



FINAL INDEPENDENT PROJECT EVALUATION:

## **EU-Nigeria-UNODC-CTED Partnership Project II: Assisting Nigeria to strengthen rule of law-based criminal justice responses to terrorism (GLOR35 – Nigeria segment) May 2018**

**Country:** Nigeria

**Duration:** 1 May 2016 – 30 March 2018

**Budget:** EUR 4,500,000

**Donor:** European Union

**Project Manager:** Chief, Implementation Support Section II, Terrorism Prevention Branch (TPB), UNODC

**Evaluation team:** Mr. Pierre Robert (lead evaluator), Ms. Arvinder Sambei

**FULL REPORT:**

<https://tinyurl.com/GLOR35-Nigeria>



### **MAIN FINDINGS**

The project was highly **relevant**, in the sense that it was based on a thorough and accurate analysis of the challenges and needs of Nigeria in relation to the judicial response to terrorism, and that its planned outcomes and activities were well thought-out and appropriate to the achievement of the stated objective. The only element that hampered the relevance of the project was that it was a relatively short engagement of just under two years – though it is to be recognised that it was part of a continuous series of projects implemented since 2012.

### **BACKGROUND AND CONTEXT**

Nigeria continues to face profound terrorism challenges from Boko Haram, which is one of the deadliest terrorist groups in the world. Since Boko Haram came to prominence in 2009, it has evolved from a national to a transnational terrorist threat, affecting the peace and security of civilian populations in Nigeria and its neighbouring countries. Since 2012, UNODC has been providing capacity building technical assistance to the country as part of a multi-phase programme component within the GLOR35 project on Strengthening the Legal Regime Against Terrorism.

This project was implemented by the Terrorism Prevention Branch (TPB) of UNODC. Its **overall objective** was to “support Nigeria to bring terrorists to justice and prevent terrorist acts from being committed, through rule of law-based and human rights-compliant criminal justice measures against terrorism”.

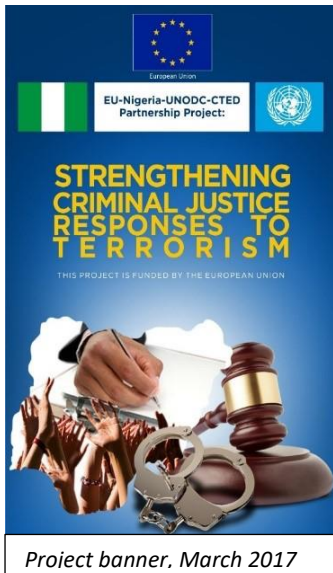
### **EVALUATION METHODOLOGY**

The evaluation followed a mixed-methods and gender-responsive approach in line with UN Evaluation Group and UNODC evaluation norms and requirements. The data analysis included secondary data assessed as part of the desk review as well as primary data collected during the field mission in the form of semi-structured interviews and focus group discussions. The evaluation was based on a participatory approach, seeking the views of all relevant stakeholders.



*Photo: Nigerian police receiving training on bomb scene investigations, Abuja, December 2016*

The project was **efficient**, in that it represented appropriate value for money – activities and outputs were consistent with the financial and human resources available to the project – and in terms of project management. The project was generally remarkably **effective**, as planned activities were implemented and target indicators were achieved. Several of the quantitative indicators were in fact exceeded by the 6<sup>th</sup> quarter, several months before the scheduled end of the project. The key limitation to effectiveness stemmed from the fact that the project was implemented in a context of on-going confrontation between Boko Haram and the military, which complicated the judicial response to terrorism. The evaluators were able to identify clear **elements of impact**, patterns or attitude changes that were likely to influence future counter-terrorism activities in Nigeria.



Project banner, March 2017

The evaluators found that there was a marked shift in approach and attitude towards **human rights**, part of a gradual process highlighted by many stakeholders, whereby the justice system moves away from prosecutions and convictions based solely on confessions, and whereby the stakeholders in the judicial chain better recognise the need for human rights safeguards

in the investigation and prosecution processes. The project was effective in mainstreaming **gender** issues while taking into account the constraints and staffing of Nigerian partners.

## CONCLUSIONS

The project reflected consultations between UNODC and the many counter-terrorism institutions in Nigeria and was in line with Nigeria's anti-terrorism legislation and strategic plan. In this respect, **the project was consistent with UNODC's mandate to support the fight against terrorism worldwide, and with the broader international counter-terrorism approach.** The partnership with the Counter-Terrorism Executive Directorate (CTED) contributed to enhanced convergence with Nigeria's approach.

Participants in training and other activities acquired new insights and changed attitudes on issues that are key to the judicial response to terrorism. Stakeholders are committed and prepared to disseminate acquired skills – though senior officials in some institutions remain sceptical. The effective use of skills and knowledge acquired through the project remains hampered by institutional constraints. It also remains necessary to reinforce the cooperation among agencies to strengthen judicial responses to terrorism.

The project ensured that the message about the need for human rights safeguards to be respected was heard. Interaction with civil society, lawyers and senior judges also contributed to this outcome. It is important that the momentum achieved be maintained, while further engagement is focused on Nigeria's northeast.

## KEY RECOMMENDATIONS

**Engagement:** UNODC should maintain its capacity-building engagement with Nigeria. It is appropriate that it should seek to build on its decade-long record of

support to Nigeria, with a view to providing more targeted capacity-building in the Northeast and on specific technical issues at federal level.

**Training contents:** TPB should ensure that future training modules include intelligence and intelligence development, and, in particular, the ways in which intelligence may be used and should be protected in a criminal case. The topics/subject matters addressed in Phase II were extremely relevant, and UNODC should look at building upon each of these in detail (the previous focus, understandably, was broad in order to cover as many topics as possible; the next project should give consideration to deeper learning and application).

**Partnerships:** TPB should continue to work with CTED and the heads of the partner institutions to highlight the need and work out the modalities, for enhanced inter-agency cooperation. Cooperation and co-ordination are critical, in particular, in the handling of terrorism and other serious crime. Any enhancement in the inter-agency co-operation and co-ordination would benefit Nigeria's criminal justice system as a whole. The project activities must continue to emphasise and address the need for inter-agency collaboration, and also seek to find ways in which this can be institutionalised through MOUs or any other agreement.

## LESSONS LEARNED AND GOOD PRACTICES

- The project illustrated the extent to which **intensive, on-going consultations with the Nigerian partners are key to ensuring relevance and effectiveness.** The project team has conducted several dozen consultations with Nigerian partners during the entire project cycle; these intensive contacts contributed to effective implementation.
- The project **brought together different stakeholders, which helped enhance mutual trust, leading to improved communication.** It was very appropriate that, in a number of occasions, activities were implemented that brought together a wide range of Nigerian stakeholders (institutions as well as NGOs and independent actors such as academics).
- **The focus on training helped foster an agenda of organisational and policy reform.** Training designed to support and contribute to organisational change, helped foster political will to implement an agenda for change in the judicial response to terrorism.

Independent Evaluation Unit (IEU)  
 United Nations Office on Drugs and Crime  
 Vienna International Centre  
 P.O. Box 500 1400 Vienna, Austria  
 E-mail: ieu@unodc.org