a result of transformational leadership.
• Visible changes in the workplace. LDP participants returning to their workplaces with innovative ideas for example a participant from Radio Kogi used the knowledge acquired to develop radio shows on HIV, another LPD participant developed more cultural drama on HIV.
• Greater dialogue between PLWHA and government to highlight acceptability of PLWHA, stigma issues i.e. PLWHA had a session with the House of Assembly and funds were raised for PLWHA. This empowered the movement of the stigma bill.
• In terms of sustainability, 6 Universities across Nigeria have been targeted to house the LDP programme and incorporate LDP into faculty programmes. Thus university dons are being co-opted to implement LDP.
• Leadership coalitions for transformative development established such as faith based coalition, women's coalition, Wives of Governors coalition on HIV AND AIDS, NYNETHA, private sector coalition (NIBUCCA)
• CCE methodology used to mobilise communities, chiefs, opinion leaders, schools for peer education. CCE methodology taught in churches.
• Aggressive sensitisation and advocacy within communities to help identify OVC

Ondo

• Leadership for result training (4 days) for 102 youth leaders in 2005.
• Leadership for result training (5 days) for 85 youth leaders in 2006
• Development and use of 2000 faith based IEC materials on HIV and AIDS prevention, care and support within communities
• Facilitation for the establishment of a Community Action Committee on HIV and AIDS in Ikaram, Omolege and Iju
• Formation of a local sensitisation committee on HIV and AIDS among the Muslim community in Ore and the Christian community in Owo in Ondo South and North Senatorial Districts respectively.
• Capacity Building training seminar for 35 religious leaders in Ondo North, 21 in Ondo South and 42 in Ondo Central Senatorial Districts respectively.
• Mainstreaming of HIV and AIDS programmes into Christian Association of Nigeria (CAN) activities in Ondo Central Senatorial District.
• Registration and launching in Akure of the Igbagbogbemi initiative involving FBOs. The aim of the initiative was to increase awareness of religious leaders on issues such as stigma, discrimination, care and support and to integrate HIV and AIDS issues into religious activities.
• Launching of the Igbagbogbemi initiative called ‘advocacy on wheels’ to promote HIV/AIDS awareness, stigma reduction, care and support in 20 rural communities including the 5 MDG villages through a UNDP/Ondo SACA grant of 1.2 million Naira.

Bauchi State

Following the LDP training the following outcomes were realised

• Formation of advocacy team led by the Governors’ wife to 20 local government areas to institute HIV and AIDS prevention strategies
• Sensitisation workshop for staff of Ministry of Women Affairs, 100 Uniformed men and secondary school students in 4 villages
• Training of 5 PLWHA in income generation skills i.e. sewing and knitting
• Establishing 10 parastatal HIV and AIDS committees
• Increased multisectoral participation through membership of BASACA
• Greater enhanced sensitisation of Government leading to agreement on budgetary allocation for HIV and AIDS
• Mainstreaming of HIV and AIDS into both state and line ministries/parastatals budget for 2006 achieved with 215 million Naira earmarked
• BASACA financially supported by government with 20 million Naira
• Women’s participation in state campaign against HIV and AIDS heightened
• Resource mobilisation from private and other international partners to support the implementation of the BASEEDS successful
• Active dialogue and advocacy ensued for the establishment of BASACA as an agency and a draft memorandum for a bill completed
• Stronger linkages formed between state and federal levels through dialogue between NACA and the Governor of Bauchi State resulting in the approval of the board
members of the BASACA and the establishment of the BASACA secretariat under the Governors office

- High visibility of HIV issues on state agenda resulting in state approval of 153 million Naira for the procurement of ARV drugs for 1000 PLWHAs and the procurement of two CD4 machines and reagents worth 12 million Naira
- Policy approval for the prioritization and inclusion of PLWHAs in the funding of all poverty alleviation programmes
- Increased numbers of PLWHA support groups formed - 8 support groups with minimum of 30 registered members
- Release of counterpart funding of 13 million Naira for the establishment of PMTCT in 9 General hospitals
- Release of 5 million Naira for the procurement of blood screening equipment in 20 General hospitals
- Expansion of VCT - three VCT centres established with 4 million Naira
- Establishment of 2 committees to support BASACA to develop the state strategic framework and corresponding 2006 workplan

**Improved public private partnership**

- Establishment of 100 HIV and AIDS youth friendly centres in Nigerian universities sponsored by ECOBANK, MTN HIV and AIDS Marathon and touch screen informational boards
- Training of the private health sector in Ondo state through the involvement of the private practitioners to complement the efforts of the public health sector.

**Assessment**

Catalysts for transformational leadership have been created at all levels. This innovative approach has resulted in people making a shift in their response to HIV and AIDS by taking responsibility for their lives, making informed decisions and altering their professional and personal behaviour in ways to challenge the status quo and bring about measurable and sustainable change.

In Nigeria, the LPD has strengthened the capacity of various stakeholders including government, private sector, media, CBOs etc and has empowered participants to break the silence around sensitive issues relating to HIV and AIDS such as gender and power relations, sexuality, stigma, discrimination etc. As a result of the LDP, leadership awareness of the importance of HIV and AIDS in state planning has been heightened.
V. UNDP’s PARTNERSHIP STRATEGY

Governance and human rights

In the period 2003-2006, UNDP worked in partnership with the Federal Government, particularly the Presidency (through the Independent Policy Group), the National Planning Commission (coordinator of international cooperation in the country), and the Ministry of Finance, including the Budget Office.

Through management of the Diaspora Fund and the project on Mid-Term Sector Strategy budgeting, UNDP has provided assistance to various ministries, including the Ministry of Public Works, Ministry of Solid Minerals, and the Federal Capital Territory.

Regarding international cooperation partners, UNDP participates in regular donor coordination meetings that analyses the Nigeria situation and its prospects. It also works with UN agencies in the framework of the UN Team. It should be emphasized that UNDP has established solid partnerships with major Nigeria donors (EU, DFID, World Bank, CIDA), specially in 2005-2006 in two areas, namely, elections in relation to INEC, through the Joint Donor Basket initiative, and the NEEDS/SEEDS donor framework, which involves participation of the National Planning Commission and state governments.

The Joint Donor Basket Fund is a strong partnership and is already creating results. The international cooperation agencies speak with one voice with a clear political meaning in support of fair, free and universal elections in Nigeria. UNDP contributes with the neutral position of the United Nations and providing technical assistance and management services. The partnership allows for a widened scope of action and improved aid-coordination and eliminates wasteful duplication.

UNDP does not work closely associated with major donors in policy dialogue regarding macroeconomic policy and public sector reform. For example, the World Bank and the UK Department for International Development (DFID) sponsor a joint Country Partnership Strategy for Nigeria in 2005-2009. Nor has UNDP participated in donor assistance for the Legislative and Judicial Bodies, where USAID and European Union sponsor important programmes. The UNDP has thereby been spared in extending its assistance further and wasting resources in areas where others are effectively operating. But synergies which are inherent in partnerships could maximize effectiveness and minimize costs.

In addition, UNDP has forged partnership with Nigeria institutions: the National Human Rights Commission with NORAD funding, the Institute for Peace and Conflict Resolution, the anti-corruption mechanisms, the states, local governments, etc. The scope of the partnerships is bounded by project objectives.

The mission appreciates that the UNDP programme involves partnerships with various networks of civil society organisations. A number of human rights organisations work
with the National Human Rights Commission on rights violations and prison reforms. Women organisations work both at the national and state level in civic education, economic empowerment of women and gender equity. At the level of states, community based organisations participate in UNDP’s programmes.

**HIV/ and AIDS**

All stakeholders -federal, state and local governments, the private sector, and CSOs have roles to play in enhancing the national response to HIV and AIDS. The key to building partnerships is to be strategic, which encompasses the notion that current strategic advantages do not outweigh the interests of other people. Partnerships must be sustainable and stakeholders must work together to achieve meaningful change.

UNDP has exhibited linkages with other partners. It has worked collaboratively with many partners to assist with the strengthening and repositioning of stakeholders in the national response to HIV and AIDS, including participation in Expanded Theme Group (ETG), the UN Theme Group on HIV and AIDS, and in the framework of the Donor Coordination Group.

**VI. CONCLUSIONS**

**Governance and human rights**

**Relevance**

- There is no doubt that the programme deals with clear and critical national priorities. The key challenge to Nigeria’s human development is a system of governance that reduces political violence and antagonism among power factions, ensures electoral credibility and the rule of law, as well as deepens democratisation of institutions to allow more freedoms, and citizen participation. To respond to this challenge, UNDP designed in 2003 and initiated in 2004 a comprehensive programme on governance and human rights with a multidimensional approach, involving interventions under 11 thematic areas including the electoral system, Rule of Law and human rights, and government capacity at the federal, state and local levels. Between 2004 and 2006, UNDP has spent the sum of US$ 17.7 million for the programme, not including the financial resources spent to help implement the 2006 Census of Population and Housing.

**Program design**

- Insofar as the design of the programme is concerned, although it follows a multidimensional approach, the programme may have repeated errors of the past by spreading too thin in terms of activities (consultancies, training workshops) that develop within each component. This reduces possible outcomes and long run impact of the programme to only results within each component. The 11 component areas are at times referred to as “thematic areas” and at times “outcomes”. All these areas fall
within the rubric of “governance” and they reinforce each other. But the programme should have woven them together so as to give a total picture of the fabric of governance that was intended to emerge. In other words, the programme should have stated what the cumulative effect or outcome should have been. Furthermore, the thrust is put almost entirely on outputs oriented to expected outcomes in the short or middle run, without emphasizing results in the long run. Thus, UNDP neglected the opportunity to assume a position to engage in advocacy and policy dialogue on critical issues for the transformation of society and the process of democratisation in Nigeria. The risk is that many activities have been sponsored without the possibility of having effect unless the institutions are subject to deep reforms.

- The choice of improvements in democratic governance and promotion of democratic culture as an outcome is problematic. Promoting “a democratic culture” is tantamount to societal reform. It is a matter of fact that democracy, good governance and societal reform are very wide and difficult fields. These areas lend themselves to slow and almost imperceptible change, even after many years, of persistent and deliberate amelioration. To claim therefore that the programme would improve “democratic culture and practice” and even “sustained” the improvement within the shortest span in three years is unrealistic. The Mission considers this a problem of design.

- Furthermore, the programme is starved of staff resources. At present there are only two professionals looking after this difficult area. The Mission is well aware that there were two others who left and whose positions are vacant.

**Effectiveness**

- A measure of effectiveness is how much the programme achieved its outputs and more importantly, how it achieved its intended outcomes. The Mission is impressed by the number of outputs produced by the programme in all of its components, working with different levels of Federal, state and local institutions. However, the emphasis on outputs masks the fact that outcomes and future impact are what really was intended. For example, the success of a mid-term strategy sector is measured by how it is incorporated and used by the ministries to plan budget expenditures with a horizon over one year (in the case of UNDP, the documents appear to be of high quality). Many output activities lie in the category of training. Short training without continuity may hamper results and sustainability of the effort. However, training is only a necessary but not sufficient condition to capacity development. Beyond individual capacities, what is sought are organizational capacities as well as societal capacities expressed in an enabling environment (legal, institutional and financial frameworks) that allows organizations to perform.

**Programme components**

- The consolidation of a democratic electoral system is a challenge to Nigeria to continue its transition in view of the 2007 elections to achieve a second transfer from civilian to civilian rule. While the Electoral Act of 2006 improved the regulations for
electoral campaigns and participation of political parties, the present electoral campaign still shows a lack of a democratic political culture in the form of open confrontation and violence among the political elites with varying order of magnitude and forms in country regions. In this relevant and critical area, UNDP works closely with Nigeria’s major donors (EU, DFID, CIDA), which have established a Joint Donor Basket Fund managed by UNDP. The main contribution of this initiative is the political reaffirmation of the need for free, fair and universal elections in Nigeria in 2007, on behalf of the International Community. The approach emphasises that elections are not only a government responsibility but of all Nigeria citizens. The initiative is promoting civic education, a democratic culture and citizen participation through technical advice rendered to INEC, and States Independent Electoral Commissions, facilitation of dialogue with stakeholders, meetings and workshops with intense participation of civil society organisations.

• Important contributions have been made by the programme in the area of peace and conflict resolution in conjunction with IPCR, Catholic Relief Services, NORAD and other donors. Potentially explosive situations have indeed been diffused and violence averted. Recognising the role of women as peace agents, the intervention of CRS had a 45% of women attendance. Furthermore, UNDP has produced a human development report on the Delta region where the oil fields are located and peace is frequently breached. Also a documentary video was produced, which explains peace problems from the perspective of the local communities.

• In the area of human rights, the UNDP programme has indeed contributed to improve the functions of the National Human Rights Commission. The institution has been provided with ITC, it acquired capacity to fast-track human rights cases, the staff were trained on priority aspects, and NHRC is working with the police and prisons to monitor the work of pilot human rights desks. The role and mandates of the Commission, however, are very limited. While it is empowered by law to receive reports of human rights violations, it cannot compel the attendance of any party or enforce a resolution it makes in respect to a reported case. Its functions are limited to mediation, reconciliation, recommendations, and in appropriate cases condemnation of violation. It also engages in human rights advocacy. To this extent, the lack of legal teeth of the Commission tends to limit the scope of UNDP achievements in this area. Considering that other international cooperation organisations (USAID, DFID, EU, World Bank) are working in judicial and prison reform, UNDP has not worked extensively with other bodies of the justice sector. Considering the judiciary, between 2003 and 2006, more high court judges have been removed at the federal and state levels, including a judge of the Court of Appeals for reckless and corrupt grant of injuctions and judgement. Superior police officers are currently among policemen being detained and prosecuted in Abuja for rights violations and murder in the course of duty.

• UNDP adopted a two-pronged strategy oriented to promote political participation of women and economic empowerment and gender mainstreaming in development policies through NEEDS and SEEDS. UNDP works in the framework of the donor
group on gender, and particularly with UNIFEM. Encouraged by the success of this group, the Joint Donor Basket Fund deployed a component to support the participation of women in the present political campaign. The results of the 2007 election will yield indicators of the result of the effort, which involves many stakeholders at the federal, state and local level. However, the initiative has contributed to make inroads into levelling the field for women candidates to elected positions in the country. In addition, UNDP implements projects that aim at creating business opportunities and income generating activities for women. Development and information centres are being created in various states and local government areas and the states are mainstreaming gender in their SEEDS documents. The Ministries of Women’s Affairs at the Federal and state levels are fully informed and participate in these activities.

- UNDP did a lot of work in assisting key government institutions in their struggle to improve anti-corruption, transparent and efficient administration practices. But there is something to be said about the strategy for fighting corruption. A number of national institutions (EFCC, ICPC, Code of Conduct Bureau, Anti-corruption Unit at the Ministry of Finance, the police, etc. are all in the business of eradicating corruption. These institutions are by and large working independently of each other. This fragmentary approach is not only wasteful duplication but it also diffuses the total effort and thereby weakens it including UNDP’s efforts. The multiplicity of anticorruption institutions may have caused neglect of the anti-corruption Unit in the Ministry of Finance. However, the lack of publicity has indeed rendered the Unit inoperative.

- Despite the fact that the programme has helped state and local governments there is no genuine devolution. One could even say that there is no local government in the strict sense of the term because in many cases local councils are literally overshadowed and directed by the governor. Though training and funding seem to have enhanced some technical capacities of local councils, these latter cannot live up to their mandates, deliver services, and demonstrate their own “raison-d’être” if they are not truly and genuinely allowed to do so without encroachment from the state.

- In the framework of donor coordination and leadership of the National Planning Commission, the UNDP programme has indeed helped state governments to prepare the SEEDS documents and include mainstreaming of MDGs. It also has improved government functions of planning and budgeting in the three states visited, as well as training the civil service.

- In the period analysed, the government of Nigeria continued consolidating its economic reform, managing the economy with fiscal restraint, achieving continued economic growth with stabilisation, counting upon favourable oil prices. The indicators point out management improvements in key institutions such as the Ministry of Finance and mechanisms and institutions for accountability and transparency at the central level. However, macroeconomic achievements have not directly translated into human development for the population at large. Lack of inter-
governmental coordination between the Federal and state and local levels, vertical top-bottom public sector management mechanisms removed from the citizenry and lack of citizen participation are among factors that explain the situation. The UNDP governance programme sought to assist government policy encompassing numerous interventions, most of which completed the expected outputs. In various cases of recent work such as assistance to preparation of mid-term sector strategy documents in the Budget Office, line ministries and the Federal Capital Territory, it is too early to make an assessment on their linkage to outcomes. In others, it is difficult to gauge the UNDP contribution since the interventions consisted of provision of consultancies to key ministries in charge of reforms or advisory services to the Presidency through the Independent Policy Group.

Partnerships

- UNDP has forged partnerships with the donor community and numerous government and non-government institutions. The Joint Donor Basket Fund in the area of elections is to be commended as a strong partnership which ensures a common voice, and coordination between the partners. The donor framework established in relation to SEEDS is another good example, although less strong, given the decentralised nature of operations which requires working at the level of states and local councils.

HIV and AIDS

Relevance

- UNDP has played a unique and relevant role in providing support to the joint programming of HIV and AIDS by key development partners. It contributed significantly through technical and financial assistance to the National Response Review commissioned in 2004 to assess the degree of implementation and attainment of the initial objectives of the HIV Emergency Action Plan (HEAP) - 2001-2004. This was an essential step to informing the development of the National Strategic Framework (NSF). UNDP has played a role in restructuring of the Country Cooperating Mechanism (CCM) by reorganizing it and articulating the interest of UN agencies ensuring a mechanism of feedback.

- In general, UNDP has contributed favourably to the national response against HIV and AIDS through building institutional capacities of national and state actors, promoting appropriate strategies for information, education, and behavioural change communication and through transforming leadership and encouraging partnerships at all levels.

- Support on gender mainstreaming, working collaboratively with UNIFEM, UNFPA and CIDA, has ensured the visibility of gender and its integration in UNDPs programmes and within strategic documents such as the NSF.
UNDP led the UN implementation support plan to support stakeholder consultation towards the formulation of national and state strategic plans, which also contributed significantly to the development of the joint workplace policy.

Programme Design

The three programme areas under HIV and AIDS namely “institutional capacity to plan, implement and manage the multisectoral response at national and sub national levels, effective communication strategies including IEC and BCC and leadership capacity development and enhanced partnership” are conceptually interlinked and this provides an opportunity for synergies among activities to achieve maximum impact at the end of the programme.

Leadership by UNDP is seen through the provision of technical assistance during the implementation of various initiatives such as the development of the NSF, implementation of support plan for UNISP 2004, sensitisation of partners during development of workplace policy and subsequent costing of the NSF.

The Leadership for Results Programme and the Community Capacity Enhancement have proven to be effective tools for creating transformational leaders and this is clear from interactions at federal and state levels during the evaluation. The outcomes of the LDP and CCE are very likely to contribute to the attainment of the MDG goal “halting the spread and reversing the trend of HIV and AIDS by 2015.

The inclusion of PLWHA’s in the training has put a human face to the epidemic with a lessening of stigma and discrimination towards them as emphasised by the respondents. The LDP has been far reaching.

However, there are instances where states are requested to adopt or buy into already preconceived programmes designed by UNDP, such as the LDP and CCE. SACAs should be given more flexibility to request UNDP support in areas aligned to local peculiarities. For example, in Bauchi State UNDP does not lend support to the financial empowerment of women which is a strategy to increase sexual negotiating skills.

Although the programme design includes adequate gender dimensions, women’s participation in the design stage could have been improved and sustained in implementation and monitoring. It would be worthwhile to record specific impact of LDP and CCE on women’s needs.

Effectiveness

Considerable achievements have been made in the period analysed. The successful strategies include those employing partnerships in project design and implementation as observed at the state levels. The less successful strategies have been those where
broad based participation and consultation have not been extensive, particularly with the networks of civil society and persons living with or affected by HIV and AIDS.

- At the national level, UNDP capacity building of the NACA has enabled its repositioning to provide a more effective coordinating role. At the state level, SACAs have been strengthened significantly through UNDP support to cope with the multitude of implementers and peculiarities of each state. SACAs are better equipped than in 2002 to operationalise their state strategic plans. There is more impressive progress toward outcomes at the state levels than at the federal level.

- UNDP has been in the forefront of joint programming. The trickle down effect of some of the key programmes i.e. LDP and CCE can be seen in the number and variety of community leaders, media representatives, state officials, private sector organisations who are taking a more effective role in community initiatives. In this way, the UNDP contribution has been effective. There are increasing numbers of Governors who are more committed to the HIV and AIDS agenda and who are translating this commitment to the scaling up of their state responses to HIV and AIDS. Similarly, the leaders of civil society are more engaged within communities and leadership has truly been transformed. While HIV and AIDS features high on the agenda at the state level, a lot still needs to be done at the Local government level.

- Greater involvement of PLWHA has been heightened through UNDP support. There has been a contribution towards increased awareness, moves towards behavioural change, positive living, improved knowledge of the rights of PLWHA, stigma and discrimination—all important facets of the national response.

- In some instances, programme effectiveness was hampered as was evidenced in some states where there was poor coordination between the state actors and the UNDP Office resulting in delayed implementation of activities e.g. Kogi, Ondo and Bauchi. States were unanimous in their concern that 15% of contract sum payable by UNDP on approval of a contract was inadequate for effective programme implementation and invariably meant that competent consultants could not be engaged readily for various assignments. Also, high staff turnover at national and state levels, which translates to poor programming, and weak shared understanding, may have hampered progress.

- There are cases where openness and transparency could have improved communication and avoided duplication of efforts between UNDP and other development partners. In some instances, UNDP lacks a common approach, particularly in planning and monitoring. Examples include the provision of technical support to various initiatives and the finalisation of the NSF.

Programme Sustainability

- Although elements of sustainability are incorporated into the design of HIV and AIDS programmes and clear efforts have been made to sustain programmes through cost sharing e.g. in Ondo state where state government has allocated 80 million Naira
to the operationalisation of the state strategic plan, there is the need to give more responsibility to SACAs to select participants for various UNDP programmes and be better involved in designing programmes relevant to individual state peculiarities.

- At National level, the sense of ownership of the programme amongst some key stakeholders has been poor. Key agencies like CiSNAN and NEPWHAN claimed that they had limited involvement in the design and implementation of UNDP programmes, particularly in the selection of the participants for the programmes.

- It is acknowledged that UNDP supported stakeholder meeting at state level to build a sense of ownership into the SSP development process. This could be built upon.

- UNDP has been a key agency in financially supporting the secretariat of UNAIDS through an aide memoire between UNDP and UNAIDS, and administers human resources for the UN agencies.

- The intended integration of LDP in university faculty curriculum and involvement of the media, with reduced billing for HIV and AIDS programme are effective sustainability strategies.

**Partnerships**

- While the evaluation team was impressed by partnerships at state level, it felt more could have been done to strengthen partnerships with NEPWHAN and CiSNAN that have the responsibility of coordinating others. Generally, partnership with CiSNAN and NEPHWAN was observed to be weak.

- At the state level, partnerships are strong due to the existence in some cases of UNDP focal persons. However, there is the need for UNDP partnerships with other development partners to be more participatory and open to avoid duplication of activities. Collaboration with other development partners in the United Nations and also with the bilateral donors e.g. DFID, USAID is weak particularly in the area of HIV and AIDS. Nevertheless, there was no evidence of UNDP funded activities duplicating mandates of national and state agencies.

**VIII RECOMMENDATIONS**

**Governance and human rights**

Repositioning of UNDP and programme design

1. The programme needs strategic repositioning in order to maximize outcomes and impact. This requires giving priority to advocacy and policy dialogue with a long-run view, along with middle-run projects. In this way, UNDP can assume a pro-active role towards democratisation in Nigeria by working with government, civil society organisations and community organisations, promoting participation and
implementing a communication strategy for outreach of human development concepts. The National Human Development Report can be an important tool insofar as it is conceived to foster participation in its preparation and post-launching activities. To this effect, a comprehensive dissemination and communication strategy should be put in place. If “State and local governance” is the theme adopted for the NHDR, the experience of UNDP and other partners in providing cooperation at this level can be incorporated and a lot of advocacy and participatory activities can be developed. These activities do not require enormous financial resources and yet can produce measurable results.

2. The programme should be redesigned by adopting a Results Based Management approach with specified outcome statements and indicators to measure progress and achievements distinguished from outputs. Reduce the number of outcomes and establish linkages among them to have an overall strategy.

3. To operate more effectively in this vast area of governance (which includes numerous functional subdivisions), UNDP needs to augment its own staff resources. Improve substantive staff for advocacy and policy advice. Improve M & E methods in the office, particularly identifying the contribution of outputs to outcomes.

4. The UNDP should abandon 2 or 3-day training events because these are not always productive and do not result in any depth or learning. Training should be more in depth so that real skills or substantive knowledge will be imparted to participants. Training should focus on public staff at state level that has some responsibility for policy making. Such training should focus on changing habits and mind and should complement UNDP advocacy programme.

Programme Components

4. Emphasis may be given to electoral system and Rule of Law, establishing partnerships with donors’ work with National Assembly and the Justice sector in order to produce synergies with other levels such as the NHRC. The approach to the problem of corruption being fragmented, the Mission recommends that the UNDP advocates the consolidation of government institutions in order to make them more operational and to ensure that government and donor efforts in this area are not wasted.

5. A priority area of advocacy is state and local government. UNDP should find ways and means of using its strong partnership network to advocate genuine autonomy to the state and also to the local councils, emphasising the power relationships between state and local government it being understood that the relationship –very much like the one between the federal and state government – is not hierarchical. It should also be able to increase the technical capacity of local councils to diversify their sources of revenue, prepare and implement their LEEDS and enhance community participation. It can also promote the sharing of experiences among states and local councils. Emphasis is on policy rather than on training.
6. There is a need to work more on policy development with the Federal Government including National Planning Commission, than on public sector management technical issues.

Partnerships

7. In view of the strong partnerships between UNDP and other development partners in elections and poverty reduction strategies, it is recommended that similar arrangements are made in other areas to reinforce measurable results. Given the fact that other major external donors work in Judicial and Legislative reform, this does not mean that UNDP should extend its programme into those areas. However, as mentioned above, partnerships can provide linkages to UNDP’s interventions like those related to the National Human Rights Commission, peace and conflict resolution and gender mainstreaming.

HIV and AIDS

Repositioning of UNDP and programme design

1. There is a need for a clearer definition of UNDPs role and position in HIV programming amongst other development partners. This will ensure appropriate synergies are created, nurtured and sustained. Improve alignment and dissemination of programmes with the work of other UN agencies and development partners.

2. Programming should be directed towards long term support and sustainability. Due to the conceptual linkages between the three programme areas under HIV and AIDS take advantage of opportunities for greater synergies among activities to achieve maximum impact at the end of the programme.

3. Improve technical assistance oriented to local ownership and commitment. Respondents both at federal and state levels e.g. SACA, NEPWHAN and CiSNAN called for greater consultation and participation during the process of programme development.

4. Advocacy is required with stakeholders at national and state levels towards reducing the turnover of trained staff. Trained staff should be allowed enough time in their respective organizations to put into practice the knowledge they have acquired on the project.

5. Consideration should be given to states peculiarities in programme delivery and resource mobilisation as not all state coordination offices obtain the necessary level of support from their respective state governments.

6. UNDP should assume a more proactive approach to the monitoring of its HIV and AIDS programme. Periodic site visits and field trips should be reinforced with an
accompanying M & E plan with indicators, frequency of reporting and responsibilities of data sources to ensure implemented programmes are tracked appropriately and lessons learnt from data obtained. To ensure ownership, the development of the monitoring plan should be carried out in a participatory manner and in consultation with key partners e.g. NACA, SACAs. This is highly recommended for the second phase.

7. The monitoring skills of the SACAs and UNDP focal points will need to be strengthened to enable them collect pertinent data, track progress and trends, identify best practices and disseminate monitoring information. This will be the first step towards information leading ultimately to improvements in project design. The second phase should include better defined targets and a clear distinction made between outputs and outcomes.

8. There is a need also for enhanced local ownership of some of the initiatives to be certain of long term sustainability and appropriate scaling up and monitoring of project effectives and learning from mistakes.

9. Programme effectiveness will be enhanced if bureaucratic bottlenecks are solved e.g. as was evidenced in some states where there was poor coordination between the state actors and UNDP head office resulting in delayed implementation of activities. The 15% initial contract payment for programmes needs to be reviewed upward to a level that should effectively mobilize the consultant for maximum output.

10. UNDP should consider providing adequate logistics for field staff or focal persons for effective management of programmes at the state level. This could be built in at the programme designing stage.

11. Greater logistical support be given to UNDP focal points at state levels to enhance state responses and competent supporting staff recruited to support timely reporting, M/E etc

12. The UNDP programme in HIV and AIDS has been focused in 8 states. The LDP has been carried out in 10 states. To make a difference in the second phase, UNDP should consider increasing coverage of its leadership training whilst continuing support for ongoing breakthrough initiatives particularly in areas where its comparative advantages can yield worthwhile results.

Strategic partnerships

13. It is recommended that UNDP is more proactive in involving partners and stakeholders through joint planning and the formation of more strategic partnerships at all levels to promote and sustain skills enhancement programmes and coordination.
14. Emphasis should be placed on joint planning and monitoring and evaluation. This includes forging stronger links with Government through NACA and enhancing a national balance to programming.

15. To promote its work in IEC and BCC it is recommended that stronger linkages be formed with agencies with comparative advantages e.g. network of journalists against AIDS (JAAIDS) to facilitate advocacy and outreach.

16. Full commitment and openness should be shown from programme design through implementation of joint programmes. This will ensure a better and more effective participation of other partners.

VIII. LESSONS LEARNED

- The presentation of draft of final report to stakeholders proved to be very useful in involving them and making them work as a team. After the oral presentation of the report, the participants were subdivided into groups for discussion of specific themes (governance, HIV and AIDS). Representatives of groups presented the observations at the plenary, where the evaluation team responded to their queries.

- The delimitation of outcomes is a critical task. In Nigeria, a solid conceptual framework on democracy helped delimit outcomes in the sphere of democratic governance.

- The evaluation exercise proved again to be very useful for training UNDP staff and stakeholders in the use of an RBM approach, helping them to distinguish outputs, outcomes and impacts.
ANNEX I
List of interviews

GOVERNANCE AND HUMAN RIGHTS

Federal Government

1. Ayodele Omotoso, Coordinating Director, National Planning Commission
2. Tony Ojukwu, Deputy Director, Legal/Special Assistant to the Executive Secretary, National Human Rights Commission (NHRC)
3. Ambassador Browson N. Dede, Coordinator, Independent National Electoral Commission (INEC)
4. Dr. Oshita O. Oshita, the Presidency, Institute for Peace and Conflict Resolution (IPCR).
5. Dr. (Mrs.) Uyim Akpabio, Director (Education and Advisory Services), The Presidency, Code of Conduct Bureau.

States

Kano State

8. Ashiru Dan’Azumi Zage, Permanent Secretary, Ministry of Planning and Budget, Kano State
9. Gambo Ahmed, Director of Planning, Ministry of Planning and Budget, Kano State.
10. Shuaibo Musa, Deputy Director of Planning, Ministry of Planning and Budget, Kano State.
11. Muhammad Yaro, Assistant Director of Planning, Ministry of Planning and Budget, Kano State.
12. Bala A. Muhammad, Director General, Directorate of Social Reorientation, Office of the Governor
13. Ibrahim S. Kabara. Special Assistant to the Governor.

Akwa Ibom State

14. Fabian Essiet, MONEF Consultancy Services
15. Dr. Aniekeme A. Uwah, Consultant, Pearl Konsults
16. Dr. Roland Egu, President, Association of Resident Doctors
17. Ini Monday, Provident Organisations
18. Elder Koco Imadu, Pro Annekong Consultancy Services
19. Chief Okon L. Medekong, Pro Annekong Consultancy Services
20. Williams, Iboro A, Project Manager, Nesoncare Nigeria
21. Ekwere M. Etule, Michelson Associates
22. Des Wilson, Department of Communication Arts, Uliuyo
23. Itoro Etim, Consultant, Idumite Resources
24. Kelechi Noble, Heal the Land Initiative in Nigeria (HELIM)
25. Clement A. Udofia, IMFI
26. Prof. (Ms) Eno M. Ukpomg, Eniyaros Educational Services
27. Okon J. Umoh, Foundation for Economic Research and Training (FERT)
28. Eno D. Sampson, Secretary SPC
29. Aniedi Udom, Programme Coordinator, Deputy Director, Ministry of Economic Development.
30. Isdongesit M. Ekbo, Programme manager, UNDP Assisted Programmes

Ondo State

31. Dayo Aregbesola, Programme Director, Multilateral Relations Unit, Ondo State
32. Demola Adeyeye, Higher executive officer, Administration Department, Ministry of Education
33. Ologun Omoniyi, Executive officer, training department, Office of Establishment and Service Matters.
34. Olaleye Tope, Senior Executive Officer, Local Government Service Commission
35. Bankole Laohuwa, Senior Planning Officer, Ministry of Finance
36. Adelcunwa Rowland; Higher Executive Officer, Office of Establishment and Service Matters.
37. Tunde Ilesanmi; Senior Executive Officer, Establishment and Service Matters.

Civil Society organisations

38. Ayobamidile Ajay; Emergency Response Program Manager, Catholic Relief Services.
39. Prof. Akinola A. Owosekun; Director, Independent Policy Group (IPG)
40. Dr. Jibril Ibrahim; Director, Centre for Democracy and Development (CDD)

International Cooperation Agencies

41. Victoria Nwogu; UNIFEM
42. Kenna Owoh; Director Nigeria-Canada Cooperation CIA PSU
43. Esther Eghobanmien; Gender Equality Advisor, Nigeria-Canada Cooperation, CIDA PSU
44. Dr. James Zasha; DFID
45. Ignacio Granell; Programme Advisor, Institution and Economic Reform, European Union.
46. Manga Kuoh; Senior Public Sector Management Specialist, World Bank

UNDP

47. Albéric Kacou; UN Coordinator and UNDP Resident Representative
48. Turhan Saleh; Country Director
49. Mary Simmons, Deputy Resident Representative
50. Sam Unom; Team Leader; Governance
51. David Omosuah; Program Analyst
52. Kabiru Nasidi Focal point evaluations

**HIV and AIDS**

**Development Partners**

1. Alti Zwandor, UNAIDS
2. Joshua Andi Emmanuel, Project Officer-HIV and AIDS, UNICEF
3. Munirat Ogundoyi, HIV and AIDS Programme Analyst, UNDP
4. Hassana Dawha, Programme Analyst; HIV and AIDS and Gender, UNDP
5. Dr. Mariam Abdul, European Union
6. Peter Hawkins, Department for International Development (DFID)
7. Dr. James Zasha, Department for International Development (DFID)
8. Emmanuel Emedo, Technical Advisor Health and HIV and AIDS, CIDA-PSU
9. Esther Eghobanmien, Gender Equality Advisor, Nigeria-CanadaCooperation, CIDA-PSU
10. Kenna Owoh, Director Nigeria-Canada Cooperation CIDA-PSU
11. Victoria Nwogu, UNIFEM
13. Manga Kuoh, Senikor Public Sector Management Specialist, World Bank

**Networks/Coalitions**

8. Dr. Pat Matemilola, Coordinator, Network of people living with HIV/AIDS in Nigeria (NEPWHAN), Abuja
9. John Akuse, CISNAN, Abuja

**Federal Government**

11. Ayodele Omotoso, Coordinating Director, National Planning Commission

**States**

**Kogi State**

16. Hajia Rabiat O. Ajanah, Project Manager, Kogi State Action Committee on AIDS (KOSACA)
17. Pharm Bernard A. Ojumu, Procurement Specialist, Kogi State Action Committee on AIDS (KOSACA), Lokoja
19. Olabatoke S.O, Focal officer, M/E Unit, UNDP Assisted Programme, State Secretariat, Lokoya
20. Ahmed Yakub, Monitoring Officer, M/E Unit, UNDP Assisted Programme, State Secretariat, Lokoya
21. Samuel A. Shiaka, Kogi State House of Assembly, LDP focal person, Lokoja
22. Halimat Saliu (BIG MAMA), Deputy Director of Programmes, Radio Kogi, Kogi State
23. Adavi Abraham, Artistic Director/HOD, Performing Arts Department, Arts and Culture, Lokoja
24. Mathias Okpanachi, State Coordinator and Youth and Womens health Project, Kogi State
25. Bernard Ojumu, Procurement Officer, Kogi State ActionCommittee on AIDS, Lokoja
26. Hajia R.O. Ajanah, Secretary KOSACA, Kogi State
27. Hajara Aliyu Ahmadu, Initiative for Grassroot Advancement (INGRA), Logoja, Kogi State

Ondo State

28. Dr. Adegluhu A.A, Project Manager, ODSACA, Akure
29. Kayode Oladipupo, Coordinator-Youth for Christ, Igbagbobemi Initiative, Akure
30. Olu Ajewole, Permanent Secretary, Ministry of Health, Alagbaka Akure, Ondo State
31. Chief Abdul-Kabir Ajana, Secretary to the State Government, Ondo State Government, Ondo State
32. Falana Martin-Mary, Executive Director, Kids and Teens Concerns, Ondo State
33. Dayo Aregbesola, Programme Director, Multilateral Relations Unit, Ondo State
34. Demola Adeyeye, Higher executive officer, Administration Department, Ministry of Education
35. Ologun Omoniyi, Executive officer, training department, Office of Establishment and Service Matters.
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42. Shuaibo Musa, Deputy Director of Planning, Ministry of Planning and Budget, Kano State
43. Muhammad Yaro, Assistant Director of Planning, Ministry of Planning and Budget, Kano State.