

FINAL EVALUATION

Project number: NGA/T52

Project title: Improving the Nigeria Prison Service adherence to international standards in the treatment of prisoners through human resource development

Thematic area: Criminal Justice Reform

Country: Nigeria

Evaluator

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Acronyms

ACG	Assistant Comptroller General
ATPs	Awaiting Trial Persons
BHS	British High Commission
CGP	Comptroller-General of Prisons
CONIG	Country Office in Nigeria
CSO	Civil Society Organisation
DCG	Deputy Comptroller General
DFID	UK Government Department for International Development
ECOWAS	Economic Community of West African States
EU	European Union
FCO	Foreign and Commonwealth Office
FGN	Federal Government of Nigeria
HQ	Headquarters
IP	Implementation Partners
KAP	Knowledge, Attitude and Practice
NHRC	National Human Rights Commission
NPO	National Project Officer
NPS	Nigeria Prison Service
NWGPRD	National Working Group on Prison Reform and Decongestion
SMR	Standard Minimum Rules
ToR	Terms of Reference
TOT	Training of Trainers
UNDAF	UN Development Assistance Framework
UNODC	United Nations Office for Drugs and Crimes
USAID	United States Agency for International Development

Summary matrix of findings, evidence and recommendations

Findings: problems and issues	Supporting evidences	Recommendations
The NPF are not part of the CGP's Roundtable	Interviews and focused group discussions	The CGP should actively bring the NPF into the coordinating Roundtable
The long-term sustainability of the CGP's Roundtable is not obvious yet obvious	There is no evidence of how Roundtable is funded and how coordination logistics are secured	The CPG should recommend inter-ministerial dialogue on criminal justice reform for feeding the outcomes of the Roundtable into the policy process.
The use of part-time expert as project leader undermined efficiency in project management	Interviews and focused group discussions with Project management team and beneficiaries	Project leader should be engaged on full-time basis in follow-up interventions
Cut in funding damped expectations of beneficiaries' expectations	Interviews and focused group discussions with Project management team and beneficiaries	UNODC needs to secure more robust funding for any follow-up intervention
The targeted beneficiaries of the project have been too few to precipitate a marked change.	Interviews and focused group discussions with Project management team and beneficiaries	Replicate and expand the project across the entire zones and levels of the NPS
Borstal training institutions were left out of the capacity building training	Interviews and focused group discussions with Project management team and beneficiaries	Participants from Borstal institutions should be included in follow-up projects

Executive Summary

I. Introduction

This report contains the outcome of the evaluation of the project, 'Improving the Nigerian Prison Service Adherence to International Standards in the Treatment of Prisoners through Human Resource Development.' Titled NGA/T52, the project was funded by the British High Commission (BHS) in Nigeria and implemented by the United Nations Office for Drugs and Crimes (UNODC) Country Office in Nigeria (CONIG). The Project was designed and planned to be implemented between July 2009 and October 2011, with a total budget of \$621,500. The project was executed directly by CONIG, with the Nigeria Prison Service (NPS) as the local implementing partner (IP) in cooperation with other national stakeholders and members of the project Prison Task Force. The overall objective of the project was to build the human resource capacity of the NPS to lead the process of reforms and ensure adherence to international standards, particularly the UN Standard Minimum Rules (SMR) for the treatment of prisoners.

II. Methodology

The evaluation exercise was conducted in June 2011 in order to assess, analyse and draw conclusions on the design and implementation of the project, measured by its relevance, efficiency, effectiveness, impact and sustainability, as well as the extent of partnership with other stakeholders. The evaluation was also aimed at identifying lessons learnt and best practices in the course of project implementation, leading to evidence-based recommendations for enhancing project performance and sustainability of results. Both the qualitative and quantitative methods were used for the evaluation. All project documents and exiting literature were reviewed and analysed. In addition, primary data were collected through interviews and focused group discussion with NPS officials, and all national and international stakeholders in the country's prison reform process. The only limitation of the evaluation was the non availability of the Comptroller General of Prisons (CGP) for interview during the evaluation period, although key members of the project coordination Roundtable (which replaced the Task Force) were interviewed.

III. Findings

Relevance of the project: it was found that the overall objective of the project was highly relevant to addressing Nigeria's development priorities as articulated in the country's national development visions and strategies such as the 7-Point Agenda, Vision 20: 2020 and the UN Development Assistance Framework (UNDAF II). The project was assessed to be highly relevant to achievement of UNODC's Country Programme in the country (2009), the UNODC ECOWAS Regional Action Plan, and the UNODC Medium Term Strategy (2008-2011). In all, it was found out that building the human resource capacity of the NPS was indispensable to transforming the service in terms of the treatment of prisoners.

Objectives of the project: the overall objective of building the human resource capacity of the NPS to lead the process of reform has been achieved to a large extent. NPS instructors who benefitted from the training of trainer are now involved in giving the same training to junior staff in the service. In addition there is a marked change in the knowledge, attitude and practice among staff towards respect for the rights of prisoners in compliance with the SMR. Furthermore, the oversight and supervisory capacity of management level officers to ensure compliance with the SMR at lower levels has been developed.

The project's set outputs have been achieved to a very large extent. The CPG's Roundtable as a Core Group to drive reform with Government and development partners has been established, and is gradually being institutionalized. The passionate and committed leadership of the Roundtable by the CGP is clearly evident, and the group has met 3 times as set in the project document. In addition, the prison training programme was developed and has been the instrument used throughout the project for training. Also, the training curriculum of the NPS has been revised in line with the SMR, though not yet disseminated. The newly revised manual was used to train 40 NPS instructors for further expansion of the training beyond the life of the project. The training of senior managers at headquarters as well as management personnel in three pilot prisons on prison leadership and management was achieved up to 100% of set target. However, a few challenges still remain with the achievement of the outputs. The data management component of the project has not been developed. In addition, how the CGP's Roundtable is being funded and how coordination logistics are secured to ensure the sustainability of the Roundtable is not clearly obvious yet.

Institutional and management arrangements and constraints: through the direct implementation modality, UNODC's close supervision of the project was found to ensure that implementation was consistent with its country objectives. Also collaboration with relevant government partners through the CGP's Roundtable was found to be effective in supporting the wider criminal justice sector reform priority of the country. The effective monitoring of the project by the BHC ensured efficient project revision and adjustment to take care of some of the challenges encountered during take-off and implementation. In addition, the part-time engagement of an international expert as Prison Advisor (leader) for the project proved to ensure efficient management of scarce funds available for implementation. Also the engagement of an experienced National Project Officer (NPO) with extensive contacts within the NPS served as critical backstopping against the limitations that attend part-time engagement of a project leader. The main challenges observed include the non-participation of the Nigeria Police Force (NPF) in the Roundtable, which means the exclusion of policing issues in the wider criminal justice sector reform process. Moreover, a 20% cut in funding during implementation led to failure to implement the original project design fully, causing a dampening of expectations among project beneficiaries.

Lessons learned: a key lesson was that the targeted beneficiaries of the project have been too few to precipitate a marked and rapid change. Secondly, as result of the limited scope of the project, the impact of the project is not being felt at the zonal level of the NPS. A third lesson was that Borstal training institutions were left out of the training workshops. Also, there was a failure to adequately share project design information among beneficiaries, leading to unmet expectations and dampening of enthusiasm among beneficiaries. Finally, the delayed implementation of the project led to congestion of activities and compromised the high standard expected in the execution.

IV. Recommendations

- The projects should be replicated and expanded, and UNODC should secure more robust funding for this purpose
- A well-coordinated partnership with other donors and development partners needs to be negotiated by UNODC
- Participants from Borstal institutions should be included in follow-up projects/programmes

- Important project design information should be effectively communicated to beneficiaries ahead of implementation of future projects
- International experts engaged in future projects should be engaged on a full-time basis
- NPS should secure its own funding to engage external resource persons in support of its ongoing training activities
- The CGP should actively bring the NPF into the coordinating Roundtable
- The CPG should recommend inter-ministerial dialogue on criminal justice reform for feeding the outcomes of the Roundtable into the policy process.

I. INTRODUCTION

A. Background and context

This report demonstrates the extent to which the UNODC project on “improving the Nigerian prison service adherence to international standards in the treatment of prisoners through human resource developments in accordance with international standards” has been relevant, effective, efficient, and sustainable, and has delivered impacts. The way in which prisoners are treated is not just a key indicator of the overall state of human rights in a given country, but is crucial for gauging the prospects for achieving the universal goals of human security and human development in that country. This observation holds true for both the population of prison inmates and that of the wider society, into which people who have served their terms in prisons are re-integrated.

Improving the way prisoners are treated has become a cardinal instrument for promoting the twin conditions of human security and human development in Nigeria since the dawn of democratic rule in 1999. This is because, although the transition to multiparty democracy provides the necessary political climate for effective protection and promotion of human rights and fundamental freedoms, the period since after the transition has been fraught with deficits in the realisation of those rights and freedoms. Until the general elections of 2011, previous elections fell far short of minimum standards, slowing down progress on democratic consolidation and the promise of human development. A number of existing reports strongly indicate that while the overall situation has markedly improved since the end of military rule, violations are widespread and a number of challenges still confront the realisation of human rights in the country after more than a decade of democratic governance. These include documented widespread disregard for human rights by officials of state security agencies, including cases of arbitrary arrests, torture, unexplained death in detention, enforced disappearances and extra-judicial executions (National Human Rights Commission 2007; The UN Special Rapporteur 2007; Amnesty International 2008 & 2009; Open Society Justice Initiative 2010; US State Department 2011). This appears to be a systemic (sector-wide) problem endemic to the criminal justice system which generally tends to be extremely harsh to (particularly vulnerable) people in conflict with the law.

The prisons operate within the criminal justice system and it is important to briefly examine this context here. As a former colony of Britain, Nigeria operates a legal system that is based on the British foundation of the common law. The common law has two principal divisions: criminal and civil law. Criminal law is concerned with wrongs against the society and its major role is to prevent and control crime (Devaham 1983: 195). The criminal justice system therefore comprises those formal institutions of state that are responsible for the prevention and control of crime, and the inter-relations between them.

In Nigeria, the criminal justice system is composed of the police, the judiciary and the prisons, which are respectively responsible for the arrest, prosecution, trial and punishment of criminals. The police, who are responsible for the arrest and prosecution of crime suspects, have a separate civilian ministry called the Ministry of Police Affairs. The 1999 Nigerian constitution provides for an independent judiciary, which is supervised by the Ministry of Justice, while the prisons are under the Ministry of Interior. Each of these three ministries is headed by a cabinet minister who is directly appointed by the president.

The criminal law is adversarial (or accusatorial) and the accused person is presumed innocent until proved guilty. This means that the burden of establishing guilt lies on the prosecution which must prove its case beyond all reasonable doubt, while the judge or jury acts as an impartial umpire between the two parties to determine the veracity of the case on the strength of the evidence presented. The adversarial system is designed to guarantee the rights of the accused and ensure dispassionate administration of criminal justice in the country. Yet in actual fact, the criminal justice system in the country is fraught with a number of challenges that hamper the protection of the rights of people in conflict with the law, including prisoners.

According to the Amnesty International (2008: 7-37) and the U.S. Department of State (2004), some of the well known problems associated with the criminal justice system include the use of extra-legal force and planting of criminal evidence by the police; arbitrary arrest and detention; extraction of confession through torture; paucity of legal counsel; cruel and inhuman sentencing, experience and integrity of judicial personnel; inadequate funding and lack of infrastructure; the abuse of discretionary powers by judges; political interference; too little attention to correctional policies concerning juvenile offenders; corruption and poor socio-economic conditions in prisons, including overcrowding, poor ventilation, poor sanitation, lighting, medical care. In particular, the treatment of prisoners has remained one

critical area where the criminal justice system has fallen below international standards. The report of the UN Special Rapporteur on Torture (2007, Para 51) reveals conditions of ill-treatment, including overcrowding in cells that lacked appropriate hygiene facilities, adequate sleeping space, adequate food, water, and medical care, as well as any opportunities for educational, leisure, or vocational training. The report also shows that pre-trial detainees were forced to pay for food, bathing, or contacting family members, receiving visitors, or medication.

The Federal Government has demonstrated sensitivity to these problems and has made efforts to bring the treatment of prisoners into conformity with the requirements of democratic rule and standards of human rights. As part of the political liberalisation leading up to the end of military rule, the General Abdulsalami military administration embarked upon a massive exercise of decongesting the prisons in 1998. This led to the release of 14,000 prisoners (FGN 2005, 12). While decongestion remains a cardinal element of prison reform, the exercise did not focus on the treatment of prisoners or on the protection and promotion of their rights. However, in 2005, the Obasanjo administration constituted the National Working Group on Prison Reforms and Decongestion (NWGPRD) with the mandate to provide “a coordinated and coherent response to the problems identified with the prisons (FGN 2005, 13). A very crucial finding of the Working Group was that the ill-treatment of prisoners and the violation of their rights was a result of inadequate training for prison staff, and consequently recommended constant training of prison officials on the treatment of prisoners in accordance with global human rights norms and practice (FGN 2005, 42). On the basis of this finding, developing the human resource capacity of the NPS becomes an immediate priority for improving the treatment of prisoners and leading the process of penal reform in Nigeria.

The UK Government funded UNODC project NGA/T52 was designed to address this human resource capacity deficiency in order to bring the treatment of prisoners to international standards. The primary objective of the project was to build the capacity of the NPS to comply with the United Nations Standards and Norms for the Treatment of Prisoners and international standards on prison management. To achieve this objective, the project involved the strengthening of leadership and management capacity within the prison service, including training and review of training curricula for the prison service. The project also supported national effort to strengthen the prison reform process, through the consolidation of a core

group of prison reformers (the Prison Task Force) within the prison service and relevant ministries, so as to ensure a more effective integration of penal reform into the wider process of justice system reform. The project target groups comprised Prison College Instructors responsible for leadership and overall change management), Senior Prison Managers responsible for policy development and strategic planning, civilian policymakers from relevant line ministries (Justice, Internal Affairs, Finance, etc) and the National Human Rights Commission (NHRC) who constitute the Task Force for influencing the penal reform policy direction.

Project Objectives, Outcomes, and Outputs

The relevance, effectiveness, efficiency, impact and sustainability of this project are assessed on the basis of the objectives, outcomes and outputs as articulated in the main project document. The objectives, outcomes and outputs are restated below for ease of reference.

Project Objective

The overall objective of the project is to build the human resource capacity of the Nigerian Prison Service to lead the process of reforms and ensure adherence to international standards in the treatment of prisoners. To achieve this main objective, two major outcomes were targeted as presented below:

Project Outcomes

Outcome 1.0: A core group of prison reformers within the prison service and relevant ministries is actively engaged in integrating in a coordinated manner penal reform efforts into the wider process of strengthening the justice system. Under this outcome the following outputs were set for achievement:

Expected Outputs

Output 1.1: Prison Reform Task Force institutionalized as Core Group to drive reform process with Government and development partners

Output 1.2: At least 2 new prison reform intervention modules available to launch sectoral work (prison training programme and data management) developed by Government under the coordination of the Task Force

Output 1.3: A revised training curriculum for the Nigeria Prison Service addressing the United Nations Standards and Norms for the Treatment of Prisoners and international prison management standards

Outcome 2.0: The human resource capacity of Nigeria Prison Services is enhanced to comply with international human rights law and United Nations Standards and norms on the treatment of prisoners. Under this outcome the following outputs were set for achievement:

Output 2.1: Training of Trainers (TOT) workshop for instructors in four Prison Colleges conducted on the revised curriculum by 3rd quarter of Year 1

Output 2.2: Roll out management Training conducted for 100 senior NPS managers in HQ

Output 2.3: Training programmes on prison leadership, management and human rights conducted in three pilot states

With a total budget of US \$621,500, the project was planned to be implemented over a period of 27 months from July 2009 to October 2011, with the UNODC Country Office in Nigeria (CONIG) as the executing agency and NPS as the key local implementation partner (IP) in cooperation with other national stakeholders and members of the project Prison Task Force. The project was managed by a team composed of one (1) international expert serving as Project Coordinator (or Prison Adviser), one (1) national expert serving as National Project Officer, and a Finance and Administrative Assistant.

B. Purpose and scope of the evaluation

This exercise is the final evaluation of the project, which involves an external, independent examination of the full duration of implementation from 2009 to 2011 as well as the full geographical scope of the project sites (Abuja, Port Harcourt and Kaduna). As contained in the evaluation Terms of Reference (ToR), the evaluation is required to assess, analyse and draw conclusions on the design and implementation of the project measured against the expectations earlier earmarked. In specific terms, the evaluation is conducted to:

- Assess the relevance, efficiency, effectiveness, impact and sustainability of the project, as well as the extent of partnership with other stakeholders involved in security and justice sector reform in the country;
- Identify lessons learnt and best practices; and
- Generate evidence-based recommendations for enhancing the performance of the project and improving the sustainability of its results

C. Executing Modalities of the programme or project

The direct execution modality was adopted by the UNODC in the implementation and management of the project. Under this modality, the project was executed by the UNODC project team under the leadership of the international consultant (Prison Adviser), with the NPO taking responsibility of day-to-day management. Implementation was under the overall guidance of the UNODC Country Office Representative in Nigeria. Independent international and national experts (consultants) were hired by the project team for all the trainings as well

as development of the curriculum and training manuals. In addition, local partners and the donor provided important inputs in the project cycle. While the Comptroller General of Prison's Roundtable¹ was responsible for overall coordination and reporting to political decision makers, the UK High Commission (BHC) was involved in close supervision and monitoring of the project.

D. Methodology

As required in the Terms of Reference (ToR), the evaluation is required to assess, analyse and draw conclusions on the design and implementation of the project measured against the expectations earlier earmarked. The evaluation is expected to include:

- Assessment of the relevance, efficiency, effectiveness, impact and sustainability of the project, as well as the extent of partnership with other stakeholders involved in security and justice sector reform in the country;
- Identification of lessons learnt and best practices; and
- Generation of evidence-based recommendations for enhancing the performance of the project and improving the sustainability of its results

In order to undertake this exercise, the consultant is required to perform the following specific tasks:

- review and analysis of all project documentation;
- conduct data gathering, interviews, and data analysis;
- identify and set up meetings with third parties who might have first-hand knowledge of the project; and
- prepare and submit the draft and final evaluation report;

Broadly, the qualitative approach was employed to evaluate the extent to which the overall goal of building the human resource capacity of the Nigerian Prison Service (NPS) has been achieved through the project intervention. In addition, the quantitative approach was used to assess the success indicators of the project which have quantitative targets. In this section, the data requirement, data sources, sample frame, data gathering tools, data analysis and data presentation for evaluating achievement of the overall project goal are set out.

¹ The Comptroller General's Roundtable replaced the Task Force

Data requirements

The main required data points are specified in Sections 2.2.4 (Indicators of Success) and 8 (Logical Framework) in the Project Document. These sections of the document provide information on the immediate objectives (or outcomes) of the project, the expected outputs, objectively verifiable indicators, pre-project baseline, timelines, means/sources of verification of achievement, and assumptions and risks. Information on implementation on these data points were sought to assess the relevance, efficiency, effectiveness, impact and sustainability of the human resource development assistance that UNODC and its partners have provided to the NPS through the NGA/T52 project.

Both primary and secondary data were employed to carry out this exercise. Primary data consisted in the perceptions of the primary beneficiaries about the project intervention and those of other critical stakeholders, including implementing partners, and development partners involved in any stage of the project cycle. Secondary data on the identification, design, implementation and monitoring of the project were also sought. Existing analysis of the state of the NPS, the entire criminal justice system and reforms or developments that have taken place in the sector with possible impact on the goal of the project were studied reviewed.

Data sources

As the executing agency, the UNODC Country Office in Abuja, Nigeria, served as a vital source of primary data regarding project design and implementation. Information was sought from the UNODC Country Office Representative, members of the project team (the Prison Adviser and the national Project Officer). Other vital sources of primary data were the target beneficiaries of the intervention (trained prison instructors and senior managers of NPS), members of the Task Force (national experts) who participated in the implementation of the project, as well as development partners (including in-country staff of the BHC/FCO) involved in the project or in the wider justice sector reform in the country.

Secondary data were obtained from relevant documentation pertinent to the project. These include the main project document, the Knowledge, Attitude and Practices (KAP) baseline survey for the project, the costed project work plan, UNODC Nigeria Country Programme Framework (2009-2011), UNODC medium term strategy (2008-2011), UN Standards and Norms for the Treatment of Prisoners, the revised Training Curriculum of the NPS, and

existing policy and academic analyses on the state of the prisons and reforms in the criminal justice sector in the country.

Data collection

Primary data were collected through interviews and focus group discussions from stakeholders about their first-hand experience of the project cycle. To this end, interviews were held with key informants from the NPS, UNODC, BHC/FCO, the Task Force, the National Human Rights Commission (NHRC), individual members of the project team, and relevant civil society organisations (CSOs). While the NPO was interviewed on a number of face-to-face meetings, the Prison Adviser who had returned to the United Kingdom and staff a staff of civil society organisation working on issues of corrections known as the Prisoners' Rehabilitation and Welfare Action (PRAWA) were interviewed over the telephone. Visits were made to selected relevant project counterparts in Abuja (NPS HQ, BHC and NHRC), Kaduna (the Prisons Staff College) and Port Harcourt (the Rivers State NPS HQ and the Port Harcourt Maximum Prison) to conduct interviews and focus group discussions with the beneficiaries of the training programmes. Secondary data were gathered through desk review of background project documentation, existing policy and academic analyses on the state of prisons and related reforms in the country (see the list in the section above).

Sample Frame

UNODC had already pre-selected Abuja, Kaduna and Port Harcourt as project locations from where data were consequently collected for the evaluation exercise. Within the limits of these locations, a purposive sampling method was used to collect data from emblematic representatives of the study population through interviews and focus group discussions. A list of these sampled representatives is contained in the annexure to this report. The table below shows the sampling framework used.

Stakeholder group	Total	Interview sample	Focus Group Discussion sample	Coverage
Project team	2	2		100%
Chief Superintendents	40		10	25%
Assistant Controllers General	19		10	25%
NPS training instructors	70		10	14.28%

Key staff of the National Human Rights Commission	2	2		100%
UNODC staff (HQ)	1	1		100%
Members of the Task Force	10	5		50%
BHC/FCO staff	3		3	100%

Data analysis and Presentation

The responses from stakeholders during the interviews and focus group discussions were collated and categorized for measuring achievement of the project. All the findings of the evaluation were triangulated to enhance their credibility and validity. Project performance was measured by the extent of their relevance, efficiency, effectiveness, impact and sustainability, using the indicators and targets set at the start of implementation in the project document. This assessment is further extended to measure the extent to which the level of achievement of the outputs has contributed to the level of achievement of the immediate objectives and subsequently the overall objective of the project. By this logic, the level of achievement of the immediate objectives is derived from the aggregate of the achievement of the expected outputs, which is in turn derived from the level of achievement of planned activities. The level of achievement of planned activities is presented as Activities Summary and is measured using the set indicators in the project document.

E. Limitations to the evaluation

There were no major limitations to the evaluation exercise. The only limitation was the non-availability of the Comptroller-General of Prisons (CGP) during the evaluation exercise. It was therefore not possible to interview him as head of the NPS and Chair of the project coordination Roundtable which replaced the Task Force. However, key members of the Roundtable were interviewed to make up for this limitation.

II. MAJOR FINDINGS and ANALYSIS

A. Relevance of the programme or project

The relevance of the project is measured on the basis of the project's set objective and outcomes, and their relationship to Nigeria's development priorities as agreed in frameworks of collaboration with international development partners, as well as international standards of prison practice. Outcome 1 of the project is the establishment and institutionalisation of a core group of prison reformers within the prison service and relevant ministries is actively

engaged in integrating in a coordinated manner penal reform efforts into the wider process of strengthening the justice system. This outcome is highly relevant to sustaining the momentum of penal reform and ensuring national ownership, strategic oversight and political commitment at the highest level beyond the completion of the project. Outcome 2 is the enhancement of the human resources capacity of Nigeria Prison Services to comply with international human rights law and United Nations Standards and norms on the treatment of prisoners. This outcome is critical to achieving the objective of making the treatment of prisoners in Nigeria consistent with international human rights standards, since it seeks to transform the knowledge, attitude and practice of prison officials.

The overall objective of building the human resource capacity of the NPS to lead the process of reforms and ensure adherence to international standards in the treatment of prisoners is highly relevant to addressing Nigeria's development priorities as articulated in its national development visions and strategies. The Seven-point agenda of the late President Yar'adua articulates security, law and order as a major priority. Reforming Nigeria's corrections system is relevant for enhancing justice, human rights, security and rule of law which are consistent with the Vision 20: 2020 of the Federal Government. The objective is also consistent with the United Nations Development Assistance Framework (UNDAF II) 2009-2012 signed between Nigeria and the United Nations system in the country. One of the four major outcome areas is Governance and Accountability, which has criminal justice reform as a main component. Building the human resource capacity of the NPS is the first step for kick-starting prison reform, which forms a major element of criminal justice reform. The project objective is also highly relevant for achieving UNODC's overall programme objective in Nigeria. Improving integrity in the judicial system and supporting criminal justice sector reforms constitute Objective 2 of the UNODC Country Programme in Nigeria (2009-2012) (strategic Objective 2) and Objective 1 of the UNODC ECOWAS Regional Action Plan. In addition, increasing the capacity of NPS to apply international standards to the management and operations of prisons forms the objective of Result Area 3.6 of the UNODC Medium Term Strategy (2008-2011).

The UNODC project NGA/T52 was found to be highly relevant to the human resource capacity need of the NPS and an indispensable requirement for the transformation of the service in terms of treatment of prisoners. As aptly captured in the Project Document (p. 5), a capable and satisfied labour force is needed to address the needs of all categories of prisoners

held in Nigerian prisons. In addition, enhancing the human resource capacity of the NPS is an essential requirement for getting the service to lead the other dimensions of penal reform in the country.

However, as the Knowledge, Attitude and Practice (KAP) baseline study for this project revealed, the capacity of prison officials was low, particularly with reference to the needs and rights of special groups of prison inmates – those with mental disabilities, those living with HIV and AIDS, Awaiting Trial Prisoners (ATPs) and women in prison. On mental illness, for example, the KAP (2009: 9) study showed that 64.5% of sampled staff believed that mentally ill inmates should be chained permanently, while 58.1% wanted such prisoners punished when they fail to comply with prison rules. In practice, the KAP study indicated that the level of mental health services, including visitation by specialist psychiatrists, referrals and post-discharge follow-up treatment of mentally ill, was unsatisfactory and inadequate. Knowledge, attitude and practice of staff in relation to the rights of ATPs and women in prison were also found to be inadequate and below international standards. In the course of interviews and focus group discussions for this evaluation, it was discovered that prison officials who worked closely with prisoners had very little knowledge about the rights of prisoners and international standards of treatment of prisoners (including the UN Standard Minimum Rules) prior to the project intervention.

Also during a face-to-face interview, at the National Human Rights Commission (NHRC) one of the consultants who delivered the training revealed that many of the top hierarchy of the NPS had not been exposed to the basic knowledge of human rights and international standards of treating prisoners before the start of the training. Instructively, he also pointed out that there was considerable desire and willingness on the part of the officials to benefit from the training. This low level of human resource capacity of the NPS and desire of the organisation to for human rights training, in particular, was confirmed in another interview with a second training consultant engaged for the project from outside the NHRC. It became evident in the interview that the project addresses a major priority in human rights and prisons, where low human capacity is a major issue. This was particularly so because, as it was revealed, the training curriculum of the NPS had lacked any serious human rights component before the start of the project. The high relevance of the intervention was further collaborated by some of the top officials of the NPS interviewed at the Abuja Headquarters. According to them, the NPS was intimately involved in the identification, design and

planning of the project. The research unit at the headquarters in particular was instrumental to identifying the need for human resource capacity building through direct training, review of the training manual and selection of participants for the Train-the-trainers programme. Other senior officers outside the research unit praised the project as timely and apt because it came at a time when the NPS itself was having a change in philosophy about punishment and sentencing training. While the emphasis in the past was on punishment without attention to rehabilitation and reintegration, the intervention, particularly the revision of the curriculum, now provides the roadmap for making that important transition. This willingness and commitment of very senior level officer of the NPS to be involved through the cycle of the intervention is a strong indicator of its relevance to the needs of the service.

Given the context above, developing and enhancing human resource capacity is a high priority in any attempt to implement reform in the Nigeria penal system. In the course of interview for this evaluation, conducted consultant who was involved in the KAP study argued pointedly that “if they (*prison staff*) know what to do they will be able to give feedback to authorities on existing lacuna in the system. It is therefore very important to get the right mindset and influence reformers in the system.”

While the high degree of intervention is widely acknowledged, an obvious weakness that was noticed in the overall design is the exclusion of Borstal institutions. Borstal institutions are a vital component of the prison system and in the broad human rights work in the country. Leaving them out means failure to address the challenges of child right protection and violation of the rights of children in conflict with the law

B. Attainment of the programme or project objectives

The project’s overall objective is to build the human resource capacity of the Nigerian Prison Service to lead the process of reforms and ensure adherence to international standards in the treatment of prisoners. Its immediate objectives or major outcomes are: 1) a core group of prison reformers within the prison service and relevant ministries is actively engaged in integrating in a coordinated manner penal reform efforts into the wider process of strengthening the justice system; and 2) The human resource capacity of Nigeria Prison Services is enhanced to comply with international human rights law and United Nations Standards and norms on the treatment of prisoners.

To a very large extent, the overall objective of building the human resource capacity of the NPS to lead the process of reforms and ensure adherence to international standards in the treatment of prisoners has been achieved. The capacity of a limited number of NPS personnel has been developed to spread within the NPS best practices on the treatment of prisoners. As evidence of this capacity development, three (3) of NPS training instructors from the Staff College in Kaduna who benefited from the Training-of-Trainers (TOT) course were used as resource persons for the training of junior officers in Port Harcourt on international standards in the treatment of prisoners in 2010 when the project was still being implemented. During focused group discussion at the Port Harcourt maximum prison with beneficiaries of the training who also work closely with prisoners, an officer remarked that whenever he was called to the board in the past he spoke harshly to erring prisoners, but that behaviour had changed as he has now learned to see them as human beings and treat them humanely so as not to compound their troubles. Another officer affirmed a new awareness of respect and care for categories of prisoners with special needs such as the mentally ill, juveniles and women. A most instructive response came from another officer who revealed that a consensus had been reached among senior-level in the Port Harcourt Prison show love, concern and care and to treat prisoners as humans. The consensus which was arrived at in the form of verbal resolutions focuses particularly on ending brutality. In implementing this consensus, lessons from the training are stepped down through a process of daily verbal education and daily inspection of officials is now conducted to ensure compliance with the new values. All these responses testify to improvement in the capacity of the officials in the treatment of prisoners.

At the NPS Headquarters in Port Harcourt, 16 officers who also benefitted from the training respondents were tested on their knowledge, attitude and practice on the rights of prisoners in a focus group discussion. In what seemed like chorus responses, all the respondents (100%) indicated sound knowledge of the UN Standard Minimum Rules (SMRs) on the treatment of prisoners, particularly the rights and special needs of vulnerable groups of inmates such as mentally ill prisoners, awaiting trial prisoners, juveniles and women in prison. They also demonstrated positive attitudes of care and sympathy towards prisoners in general. One of the respondents during the interview confirmed that: “now I look at prisoners like myself as human beings, and not the way society looks at them.” All these testimonies go to show that the capacity of a limited number of NPS personnel who work closely with prisoners and NPS instructors who drive the change management process has been built with regards to international standards on the treatment of prisoners.

Apart from the knowledge, attitude and practice of junior and middle level officials, the capacity of senior management officers to oversee and supervise compliance of lower level cadre with international standards was also developed. This is a very crucial dimension of capacity building because it is very possible to acquire new knowledge and yet fail to apply that knowledge in actual practice for a variety of reasons. Higher level management oversight and supervision ensure that those who have acquired the new knowledge on international standards on the treatment of prisoners comply with those standards and transmit them in their daily work until it becomes a culture with the organisation (NPS). Very senior officers who were interviewed at the national headquarters of the NPS in Abuja demonstrated impressive capacity for management and oversight on how prisoners should be treated in relation to international standards. It became clear during interview that many of the top management officers did not know the need to hold subordinate officers in terms of their responsibilities towards prison inmates until the intervention.

All the officers of the NPS who benefitted from the training programmes and who were interviewed demonstrated improved knowledge of and positive attitude towards international standards of how prisoners should be treated. This is a marked qualitative improvement from the knowledge and attitude demonstrated during the KAP study. Although the beneficiaries are very few compared to the large number of staff of the NPS across the country, it is hoped that as the new (revised) curriculum is increasingly being introduced to the existing training programmes of the service and as the step-down training continues the capacity of a growing number of NPS personnel will be built until a critical mass for driving reform within the organisation is reached.

Commendable progress has also been made with actively engaging a core group of prison reformers within the prison service and relevant ministries in integrating in a coordinated manner penal reform efforts into the wider process of strengthening the justice system. At the start of implementation, this core group was represented by a Prison Reform Task Force comprising senior management officials of relevant ministries from relevant line ministries (Justice, Interior, National Planning, etc) and NHRC. According to members of the Project Team, the Task Force had to be replaced by the Comptroller General of Prison (CGP)'s Roundtable in compliance with the Terms of Reference (ToR) of the Task Force. The ToR provided for eventual transfer of the Task Force to the NPS. Although the Roundtable is

relatively new and has thus met three times, its establishment and work represents a far departure from the past when there was no such high-level inter-agency coordination mechanism to drive prison reform. Although the CGP was not available for interview, most members of the Roundtable interviewed are of the view that the CGP is a reformist who is passionately committed to transformation of the Prison Service. In addition, the participation of the Ministry of Justice means that the momentum for reform will reach beyond the penal system to the criminal justice system in line with Objective 2 of the UNODC Country Programme in Nigeria (2009-2012) – improving integrity in the judicial system and supporting criminal justice sector reforms – and Objective 1 of the UNODC ECOWAS Regional Action Plan. Instructively, the Nigeria Police Force has not been a part of the Roundtable even though they are a critical component of the criminal justice system. This omission of the police represents a major gap in a sector-wide approach to criminal justice sector reform.

C. Achievement of the project or programme outputs

Output 1.1: *Prison Reform Task Force institutionalized as Core Group to drive reform process with Government and development partners*

The Prison Reform Task Force has been established and it is gradually being institutionalised, although there are a few challenges that still need to be addressed. The review and adoption of the ToR of the Prison Reform Task Force indicates that the roadmap for the work of the Task Force has been established. The leadership of the Task Force by the CGP has been attested to by respondents and some of the members of the Task Force, particularly senior management officers of the NPS, have been trained in prison leadership, management and strategic planning. Yet, in the course of the evaluation it was discovered that the Task Force had a false start. Many senior government members of the Task Force from outside the NPS failed to attend most of the meetings, and even when they sent representatives they were too junior to take any strategic policy decision on behalf of their superiors who sent them. This failure indicated a lack of motivation, which was corroborated by one member of the Roundtable as follows: “where there is no individual commitment from members, they will not attend meetings if they have to personally bear the operational cost of doing so.”

The Task had to be replaced by the CGP’s Roundtable. While the CGP’s leadership capability and passion has been glowingly attested to, the Roundtable has met three times as

against the target of 3 regular meetings set in the project document. In addition, there is no information on how the Roundtable is funded by the NPS and how logistics for coordination meetings will be secured over a long period of time. This is crucial for sustaining the commitment of members, particularly those from outside from the prison service.

Output 1.2: *At least, 2 new prison reform intervention modules available to launch sectoral work (prison training programme and data management) developed by Government under the coordination of the Task Force*

This output has been achieved partially. The prison training programme was developed and launched, and has served as the central plank of the entire project. However, the data management component of the planned intervention has not been launched and there is no evidence that the component has been or is being developed. Data management represents a vital element of capacity of prison officials that needs to be enhanced, as there is currently no existing data base on prisoners. Yet, while the data management element has not been developed (partly because NPS is already implementing extensive data management initiatives), extensive work has been undertaken on developing proposals for work on the promotion of the Bangkok Rules Capacity Development for the NPS and Access to Justice and Human Rights.

Output 1.3: *A revised training curriculum for the Nigeria Prison Service addressing the United Nations Standards and Norms for the Treatment of Prisoners and international prison management standards*

The revision of the training curriculum has been completed and the manual published, although not yet disseminated. A tentative date for launch and dissemination has been agreed among stakeholders for 29 June 2011. This has been one of the most outstanding successes of the project, as very senior officials of the NPS involved in the project esteemed the production of the new manual very high. a senior officer was full of gratitude during an interview session when he exclaimed thus: “the biggest victory for the project, as far as I know, is the training manual.” The unique importance of the manual is that it provides a roadmap for the CGP’s Roundtable on integrating prison into the broader justice sector reform in the country. In addition to the training manual, course materials and teaching tools were delivered to NPS.

Output 2.1: *Training of Trainers (TOT) workshop for instructors in four Prison Colleges conducted on the revised curriculum by 3rd quarter of Year 1*

This output was met to a very high degree. 40 NPS officers were trained, using the newly revised training manual in the 3rd and 4th quarter of 2010, slightly behind schedule of the 3rd quarter of the 1st year. This delay is understandable because implementation of the overall project was delayed by many months. In spite of the delay, the completion of the training and use of the trainees to conduct training for junior officers is an indication of the success of the training. Most beneficiaries of the TOT programme were met in Kaduna and Port Harcourt where focus group discussions were held with them. Building the capacity of trainers on international standards of how prisoners should be treated enhance the scope for expansion of the training within the NPS beyond the initial targeted beneficiaries to include other officials who were not included due to financial constraints.

Output 2.2: *Roll out management Training conducted for 100 senior NPS managers in HQ*

This output was achieved 100% as 100 senior managers of Nigeria Prisons Service at the national headquarters were trained. According to the monitoring report, the prison leadership now understands the change process and have commuted same to their supervisees.

Output 2.3: *Training programmes on prison leadership, management and human rights conducted in three pilot states*

With 120 prisons management personnel and prison staff trained in the three pilot prisons trained on prison leadership, management and human rights, this output has recorded a 100% level of achievement. Besides, trained officials have now been able to cascade the training further down to lower-level staff of the NPS. Again, this process of stepping down the training to the lowest possible level promises to spread the newly acquired skill through the entire hierarchy of the prison staff to the point that a human rights-based paradigm of prison leadership and management could become a new culture within the service.

D. Institutional and management arrangements and constraints

As stated earlier above, the project was implemented using the direct execution modality of implementation. This involved the contracting of a small project team for management of the project under the direct supervision UNODC and in close collaboration with government (Task Force) and development (BHC/FCO) partners. The close supervision of the UNODC was helpful in ensuring that implementation remains consistent with its agreed country objectives. Also the partnership with government partners through the CGP's Roundtable has been effective in ensuring that Nigeria's priority of criminal justice sector reform is supported through the project. This partnership has also provided opportunity for high-level inter-agency coordination of criminal justice reform, although the absence of the Nigeria Police Force in the Roundtable has left out critical issues of policing in the reform agenda. The BHC/FCO is the only donor/development partner supporting the project. Their involvement in the project has been very noticeable in the monitoring phase. This monitoring has been responsible for adjusting the project in alignment with the delay of commencement, adaptation of the budget accordingly, and revision of projected costs to take care of revised hiring of consultants for project implementation.

Given the limited amount of the funding available for this intervention, the management arrangement for the project was very efficient and ensured that scarce resources were spent on actual delivery of project activities than on project personnel. The international expert (Prison Adviser), for instance, was hired on a part-time basis. According to staff of the BHC/FCO interviewed in Abuja, the contracting of an expert from abroad by UNODC as opposed to a national consultant to serve as Prison Adviser for the project was a more expensive option. However, this choice was approved due to the confidence in UNODC's experience in the field, prestige, delivery and reliability. Yet, while the hiring of the international expert on part-time basis was preferred for the purpose of cost-saving, the arrangement undermined some of the benefits that go with the engagement of a full time international expert who is fully on ground throughout the implementation phase of the project. The part-time nature of the international expert's contract did not fully allow for a formal and structured relationship to optimally develop with the NPS, which is the primary beneficiary. In the course of interviews with the project management team and project beneficiaries, an enduring refrain from respondents that became obvious was that the informal interaction between the international expert and the beneficiaries, mostly through direct telephone calls, teleconferencing and e-mail conversations, made it particularly difficult to correctly gauge the impressions of the prison officials during such informal

interactions. A more direct and structured schedule of meetings would have helped to enhance the design and planning of the project.

Fortunately, the choice of the National Project Officer (NPO) served to backstop some of the limitations the project could have suffered due to the communication challenges resulting from the part-time nature of the international expert. The NPO is a retired senior officer of the NPS who had close cordial relationship with most of the stakeholders in the NPS. His constant recourse to personal contacts developed during many years of active service as former prison officer helped sustain the enthusiasm of his former superiors and subordinates. This was attested to by many of the instructors interviewed and was demonstrated effectively in the course of the evaluation visits.

Another major constraint resulted from the 20% cut in funding of the project by the BHC/FCO after the start of implementation, a decision that adversely affected the project. The KAP study and roll out training was originally designed to be conducted in three states, but was eventually restricted to only Rivers State as a direct consequence of the budget cut. The substantial cut in the budget meant that the project team could not implement the original design which had been communicated to stakeholders within the NPS, leading to a dampening of expectations.

III. OUTCOMES, IMPACT AND SUSTAINABILITY

A. Outcomes

The project is just being concluded and it is extremely difficult for outcomes and impacts to begin to show so early. This difficulty was well captured by another senior officer from the ACG Zone H, who was interviewed at the NPS headquarters in Abuja, thus: “the training was very good; the only snag being that there have been no serious activities at the zonal level to put into practice what we have learned.” In spite of this difficulty, a few outputs of the project have started showing effects. One of such effects already visible is the coordination of penal reform efforts at a very high level. Although they have only met three times, the quarterly CGP’s Roundtable represents an ongoing process of institutionalising the strategic coordination of prison reform within the broader agenda of criminal justice sector reform. Further TOT element had started to demonstrate effect even before the end of the project. Some of the participants who took part in the TOT were taken to Port Harcourt to deliver the

step-down training to junior officers. In addition, the TOT has kick-started a demonstration effect by which beneficiaries now spontaneously want to transmit the lessons further down to their subordinates. According to a Training Coordinator at the NPS headquarters in Abuja, who was interviewed, “although we are training coordinators, Training Coordinators have been able to communicate the key lessons from the training to their staff outside the Headquarters. This assertion is similar to what many other officers who were interviewed said. Another emerging outcome is that the senior management training is also beginning to witness application at the headquarters in Abuja and in the Staff College in Kaduna. Many of the senior officers who took part in this confirmed this in separate face-to-face interviews. For instance, a senior officer, who attended the Senior Management Course held in Keffi, testified that it was after the training that he was promoted to his current position, and that he now uses the lessons learnt from that training to administer his new office.

B. Impact

A major impact of the project is the integration of the new training curriculum into the training programmes of the NPS months before official launch of the manual. During evaluation visit to the Staff College in Kaduna, a number of training instructors were found receiving training based on the yet-to-be launched revised manual. Increasingly, the manual has become the ‘bible’ of various on-going training programmes.

Another important emerging effect is noticeable from the training is attitudinal change. During the evaluation visits, most beneficiaries of the various training programmes affirmed that they are beginning to experience a positive change of attitude towards the needs and rights of prison inmates. At the Port Harcourt prison, an officer responded as follows: “Before the training, I saw the prison as an instrument of punishment; but after the training, I now see it as a means of correction.” This affirmation was so pervasive that one is forced to acknowledge a gradual change of the organisational culture of the NPS that recognises and respects the rights of prisoners. As noted by an interviewee who is not a staff of the NPS, there are now key people with the NPS (including the CGP and other senior staff) who are keen on changing the system for better, compared to a few years ago.

Also as a result of the training, the prison system is now opening up self-criticism and public scrutiny, as opposed to the tradition of closeness in the past. One senior management officer

observed that the training succeeded in bringing senior level management staff together to have frank dialogue and self-criticism in the system. This observation was supported by another senior management officer in a separate interview, who pointed out that the prison leadership is now open to inquiries from the press and human rights NGOs. These are unintended effects which resulted from the workshop. Top managers now see the value of having more of such high level interaction and dialogue as a way of identifying challenges and driving towards positive change.

Furthermore, the subject of human rights has now been brought to the fore of prison work. Human rights now form a central topic of discussion within the NPS, where emphasis is shifting from ‘locking up’ to the rights of prisoners as human beings. A Training Coordinator at headquarters in Abuja, asserted that his perception has changed since after the training. He now knows how to strike the optimal balance between the human rights of prisoners and the security imperatives of his work. Another Training Coordinator testified to this attitudinal shift as follows: “when we visited Kaduna prison we saw juvenile (boy) offender who was sentenced for 6 months with an option of 5,000 Naira. We were so moved by the inefficiency of the judgement that we quickly rallied together, raised the fine and promptly paid for his discharge. This is something we would never have considered in the past.” In a similar vein, an instructor at the Prison Staff College, Kaduna said he could now spend his own money to help a prisoner – a new mentality which was not there before. He said he met a woman at the Kaduna prison who remanded there unjustifiably. This moved him to travel to Saminaka (a neighbouring town where the woman was originally arrested) to submit a letter to secure the woman’s bail at his own personal cost. While bearing personal financial cost is not a requirement of the UN SMRs, these acts of compassion reflect a transformation of attitude towards prison inmates.

C. Sustainability

The spontaneous intervention at all levels – top, middle, intermediate – means that capacity for and commitment to reform within the NPS is now being developed across many generations. The implication is that the drive towards change will not soon fizzle out as a result of inevitable staff turnover, but is highly likely to remain for a long time to come.

In addition, the TOT is one crucial engine of human capacity development that has been built into the system to sustain the effects of the projects. Already the TOT has resulted in the

delivery of further non-UNODC supported in-house training by the NPS instructors who benefitted from the project. In addition to this, the prison system has a tradition of holding in-house lectures every Thursday. Already, some of the lessons derived from the trainings are being shared in the lectures and this serves as a very good opportunity to sustain the new values of prison practice in the system.

The revision of the training curriculum remains one of the strongest achievements for sustaining the emerging change within the NPS. The new manual, though not yet launched, has been systematically introduced in all ongoing training activities. This has started what looks like a ‘quiet revolution’ by which colonial mentalities and attitudes are slowly being replaced with a more humane way of relating to prisoners. As long as the new manual is used for future training, it is highly likely that the momentum for change will be sustained.

In all, sustainability will ultimately be determined by the extent to which the NPS can replicate and expand the lessons from the project. At the end of evaluation, NPS will need to put in place a plan for such replication and expansion.

IV. LESSONS LEARNED AND BEST PRACTICES

A. Lessons learned

A persistent refrain that came out from evaluation exercise has been that the scope of the project is very much limited and that beneficiaries have been too few to precipitate a marked change. Nearly all the prison officials and staff of the NHRC interviewed agreed that while the programme was highly relevant and effective, the number of targeted beneficiaries has been too low to expect any meaningful rapid change. There is a general feeling that the human capacity built so far is not sufficient to implement all the elements of the new curriculum. The constraint of the project budget was well acknowledged, but it was thought that the constraint could have been offset if effective partnership with other donors or development partners was secured from the start.

The Borstal training institutions, which form a vital component of the NPS existing training capacity, were left out of the training workshops. These institutions are responsible for

training of officials dealing with the reformation of juveniles in custody, and should have been included in the training.

Information about project design was not adequately communicated to project beneficiaries, particularly the participants of the training workshops. This failure created unmet expectations and a dampening of enthusiasm among beneficiaries. Many of the low and intermediate level participants of the training expected to be paid by the UNODC to participate in the workshops and felt disappointed when allowances were not paid. Allowances are paid to cover all costs for attendance, but UN policy is that people are not paid a fee to be trained.

The Nigeria Police Force (NPF) is not represented in the CGP's Roundtable. This exclusion undermines the opportunity for integrating ongoing prison reform into the wider process of criminal justice sector reform. Their inclusion in the Roundtable is therefore very crucial.

While the impact of the intervention is being felt at the headquarters and in the pilot states, it is much less so at the zonal level. This is a result of the narrow scope of the project mentioned above.

Actual implementation of the project was delayed by about 5 months. The implication is that implementation had to be rushed with activities congested and sequencing becoming problematic. This, to some limited extent, compromised the high standard expected in the execution of the project.

B. Best practices

The decision to hold the senior management course outside the familiar environment of NPS facilities was very helpful in ensuring maximum concentration. Officers interviewed asserted that they were freed from the distractions of office tasks and were thus able to focus on the training with full attention.

The non-payment of allowances or per diem to workshop participants was not only a matter of efficiency and cost-saving. More importantly, it inadvertently helped to test the personal commitment of individual participants who may have been used to the tradition of receiving allowances to take part in external training.

V. RECOMMENDATIONS

- In order to sustain the outcomes and impacts that are beginning to show, UNODC needs to secure more robust funding for follow-up training, replication and expansion, particularly in the zones
- The above recommendation requires that UNODC negotiates a well-coordinated partnership with other donors and development partners (DFID, USAID, EU) already working in the area of security and justice in the country to ensure a robust intervention that could target a sizeable number of beneficiaries
- UNODC should deliberately include participants from the Borstal institutions in any such follow-up, replication or expansion
- UNODC should ensure that vital information about project design and implementation modalities in any such follow-up activities are clearly communicated to beneficiaries ahead of implementation, particularly on issues of allowances. This is important for avoiding unrealistic expectations and ensuring that potential beneficiaries are self-motivated and very committed to the objectives of the intervention
- In such follow-up activities, UNODC should contract international expertise on a full-time basis to ensure more formal and structured engagement in the course of implementation
- The NPS needs to vigorously secure its own funding to bring in external resource persons to augment the existing human resource capacity for its training programmes
- The CGP should urgently work to bring the Nigeria Police into the Roundtable. This is crucial for ensuring that successes recorded from the project are reinforced by a holistic process of reform in the wider criminal justice system, and not undermined by developments in the process of arrest and prosecution
- CPG should recommend inter-ministerial dialogue on criminal justice reform where outcome of the Roundtable could be fed into the policy process

VI. OVERALL CONCLUSIONS

Overall, the project NGA/T52 has been widely applauded within and outside the NPS. The personnel of the NPS at all levels spoke glowingly about the intervention and are deeply grateful to the UNODC and BHC/FCO. For the first time, the prison personnel were being exposed to the issues of the human rights of prisoners through a focused and targeted project. In spite of the late start of the project, it has succeeded enhancing the capacity of those who took part on the various bespoke training programmes. The new capacities are beginning to show in terms of positive change in knowledge, attitude and practice, as well as internal supervision of prison workers in relation to the way prisoners are treated. TOT has produced trainers who are being used to step down the training to junior officers. The workshop has also opened up the prison system to self-examination and public scrutiny – requisite conditions for much deeper reforms. The successful revision of the training curriculum promises to be the highest point of project achievement. While the curriculum has not yet been launched, it is already being used for by the NPS for all its training activities.

While these achievements are slowly being institutionalised, a few lessons from the project reveal areas of challenges that need to be dealt with. Owing to the limited budget for the project, only a very limited proportion of the NPS human resource was targeted for capacity development. Furthermore, the long delay in starting project implementation compromised the standard of delivery, while the lack of effective communication of vital project design information to beneficiaries created unrealistic expectations which were not met. Finally, the NPF which forms a major element of the criminal justice system is not represented in the CPG's Roundtable established to integrate penal reform efforts into the wider process of strengthening the criminal justice system.

On the basis of the observations above, it is recommended that UNODC develop a follow-up intervention to sustain the effects of the project, which also need to be replicated or expanded in order to consolidate the gains emerging from the project. This would require forging of partnership with a wider base of donors and development partners already working in the broader area of security and justice in the country. Such a follow-up activity would need a communication strategy for disseminating vital information on possible expectations to beneficiaries. Finally the CPG should urgently engage the NPF so as to bring the police into the Roundtable

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The revised Training Curriculum of the NPS



TERMS OF REFERENCE
Independent End of Project Evaluation NGA/T52

Project Title:	Improving the Nigeria Prison Service adherence to international standards in the treatment of prisoners through human resource development
Project number:	NGA/T52
Strategic Theme and Result Area:	Rule of Law Result area 1.3. Criminal justice systems: more accessible, accountable and affective and Prevention, treatment and reintegration, and alternative development: prison reform
Purpose:	To assess the relevance, efficiency, effectiveness, impact and sustainability of the project and to identify lessons learnt, best practices, and policy issues arising from implementation.
Duration:	24 May -30 June (The evaluator will be contracted for 15 working days)
Mission Site:	Nigeria (NPS HQ, Two training institutions in Kaduna and NPS Rivers State Command)
Direct Supervision:	UNODC Country Office Nigeria

I. Project Background

Pressure to engage in a meaningful process of prison reform in Nigeria is not new. Strong criticism by human rights groups of the conditions under which prisoners were held in the late 1980s prompted some reforms. At the time, well-placed observers suggest that prison mortality rates were particularly high, with some 1,500 deaths being recorded in 1988 and 1,600 in 1989. As a result of international pressure, the military government acted to improve prison conditions, including undertaking the construction of new facilities to ease overcrowding, although 16 of these institutions now stand uncompleted and unused. Several thousand prisoners were also released in a series of amnesties. Such reform efforts have, however, been generally short-lived and have not had lasting, or permanent effects for the prison system as a whole.

The current legislative framework for prisons, the Prisons Act No. 9 of 1972, is now relatively outdated and requires review. While at least one donor supported the development of a strategy for reform in the corrections sector in 2003, this initiative does not appear to have borne longer-term results. Nevertheless, several initiatives outside of the prison service indicate a growing opportunity for viable intervention in the area of prison reform. The proposed Prison Act Amendment Bill before the National Assembly occasioned by the findings of the National Working Group on Prison Reforms and Decongestion and the harmonised report on the Reform of Criminal Justice Administration are testimonies to the renewed interest in this sector.

While other sectors of the criminal justice system have received support from government and donor agencies, this cannot be said of the Nigerian Prison Service. This prolonged neglect has resulted in broken down infrastructures, 'battered' staff morale and competencies and generally prevented the service from discharging its primary function which is to reform and rehabilitate citizens who have entered into conflict with the law.

A report of a UNODC fact finding mission to Nigeria from 7 – 13 September 2005 which sought to ascertain both the conditions under which prisoners are held, the various challenges confronting the Nigerian Prison Service as well as identifying possible areas for UNODC technical support and project development came up with the following conclusions:

- The overall management of the prison system in Nigeria is made considerably more difficult by the lack of readily available information on both individual prisoners and the prison population as a whole. Record keeping at individual prisons is poor and there is an urgent need to develop a nation wide system of prisoner data management. Insufficient record keeping often impacts most severely on vulnerable groups of prisoners (for example, women, children and the mentally ill) who have special needs and require additional monitoring at a national level.
- The system of prison inspections is poorly developed and there is no independent prison inspection capacity, including for the investigation of deaths within the prison system.
- While accurate data is difficult to obtain, on the basis of the available evidence the number of prisoners living with HIV/AIDS is cause for considerable concern.
- The sentencing options available to judges and magistrates are limited and those that are available are often not made use of. Even lower order offenders, including those guilty of traffic violations, are confined to prison. Considerably more debate is required amongst policy makers as to the available non-custodial measures.
- Measures within the prison system for the rehabilitation of prisoners and their reintegration into society are poorly developed and resourced. While an open prison could contribute to such an aim by serving as a 'half-way' house for long term

prisoners nearing the end of their sentence, and more generally as a productive environment to impart skills to prisoners, the available facility is completely underutilized and poorly maintained.

- The morale of prison staff is low, salaries are poor and promotional and training opportunities limited. Corruption is also alleged to be widespread. Nevertheless, many dedicated prison staff continue with their work under extremely difficult circumstances.

The main project objectives, outcomes, and outputs.

2.2.1 Project Objective

The objective of the project is to build the human resource capacity of the Nigerian Prison service to lead the process of reforms and ensure adherence to international standards in the treatment of prisoners

2.2.2 Project Outcomes

Outcome 1: A core group of prison reformers within the prison service and relevant ministries is actively engaged in integrating in a coordinated manner penal reform efforts into the wider process of strengthening the justice system

Outcome 2: The human resources capacity of Nigeria Prison Services is enhanced to comply with international human rights law and United Nations Standards and norms on the treatment of prisoners

2.2.3. Project Outputs and activities

Output 1: Prison Reform Task Force institutionalized as Core Group to drive reform process with Government and development partners

Output 2: At least 2 new prison reform intervention modules available to launch sectoral work (prison training programme and data management) developed by Government under the coordination of the Task Force

Output 3: A training programme underway for senior managers of NPS and a revised training curriculum for the Nigeria Prison Service addressing the United Nations Standards and Norms for the Treatment of Prisoners and international prison management standards

Output 4: Management Training for NPS

Output 5: Three pilot states conduct training programmes on human right based prison management and treatment of offenders

II. Purpose of Evaluation

This is a final evaluation of the “Improving the Nigeria Prison Service adherence to international standards in the treatment of prisoners through human resource development.”

The purpose of the evaluation is to assess, analyse and draw conclusions on the design and implementation of the project vis-à-vis the expectations earlier earmarked. The evaluation will therefore assess the relevance, efficiency, effectiveness, impact and sustainability of the project, and identify lessons learnt and best practices. A national consultant to be recruited will review the existing documentation and costed work plan, undertake visits to selected

relevant project counterparts and finally consult with the Working Group in a one day workshop.

In a nutshell, the evaluation will assess the implementation of the project in terms of organisational goals, quality and timeliness of inputs and efficiency and effectiveness of activities carried out. Lessons learnt and best practices could further assist in the development of future UNODC prison reform projects.

III. Scope of Evaluation

The evaluation will assess the implementation of the project from the start up date of December 2009 until June 2011. It will be a single 4-week mission that will be undertaken in Abuja and at the duty station of the evaluator. (the evaluator will be contracted for 15 working days). In addition to project implementation, management and the accomplishment of objectives and outcomes, the evaluation will appraise the following:

- a) *Evaluability of the project*
 - Has a project monitoring system been set up to allow a proper monitoring throughout the project?
 - Are targets well specified in the project document, including clear and concise performance indicators?
- b) *Overall relevance of the project to national development priorities and needs*
 - Were the needs properly identified?
 - Are the objectives contained in the project still relevant to the actual and local situation?
 - To what extent was the project aligned with the national strategies and plans to combat corruption?
 - Is the project the appropriate solution to the problems it aims to address?
 - Are any other stakeholders/projects offering the same type of assistance?
 - What is the particular value-added of this project?
- c) *Clarity, quality and appropriateness of project design*
 - Is there a clear and logical consistency between the objectives, outputs, activities in terms of quality, quantity, timeframe and cost-efficiency?
 - Are the beneficiaries well identified in the project document?
 - Are prior obligations and prerequisites (assumptions and risks) well specified and met?
 - Is the managerial and institutional framework for implementation well spelled out?
 - Is the work plan practical, logical, and cohesive?
 - Is the planned project duration realistic?
 - Are all external institutional relationships correctly identified?
- d) *Effectiveness, efficiency and adequacy of project implementation*
 - Has the project achieved its objectives and result (outputs, outcomes and impact)?
 - If not, has some progress been made towards their achievement?
 - Quality and effectiveness of outputs delivered.
 - Usefulness of project results in meeting the needs of Nigeria.
 - Has the project funding been properly and timely allocated?
 - Has the project funding been spent as planned?
- e) *Impact*

- What difference has the project made to beneficiaries?
- Which of the following outcomes did the project successfully contribute to?
 - Build a core group of prison reformers within the Nigerian Prisons Service and relevant Ministries and to integrate a coordinated manner penal reform efforts into the wider process of strengthening the judicial process.
 - The human resources capacity of NPS enhanced towards compliance with international human rights law and UN standards and norms in the treatment of prisoners.
 -
- f) *Level of coordination, cooperation and partnerships with national counterparts and relevant international development partners*
- Level and quality of partnerships established with direct project partners.
- Level and quality of partnerships established with other relevant national stakeholders, especially National Human Rights Commission
- g) *Sustainability*
 - Have the prospect for sustainability been addressed during the development of the project concept and related strategies?
 - What measures were put in place to ensure sustainability?
 - To what extent will the benefits generated through the project be sustained after the end of donor funding?
 - Have the beneficiaries taken ownership of the objectives to be achieved by the project? Are they committed to continue working towards these objectives once the project has ended?
- h) *Project outputs and outcomes*

The evaluation will assess the outputs and outcomes by the project as well as the likely impact and sustainability of project results. This should encompass an assessment of the achievement of the immediate objectives and the contribution to attaining the overall objective. The evaluation will assess if the project has had significant unexpected effects, whether of beneficial or detrimental character.
- i) *Lessons and Best Practices*

On a general level, the evaluation will seek to draw lessons and best practices that can be used to set new priorities that fully meet the needs of beneficiary institutions and the country.

Based on the above analysis, the evaluator will recommend as to what needs to be done by UNODC and stakeholder to improve the sustainability and results of this current project, and what should be taken into account as lessons learned from this very project in both, the Nigerian project context, but also any lessons learned of general interest for UNODC and partners.

IV. Evaluation Methodology

The evaluation methods will include the following:

- An evaluation methodology submitted prior to the evaluation
- A review of existing documentation (see annex A)
- Participation and interviews with partners, stakeholders and relevant UNODC staff.
- Field visits to institutions involved in assessments (where possible).
- Overall general observations.

Any other methods to be incorporated will be communicated to the Country Office prior to the assumption of the evaluation mission.

In conducting the evaluation, the evaluator needs to take account of relevant international standards, including the UNODC Independent Evaluation Unit (IEU) Evaluation Policy and Guidelines² and the United Nations Evaluation Group (UNEG) Norms and Standards.

V. Roles and Responsibilities

Core Learning Partners (CLP) The CLP members see annex 2

The CLP will have the following responsibilities:

- Comment on ToR, refine evaluation questions if needed
- Take note of evaluator proposed
- Provide support and insights throughout the evaluation process, as applicable
- Comment on draft evaluation report
- Take note of the final report
- Attend presentation of results if possible
- Agree on implementation of recommendation

The national evaluator

The evaluation will be conducted by an independent national evaluator with administrative support provided by the project staff for the duration of the mission.

The national evaluator to be contracted should possess the following minimum selection criteria:

- Must have experience of evaluating UN projects and/or programmes, preferably in the area of criminal justice. He/she should also have a technical understanding/experience of prisons issues.
- Must be an independent evaluator who has had no prior involvement with the project during its design and implementation phases.
- Evaluation experience and knowledge, hereunder experience in quantitative and qualitative evaluation methods.
- Possess advanced university degree in law, public administration, economics, business administration or related field.
- Possess work experience in the field of criminal justice.
- Proficiency in English, including a proven ability to draft at a professional level in that language.

The national evaluator will have the following responsibilities:

- The strategic and operational guidance and management of the evaluation, familiarize himself with the project documentation and comment on the draft methodology and tools.
- Identify and set up meetings with third parties who might have first hand knowledge of the project.
- Do a first analysis of the results of the field survey
- Prepare a draft project evaluation report with findings, lessons learned, and recommendations.

² <http://www.unodc.org/unodc/en/evaluation/about-projects-.html>

- A final project evaluation report on the NGA T52 project covering the project concept and design, implementation, outputs, outcome and impact of the project, recommendations, and lessons learned.

This report will follow the outline below:

1. Executive summary (maximum 4 pages)
2. Introduction
3. Background (Programme/project description)
4. Evaluation purpose and objective
5. Evaluation Methodology
6. Major findings
7. Lessons learnt (from both positive and negative experiences)
8. Constraints that impacted programme delivery
9. Recommendations and conclusions

The Independent Evaluation Unit

The Independent Evaluation Unit (IEU) of UNODC will have the following responsibilities:

- Review ToR and provide quality assurance
- Provide clearance of final ToR
- Review the curricula vitae of proposed candidates against the criteria set down in the ToR and approves selection of proposed evaluator
- Liaises with evaluator, if requested
- Comment on evaluation methodology
- Provide methodological support throughout the evaluation process
- Comment on draft report
- Review final report, provide quality assurance and final clearance
- Place final evaluation report on the evaluation website

UNODC CONIG Project team

The project team will have the following responsibilities:

- Select Core Learning Partners and inform them about their role
- Liaises with Core Learning Partners
- Prepare ToR for the evaluation including a draft programme
- Prepare selection of evaluator
- Undertake the appointment of evaluator in cooperation with UNDP
- Provide relevant information and desk review materials to the evaluator
- Comment on evaluation methodology
- Give logical support to the to the evaluator
- Arrange meetings with key informants
- Comment on draft report

VI. Planning and Implementation Arrangements

The evaluation will be conducted in full consultation with all project partners, namely: UNODC Nigeria and local partners. IEU will be supporting CONIG throughout the evaluation process.

The evaluator will have access to all relevant documents and available officers who have worked on the project.

The evaluator will visit partner institutions such as Nigeria Prisons Service, Ministry of Interior, Prisons Training Institutions, NPS Rivers State Command, etc.

The evaluator will present to all parties its main findings and recommendations; thereafter, the final report will be submitted to UNODC.

The tentative programme for the evaluation:

Activity	Timing	Date	Responsibility
Home based desk review of project documentation IEU review and approval	2 days	23-24 May 25-27 May	Evaluator IEU
Travel to Abuja: Briefing at UNODC Abuja	1 day	30 May	Evaluator
Meeting with the Nigerian Prisons Service	2 days	31 May	NPO, Evaluator
Meeting with selected project stakeholders in Abuja – NHRC and Min of Interior		1 June	
Travel to Kaduna: Meeting with selected project stakeholders in Kaduna –PSCK, PTS etc.	1 day	2 June	NPO, Evaluator
Travel to Port Harcourt: Meeting with selected stakeholders-	2 days	6-7 June	NPO, Evaluator
Return to Abuja: Internal consultations/report drafting/ad-hoc meetings	1 day	8 June	Evaluator
Project Stakeholder Workshop to present findings and receive feedback	1 day	9 June	Rep, project team
Finalisation of draft report and submission.	2 days	7-8 June	Evaluator
UNODC review and comments	7days	10, 13-17 June	Project team
Incorporation of comments provided by UNODC	1 day	21 June	Evaluator
UNODC review and approval of final report	1 day	22-24, 27-29 June,	UNODC project team

VII. Deliverables

- Evaluation design matrix
- Draft evaluation report
- Final evaluation report
- Facilitation of stakeholder work shop, report and ppt/presentation on key findings and recommendations of evaluator

Remuneration

The consultant will receive 50% of the total individual contractual fees upon submission and approval of the comprehensive evaluation design matrix and 50% upon completion of the assignment, subject to certification by UNODC CONIG and IEU clearance of the final evaluation report.

UNODC CONIG will provide the consultant with transport and required logistics for the effective discharge of this assignment. The consultant will also receive appropriate daily subsistence allowance (DSA) for the duration of the work conducted away from his/her city of residence.

Annex 1

List of documents to be reviewed by the evaluator

- Project Documents
- Funding agreement between UNODC and Government of Britain (FCO)
- ToR of the Working Group
- Minutes of the Working Group
- Publication produced/sponsored by the project
- ProFi Reports – Financials, Semi –annual and Annual Reports
- Risk assessment reports and other relevant documents
- KAP survey report

Annex 2

National counterparts and Core Learning Partners

- Dr I W Orakwe, Chucks Afujue and MBE Shemfe
- Commandant of NPS Training Institutions
- Lead Trainers, Messers J K Opadiran, Yvon Dandurand and Rob Allen

