

# **Haki Mkononi – Rights in Our Hands**

***“A regional Empowerment Programme on Women Rights”***

**End of Project Evaluation**

**Nigeria Country Report – Zero Draft**

**Prepared by Acepis**

**For Oxfam Pan African Programme**

## Table of Contents

<i>List of Tables</i> .....	3
<i>List of Figures</i> .....	3
<i>List of Acronyms</i> .....	4
<b>1.0 Introduction</b> .....	<b>4</b>
1.1 Purpose of the End Term Evaluation (ETE).....	7
<b>2.0 Methodology</b> .....	<b>9</b>
2.1 Approach .....	9
2.2 Sampling.....	9
<b>3.0 Key Outcomes (10 bullets highlighting key outcomes of the project)</b> .....	<b>11</b>
<b>4.0 Detailed Findings of the Final Evaluation</b> .....	<b>14</b>
4.1 OECD Criteria (Focusing on Relevance, Effectiveness, Efficiency, and Sustainability) .....	14
4.1.1 <i>Relevance</i> .....	14
4.1.2 <i>Effectiveness</i> .....	17
4.1.3 <i>Efficiency</i> .....	22
4.1.4 <i>Sustainability</i> .....	24
4.2 Outcome Monitoring (Tracking outcomes based on the Results framework on the LFA) .....	30
4.2.1 <i>Women’s rights organization have increased capacity to use the Protocol to address women’s rights violations through regional mechanisms</i> .....	30
4.2.2 <i>Improved knowledge on the provisions of the VAPP Act and GEO Bill for 36 Women’s Rights Organizations</i> .....	33
4.2.3 <i>The Protocol and other regional declarations on women’s rights are increasingly applied by national governments and national justice mechanisms</i> .....	33
4.2.4 <i>Sensitization and Awareness Workshop for Parliamentarians to scale up male involvement in advocacy to champion the passage of the Gender and Equal Opportunity Bill and VAPP Bill by working with local members of parliament</i> .....	35
<b>5.0 Most Significant Change Stories (3Boxes of some of the striking change stories)</b> .....	<b>36</b>
<b>6.0 Conclusion &amp; Recommendations</b> .....	<b>38</b>
6.1 Conclusion .....	38
6.2 Recommendations .....	38
<b>7.0 References</b> .....	<b>39</b>
<b>8.0 Appendix (Tools, A matrix of consulted project stakeholders, project LFA)</b> .....	<b>40</b>

## **List of Tables**

Table 1: Research Approach .....	9
Table 2: Sample and response rate .....	10
Table 3: Capacity development for partners/beneficiaries/key stakeholders.....	26
Table 4: Strategic Partnerships established by the project .....	28

## **List of Figures**

Figure 1: Background on key implementing partner - WRAPA .....	7
Figure 2: Legal framework on abortion in Nigeria.....	16
Figure 3: Case example: Partnerships and engagement with Ministry of Women Affairs and Social Development: .....	25
Figure 4: Awareness of GEO and VAPP Bill.....	31

## List of Acronyms

AU Protocol	African Union Protocol on Human and Peoples' Rights on the Rights of Women in Africa
AWWDI	Advocacy for Women with Disability Initiative
CAJR	Centre for Advocacy of Justice and Rights
CAN	Christian Association of Nigeria
CBD-NGO	Community Based Development –Non-Governmental Organization
CEDAW	Convention on the Elimination of all Forms of Discrimination against Women
CEPAN	Centre for Peace Advancement in Nigeria
CIRDDOC	Civil Resource Development and Documentation Centre
CMI	Concerned Mothers Initiative
CRC	Civil Rights Congress
CSOs	Civil Society organizations
CWEENS	Christian Women for Excellence and Empowerment in Nigerian Society
DFID	UK's Department for International Development
EU	European Union
FBOs	Faith Based Organizations
FEC	Federal Executive Council
FGD	Focus Group Discussion
FIDA	International Federation for Women Lawyers
FOMWAN	Federation of Muslim Women Associations of Nigeria
FRCN	Federal Radio Corporation of Nigeria
FRSC	Federal Road Safety Corps
GAT	Gender Awareness Trust
GBP	Great Britain Pound
GBV	Gender Based Violence
GEO	Gender and Equal Opportunities
HM	Haki Mkononi
HRC	Human Rights Commission
JNI	Jama'atulNasril Islam
JUTH	Jos University Teaching Hospital
KSMC	Kaduna state media corporation
LACVAW	Legislative Advocacy Coalition on Violence Against Women
LEADS	League of Democratic Women
LFA	Logical Framework Analysis
LHR	League for Human Rights
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies/Authorities
MOA	Ministry of Agriculture
MOH	Ministry of Health
MOJ	Ministry of Justice
MWASD	Ministry of Women Affairs and Social Development
NAFOWA	Nigeria Air Force Officers Wives Association

NAOWA	Nigerian Army Officers Wives Association
NAPTIP	National Agency for Prohibition of Trafficking in Persons
NASFAT	NasrulLahi-ilFathi Society
NASS	National Assembly
NAWOJ	National Association of Women Journalist
NCAA	Affirmative Action Initiative for Women in Nigeria (formerly National Coalition on Affirmative Action)
NCCWO	National Council of Catholic Women Organizations in Nigeria
NDHS	National Demographic Health Survey
NCWS	National Council of Women Society
NEF	Northern Elders Forum
NEPAD	New Partnership for Africa's Development
NGOs	Non-Governmental Organizations
NGP	National Gender Policy
NIS	Nigerian Immigration Service
NOA	National Orientation Agency
NPF	Nigerian Police Force
NTA	Nigerian Television Authority
NURTW	Nigerian Union of Road Transport Workers
OECD	Organisation for Economic Cooperation and Development
PLHA	Plateau State House of Assembly
POWA	Police Officers Wives Association
PRTVC	Plateau Radio and Television Corporation
PSH	Plateau Specialist Hospital
RECs	Regional Economic Communities
RHV	Raising Her Voice: Promoting Poor Women's Participation In Governance
SDGs	Sustainable Development Goals
SHA	State House of Assembly
SOAWR	Solidarity for African Women's Rights Coalition
SPRAD	Society for Prevention and Reservation of Women's Dignity
SRHRs	Sexual Reproductive Health Rights
SWOT	Strengths, Weaknesses, Opportunities and Threats
TBA	Traditional Birth Attendants
ToC	Theory of Change
UN	United Nations
VAPP	Violence Against Persons Prohibition
WAYE	Women in Agriculture and Youth Empowerment
WON	Widows of Nigeria
WOTCLEF	Women Trafficking and Child Labour Eradication Foundation
WOWICAN	CAN Women's Wing
WRAPA	Women's Rights Advancement and Protection Alternative

## 1.0 Introduction

Haki Mkononi is “*A regional empowerment programme on women rights*” working at regional level with the African Union, its organs, Regional Economic Communities (RECs) and with women’s rights organisations in 6 priority countries. It is aimed at ensuring that continental norms and standards translate to concrete gains for women and girls at the national levels through the domestication of the African Women’s Protocol and or passage of integral laws including their implementation and enforcement. The overall goal of HM is to ensure African women realize their rights as guaranteed in the African Women’s Protocol. The project focused on three major rights (i) the right to land (ii) the right to free and consensual marriage and (iii) sexual and reproductive rights. Managed by the Oxfam Pan Africa Programme and 44 member strong Solidarity for African Women’s Rights Coalition (SOAWR) the advocacy platform for ratification and implementation of the Protocol, the project seeks to accelerate the realization of women’s rights by developing the capacity of Women Rights Organizations, legal mechanisms, national and regional structures using the Protocol to address women issues and ensure compliance towards its implementation. Central to this overall goal are key outcomes as follows:

1. 43 women’s rights organizations have improved capacity to use the African Women’s Protocol to address women’s rights violations through regional mechanisms,
2. Regional institutions (the African Union and its organs, RECs) call on state parties to adhere to obligations under the African Women’s Protocol, and
3. The Protocol and other regional declarations on women’s rights are increasingly applied by national governments and national justice mechanisms.

In Nigeria, full domestication of the AU Protocol in its own right and under its AU title could not be achieved by the end of 2012. This was owing to existing apprehension around international law, bureaucratic and legislative bottlenecks. However, a reviewed version of a model law titled Gender and Equal Opportunities Bill (GEO) was adopted and introduced to the legislature at national and state levels given its higher potential for passage. The GEO Bill harmonizes some of the provisions of the African Union Protocol on the Rights of Women in Africa (AU Protocol), Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), and National Gender Policy (NGP). Overall, the GEO Bill seeks to achieve the aspiration of AU Protocol to towards the elimination of all forms of discrimination on the basis of sex and gender in the private and public spaces. In effect, affirming women’s rights to equal opportunities to realize their full potential and provide protection for their bodily integrity and human dignity. In addition, an integral law, the Violence Against Persons Prohibition (VAPP) Bill (now Act) was signed into law by President Goodluck Jonathan on 25th of May 2015. The GEO bill and the VAPP Act 2015 are very critical to addressing issues of gender-based violence in Nigeria. In Plateau State, the 7th State Assembly passed the GEO Bill in 2015.

Recognizing the role of WROs in influencing decision making around women’s rights Oxfam Nigeria entered into a partnership with WRAPA - an experienced local partner (working with a coalition of other local organisations) to implement this project in Kaduna and Plateaus States. The project focused, over the past 2 years, on changing mind-sets and increasing awareness of women’s rights organisations so that they become agents of change and disseminate accurate, adequate and complete messages in the area on promotion of women’s rights as espoused in the African Women’s Rights Protocol. Specifically the project focused on increasing and amplifying demand for the domestication of the Women’s Protocol through advocacy and awareness creation; mobilization and sensitization, inclusive engagement to

establish legitimacy and support for enactment of two model laws - GEO Bill 2014 and the VAPP Act 2015 in Plateau and Kaduna States.

**Scope:** The project's advocacy work was focussed at sub-national level in two states in Nigeria – Kaduna and Plateau working with the main partner WRAPA and a coalition of other local organisations. These project locations reportedly had high incidences of gender discrimination and violation of women's rights including gender based violence. There were also deeply rooted traditional/cultural and religious beliefs that reinforced continued stigmatisation of women and active denial of basic rights that include rights to own property, inherit wealth from their spouses or parents and to make important decisions about their sexual and reproductive health like family planning. The project elected to employ the following strategies in implementing the project: advocacy and awareness creation, mobilization and sensitization, and inclusive engagement to establish legitimacy and support for the enactment of the two laws in Kaduna and Plateau States.

**Target:** The project targeted key segments of the population with influence and prerogatives on policy and decision making to improve their knowledge and awareness on women's rights in order to effect substantive legal reforms to promote the realisation of women's rights as outlined in the African Charter on Women's rights. The legal reforms focussed on enactment and implementation of two model legislations – the GEO Bill 2014 and the VAPP Act 2015. It relied on this critical mass of change agents to educate community members, support affected women and girls to claim their rights and report on rights violation.

#### **Background on key implementing partner - WRAPA**

Women's Rights Advancement and Protection Alternative (WRAPA) is a leading voice in the advocacy and campaign against Violence Against Women (VAW) in all its ramifications. It served as the foundation Secretariat of a 65-member Coalition; Legislative Advocacy Coalition on Violence Against Women (LACVAW) for over ten years. WRAPA engages in legislative advocacy for legal reforms and public education on international law with its campaign and advocacy seeing to Nigeria's ratification in 2004 of the Protocol to the African Charter on the Rights of Women in Africa. In partnership with the Federal Ministry of Women Affairs and Social Development, the Legislature and frontline gender-based NGOs, WRAPA is working towards Nigeria's domestication of the AU Protocol on women's rights. WRAPA works to enhance access to justice for women through public education campaigns aimed at reducing the tacit cultural endorsement of Violence Against Women (VAW).

Figure 1: Background on key implementing partner - WRAPA

### **1.1 Purpose of the End Term Evaluation (ETE)**

The purpose of this Endterm Term Evaluation (ETE) was to assess the outcomes of the implementation process of the Haki Mikononi Programme and related indicators and compare against the results and benchmarks established at baseline and midterm level. The ETE aimed to examine the relevance, efficiency, effectiveness and mechanisms for sustainability. It also set out to document at lessons learnt and best practices in implementation of the project and make recommendations. As This was intended to: i) **Build institutional knowledge:** inform development of current and future gender justice (and other multi-country) programmes and projects and ii) **Accountability:** promote accountability to different stakeholders in this project including Oxfam in-country teams, CSOs, Sida, national and regional administrative and policy making teams.

Specifically the evaluation was tasked to:

1. Stimulate reflection and learning among country offices, partners and women's rights organisations, including learning from failures and challenges,
2. Review and validate the achievements reached under each outcome as presented in the HM annual reports (and underlying documents like bi-annual monitoring reports),
3. Validate the Theory of Change of this project and its underlying assumptions. This means describing the process of how the changes in policies, practices and beliefs have been achieved, and analysing this against the Theory of Change of the project, including the underlying assumptions, and
4. Develop concrete recommendations for future programme and project development on gender justice and for multi-country programmes in general.

## 2.0 Methodology

### 2.1 Approach

A mixed methods approach was applied in collecting and analyzing information relevant to the project for the final evaluation. This was guided by an emphasis on triangulation of information drawn from desk reviews and primary qualitative data obtained through Key Informant Interviews (KII) and Focus Group Discussions (FGD). This was adopted to guarantee meaningful participation of target respondents. The table below provides an overview of the approaches aligned with the respective target respondents and the rationale and tools for each of the components of the methodology.

**Table 1: Research Approach**

Methodology	Rationale	Approach	Tool
Desk research	Review of relevant literature to enrich study design, tools and reporting	<p><i>Review of Oxfam programme documents and other relevant documents that include:</i></p> <ul style="list-style-type: none"> <li>– Project Proposals</li> <li>– Baseline Study Report</li> <li>– Project quarterly and annual reports including donor feedback notes</li> <li>– Oxfam and Partners Reports including published national and sub-national statistics</li> </ul>	Relevant documents
Qualitative	Serves to capture the target subjects' experiences, opinions and attitudes	<p>Use of <i>Focus Group Discussions (FGDs)</i> with key target populations of project drawn from: (<i>Judges/ Magistrates/ Paralegals, Lawyers, National Police, Religious Leaders, Members of Parliament, Ministry of Health, Ministry of Gender and Family Promotion, Ministry of Justice, Women's Rights Organizations, National Women Council, Male champions, Girls leaders and Media High Council</i>)</p>	Focus Group Discussion guide moderated by facilitator with knowledge on Governance and Human Rights
		<p>Entails <i>Key Informant Interviews (KIIs)</i> with external stakeholders drawn from:</p> <ul style="list-style-type: none"> <li>– Justice and Law enforcement agencies (Lawyers, Judges, paralegal staff).</li> <li>– Civil Society Organisation including FBOs</li> <li>– National legislating bodies and policy mechanisms (Parliamentarians, local governments).</li> <li>– Relevant government MDAs (Line Ministries &amp; Commissions)</li> <li>– Media.</li> </ul>	Unstructured Key Informant Interview guide administered one-on-one by an interviewer
		<p>Use of <i>Key Informant Interviews (KIIs)</i> with internal stakeholders involved in project design and implementation:</p> <ul style="list-style-type: none"> <li>– Oxfam</li> <li>– Solidarity for African Women's Coalition (SOAWR)</li> <li>– Woman Rights Organizations (WROs)</li> </ul>	Unstructured Key Informant Interview guide administered one-on-one by an interviewer

### 2.2 Sampling

Due to the multiplicity of the targeted respondents for the evaluation, a combination of non-probability and purposive sampling methods was deployed considering the composition of each category of targeted respondents. This enabled deliberate selection of participants based on their knowledge and involvement in the project activities in the project location to ensure relevance of endterm study findings. Purposive sampling, mainly used to select external and internal stakeholders, allowed for selection of target units

based on expertise in the study areas and/or prior/ongoing collaboration with Oxfam in the project. In addition, purposive sampling allowed for studying of information-rich cases, mainly drawn from the indirect beneficiary group, to make analytical references and encourage transparency in case selection, triangulation and seeking out disconfirming evidence. Oxfam and the implementing partners played a key role in recommending key informants ensuring that only respondents that were able to provide quality and comprehensive responses to the evaluation questions were included in the sample. The use of the two sampling methods guaranteed sufficient and credible data for the evaluation. The table below provides the breakdown of targeted and achieved interviews for each group of respondents.

**Table 2: Sample and response rate**

Category of Target group	Target group	Proposed number of interviews	Distribution of interviews
<b>a. External Stakeholders</b>			
<b>Justice &amp; Law enforcement agencies (Lawyers, Judges, paralegals)</b>	Judges/Magistrates	1	1
	Lawyers	1	1
	Paralegals	1	0
	National Police	1	1
<b>Alternative Justice Mechanisms</b>	Religious Leaders	1	0
<b>National legislating bodies and policy mechanisms</b>	Members of Parliament	1	2
<b>Relevant Line Ministries</b>	Ministry of Health	1	0
	Ministry of Gender and Women Affairs	1	1
	Ministry of Justice	1	1
<b>Woman Rights Organization</b>	Women's Rights activists/organizations	4	3
<b>Human Rights Commissions</b>		1	0
<b>Gender Commissions</b>	National Women Council	1	0
<b>Human Rights Activists</b>	Male champions	1	0
	Girls leaders	1	0
<b>Media</b>	Media High Council/Journalist	1	2
<b>Sub-Total</b>		<b>20</b>	<b>12</b>
<b>b. Project Implementers</b>			
<b>SOAWR members - beneficiaries</b>	WRAPA	1	1
<b>Solidarity for African Women's Rights Coalition (SOAWR) Focal Point –</b>	Equity Now	1	1
<b>Oxfam</b>	Pan-African Program Manager	1	1
	Oxfam Pan-African Program Country Leads	1	2
<b>Sub-Total</b>		<b>4</b>	<b>5</b>
<b>Total</b>		<b>24</b>	<b>17</b>

### 3.0 Key Outcomes (10 bullets highlighting key outcomes of the project)

1. **Repressive customary laws/practices affecting women and girls repealed:** As a result of sensitization and advocacy activities carried out by the project engaging Traditional Rulers, religious leaders and civil society organizations, the project facilitated the repealing of some of the laws/practices that were impinging on the ability of many women and girls to enjoy their rights. Some of the decrees that repealed such traditional practices included:
  - a. A traditional ruler from Bokkos, Plateau State passed a decree in March 2016, repealing some of the repressive laws or practices affecting women and girls in his community. The decree was as stated below;
    - **Property Inheritance.** The wife and female children of a bereaved household head should inherit his properties with or without a written will, including land.
    - **Divorce.** In case of a divorce case that has been instigated by husbands actions or deeds, the woman has a right to get a share of the property.
    - **Wife Inheritance.** A Widow has a right to decide who to inherit her incase the husband dies.
  - b. Ogomo Yakuba Bala a traditional ruler (also acting District Head of Rigizar in Jos North local government area) created specific positions for women within his Council. The title to one of the positions is branded as “Jakadiya” meaning the messenger of the King. This represented significant steps towards reviewing customary laws and practices to provide space for active involvement of women.
2. **Coalition building for advocacy for legal reforms:** Through activities of the Haki Mkononi project, there was improved capacity of members of a strong coalition on women rights issues in Nigeria - LACVAW. The project engaged 35 out of 65 LACVAW Coalition members whose capacities were built to enhance their understanding of the two model laws (VAPP & GEO Bills) in order to effectively advocate and lobby for their passage in State Houses of Assembly. In addition, Advocacy Action plans on how to reach out to critical stakeholders in Kaduna and Plateau states were developed and these action plans guided the activities of the Coalition Partners in the two project States. This will be critical for proceeding advocacy work towards the passage and implementation of the two laws.
3. **Increased number of Women Rights Actors/Change Agents:** The project through the key implementing partner - WRAPA and some of the LACVAW coalition members endeavored to build a critical mass of change agents - high profile elected leaders, government officers, influential media practitioners and other non state actors they seek to further engage for deeper involvement in promoting women’s rights. There was evidence of substantive commitment from these change agents to support the passage of the two model laws. For instance sensitization and awareness workshops were held with 28 Parliamentarians in order to scale up male involvement in advocacy and to sensitize the Parliamentarians, Legislative Committee Clerks and the Administrative Staff of the State House of Assembly on the general provisions of the two model laws. All the trained Parliamentarians pledged their full support to the passage of the Bill while the Administrative staff who the Deputy Speaker referred to as the engine room of the House promised to advocate for the smooth passage of the VAPP and consequently, its implementation. In addition, during the workshop active partnerships/engagements with policy makers were built and strengthened through commitments from the policy makers which can be leveraged on in future engagements.
4. **Media engagement and capacity development for journalists: Enhanced Media Campaigns:** As a result of strong media sensitization campaigns on the print and electronic media, where jingles,

radio and TV programs were aired with the aim of sensitizing the public on the two model laws and GBV. The campaigns reached out to a substantial number of targeted audience who could not be reached directly with project activities. As a result of these campaigns, there has been increased populace awareness of GBV and the two model laws (VAPP and GEO Bills) in the two states.

5. **Establishment of Strategic Partnerships:** The project through the key implementing partner WRAPA and members of the LACVAW coalition associated to it developed good working relations with various departments of government that were instrumental in implementation and that can be relied on for sustainability of interventions. They included engagements with the Commissioner for women in Kaduna and Deputy Registrar of the High Court in Plateau state. These partnerships established favourable ground for consensus building, capacity development and open conversations regarding some of the rather contentious women's rights issues drawing from the protocol that had been difficult to get key stakeholders to honestly and openly talk about. The partnerships were also instrumental in building confidence and ownership of the interventions under Haki Mkononi that will be useful for sustainability.
6. **Substantive change in speech and perceptions about the Protocol:** There was evidence of increased knowledge and improved attitudes amongst practitioners in the judicial system and law enforcement agencies regarding the protocol. Legal professionals including lawyers, judges and other practitioners in the judicial system shared testimonies of increased knowledge of the Maputo Protocol and openness to considering its provisions in future cases.
7. **Development of a GBV reporting Protocol:** For purposes of effective reporting of GBV cases through the media a GBV reporting Protocol was developed. This protocol was intended to guide and ensure that journalists are aware of the ethical consideration of the dignity of survivors, and on how best to produce Gender Based Violence (GBV) news and information with integrity and a sense of responsibility that ultimately preserves their confidentiality and safety.
8. **Passage of GEO Bill, 2015 in Plateau State:** The GEO Bill was rejected in March 2016 based on arguments that the bill was unconstitutional and inconsistent with customary and religious laws. A Coalitions of various NGOs, CSOs, EU Delegation, UN Women, Media and other Stakeholders including Senator Olujimi, the sponsor of the Bill, the Forum of Wives of Senators in which WRAPA is a leading member was formed to start a renewed campaign. Haki Project Coordinator was very instrumental in organizing and mobilization stakeholders towards re-submission of the Bill. This involved participation in several strategy meetings with GEO Bill Stakeholders, as well as inputs to the advocacy and strategy forums organised by the EU Delegation. Concerted efforts from the stakeholders led to the Bill being tabled again before the Senate for the 2<sup>nd</sup> Reading on 29th September 2016. There was evidence that project partners drawn from LACVAW including WRAPA continued with advocacy to the next level of Public Hearing at the National Assembly. Currently at the state levels, the Bill has been passed in Plateau as a Law ready for gazetting while in Kaduna drafting of final copy of Kaduna State GEO Bill 2016 is ready for further scrutiny by an expanded stakeholder forum before submission to the Assembly.
9. **Drafting of Violation Against Persons Prohibition (VAPP) Bill:** At the National level the VAPP Bill (now Act) was signed into law by President Goodluck Jonathan on 25<sup>th</sup> May, 2015. For purposes of domesticating the bill at the state level to guarantee effective implementation in the two states where the project is being implemented (Kaduna and Plateau), the project through WRAPA and LACVAW Coalition members contributed to drafting of the VAPP Bills for the two states. In Plateau the bill has been presented to the State House Assembly and is in the floor of the house while in

Kaduna the bill is in its draft format waiting to be scrutinized then presented to the floor of the house for debate.

## **4.0 Detailed Findings of the Final Evaluation**

### **4.1 OECD Criteria (Focusing on Relevance, Effectiveness, Efficiency, and Sustainability)**

#### **4.1.1 Relevance**

To begin with, the evaluation assessed the extent to which objectives of the project and the conduct of its interventions were consistent with urgent needs of beneficiaries', national policies, global and regional priorities as well as donor's priorities/policies. The evaluation thus reviewed the central problem that the HM project sought to address reflecting on its Theory of Change and the underlying context assessing the extent to which the overall approach suited the priorities and needs of the diverse groups of women and girls and their communities.

There was evidence that the project conducted a comprehensive baseline study on gender related legislations (passed, implemented or at different legislative processes) in Kaduna and Plateau states. Key implementing partners argued that the outcomes of the baseline survey substantively informed the conduct of the project. The evaluation established evidence to support this. For instance, one of the key findings from the survey was the need to execute a targeted media strategy to support advocacy for the passage of the GEO and VAPP bills. Notably, media engagement formed a significant part of the HM project interventions in Kaduna and Plateau. Also the baseline survey underscored the prominence of traditional and religious frameworks in determining attitudes and knowledge around the two legislations. The project accordingly involved traditional rulers/leaders and exploited their positions to create community platforms where awareness around GBV, SRHR and broader women rights issues were discussed.

The fact that the HM project was built on previous work by Oxfam Nigeria and Key partners also enhanced its relevance. Notably, the Haki Mkononi Project had two preceding interventions that already covered significant ground on substantive issues of women rights: a UNFPA funded gender project (implemented for 2 years) and the 'raising her voice project' funded by DFID project and managed by Oxfam. The design and implementation of the Haki Mkononi thus benefited from contextual knowledge and consultations done in the previous projects. These ensured that the intervention was relevant to the prevailing urgent issues around promotion of women's rights in Nigeria.

Besides the survey and anchoring the project on previous work by Oxfam and WRAPA and their networks and coalitions, the evaluation explored the relevance of the project along three further dimensions. These were i) its alignment to prevailing gaps in the realization of women's rights in Nigeria, ii) Alignment of the project with government policy, global and regional commitments on women's rights, and ii) its relevance to donor objectives. This is discussed as follows:

##### **4.1.1.1 Alignment with prevailing gender gaps in Nigeria:**

Despite efforts of organisations working on gender equality, economic growth, discrimination against women persists and millions of women and girls continue to have their fundamental freedoms and human rights denied or systematically violated. Though there has been an increase in contraceptive prevalence rate, the level of utilisation of modern contraceptive in Nigeria is still low (NDHS). This is especially low amongst sexually active adolescents and contributes to high level of teenage pregnancy, unsafe abortions and maternal mortality, among other RH problems. Some of the limiting factors include low level of

knowledge, myths and misconceptions, low quality of service, insufficient access to contraceptive commodities and low status of women (Nigeria national reproductive Health Policy).

“There is rampant violence, rape, GBV. We have structures in these states, we receive reports about cases of rape. The laws we are pushing for will repel these acts, give women a voice. Our mandate is to improve access to social justice for women” – *KII Implementing Partner*

Various harmful practices contribute to poor reproductive health in Nigeria and constitute a violation of reproductive rights. These include female genital mutilation, forced early marriage, traumatic puberty initiation rites, labour and delivery practices, and wife inheritance. Gender-based violence remains prevalent in Nigeria; a nationwide survey indicated that wife battering occurs in about 20 percent of Nigerian households (Nigeria national reproductive Health Policy). The health care system has an important role to play in collaboration with other systems such as the legal, police, media, social and education sectors, and Civil Society Organisations to give necessary support to the victims and to give evidence when required (Nigeria national reproductive Health Policy).

“If there is a law that repels these acts, cases of violence issues of rape and domestic violence. If these laws are passed it will go a long way in deterring these acts. We are working towards reaching the overall goal of the project – to get these laws passed and enforced” – *KII Implementing Partner*

There was evidence of existing retrogressive traditional practices and religious beliefs that continued to limit the rights of women. Some of them that thrived in some communities due to the recognition of elements of traditional law complicate efforts to increase fairness and equity in profound ways. Most of the stakeholders involved in the project underscored that a lot needed to be done to effectively marry the merits of traditional/customary law and religious beliefs with modern law in order to nurture an effective legal and policy framework that can help Nigeria to respond and implement many of its commitments to international standards and conventions on women’s rights and its own constitutional commitments to fairness and equity.

“Things are changing. People today are not sincere. They cannot be trusted to make sure traditions work for women and families. There are certain aspects of our traditions and religion that we have had to change. We reviewed our traditions to remove or change traditions that are unfair. We have changed the rule of husbands chasing away women without anything. There are still outstanding clashes between religion, traditional culture and modern laws that need to be addressed in order to promote the rights of women in Nigeria” – *KII Traditional Ruler*

“Women are used as laborers and not partners. Men assume ownership of property of women – all a woman owns belongs to her husband. Women have no rights to property. Women work hard and make wealth then men cause GBV and chase away their wives to acquire their property” – *FGD Jos – Plateau State*

“WRAPA came in. We began to review what we can do about it. We started working to reduce forced marriage [inheritance]. We are not saying no but should be at least with her consent. Whoever does that, we call them to order. There are certain repercussions. You punish accordingly. This has reduced the practice a lot” – *KII Traditional Ruler*

The existing legal system appeared to further or at least not address the drivers of discrimination and violations against women in many areas ranging from sexual and reproductive health rights to economic empowerment and access to equal opportunities. Notably, the two model legislations that the Haki Mkononi project focused on in Nigeria - The Gender and Equal Opportunities (GEO) Bill and the Violence Against Persons Prohibition (VAPP) Bill were squarely aimed at addressing some of the chronic injustices and violations that have been meted on women in the country relating to economic opportunities, voice and Sexual and Reproductive health. Most of the respondents involved in the evaluation argued that the two legislations will be very critical in addressing inequities related to gender especially SRHR and access to equal opportunities for economic advancement for women. They aim to limit all forms of gender-based violence and other practices that are harmful to the health of women and children; and to reduce gender imbalance in all sexual and reproductive health matters. They also aim to institutionalize a framework to promote and protect the rights of women to access to equal opportunities for economic empowerment.

#### **Legal framework on abortion in Nigeria**

Abortions are illegal regardless of duration of pregnancy. Both legal systems prohibit abortions performed at all stages of fetal or embryonic development from the time of fertilization, unless the abortion is performed to save a pregnant woman's life. The Criminal Code, applicable in the southern states, stipulates that a person "is not criminally responsible for performing in good faith and with reasonable care and skill a surgical operation ... upon an unborn child for the preservation of the mother's life." The Penal Code, applicable in the northern states, permits an abortion to save the life of a woman. The laws however do not clearly distinguish between abortions performed by registered medical practitioners and unregistered medical practitioners, nor do they stipulate the kind of facility in which abortions may take place. Both legal systems cover other abortion-related offenses. The Criminal Code provides that it is illegal to supply materials knowing that they may be used unlawfully to "procure the miscarriage of a woman." The Penal Code provides that any person who, with intent to cause a "miscarriage," undertakes any act that causes a woman's death is subject to imprisonment for 14 years. It is also unlawful for a person to "use force to any woman and thereby unintentionally cause her to miscarry." Spousal consent is not a requirement for an operation necessary to save a woman's life.

**Figure 2: Legal framework on abortion in Nigeria**

#### **4.1.1.2 Alignment with government policy:**

Objectives of the HM project were linked substantively to aims of most of the government policies in the health sector Nigeria. These included the National Policy on Population for Sustainable Development (2004) that aims broadly to improve reproductive health of all Nigerians at every stage of the life circle; Maternal and Child Health Policy (1994); National Adolescent Health Policy (1995); National Policy on HIV/AIDS/STIs Control (1997); and National Policy on the Elimination of Female Genital Mutilation (1998). The National reproductive health Policy for example aims to create an enabling environment for appropriate action and guidance to national and local initiatives in all areas of Reproductive Health. It also aims to reduce maternal morbidity and mortality due to pregnancy and unwanted pregnancies. These elements of the policy were well aligned to HM project's overall objective – to promote women's sexual and Reproductive health rights. Moreover, government policy in Nigeria indicates that the role of NGOs shall in collaboration with the Federal, State and Local Governments include: i) identifying reproductive health needs of communities, ii) applying innovative approaches to addressing Reproductive Health needs of the communities. iv) human resources development in reproductive health care, and v) effective

communication on reproductive health issues. The Haki Mkononi fits in well within this framework of responsibilities and mandates.

#### **4.1.1.3 Alignment to global and regional commitments:**

By building on the commitments that States have made at the regional level the Haki Mkononi programme aims to push for the full utilisation of the African Women’s Protocol as a driver for change at the national level through a multi-layered approach to ensure African women and girls access their rights and justice. Further, Nigeria adopted the Beijing Platform of Action and undertook strategic actions aimed at tackling nine identified crucial areas among the twelve critical areas suggested in the Beijing Platform for Action. The country had also ratified and committed to various international and regional conventions, charters and declarations with implications on SRHR of women. These include CEDAW, the Sustainable Development Goals (SDGs), the Universal Declaration of Human Rights, the New Partnership for Africa’s Development (NEPAD), and the Maputo Protocol amongst others. All of these instruments linked to and had significant implications on some of the key objectives of the Haki Mkononi project. In fact implementation of the Maputo protocol – a regional charter on Women’s rights is the epicentre of the Haki Mkononi Project. The evaluation thus found the project sufficiently relevant to global and regional priorities and commitments on the rights of women and girls including those in Nigeria.

#### **4.1.1.4 Relevance to donor priorities:**

The project’s objectives were tightly in line with the principal donor’s stated intentions on its development cooperation in Sub-Saharan Africa. Sida outlines the following, amongst others, as key intended contributions of its development cooperation in Africa in its 2016 – 2021 strategy document: “Strengthened democracy and gender equality and greater respect for human rights. Enhanced capacity of regional actors to work towards strengthened democracy and the rule of law, gender equality and increased respect for human rights, with a focus on the rights of women and children”. These sit well with the broad goal of the Haki Mkononi project and the various interventions that were implemented in Nigeria.

#### **4.1.2 Effectiveness**

In order to determine effectiveness of the Haki Mkononi Project, the evaluation assessed the extent to which objectives of the program were achieved. Normally, the most reliable approaches to measuring project effectiveness employ experimental or quasi experimental designs that include groups receiving program activities compared with those that do not. Since the design of the Haki Mkononi program did not involve the use of control groups, the evaluation measured effectiveness based on outcome monitoring.

The results framework of the Haki Mkononi Programme includes 11 indicators upon which measurement of success and effectiveness of the programme could be based. In the next section – Outcome Monitoring, these indicators are assessed in detail with corresponding milestones by the end of the project. The key milestones on each of the targeted outcomes show significant strides towards attaining programme goals. This was a strong indication of effectiveness of the Haki Mkononi programme. Some of the key milestones that inform this favorable report on effectiveness of the project are outlined in the previous section (key outcomes). The evaluation however also assessed effectiveness of the project by further interrogating some of the i) main drivers of effectiveness, ii) changes in the landscape of the project that

may have influenced its effectiveness, and iii) the implications of the project design on effectiveness. These are discussed in detail as follows:

#### 4.1.2.1 Drivers of effectiveness

##### **Building the intervention on the merits of preceding projects:**

The Haki Project had preceding interventions that already covered significant ground on issues of women rights in Nigeria. These included a UNFPA funded gender project (implemented for 2 years by WRAPA) and the ‘raising her voice project’ funded by DFID and managed by Oxfam. “We have a culture of bridging our projects. We don’t implement projects in silos. Our key mandate is access to legal rights for women. We focus on legal access. We have used results from previous projects to enhance the HM project”. Key implementing partners – Oxfam Nigeria and WRAPA argued that anchoring the project on accomplishments of previous interventions increased the possibility of its success. This was in such areas as partnerships, engagement with key stakeholders (especially government and parliament), sensitization of the public on women’s rights and resource mobilisation.

##### **Leveraging on organisational capital and experience in Women rights work:**

Project implementing partners, both Oxfam Nigeria and WRAPA, argued that effectiveness of the interventions in the Haki Mkononi project was also driven by relational capital that both organisations had amassed from decades of women’s rights work in Nigeria. This was in terms of networks and coalitions of WROs and other friendly CSOs working around women’s rights. It also involved partnerships developed with different institutions of government. There was a general argument backed with evidence from most of the respondents that WRAPA had engaged substantively in women’s rights work over a long time and as such earned the respect and support of many in Nigeria. Moreover, it emerged that the key implementing partners had significant capacity - lawyers and other staffs highly skilled in advocacy. This was also credited for the successes of the project over the period when it was implemented in Nigeria.

“The amount of goodwill we have enjoyed in our 17 years of work. Kaduna and Plateau are the flagship areas. In these states, we have partners grounded – core CSOs, FBOs, and culture - relationships with government agencies – parliament” – *KII Implementing Partner*

“We have an integrity capital that has allowed us resources and political will. We have good team – with capacity and human relations” – *KII Implementing Partner*

##### **Strategic partnerships:**

Most of the respondents credited successes of the project to ability of the implementing partners to strike some strategic partnerships that enhanced smooth implementation. For a legal reform project like the Haki Mkononi, a great deal of effective partnerships especially with key influential institutions of government and other decision makers is usually imperative. The evaluation established that implementing partners especially WRAPA had endeavored to establish working relations with government institutions especially at state levels in Kaduna and Plateau where the project was implemented. Where this was challenging, there was a great deal of innovation that involved using informal lines of engagement that allowed strategic government players like the Speaker of the House of Assembly in Plateau and Justice minister to involve significantly in the project. Partners argued that the involvement of such high caliber stakeholders facilitated some very difficult activities as trainings and

engagements with parliamentarians and with other government institutions that wouldn't have been otherwise possible.

“We have a lot of partnership with government. Like in Kaduna state, the VAPP bill we paid an advocate who knew the Commissioner. She passed the bill to the governor and the bill would be an executive bill. The same thing in Plateaus state - a lot of our partners have good relations with government. They have good relations with the ministry of justice. The past chair of the organization is a partner. She has been with us since the start of the HM project and she is the commissioner” – *KII Implementing Partner*

“When you have the support of the principal officers, it is easier to work do advocacy and engage. Working with parliamentarians has been a challenge and this was expected” – *KII Implementing Partner*

Nonetheless, implementing partners argued that this was perhaps an area in the design of the project that required a lot more emphasis. It emerged that there was still substantive challenges in engaging some of the most important stakeholders and as such better partnerships would return more outcomes.

“Even with the rapport with parliament with successive projects, there still remain challenges. There is high turnover amongst parliamentarians. So we lost many of those we started working with. Each time you start with a new batch. Any law that has not been passed in a previous parliament you have to start a fresh with new parliamentarians” – *FGD Jos- Plateau State*

### **Coalition building:**

The evaluation established that a key strength of the project in Nigeria was linked to coalition building and implementation through coalition members. The project worked through coalitions especially the LACVAW. These were credited for a lot of the traction in advocacy and sensitizations on the two model legislation and overall women rights issues. Implementing partners like WRAPA argued that their coalition partners increased reach of the project even to hard to reach areas like Kaduna. There was also evidence that the coalition members especially LACVAW, based in the states (Kaduna and Plateau) had long standing relations with the stakeholders and effective partnerships which facilitated many of the projects activities. Working through coalitions reportedly increased voice and pressure, leveraged on resources from different coalitions members towards the same agenda and built a strong network of WROs, activists and champions that will also be useful for sustainability.

“WRAPA is a very strong member of the coalition and was the secretariat for the LACLAW coalition for 10 years. We are a leading organization in monitoring, championing and promoting SRHR in the country. As such whatever happens through the work of the coalition, we must be able to find something to credit to our efforts like the investments we have made through the Haki Mkononi project”.

“Most of the time we are not there, we don't have physical presence where they are. They carry out most of the activities. Like the preparations for activities like trainings. Most of our advocacy meetings – they are the ones who visited the traditional rulers, government officers, media houses etc” – *KII Implementing Partner*

“We didn't have to start to build up new relationships for implementation. Most of the time we work as a coalition; we pool our resources together. Everybody is working towards the passage of the bill” – *KII Implementing Partner*

“We share the credits for the outcomes of the work. That’s the reason we came together as a coalition. That’s the reason we came together to work as a coalition. Because no one organization can have all the resources required to pass a bill” – *FGD Jos – Plateau State*

#### **4.1.2.2 Influence of project design on effectiveness:**

The design and conduct of a project especially the aptitude of its Theory of Change and its relevance to the realities of the environment within which the project is implemented have been proven to impact significantly on effectiveness. The evaluation assessed the Haki Mkononi project’s ToC and juxtaposed it with the circumstances in Nigeria – legal, political and socio-economic (traditions and religious beliefs of most of the targeted beneficiaries).

- **Targeting and engagement of key stakeholders:** whilst there was substantive evidence of efforts to outline and target key stakeholders to ensure success of the project, the evaluation noted that there were gaps in stakeholder analysis and targeting that perhaps had implications on effectiveness of the project. For instance, the baseline report indicated that members of the state house of assembly for both Kaduna and Plateau were the most instrumental to the passing and implementation of the GEO law. Equally, the report noted that low political will would frustrate efforts to pass the GEO bill in Kaduna (50%) and Plateau (53.6%). As such, logically the project ought to have emphasized, in its design, on engagement of elected leaders/politicians in order to assure success. Nonetheless, it emerged from progress reports and conversations with key implementing partners and beneficiaries that this crucial category of stakeholders perhaps didn’t get as much attention and engagement as was necessary. The evaluation noted that there were specific activities aimed at engaging elected leaders including trainings and advocacy meetings pursued through key champions in the state house of assemblies and relevant government departments. The evaluation is of the opinion that a lot more could have been achieved if more attention and resources and activities was invested in direct engagement with parliamentarians especially at the state levels.

“I would say we had a lot of trainings. So what after the training? For me if we had an opportunity, we can re-shuffle that and probably do something else than just trainings. I would say we should work more with the key decision makers, because they are the ones who give a command whether to go on or not. I think there would have been more impact if we worked with the key influences within the community” – *KII Implementing Partner*

- **Timing and scheduling of activities:** work scheduling and timing are crucial elements in project planning and management. They determine the amount of time available for activities and the logical sequencing of interventions. The evaluation assessed the extent to which the timeframe available to the project was apt and reinforcing effectiveness and success. There was overall consensus amongst implementing partners, beneficiaries and some of the external stakeholders that perhaps the time available to the project was insufficient considering its ToC. The Haki Mkononi project was a legal reform project focused on changing perceptions on women’s rights based on the provisions of the Maputo Protocol and advocating for political support for legal reforms accordingly. The project allocated a total of two years as implementation period. The evaluation was of the opinion that this amount of time was sufficient only for the foundational work for a legal reform initiative. As such a lot more time ought to have been allocated, on average 5 years considering experiences with legal reform work in other parts of the continent. Nonetheless, the evaluation also noted that a lot of the allocated 2 years project time was not spent on project activities. Some of it was consumed on initial

project set up modalities. Moreover, some time was also eaten up by the management suspension that took 6 months - nearly a quarter of all project time. These had significant implications on the amount of time available for implementing partners to organize activities and follow up on progress. This may have limited the effectiveness of the project to a significant extent especially on the depth of outcomes.

“In a nutshell we run a 2 years programme in 3 months. We didn’t have time to monitor most of the activities we carried out. You are finishing this activity and not reviewing it because you are rushing to plan and execute the next” – *KII Implementing Partner*

- ***Implementation through WROs as strategic partners:*** The evaluation deemed it critical to interrogate this approach and provide feedback on its effectiveness towards achieving results. It emerged that working through the WROs proffered substantive advantage in terms of capacity, conversance with the subject (women rights work), interest and motivation, voice and ease of engagement. Most of the key implementing partners and stakeholders involved in the evaluation argued that working directly through parliament or the other institutions of government with implications on women’s rights would have been much more daunting. Many such MDAs lacked interest and motivation, demonstrated significant lack of knowledge on the matter. As such Oxfam working directly with them would have faced a lot more challenges and returned lesser outcomes. Nonetheless the evaluation notes that caution ought to have been taken not to overly focus on the WROs and limit engagements with the duty bearers and policy makers which appeared to be the case. Whilst the WROs and the other partners made substantive efforts especially on sensitization and gathering evidence for advocacy, a lot more direct work and deeper engagement with elected leaders (MPs) and other government agencies was necessary and perhaps more useful.
- ***Efficacy of the design of the project as a Pan-African project:*** Many stakeholders argued that legal reforms require concerted multipronged approaches in order to succeed due to their complexity and the level of effort that they demand. Some respondents also argued that for such interventions, peer to peer and horizontal learning is useful for more effective implementation of such legal reform projects. As such, though not as deep as desired, horizontal learning across country teams implementing the project as was envisaged in the design and approach of the Haki Mkononi project was in order and well intended. The regional approach gave voice and potency to the intervention – due to peer motivation. The evaluation was however of the view that a lot more could have been achieved especially through linkages between coalitions of WROs across the countries where the project was implemented if more opportunities for interaction and learning were accorded during implementation.

#### **4.1.2.3 Key changes in the landscape affecting project:**

Usually events in the external or internal environment have implications on the conduct and effectiveness of its interventions. The evaluation established that two main events affected the success of the project – the freeze and the failure of the GEO bill to pass Senate at the federal level.

- ***Failure of GEO bill at Federal Senate:*** In early 2016, the Nigerian Senate (on 15th of March, 2016) voted against the Gender and Equal Opportunity (GEO) Bill. The bill could not pass the second reading. Most of the Senators opposed to the bill based arguing that the bill was unconstitutional and inconsistent with customary and religious laws. This was the third time Senate threw out the same

Bill. This was an important event affecting the effectiveness of the project as it impinged on traction already achieved and made advocacy a lot more difficult especially at state levels.

- **The freeze:** Implementing partners and some beneficiaries of the project were emphatic that the suspension of the project along its course for six months was a significant effectiveness factor that needed to be flagged. The managers of the project – Oxfam Pan Africa programme indicated that the project was halted for some six months during which necessary measures were taken to arrest fund management issues that would have affected the integrity of the project and achievement of value for money. Whilst this was appreciated by many respondents as in order, there was a general feeling amongst project implementers and beneficiaries that the freeze substantively ate into implementation time and also disrupted the logical flow of activities. It especially frustrated engagement of high caliber decision makers like parliamentarian/elected leaders and government officials.

“The freeze reduced the time available to implement; it had a major impact which was not good” –  
*KII Implementing Partner*

### **4.1.3 Efficiency**

In this section, the evaluation sought to measure the extent to which resources/inputs available for the intervention, in terms of disbursed funds, time and human resource were converted into reported outcomes. The evaluation focused on i) adequacy of resources for project implementation, ii) sources of cost effectiveness explored by implementing partners, iii) attainment of value for money, iv) evidence of application of M&E in the project and v) timeliness of project implementation.

#### **4.1.3.1 Adequacy of resources available to the project:**

Resources are crucial for project success. In order to achieve efficiency, resource allocations need to match the amount of effort necessary to achieve project objectives. It was notable that resources allocated for the project in Nigeria were quite substantive in nominal terms - 162,823 GBP. However, key implementing partners – Oxfam Nigeria and WRAPA indicated that considering the portfolio of outcomes that were expected from the ToC and the results framework, perhaps the resources allocated were limiting. This was especially considering that the project required a lot of engagements of high caliber stakeholders – mostly government decision makers and parliamentarians that required prolonged consultations and successive activities with high resource implications. In fact some respondents argued that the limitations in outcomes from elected leaders in Kaduna and Plateau was attributable to the conduct of engagement that the project pursued – mainly training and engagement forums within the city (Jos and Kaduna). However, what was necessary were high level engagement events taking politicians away from the city to focus on the content of what was needed for their understanding and support. Such however required more resource investments that were apparently not available to the project. Experiences in other legal reform processes in other countries in Africa have shown success when politicians are taken to retreats and motivated to support bills on top of sensitizations and championing by key influential parliamentarians. Also, implementing partners argued that the design of the project unduly allowed very minimal resources for administrative purposes. What was made available was apparently limited to the Project Focal Point without some allocations for key support personnel like Project Finance Officer (Accountant) and M&E. This was argued by implementing partners to have had significant implications on the daily management and timely reporting of project progress.

“This was an under-budgeted project. Mostly because of overpromising and regional spread in the design of the project” – *KII Implementing Partner*

“Don’t overpromise to the donor. Educate the donor to understand the intricacies of legal reform process” – *KII Implementing Partner*

#### **4.1.3.2 Attainment of Value for money:**

In order to measure the extent to which the project attained value for money (as an attribute of programme efficiency) through its interventions in Nigeria, the evaluation assessed the cost of running the program and compared this with the extent to which the programme achieves its intended outcomes. Project implementing partners argued that given the budget available, the project’s achievements came through with a high value for money rating. They cited the size of the budget – 162,823 GBP and compared this with the outcomes of the project at the end of the 2 years implementation period. Notably, implementing partners identified several mechanisms through which they ensured attainment of value for money in their various interventions. These included through proper contract management modalities that some partners indicated helped them to get the best from contractual work sublet to consultants for example facilitation of trainings and other capacity building activities.

“We got more results. Even things that we didn’t expect to happen did take place – like the Decree in Bokkos – Plateau state” – *KII Implementing Partner*

#### **4.1.3.3 Key driving factors for cost effectiveness and attainment of value for money:**

A crucial element in judging the efficiency of projects is the extent that their management and execution endeavored to reduce costs and to attain as much outcomes as possible with resources provided. The evaluation noted four main aspects of the project that promoted cost effectiveness and efficiency: i) working with coalitions of CSOs and FBOs, ii) leveraging on existing capacity, iii) presence and enforcement of procurement procedures by the main implementing partner, iv) anchoring the project on prior interventions, and v) exploiting the media to increase reach.

**Application of M&E:** The efficiency of projects is also determined by the ability of implementers to effectively carryout monitoring and evaluation of activities and outputs/outcomes to measure and report on progress. To this end, the evaluation interrogated the conduct of the project in Nigeria to establish the extent to which M&E was applied to ensure resources invested in activities returned the best outcomes possible. The evaluation established that there were no cogent modalities for M&E embedded in the project at the country level. In fact the design did not allow resources for employment of an M&E officer or its equivalent. Nonetheless, partners indicated that at the beginning of the project, there was deliberate effort to construct a log frame, monitoring plan and an Indicator Tracking matrix upon which implementation was based and guided. Partners also indicated that they monitored implementation of activities against budget. There was evidence of corresponding activity reports done by the key implementing partner – WRAPA that the evaluation reviewed to back this up.

“We normally do our own evaluation with an external evaluator. We haven’t been able to do that for this project. We weren’t there during project design. There was an oversight that didn’t allow the infusion of M&E in the project. We have a work plan; we were able to document what we did that was on the plan. We did a kind of monitoring in our own way. But to say we had a robust M&E framework – No. A project without M&E embedded into is bound to have implementation problems” – *KII Implementing Partner*

“Perhaps it was an oversight amongst those who designed the project. We do have M&E people for specific projects as an organization, but this project did not have a deliberate deployment of staff to handle M&E issues” – *KII Implementing Partner*

***Timeliness of project activities and delivery of outputs:*** The efficiency of projects can also be a function of the timeliness of attainment of project milestones – activities and timelines. This is because projects run according to laid out work plans with corresponding time allocations. As such the utilization of time during implementation is an important consideration. The evaluation thus assessed the extent to which objectives were met within the time constraints set during project planning.

The evaluation established that there were notable delays in implementation of activities that meant that many project deliverables were not returned in time as specified in the work plan. For instance, in Year 1, the achievement of objective on time as planned was delayed by the long recruitment process for the project focal point which resulted into late development of project documents. In Year 2, the freeze and the subsequent audit took more time than planned as such eating substantively into implementation time. Also, the project end date was moved from March 2017 to February 2017 as planned before. Implementing partners had the impression that the challenges with the projects design, its coordination remitted substantive limitations to the timely attainment of set milestones. It was notable that despite the significant time constraints during implementation, WRAPA, the main implementing partner endeavored to carry out most of the activities in the work plan and finish before the set project closure date.

The evaluation is of the opinion that there was commendable efficiency in the use of implementation time made available to the key implementing partner. However, it notes that a lot more could have been done to streamline the initial project set up processes to be quicker and fit within set timelines in order to avoid the delays that may have remitted avoidable implementation challenges noted by partners, beneficiaries and stakeholders.

#### **4.1.4 Sustainability**

In this section, the evaluation measured the probability of continued long-term benefits accruing to beneficiaries of the Haki Mkononi project after available assistance was spent and the program drawn down. The evaluation interrogated five main elements of sustainability namely: i) strategic partnerships, ii) capacity, iii) resource mobilization for sustainability, and iii) ownership as follows:

##### **4.1.4.1 Working through coalitions:**

The project worked extensively through and with a coalition of partners that ensured implementation was more effective and efficient. For such activities as trainings and engagements at the state level in Kaduna and Plateau, the project leveraged on capabilities of partner WROs visited traditional rulers, private sector, media and government. The evaluation is of the opinion that if well coordinated and resourced, the coalition (LACVAW) can facilitate effective work to further the aims of the Haki Mkononi project. The project would benefit a lot from deliberately infusing engagements and work with the coalition specifically for sustainability purposes because of their ability to facilitate more traction in advocacy and sensitizations on the two model legislation and overall women rights issues. Also due to their elaborateness in terms of networks of WROs, the coalition has the capacity to assist the project to expand its reach especially for marginalized, hard to reach women and girls in the targeted areas. Moving forward, working through coalitions can aid the project to set off effective partnerships which can assure

sustainability. They also have the capacity to further increase potency of the key message – legal reform for women’s right anchored on the Maputo Protocol, by amplifying voices speaking about this and putting pressure on government. The coalitions can also be exploited by the project implementing partners to innovate ways of mobilizing and pooling resources to support further advocacy and activism for legal reforms to promote the rights of women in Nigeria. In sum, working through coalitions (members) based in the two states (especially LACVAW) provided a good entry point for targeting beneficiaries and engaging stakeholder. These engagements with members of the LACVAW coalition gave strong indications of ability of the partners to ensure the interventions set off through Haki Mkononi can continue beyond the life of the project.

“We work as a coalition, even before the project these bills were being pushed and this will continue through our partners in the states and at national level” – *FGD Jos – Plateau State*

“Most of the time we are not there, we don’t have physical presence where they are. They carry out most of the activities. Like the preparations for activities like trainings. Most of our advocacy meetings – they are the ones who visited the traditional rulers, government officers, media houses etc” – *KII Implementing Partner*

“We share the credits for the outcomes of the work. That’s the reason we came together as a coalition. That’s the reason we came together to work as a coalition. Because no one organization can have all the resources required to pass a bill” – *FGD Jos Plateau State*

“In some states this law was passed without a project. It was passed before we started the project. We are working with the same people to push for the passage of violence against persons’ prohibition (VAPP) bill. I think they have the capacity and that is where coalitions succeed because we support each other” – *KII Implementing Partner*

#### 4.1.4.2 Strategic Partnerships:

Through well conceived and structured partnerships, beneficiaries of interventions in the past have demonstrated ability to mobilize resources and technical support to continue activities that ensure that the outcomes of previous interventions last. The evaluation investigated the extent to which the Haki Mkononi project established and pursued strategic partnerships that could be relied on for sustainability. There were notable partnerships in five main areas namely:

**Case example: Partnerships and engagement with Ministry of Women Affairs and Social Development:**

A high level Advocacy visit was lead by WRAPA Secretary General accompanied by twelve LACVAW Partners to the Hon. Commissioner, Kaduna State Ministry of Women Affairs and Social Development on the 17<sup>th</sup> February, 2016 for Support in the passage of Model laws (GEO BILL 2015 & VAPP ACT 2015) in Kaduna State. The Hon. Commissioner in her response pledged to champion the cause for the passage of the two Bills in the state and will personally brief His Excellency, the State Governor, Mallam Nasiru El- Rufai on the two Bills. She assured that the Ministry remains a committed partner to the NGOs and in particular WRAPA for its good work on Gender and Violence Against Women.

Figure 3: Case example: Partnerships and engagement with Ministry of Women Affairs and Social Development:

The evaluation established that the project through the key implementing partner WRAPA and members of the LACVAW coalition associated to it developed good working relations with various departments of government that were useful implementation and that can be relied on for sustainability of interventions.

For example the Commissioner for women in Kaduna who was interested and pushed for the GEO law with the Governor. In Plateau state there was evidence of working relations between implementing partner and its affiliates with government agencies. This included a close relationship with the Deputy speaker of the House of Assembly sponsored of the bill. Other working engagements and partnerships included with the Deputy registrar of the High Court who provided audience and brokered engagements with government officers in the judicial system. There was evidence that some traction had been achieved with stakeholders in the justice system (especially the judges and magistrates that were involved in project activities like trainings) regarding awareness and appreciation of legal reforms that were aimed at by the Haki Mkononi project. Nonetheless, feedback from respondents indicated that the engagements were not sufficiently formalised to assure strong partnerships that would last beyond the life of the project. Because a lot of the engagements were personality and not institution based, there remained the possibility that if/when the individuals transitioned to other engagements, the partnerships would weaken. The Legislative arm however was engaged more institutionally and formally through the civil servants rather than the politicians who would transition much faster.

**Table 3: Capacity development for partners/beneficiaries/key stakeholders**

Area of partnership	Organisations/Institutions
Media engagement and strategic communication	<ul style="list-style-type: none"> <li>- Communication Experts : Mallam Suleiman Shehu; Henrietta Ibrahim</li> <li>- Oscom Media Ltd</li> <li>- Nigerian Television Authority Kaduna &amp; Plateau</li> <li>- Radio Nigeria Kaduna (FRCN</li> <li>- Kaduna State Radio (KSMC),</li> <li>- Kaduna Supreme FM Station, Kaduna</li> <li>- Liberty TV, Kaduna.</li> <li>- Plateau Radio and Television Station</li> <li>- Unity FM Radio Station Jos</li> <li>- High land FM Radio Station Jos</li> <li>- Tin City 104.3 FM Jos</li> <li>- Rhythm 93.7 FM Jos</li> </ul>
Legislative Advocacy Coalition on Violence Against Women (LACVAW)	<ul style="list-style-type: none"> <li>- International Federation of Women Lawyers (FIDA)</li> <li>- Federation of Muslim Women Association of Nigeria (FOMWAN)</li> <li>- National Council of women Society (NCWS)</li> <li>- National Council of Catholic Women Organization (NCCWO)</li> <li>- Association of Women Journalist (NAWOJ)</li> <li>- Women Trafficking and Child Labor Eradication Foundation (WOTCLEF)</li> <li>- National Coalition on Affirmative Action (NCAA)</li> <li>- (CBD) NGO Forum</li> <li>- Gender Awareness Trust (GAT)</li> <li>- League of Democratic Women Nigeria (LEADS)</li> <li>- Civil Rights Congress (CRC)</li> <li>- Inter Faith Mediation Centre (IMI)</li> <li>- Society for Prevention and Reservation of Women’s Dignity (SPRAD)</li> </ul>
Government Engagement	<ul style="list-style-type: none"> <li>- State Ministry of Women Affairs and Social Development</li> <li>- State Ministry of Justice</li> </ul>

<p>Advocacy and Sensitizations for the Protocol</p>	<ul style="list-style-type: none"> <li>– Commissioner of Police, Kaduna State Police Command,</li> <li>– Africa Independent Television (AIT) Zonal Office, Kaduna)</li> <li>– Nigerian Television Authority NTA, Kaduna</li> <li>– Honourable Commissioner, Ministry of Education, Kaduna</li> <li>– Honourable Commissioner, Ministry of Information, Plateau,</li> <li>– Honourable Commissioner, Ministry of Justice, Kaduna &amp; Plateau</li> <li>– Plateau State House of Assembly</li> <li>– Dr Ahmad Abubakar Mahmud Gumi, A renowned Islamic Scholar in Kaduna</li> <li>– His Royal Highness, Sir Gbagyi, Mr Danjuma Barde</li> <li>– The Ujah of Anaguta Traditional Leader(in Jos-North local government area</li> <li>– Saf Ron Kulere Traditional Leader in Bokkos local government area</li> <li>– Grand Cereals Company (a subsidiary of UAC)</li> <li>– Media houses (Unity FM, Radio Nigeria, Highland FM).</li> </ul>
---	---

#### 4.1.4.3 Effective resource mobilisation:

Perhaps one of the most crucial elements of sustainability is financing. This is because resources have profound implications on sustainability. The evaluation assessed the extent to which there were modalities or efforts for mobilising resources to carryout interventions to sustain gains netted through the project and beyond. It emerged that the key implementing partner – WRAPA had significant capabilities in mobilising resources for their interventions that they could leverage to identify and pursue sources of resources for further interventions related to Haki Mkononi. WRAPA also appeared to have significant organisational integrity capital and experience that was appreciated amongst many stakeholders in Nigeria that placed it at an apt position to attract further resources to continue interventions that can sustain and expand gains made through the Haki Mkononi project. More so, being an active member of the LACVAW coalition, there was strong indication that WRAPA could exploit its membership and position to pursue diverse resource streams to finance further activities to ensure the two model laws are passed and implemented in the two states.

“We have perfected capacity to mobilise resources – we have hosted a coalition through which we have mobilised resources and pooled resources that has enabled project resources to be augmented” – *KII Implementing Partner*

“We have an integrity capital that has allowed us resources and political will. We have good team – with capacity and human relations” – *KII Implementing Partner*

#### 4.1.4.4 Capacity:

Evaluating project sustainability also involved interrogating the extent to which project implementers, beneficiaries and key stakeholders had relevant conceptual knowledge of the content of the intervention (including the theory of change). This includes capabilities of project beneficiaries in key supporting functions as organizational skills, resource mobilization, financial management, monitoring and evaluation.

The evaluation noted that the project endeavored to develop capacities of WROs, government officers, CSOs, FBOs, the media and other stakeholders that were engaged in the project in order to improve their understanding of the Maputo Protocol and broader issues around women’s rights. There was evidence that the key implementing partner – WRAPA had sufficient capacity within its internal team to run the project and provide capacity development to other key stakeholders and beneficiaries. This was augmented with partnerships with for capacity building with such organizations as Equality Now (through the SOAWR

coalition) especially for trainings on the legal aspects and the regional instruments. the table below illustrates some specific capacity development activities that the project engaged in that have implications on sustainability:

The evaluation is of the opinion that with the amount and level of capacity demonstrated by the key implementing partner augmented by its associates in various coalitions especially LACVAW, the project had sufficient aptitude to continue the key elements of the intervention.

**Table 4: Strategic Partnerships established by the project**

Type of Training	Targeted	No of beneficiaries reached	
		Male	Female
Sensitization and awareness on the provisions of Gender Equal Opportunities (GEO) Law 2015 and Violence Against Persons Prohibition (VAPP) Act 2015 in Plateau State.	Women rights organizations/ Traditional and Religious Leaders Community Associations Government Ministries Government Parastatals Private Sector	39	71
Focused Group Discussions (FGD) and Sensitizations on Child Marriage, Sexual Reproductive Health Rights (SRHR) and Gender Based Violence (GBV)	Traditional and Religious Leaders, Household Heads, CBOs Youth Groups	70	30
Training on effective advocacy and lobbying for the passage of the GEO and VAPP Bills in State Houses of Assembly	LACVAW Coalition Members	8	30
Sensitization and Knowledge update on the GEO Law and VAPP Act 2015. Development of a GBV Reporting Protocol to Engender zero tolerance to VAW and public accountability for the passage of the VAPP Act and GEO Law.	Journalists – Electronic and Print Media Practitioners	20	15
Knowledge Update to Strengthen the Violence Against Women (VAW) Knowledge Base and Capacity of Response Institutions to Operationalize the Provisions of Model Laws – VAPP Act 2015 and GEO Law 2015.	Police and Magistrates Court Judges	23	10
Knowledge Update on the Provisions of the Protocol and Usage for Regional Justice Mechanisms and Provisions of the VAPP Act	Lawyers and Paralegals	15	22
Knowledge Update for Parliamentarians to Scale up Male Involvement in Advocacy to Champion the Passage of the VAPP Act and Implementation of the GEO Law in Plateau State	Parliamentarians Secretaries of House Committees Staff of Legal Dept Admin Staff	16	13

#### **4.1.4.5 Ownership:**

Normally, there is a strong sense of ownership that is necessary for beneficiaries to be able and prepared to maintain the positive effects of a programme without support in the long term. The evaluation established that by the end of the project, there was a growing sense of ownership and willingness to engage in the activities of the project.

The evaluation noted that project beneficiaries were increasingly expressing interest in activities and appreciating outcomes of activities for the Haki Mkononi project especially with regards to opening up more honest conversations about the rights of women to equal opportunities and reviewing customs and traditions that have denied women their rights for long. The evaluation also noted that important individuals in key government departments were increasingly collaborating with the project and committing further support which was a positive sign not only for ownership but also for strategic partnerships that are useful for sustainability. There were also indications of LACVAW coalition members engaging actively in project activities and willing to infuse elements of the project in their work. Moreover, there were media practitioners involved in project activities that were reportedly taking their own initiative to develop partnerships and networks for addressing GBV and other women rights issues through their programming/broadcasting/reporting. This was notable in Jos - Plateau state where one of the radio stations had journalists trained by Haki Mkononi developing linkages with the police (setting up GBV desks) and CSOs working on GBV for referrals of cases of GBV reported on the radio during their live shows.

The evaluation is of the opinion that whilst there was evidence of increasing confidence in the intentions of the Haki Mkononi project, there was still significant resistance especially emanating from elected leaders, religious and traditional leaders with hardliner positions on some of the reforms on women's rights that the project aimed to facilitate. Further efforts should invest more attention in improving knowledge and perceptions around the protocol and the 2 model laws and on broader women's rights issues to reduce misinformation that continues to fuel resistance for the legal reforms sought by the project.

## 4.2 Outcome Monitoring (Tracking outcomes based on the Results framework on the LFA)

### 4.2.1 Women's rights organization have increased capacity to use the Protocol to address women's rights violations through regional mechanisms

#### 4.2.1.1 % of community members who have been mobilized by WRO and they are aware of safe abortion

Low contraceptive prevalence rates in Nigeria is one of the major cause of a substantial number of women getting unwanted pregnancies, many of which are terminated through concealed abortion, despite the country's restrictive abortion law. In Nigeria, induced abortion is illegal except when performed to save a woman's life. Both the penal code<sup>1</sup>, which is generally applied in the country's northern states, and the criminal code<sup>2</sup>, which generally applies in the southern states, allow this exception, and both regions specify similar criminal penalties for noncompliance.

Cognizant of the fact that Haki Mikononi project in Nigeria was aimed at increasing and intensifying the demand for the domestication of the Women's Protocol using the instruments of the GEO Bill, 2015 and the VAPP Act, 2015 in Plateau and Kaduna States, none of the two model instruments had clear provisions on governments commitments to *protect the reproductive rights of women to terminate a pregnancy in cases of sexual assault, rape, incest, and where the continued pregnancy endangers the mental and physical health of the mother or the life of the mother or the foetus as stipulated in the Maputo Protocol*. It is important to note that abortion is a contentious issue to talk about because of peoples deeply rooted religious and cultural beliefs. Despite the fact that the two instruments do not amply capture provisions on abortion as stipulated in the Protocol, sensitization and advocacy campaigns that were carried out about Maputo Protocol through workshops, print and electronic media provided spaces that enabled the targeted audiences to begin talking about the Protocol and specifically on issues of abortion, which was never the case before.

On the flip side, it is vital to note that Gender and Equal Opportunities bill (GEO Bill), 2015 with the aspiration of the elimination of all forms of discrimination on the basis of sex and gender in the private and public spaces affirms women's rights to equal opportunities to realize their full potential and provide protection for their bodily integrity and human dignity and the national integral law, the Violence Against Persons Prohibition (VAPP) Act 2015 prohibits violence against persons and provide redress for violations & discrimination in private and public spaces.

Assessment of the baseline study results reveals that, all (100.0%) the surveyed respondents (community members) have heard of Gender Based Violence (GBV), with majority of the surveyed respondents from Kaduna (61.4%) and Plateau (55.6%) States having heard of the term from NGOS/CBOs. Further analysis of the study results reveal that over half of the surveyed respondents indicated that they have heard of Gender and Equal Opportunities (GEO) Bill at (Kaduna (54.5%) and Plateau (60.3%)) and VAPP bill at (Kaduna (61.4%) and Plateau (55.6%)). This is further illustrated in the figure below.

---

<sup>1</sup> <https://www.reproductiverights.org/world-abortion-laws/nigerias-abortion-provisions>

<sup>2</sup> <https://www.reproductiverights.org/world-abortion-laws/nigerias-abortion-provisions>

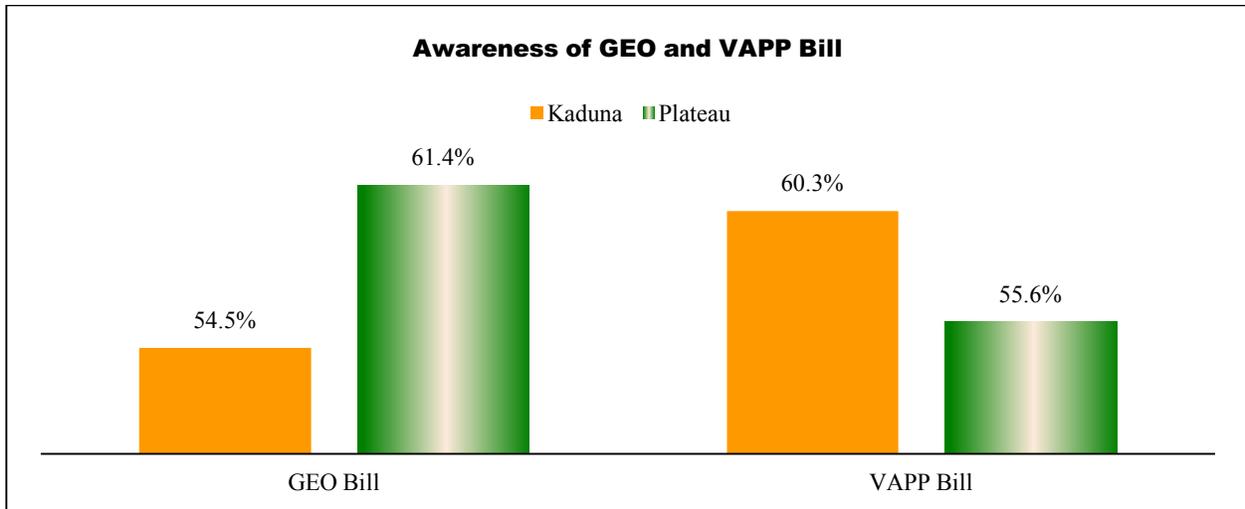


Figure 4: Awareness of GEO and VAPP Bill

To further enhance community level of awareness of the two model laws, woman rights and to create a culture of zero-tolerance to GBV, media experts/consultants were engaged to conduct media campaigns across the different media channels in the project states. These campaigns were disseminated mainly through Radio and Television program. Examination of information generated from feedback mechanism instituted reveals that there were considerable number of listeners who called in during the programs sessions seeking for further clarification on the topic of discussion, some made physical visits to WRAPA offices to report cases on GBV and most importantly some of the radio stations have integrated some of the project work in their radio/television programs. These are some of the excerpts from some of the surveyed respondents.

“Through Unity FM 93.3, On Thursday 9<sup>th</sup>, March, 2017 we aired a program by the name “Jirgin Unity Program”. This programme targeted at the Hausa listeners. It programme generated quite interesting observations from the callers. The guest speaker was Barr Ladi Madaki, Deputy Registrar High Court of Justice. After the programme had come to an end, we were met outside by a man by the name (Idris), he said that he listened to the programme while driving home from work and came straight to the studio to seek help on behalf of his neighbor (Umar) who’s two daughters (ages 10 & 8) had been raped. According to him, the case was already in court but they were skeptical because the accused was wealthy and had two lawyers defending him. Ladi Madaki gave him her number and asked him and his neighbor to see her in the office on coming Monday. According to Idris, he was able to listen to the programme because of the jingles he had been hearing on the radio. He thanked us especially for the jingle in Hausa which he said was enlightening” - **KII Respondent, Female, WRAPA**

“Our team members Alhaja Barrister Sidiqat and Malam Nasiru now have open door to take part in programmes related to the Gender rights in Kaduna State Radio (KSMC), we are working on a partnership in one of the popular local programmes for content development in line with both VAPP and GEO. The program is called Muje Gada; a light women entertaining session with talks and plays of the traditional Hausa home setting. I am personally extending the WRAPA/HAKI friendship/partnership for a sustained campaign on a gender violence free society in Kaduna state” - **KII Respondent, Female, WRAPA**

#### ***4.2.1.2 Number of woman rights organizations using African women protocol to address women's rights violations***

Strengthening LACVAW Coalition member's capacities to effectively advocate and lobby for the passage of the GEO and VAPP Bills in State Houses of Assembly was an integral component of the project outcome. In supporting the capacity building effort an Advocacy Action plans on how to reach out to critical stakeholders in Kaduna and Plateau states were developed and these action plans guided the activities of the Haki Teams in the two project States.

Assessment of study results shows that out of the targeted 40 participants drawn from LACVAW Coalition members from Plateau and Kaduna States for capacity building training, 35 members were trained on how to effectively advocate and lobby for the passage of the two model laws. In addition, it is vital to take cognizant of the fact that LACVAW is a Coalition of 65 diverse groups in civil society working on various aspects of women's human rights, particularly, violence against women. Examination of the coalition and organizational work especially on legislative advocacy for legal reforms and public education on international and national laws on the rights of woman, shows that women's rights organizations have knowledge on the Maputo protocol. Out of the 65 coalition members, it is impressive to note that 58 women rights organizations were reported to be using African women protocol to address women's rights violations.

#### ***4.2.1.3 Number of initiatives to monitor/hold member states accountable for commitments made under the Protocol***

Monitoring/holding member states responsible for their commitments made under the Maputo Protocol is very much significant in ensuring that they fulfill their obligation to domesticate and fully implemented the Protocol in order to enable woman and girls to enjoy their rights fully. Through LACVAW Coalition, Haki Mkononi project played a vital role in strengthening existing initiatives that had been established as a coalition or as an organization with the aim of monitoring/holding the government of Nigeria accountable to its commitments under the Protocol. These initiatives include;

- *Strengthening Capacities of LACVAW Coalition members:* 35 Coalition members' capacities were built on how to effectively advocate and lobby for the passage of model laws in State Houses of Assembly. Examination of the training assessment results reveals that all the 35 trained coalition members indicated that despite the fact that the project is coming to end, and a crucial bill like VAPP Bill has not been passed in both Plateau and Kaduna State, they will relentlessly use their enhanced capacities in advocacy and lobbying to ensure that State houses passes the bill.
- *Submission of Shadow Reports:* Assessment of the survey results show that WRAPA through support from other coalition members has submitted shadow reports to the AU Committee on Maputo protocol and Convention on Elimination of Discrimination against Women (CEDAW) Committee to use in evaluating government reports under the CEDAW Convention and Maputo Protocol.
- *Increased advocacy on Woman rights issues:* Woman rights organizations together with other non-state actors have intensified their efforts in the fight for woman rights in Nigeria. Through their networks they are relentlessly putting the government to account for their commitments under the Protocol and other international laws.

#### **4.2.2 Improved knowledge on the provisions of the VAPP Act and GEO Bill for 36 Women’s Rights Organizations**

##### ***4.2.2.1 % of women with improved knowledge on the provisions of the VAPP Act and GEO Bill***

In view of the fact that Haki Mikononi project in Nigeria was aimed at increasing and intensifying the demand for the domestication of the Women’s Protocol using the instruments of the GEO Bill, 2015 and the VAPP Act, 2015 in Plateau and Kaduna States. **35** out of **65** LACVAW Coalition members/WROs capacities were built to enhance their understanding of the two model laws in order to effectively advocate and lobby for the passage of the two model laws in State Houses of Assembly. In addition, it important to be aware of the fact that LACVAW is a Coalition of 65 diverse groups in civil society working on various aspects of women’s human rights, particularly, violence against women. Assessment of the study results reveal that at one point in time all the 65 Coalition members have played instrumental roles in drafting and advocating for the passage of the two model laws in State House Assemblies. In line with this statement, a near universal of all the **65** Coalition members/WROs have an understanding of the two model laws.

“I remember the training was about the VAPP Bill and the idea to sponsor the bill to the House of Assembly. The training was also clarifying the difference between VAPP Bill and the Gender and Equal Opportunity Bill, prior to that there was a misunderstanding on both bills. After the training the differences came out very clear. We were encouraged as government agencies and participants to pursue the issue with the House of Assembly. So that if the bill is passed, it will allow us take legal action against offenders of woman rights violations” - **KII Respondent, Female, Ministry of Women Affairs and Social Development Plateau State**

#### **4.2.3 The Protocol and other regional declarations on women’s rights are increasingly applied by national governments and national justice mechanisms**

##### ***4.2.3.1 Number of women leaders reporting improved access and understanding on the implementation of the Maputo protocol***

To be able to effectively advocate and lobby for the implementation of the Maputo protocol, 191 women leaders drawn from justice system, media, civil society organizations, community based organizations, faith based organizations and government were trained on reviewed version of a model laws titled GEO and VAPP Bill. These two model laws harmonizes some of the provisions of the African Union Protocol on the Rights of Women in Africa (AU Protocol), Convention on the Elimination of all Forms of Discrimination against Women (CEDAW), and National Gender Policy (NGP). Examination of the training assessment scores reveal that all (100.0%) the woman leaders whose capacities were built reported an improved understanding of the protocol.

In light of the fact that marginalization of woman and girls in Nigeria is a major contributing factor to low literacy levels among woman and girls. In order to improve their level of access to Maputo protocol there is need to simplify, translate and disseminate the protocol or the two model laws into 3 major Nigerian Languages (Hausa, Igbo and Yoruba), to enable majority of woman including the illiterate to access and read the laws in the language they understand, this will in turn lead to improved access and understanding on the implementation of the protocol. Examination of the study information shows that it’s only in Plateau State that GEO Bill, 2015 had been simplified and 300 copies produced for distribution among

partners for dissemination. Further assessment shows that the process of translation of the bill into three local languages had already begun but due to project completion timelines the activity had to be suspended.

#### ***4.2.3.2 Number of repressive laws or practices affecting women and girls repealed***

Despite the efforts from Nigerian government in enacting international and national legal instruments, programs and policies that are aimed at addressing woman rights violations coupled with efforts from organisations working on woman empowerment, discrimination against women in Nigeria still persists and millions of women and girls continue to have their fundamental freedoms and human rights denied or systematically violated. Specifically deep in the communities there are a number of harmful religious and cultural beliefs and behaviors which have anchored themselves deep in communities with a view to keep women in submission, according to the good pleasure and whims of men and the communities. Some of these practices include: Early and forced marriage, female genital mutilation, wife inheritance, property inheritance, food taboo, gender based violence among other harmful traditional practices. Assessment of the study results shows that as result of focus group discussion that was held with traditional rulers, religious leaders, household heads and LACVAW members a very impressive unintended outcome was achieved, where a traditional ruler from Bokkos, Plateau State passed a decree in March 2016, repealing some of the repressive laws or practices affecting women and girls in his community. Unfortunately, on July 18th 2016, the project lost the strong cultural champions. The (76) year old traditional ruler, Saf Ron Lazarus Agai, was murdered along with son, wife and aide. It is very vital to note that he was deceased before the decree was documented and gazetted. Nonetheless the decree is still valid because it was made in the presence of other Palace Chiefs. These decree are as stated below:

- **Property Inheritance.** The wife and female children of a bereaved household head should inherit his properties with or without a written will, including land. Before a widow and her daughter(s) were not allowed to inherit any property that belonged to the bereaved household head.
- **Divorce.** In case of a divorce case that has been instigated by husbands actions or deeds, the woman has a right to get a share of the property. Before in case of divorce all the property belonged to them man including the women's personal effects.
- **Wife Inheritance.** A Widow has a right to decide who to inherit her incase the husband dies. Before she had no choice but to be told who to inherit her from the deceased husbands family.

Ogomo Yakuba Bala a traditional ruler come acting District Head of Rigizar in Jos North local government area has created a specific posts or position for woman within his Council, the title to one of the positions is branded as "*Jakadiya*" meaning the messenger of the King. Before woman were not allowed to sit in the Council but after the training he decided to involve woman in decision making within his council to avoid situations where by woman resist decisions taken by the Council.

In another development derived from other projects with Coalition members, The Emir of Kano (A State in North-Western Nigeria), His Royal Highness Muhammadu Sanusi II has concluded plans to propose a bill that will prohibit men who do not have the economic/financial capacity from marrying many wives and having children whom they cannot cater for in Kano State. Although the pronouncement has generated a lot of negative reactions, the Emir said the Qu'ran also enjoins those who do not have the capacity to maintain even a single wife to abstain from marriage until they can become economically strong enough.

The director of the Islamic group Ishaq Akintola in a statement said the Emir’s pronouncement is bold, visionary and revolutionary. This is Akintola had to say;

“Although Islam allows a man to marry up to four wives, this permission is meant to provide security for widows and other unmarried women. It is an open secret that women outnumber men in all parts of the world. Islam therefore permits men to marry more than one wife in order to provide shelter and welfare for those women who would have been left single” - **KII Respondent, Male, Director of the Islamic group**

#### ***4.2.3.3 Number of reservations on Article 14 of the Protocol lifted***

Under Article 14 of the Protocol, Nigeria still has reservations on Article 14 (2) (c) of the Protocol. All other provisions under Article 14 of the Protocol has been harmonized in Nigerian model laws namely the GEO Bill, 2015 and VAPP Bill, 2015. It vital to note that the main reason as to why Nigeria still has reservations on its commitment to protect the reproductive rights of women by authorising medical abortion in cases of *sexual assault, rape, incest*, and where the continued pregnancy endangers the mental and physical health of the mother or the life of the mother or the foetus, is because abortion has remained to be a contentious issue to talk about in Nigeria since majority of the peoples are deeply rooted their religious and cultural beliefs despite worrying trends in number of concealed abortion being reported. It important to note that in Nigeria both the penal code, which is generally applied in the country’s northern states, and the criminal code, which generally applies in the southern states, allow abortion only if performed to save a woman’s life.

#### **4.2.4 Sensitization and Awareness Workshop for Parliamentarians to scale up male involvement in advocacy to champion the passage of the Gender and Equal Opportunity Bill and VAPP Bill by working with local members of parliament**

##### ***4.2.4.1 Number of parliamentarians reporting awareness of the GEO Bill and VAPP Act and are involved towards its passage***

Sensitization and awareness workshop with 28 Parliamentarians was carried in order to scale up male involvement in advocacy and to sensitize the Parliamentarians, Legislative Committee Clerks and the Administrative Staff of the State House of Assembly on the general provisions of the two model laws, thus increasing awareness, generating buy-in and securing support towards the smooth passage of the Gender and Equal Opportunity Bill and VAPP Bill.

Analysis of the training workshop assessment results reveals that, the training met its intended objective since the trained participants indicated that their knowledge had been further enhanced on the provisions of VAPP and GEO Bill. Further assessment shows that all the trained Parliamentarians pledged their full support to the passage of the Bill while the Administrative staff who the Deputy Speaker referred to as the engine room of the House promised to advocate for the smooth passage of the VAPP and consequently, its implementation.

It is important to note that sensitization and awareness workshop for Parliamentarians was only implemented in Plateau State, this was because the project had come to end and spending window closed, hence the activity in Kaduna State had to be suspended.

## 5.0 Most Significant Change Stories (3Boxes of some of the striking change stories)

### CASE I

During the evaluation Jenifer Yerima, State Chairperson Nigeria Union of Women Journalist highlighted one of the cases they covered during project implementation. The case was about a young girl who was raped and the sister murdered by the offender, at first she could not access justice, but as result of their intervention the perpetrator was arrested and the case is pending in court, she had this to say: *“For instance the case of a particular girl who was raped, the man responsible asked her to terminate the pregnancy because he was not ready take responsibility of the child. When we made a follow up on this case, we realised that, at a certain point in time the victims elder Sister intervened to mediate on the case, instead the perpetrator attacked the girls together with the sister, cutting them with a matchete then dumped them for dead in the hospital and lodged a complaint at a police station claiming that the two girls came to fight in his house. Sad enough the victims elder passed on but the victim survived. After a careful investigation, it was revealed that the story was not true. The perpetrator killed her sister because she came to mediate. The family of the perpetrator started to threaten the victim’s family to withdraw the case of because they were more influential than the victim’s family. That is when we came in and reported the case to the National Human Rights Organisation, due to the girl’s security concerns she was taken to a rescue home being managed by one of the NGOs in Plateau. Thereafter the girl was taken to record her statement with the police, the perpetrator was arrested and the case is now in court. When the girl gave birth last month to a baby boy, we were invited to name him. We named him “Justice”. We are hopeful that at the end of the day, she will find justice”.*

### CASE II

Ladi Madaki, Deputy Chief Registrar, Plateau State High Court was a participants in Knowledge Update Session for Police and Magistrate Court Judges held in Jos, Plateau. During the interview when she was asked to ascertain whether judicial officers are applying the knowledge acquired from the training in their work, she had this: *“For the lawyers, they do at times especially when it touches on fundamental human rights, but for the lower court judges, I will say no. However, it gave them an opening to apply the knowledge as it relates to local legislations. Most of them are often afraid. It takes intelligence when you are writing judgments to take a leaf from international laws to give judicial pronouncement. The justices of the Supreme Court do apply international laws. You find judges here in Plateau state shy away from being proactive when it comes to those legislations. But as to protection of survivor, the law enforcement are trying. And there is some level of enforcement on the part of the perpetrator. It serves as some sort of deterrence”.*

### CASE III

A Senior Area Court Judge, Plateau Judiciary when asked to establish whether sexual gender-based violence cases for the last two years are increasing or decreasing after the sensitization campaigns that were carried out through different media platforms, he had this to say: *“Unfortunately, as cases of GBV are increasingly being reported, there still a good number of cases that go unreported due to stigma that comes with exposing their experience. But now, the increase in the level of awareness in the society and the increasing use of information devices people are no longer afraid to share their experience that is perceived as shameful to encourage others to speak out”.*

#### CASE IV

WRAPA Representative in Plateau State played a very vital role in Coordinating the project work, when asked to state one of the key outcome that the project achieved; she had this to say: *“Women can now own property (they buy land, and own animals), before women were not allowed to own any of the two, in fact if woman wanted to buy either she had to present the husband, father or the brother to whom the property would be sold out to. We can’t say that the discrimination has been completely eradicated but there is significant progress that has been achieved. I recall during one of our advocacy visits where we were sensitizing traditional rulers on the rights of woman/girls to own property, as a result of the training the one traditional decided to divide his property evenly among his children for both males and females. That was an immediate positive change in attitude which I consider an achievement”*

#### CASE V

Saf Sunday Anbacin who is the current Traditional Ruler Bokkos local government area Plateau State, ascended to the throne following the death of Saf Ron Lazarus Agai, had this to say regarding a decree that was passed by the former traditional ruler repealing some of customary laws that were violating the rights of woman and girls in the community: *“In my community there are customary laws that really oppress woman and girls a lot, woman are taken as second class citizens in the community. For example incase a woman loses her husband, the widow and her daughters are not allowed to inherit anything from the late husband’s estate, in fact there instances where the deceased brothers would come and grab all his property then chase away the widow away together with her children. Another scenario is on wife inheritance, where when a husband dies the widow is forced to marry a close relative of the deceased either the deceased brother or cousin. The third scenario is on divorce, where if there is a divorce between a man and woman, the woman is not entitled to any share of the family property, in fact during dissolution of the marriage, the woman’s family is required to bring the woman a pair of cloth to wear upon dissolution of marriage, because all the property belong to the man even the woman’s personal effects like cloths. Bokkos is the food basket of Nigeria, woman here are working so hard in farms to fend for their families, while their husbands instead are very lazy waiting for their wives to fend for them. There are cases where after a woman accumulates much wealth for the family, their husbands decides to marry another woman, and then divorce them so that they can remain with all the wealth. After we participated in the training that was organized by WRAPA, we had a lot of reflections on our customary laws that violate the rights of women and girls and at the same time are being over taken by events we decided to repeal the three customary laws I have just talked about, while we are evaluating other customary laws. We passed a decree that (i) The wife and female children of a bereaved household head are entitled to inherit his properties with or without a written will, including land (ii) In case of a divorce case that has been instigated by husbands actions or deeds, the woman has a right to get a share of the property (iii) A Widow has a right to decide who to inherit her incase the husband dies. When we passed this decree we faced a lot of agitation from men in the community, we created time called all the men sensitized them of the increasing cases of abandoned widows and children within the community that are becoming a burden to the Palace as a result of men miss using these discriminate laws to perpetuate violence against woman and girls. After the meeting, whether they liked it or not the decree becomes law of the land and everyone must obey the laws to the latter, else they are aware of the consequences”*.

## **6.0 Conclusion & Recommendations**

### **6.1 Conclusion**

This evaluation set out to assess the outcomes of the implementation process of the Haki Mikononi Programme. It also aimed to examine the project based on its relevance, efficiency, effectiveness and mechanisms for sustainability. This report has endeavored to elucidate the methodology employed, key outcomes from the evaluation, and reflected on some striking change stories. It has provided detailed information regarding the project that can stimulate reflection and learning among country offices, partners and women's rights organizations that have been involved in the project. The evaluation is of the overall view that considering the scope of objectives and time frame and resources that have been available to the project over the period it was implemented, the outcomes that are noticeable thus far are justifiable. The project has managed to build the foundations for effective coalition building for advocacy for enactment and implementation of the GEO Bill and VAPP Act to pursue promotion of women's rights as espoused in the Maputo Protocol. The project has also facilitated multi-stakeholder engagement, strategic partnerships and effective media engagement and capacity development that have provided spaces for open conversations around women's and galvanized support amongst a critical mass of women rights actors/change agents that will be instrumental for further advocacy for legal reform for promotion of women's rights in Nigeria.

### **6.2 Recommendations**

Moving forward, as recommendations, the evaluation urges that the project managers and key stakeholders consider:

1. Reviewing the project's design to allow more time for implementation, broader than 2 years to cater for the time lags required to deal with high caliber policy makers and law makers. Project work plan should at best align with schedules or life spans of parliaments and governments in the respective countries where project is implemented,
2. Reviewing the project's design to give more emphasis to engagement of high caliber policy makers and law makers who have the greatest impact on legal reforms,
3. Allowing more resources and technical support for such supporting project elements like M&E and Financial Management in order to assure efficiency,
4. Targeting more coalition building and strengthening to create a formidable advocacy force capable of promoting further awareness and capacity development for more vigorous advocacy for legal reforms – enactment and implementation of GEO Bill 2014 and VAPP Act 2015,
5. Allowing more resources and opportunity for cross-country learning across the project teams in the different countries where the project is implemented for more meaningful learning and peer engagement,
6. Ensuring more effective communication between Oxfam Pan-Africa programme (managing the project) and implementing partners/country teams to increase efficiency,
7. Pursuing more strategic partnerships especially with relevant government MDAs. Conduct stakeholder analysis and pursue most influential agents of change to engage and strike possible partnerships to promote legal reforms and awareness on the Protocol, and
8. Allocating more resources for implementation commensurate with effort needed to achieve project objectives.

## 7.0 References

## **8.0 Appendix (Tools, A matrix of consulted project stakeholders, project LFA)**