



Final Evaluation Report

P06132 Independent Evaluation Provider to the Nigeria Stability and Reconciliation Programme (NSRP)

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Table of Contents

VOLUME 1 of 2:

TABLE OF CONTENTS	III
LIST OF ACRONYMS	VI
LIST OF TABLES	VIII
LIST OF FIGURES	VIII
LIST OF BOXES	VIII
EXECUTIVE SUMMARY	IX
THE NIGERIAN CONTEXT	IX
OVERVIEW OF NSRP	IX
WHAT DID THE FINAL EVALUATION LOOK AT, AND HOW?	X
WHAT DID THE EVALUATION FIND?	X
<i>IE focus area 1 - Strengthening the Peace Architecture</i>	<i>xi</i>
<i>IE focus area 2: Broadening Societal Participation</i>	<i>xii</i>
<i>IE focus area 3: Exerting Influence</i>	<i>xiii</i>
A NOTE ON THE POLITICAL ECONOMY AND CONTEXTUAL FACTORS	XIV
DID NSRP ACHIEVE VALUE FOR MONEY?.....	XIV
LESSONS AND RECOMMENDATIONS	XIV
1 BACKGROUND AND CONTEXT	1
1.1 EVALUATION OVERVIEW	1
1.2 NSRP PROGRAMME OVERVIEW	2
<i>Operational context</i>	2
<i>Programme design</i>	7
<i>Programme evolution</i>	0
<i>Legacy and sustainability</i>	0
2 METHODOLOGY	2
2.1 PURPOSE OF EVALUATION	2
2.2 SCOPE	2
2.3 EVALUATION PROCESS	2
2.4 FOCAL AREAS	3
2.5 RELATIONSHIP OF FOCAL AREAS TO THE THEORY OF CHANGE.....	3
2.6 EVALUATION TIMING AND LIMITATIONS.....	10
2.7 EVALUATION AUDIENCES	10
2.8 NOTE ON DEVIATIONS FROM THE TERMS OF REFERENCE AND EVALUATION DESIGN	10
2.9 EVALUATION DESIGN AND METHODS	12
<i>The evaluation design</i>	12
<i>The evaluation methods</i>	12
<i>Method 1: Quality assurance, review and analysis of NSRP M&E data</i>	13
<i>Method 2: RAPID Outcome Assessment (ROA) Case Studies</i>	13
<i>Method 3: Survey of NSRP platform members</i>	15
<i>Method 4: Qualitative comparative analysis</i>	19
<i>Additional methods</i>	22
2.10 ANALYSIS AND TRIANGULATION	22
2.11 INCLUSION, ETHICAL CONSIDERATIONS, AND DISSENTING VIEWS	23
3 EVALUATION FINDINGS	24
3.1 STRENGTHENING THE PEACE ARCHITECTURE.....	24
<i>Headline findings</i>	24

<i>Evaluation questions</i>	25
<i>Has NSRP resulted in conflicts resolved?</i>	25
<i>Case Study Evidence</i>	26
<i>Has NSRP strengthened the peace architecture?</i>	28
<i>Communication</i>	29
<i>Composition</i>	29
<i>Training and capacity</i>	31
<i>Concluding remarks</i>	32
3.2 BRINGING ABOUT BROADER SOCIETAL PARTICIPATION.....	34
<i>Headline findings</i>	34
<i>Evaluation questions</i>	34
<i>The evidence</i>	35
<i>Participation by broader society</i>	43
<i>Concluding remarks</i>	44
3.3 NSRP EXERTING INFLUENCE.....	45
<i>Headline findings</i>	45
<i>Evaluation questions</i>	45
<i>What has NSRP achieved in the area of influence?</i>	46
<i>How did the platforms set out to achieve influence over policy and practice change?</i>	47
<i>External factors facilitating NSRP’s capacity to effectively influence</i>	53
<i>External factors inhibiting NSRP’s capacity to effectively influence</i>	54
<i>Concluding remarks</i>	54
4 VALUE FOR MONEY.....	57
4.1 INTRODUCTION	57
4.2 CHALLENGES	57
4.3 ECONOMY & EFFICIENCY	57
4.4 EFFECTIVENESS	58
<i>Programme Costs by Budget and Geography</i>	58
<i>Qualitative Assessment</i>	58
4.5 CONCLUSION	59
5 FINDINGS, LESSONS AND REFLECTIONS	60
5.1 CHALLENGES IN THE FINAL EVALUATION OF NSRP.....	60
<i>The limitations of the logframe:</i>	60
<i>The limitations of the programme monitoring data:</i>	61
<i>The limitations inherent to the IE:</i>	62
5.2 A NOTE ON THE POLITICAL ECONOMY AND CONTEXTUAL FACTORS	62
5.3 FINDINGS FROM THE FINAL EVALUATION OF NSRP.....	63
<i>IE focus area 1: Strengthening the Peace Architecture</i>	63
<i>Findings IE focus area 2: Broadening Societal Participation</i>	65
<i>Findings IE focus area 3: Exerting Influence</i>	65
5.4 REFLECTIONS ON NSRP.....	66
6 REFERENCES	69

VOLUME 2 of 2:

TABLE OF CONTENTS.....	III
LIST OF ACRONYMS	IV
LIST OF TABLES.....	VI
APPENDIX A ADDRESSING THE EVALUATION QUESTIONS.....	1
APPENDIX B RAPID OUTCOME ASSESSMENT CASE STUDIES	8
APPENDIX C ANNUAL PERCEPTION SURVEY METHODOLOGY	155
APPENDIX D PLATFORM SURVEY DETAILED FINDINGS.....	161
<i>General Findings from Platform Survey (Woman’s Groups and All Other Groups), including Social Network Analysis.....</i>	<i>161</i>
APPENDIX E VALUE FOR MONEY (EFFECTIVENESS).....	259
<i>Output 1: Security and Governance</i>	<i>259</i>
<i>Output 2: Economic and Natural Resources</i>	<i>259</i>
<i>Output 3: Women and Girls in Peacebuilding and Conflict Management</i>	<i>260</i>
<i>Output 4: Research and Advocacy, Media and Conflict Sensitivity.....</i>	<i>260</i>
APPENDIX F VALUE FOR MONEY (COSTS)	262
APPENDIX G VALUE FOR MONEY (QUALITATIVE ASSESSMENT)	264
APPENDIX H ORGANISATIONS CONSULTED.....	266

List of Acronyms

ACLED	Armed Conflict Location and Event Data Project
APS	Annual Perception Survey
BC	British Council
CBO	Community-Based Organization
CHRICED	Resource Centre for Human Rights and Civic Education
CPP	Community Peace Partnership
CRD	Centre for Research Documentation
CSC	Conflict Sensitive Communications
CSO	Civil Society Organization
CV	Coefficient of Variation
CVE	Countering Violent Extremism
DFID	UK Department for International Development
DM	Dialogue Mechanism
DMC	Dialogue Mechanism Committee
DSCMA	Delta State Conflict Management Alliance
EEGM	Eminent Persons and Expert Group Meeting
EMT	Environmental Monitoring Team
EQ	Evaluation Question
EQUALS	Evaluation Quality and Learning Services
EU	European Union
EWS	Early Warning System
FCAS	Fragile and Conflict-Affected States
FCT	Federal Capital Territory
GBP	Great British Pound
IA	International Alert
ICA	Inclusion, Coordination and Accountability
KII	Key Informant Interview
KWPSN	Kano Women’s Peace and Security Network
KSCMA	Kano State Conflict Management Alliance
LGA	Local Government Area
LWU	Land and Water Use Dialogue
M&E	Monitoring and Evaluation
MoWA	Ministry of Women’s Affairs
MSP	Multi-Stakeholder Platform
MTE	Mid-Term Evaluation
NAP	National Action Plan
NIEP	Nigeria Independent Evaluation Provider
NGO	Non-Governmental Organizations
NIPSS	National Institute for Policy and Strategic Studies
NPSF	National Peace and Security Forum

NSRP	Nigeria Stability and Reconciliation Programme
NSS	National Security Strategy
OAS	Organization of American States
ONSA	Office of National Security
PE	Political Economy
QA	Quality Assurance
QCA	Qualitative Comparative Analysis
ROA	RAPID Outcome Assessment
RSSDA	Rivers State Sustainable Development Agency
SAP	State Action Plan
SCMA	State Conflict Management Alliance
SDD	Social Development Direct
SEQAS	DFID's Independent Quality Assurance Service for Evaluation Outputs, now known as EQUALS
SNA	Social Network Analysis
SRO	Senior Responsible Officer
TOC	Theory of Change
TOR	Terms of Reference
USAID	United States Agency for International Development
UNDP	United Nations Development Programme
UNSCR	UN Security Council Resolution
UQ	Upper Quartile
VAWG	Violence Against Women and Girls
VfM	Value for Money
WPS	Women Peace and Security
WPSN	Women Peace and Security Network

List of Tables

TABLE 1.1 RESPONDENTS STATING THAT THE IMPACT OF VIOLENCE IS MORE SEVERE THAN IN PRECEDING 12 MONTHS (% RESPONDENTS BY NSRP TARGET STATE)	4
TABLE 1.2 KEY ACTIVITIES DELIVERED THROUGH NSRP’S PLATFORMS AND INITIATIVES	9
TABLE 1.3 OVERVIEW OF IE CASE STUDIES OVERVIEW OF IE CASE STUDIES	10
TABLE 2.1 ADDRESSING THE EVALUATION QUESTIONS (GREYED OUT EQS NOT INCLUDED IN FTE, WITH JUSTIFICATION NOTED)	6
TABLE 2.2 RELATIONSHIP BETWEEN FTE EVALUATION QUESTIONS AND TOC	9
TABLE 2.3 DEVIATIONS FROM TOR.....	11
TABLE 2.4 PRINCIPAL METHOD SUMMARY	13
TABLE 2.5 SURVEY SAMPLE (GEOGRAPHICAL AND OPERATIONAL LEVEL).....	16
TABLE 2.6 BENEFITS AND LIMITATIONS	18
TABLE 2.7 QCA CONDITIONS AND RATIONALE	20
TABLE 2.8 QCA DATA SOURCES AND ANALYSIS	21
TABLE 2.9 EVIDENCE WEIGHTING SCALE	23
TABLE 3.1 ACTIVITIES AND OUTCOMES OF MULTI-STAKEHOLDER PLATFORMS.....	25
TABLE 3.2 FIVE INDICATORS OF DEMOCRATIC DIALOGUE.....	35
TABLE 3.3 Q11.2 RESPONDENT GENDER.....	36
TABLE 3.4 Q11.4 - WHAT TYPE OF ORGANISATION DO YOU REPRESENT ON THIS PLATFORM?	37
TABLE 3.5 Q4.2 - CONSIDERING ALL THE PLATFORM MEETINGS YOU HAVE ATTENDED, WHICH GROUPS ARE USUALLY PRESENT?	37
TABLE 3.6 Q4.3 - CONSIDERING ALL THE PLATFORM MEETINGS YOU HAVE ATTENDED, HOW OFTEN DO THE FOLLOWING GROUPS CONTRIBUTE TO THE ISSUES BEING DISCUSSED?.....	38
TABLE 3.7 Q4.5 - THINKING ABOUT 2-3 YEARS AGO, HOW INCLUDED DID YOU FEEL THEN IN CONFLICT MANAGEMENT AND PEACEBUILDING DECISION-MAKING?	38
TABLE 3.8 Q4.4 - HOW INCLUDED DO YOU FEEL IN CONFLICT MANAGEMENT AND PEACEBUILDING DECISION-MAKING?.....	39
TABLE 3.9 Q5.2 - DURING PLATFORM MEETINGS, HOW FREQUENTLY DO YOU FEEL ABLE TO SPEAK UP AND EXPRESS YOUR VIEWS WHEN YOU HAVE SOMETHING TO SAY?	39
TABLE 3.10 Q6.2 - HOW FREQUENTLY WOULD YOU SAY THAT PLATFORM MEETINGS HELP YOU TO BETTER UNDERSTAND THE OPINIONS OF OTHER PARTICIPANTS?	40
TABLE 3.11 Q6.3 - FOLLOWING DISCUSSION AT A PLATFORM MEETING, HOW OFTEN DO YOU FIND THAT YOUR OPINION HAS CHANGED?	40
TABLE 3.12 Q 7.3 - HOW OFTEN DO YOU FEEL THAT MEMBERS TRY TO DISRUPT THE WORK OF THE PLATFORM?	41
TABLE 3.13 Q8.6 - HOW FREQUENTLY DO YOU FEEL THE PLATFORM SCRUTINISES AND CHALLENGES THE ACTIONS OF RELEVANT ACTORS?	43
TABLE 3.14 TOTAL NUMBER OF OCCASIONS THAT INFLUENCE HAS BEEN ACHIEVED BY NSRP’S PLATFORMS/ INITIATIVES	47
TABLE 5.1 PROGRAMME DESIGN	67
TABLE 5.2 PROGRAMME IMPLEMENTATION.....	68

List of Figures

FIGURE 1.1 RESPONDENTS STATING THAT INCIDENCES OF VIOLENCE IN THE LAST 12 MONTHS HAVE BEEN EFFECTIVELY DEALT WITH (% RESPONDENTS AWARE OF VIOLENT INCIDENTS HAVING OCCURRED)	5
FIGURE 1.2 OUTPUT DIAGRAM.....	8
FIGURE 2.1 PROGRAMME LEVEL THEORY OF CHANGE (DEVELOPED WITH NSRP – MAY/JUNE 2015).....	5
FIGURE 2.2 SURVEY SAMPLE (STAKEHOLDER TYPE)	17
FIGURE 3.1 KEY ACTIVITIES DELIVERED THROUGH NSRP’S PLATFORMS AND INITIATIVES – MAPPING THE DSCMA, KADUNA SOUTH CPP, AND BOKKOS CITY/DAFFO LWU DM.....	29
FIGURE 3.2 INCREASED SKILLS AND CAPACITIES OF PLATFORM MEMBERS*	32
FIGURE 3.3 COMBINATION OF ACTIVITIES DELIVERED	48

List of Boxes

BOX 2.1 ROA CASE STUDIES	14
BOX 2.2 EXTRACT FROM PROTOCOL PROVIDED TO CRD ON PRE-SURVEY PREPARATION	17
BOX 3.1 EXAMPLES OF THE VARYING SKILLS AND CAPACITIES OF PLATFORM CONVENORS.....	39

EXECUTIVE SUMMARY

In 2013 the U.K. Department for International Development (DFID) contracted WYG International (WYG) and The Centre for Research and Documentation (CRD) to conduct the Independent Evaluation (IE) of the Nigeria Stability and Reconciliation Programme (NSRP). NSRP is an experimental five-year (2012-2017) programme delivered by a consortium headed by the British Council (BC), with International Alert (IA) and Social Development Direct (SDD), that:

- Supports Nigerian-led initiatives to manage conflict non-violently; and
- Seeks to reduce the negative impacts of violence on the most vulnerable.

The Nigerian context

Nigeria has a population of 184 million with 250 different ethnic groups living in 36 autonomous states, with a population split evenly between Christianity and Islam, and three broad socio-cultural areas. High levels of poverty, joblessness, growing numbers of frustrated youth, and the degradation of natural resources and climate stressors all contribute to a high level of violence (80,844¹ violence deaths were recorded in Nigeria between 2012 and 2017). Conflict also does not affect all groups equally. Throughout the country violence against women and girls (VAWG) is widespread and structural (Nigeria Non-Governmental Organization (NGO) Coalition, 2008: 66; British Council, 2012), with three out of five women aged between 15 and 24 having been the victim of violence (British Council, 2012: 47).

Overview of NSRP

NSRP operates at federal, state and local government authority level in eight² of Nigeria's most conflict-affected states. NSRP aims to:

1. Improve conflict management mechanisms through broader societal participation and increased oversight,
2. Mitigate drivers of conflict, specifically as they relate to economic and natural resources,
3. Increase participation of women and girls in peacebuilding and reduce violence against them,
4. Improve conflict prevention policy and practice through disseminating research, training media partners and increasing conflict sensitivity.

NSRP supports existing or creates new opportunities for state and non-state actors to engage through multi-stakeholder's platforms (MSP). Although these platforms adopted different packages of interventions, activities tended to primarily focus on either:

- **Targeted influencing and persuasion** amongst powerholders, citizens and protagonists of conflict e.g. advocacy, mobilisation sensitisation, awareness-raising and training of conflict sensitive action; or
- **Convening platforms and bringing people together** e.g. bringing together key powerholders into longer term organisation/ platforms, providing a space for mediation, dialogue and collective decision-making.

NSRP did not aim to set up new entities or structures, but to support and enhance those in existence.

¹ www.nigeriawatch.org. The trend of violence deaths recorded was highest in 2014 with 22,839 deaths. The figures receded in 2015 (17,652 deaths) and 2016 (11,546 deaths). 7,867 violence deaths had been recorded by 1 November 2017.

² The eight states include Borno and Yobe (North-East Nigeria), Kano and Kaduna (North-West Nigeria), Plateau (North-Central Nigeria), and Rivers, Bayelsa and Delta (South).

What did the final evaluation look at, and how?

The final evaluation looked at three areas of particular interest to DFID-Nigeria; that is how NSRP's integrated approach:

1. Strengthened social institutions (the peace architecture) working to resolve and mediate conflict (IE focus areas 1);
2. Involved broader society including marginalised communities (particularly women and youth) in conflict resolution (IE focus areas 2);
3. Influenced policy and practice in managing conflict (IE focus areas 1).

The evaluation also focused extensively on the form, activities and outcomes of platforms to understand what works, in what context and why, and to identify lessons. This was done by drawing on NSRP's internal monitoring and other research data and a perception survey of the population in the target areas, undertaking nine in-depth case studies of supported platforms, a survey of platform participants, key informant interview (KII) and a review of documentation

What did the evaluation find?

Notes on the findings

- The findings in this report are based on data collected by NSRP up to March 2017, which was made available to the IE in June 2017. Although NSRP provided additional data in late August 2017³, this was not included in the final evaluation report as the IE was not able to verify this data within the timescale remaining⁴; the later data is referenced in footnotes.
- It is necessary to point out that although NSRP was a five-year programme, there was a lengthy research and design phase and some programme components did not become operational until the third year.
- Despite significant recommendations made by the Independent Evaluation partner (IEP) to NSRP at the midterm evaluation point around M&E systems and key areas for improvement, monitoring data remained weak at the final evaluation phase. Although NSRP was designed as an innovative programme, the level of reflection and review expected when using an innovative approach was not evident throughout the life of the programme.
- The IE acknowledges that changes to the ToC and logframe were made following the MTR, however, the IE rejects the claims that this significantly changed the nature of the programme, the results or the period over which results should have been measured; although the indicators changed during the life of the programme the objectives did not.
- As case study selection process was oriented towards more successful programmes which could generate evidence on the theory of change as a whole⁵; findings informed by the case studies might not be representative of the wider programme.

³ NSRP provided a figure of 124 conflicts prevented / resolved in August 2017 (against 89 in March 2017) and 54 policy changes in August 2017 (against 38 in March 2017). The IE did not deem it appropriate to include this data without an opportunity for verification, in part due to the concerns around the robustness of M&E systems in place.

⁴ The Final Evaluation was due 31 August 2017, and DFID was not able to agree to an increase in scope.

⁵ Positive examples of success in which a range of stakeholders could be engaged in the research and which offered opportunities to explore the factors that facilitated and inhibited success were actively sought out by the evaluators.

IE focus area 1 - Strengthening the Peace Architecture

There has been a large reduction in perceived violence in the programme target areas during the life of the programme (and NSRP cites influence in the prevention/resolution of specific instances); there has also been tangible strengthening of the peace architecture as a result of NSRP activity. However, there is limited evidence on how far these are connected, and what contribution NSRP may or may not have made through strengthening social institutions working to resolve and mediate conflict.

Headline finding: A series of positive changes were made to the peace architecture in the target area and across the eight programme focal states 89 conflicts were prevented / resolved by NSRP⁶. However, challenges in demarcating the size and scale of a conflict and a lack of comparative data from similar programmes makes it problematic to judge the significance of this figure.

Key findings:

1. Good results were achieved in establishing spaces that bring state and non-state actors (including marginalised groups such as women and youth) together in a coordinated and focussed fashion.
2. Where platforms are broadly inclusive, are meeting regularly and are appropriately convened this contributed to strengthened coordination, communication and flow of information between state and non-state actors, which contributed to stakeholders coming to shared positions. It is however unclear if this is sustainable without ongoing funding.
3. Platform members and the peace architecture more broadly have benefitted from involvement in platforms because of new / enhanced knowledge, understanding, skills and capacities which improve their role as contributors to the conflict management process.
4. At the local level a broad mix of stakeholders is important for the successful functioning of the platforms, enhancing trust and legitimacy; the importance of a broad mix is less pronounced at federal and state level. At all levels (federal, state and Local Government Authority (LGA) level), certain stakeholders (state security institutions, Community Based Organisation (CBO), traditional and religious institutions) are persistently perceived to be important and influential.
5. Platforms are able to bring about change through convening and mediation functions, although results are not guaranteed; political drivers and lack of incentives amongst stakeholders can be insurmountable obstacles.

Challenges

Two challenges related to evaluating the success of NSRP's engagement to strengthen the peace architecture should be flagged:

- The indicators in the result framework (logframe) are methodologically problematic, for several reasons e.g. a 'conflict' has no obvious temporal or social bounds making it hard to demarcate and count; it is difficult to identify when a conflict has been resolved vs. when a conflict has been temporarily halted and might re-emerge; and the value of the prevention or resolution is unclear as this depends on the scale and severity of the conflict, which is not captured in a simple numeric indicator (supporting qualitative records on the nature of the conflicts resolved/prevented were not systematically captured and therefore were not available for analysis by NSRP or IE);
- In addition to weaknesses in the M&E systems identified in the midterm review (MTR), the final evaluation also pointed to systemic weaknesses in operational follow up activities, which

⁶ The evaluation drew on data up to end March 2017, which was made available by NSRP to the IE in June 2017. At end August NSRP self-reported a total of 124 incidences based on more recent data, but the IE was not in a position to validate this within the timeframe of the evaluation.

demonstrate that platforms did not systemically track resolutions of conflicts; there is thus a possibility that the programme has under reported on its results.

IE focus area 2: Broadening Societal Participation

Women are rarely drivers of conflict in Nigeria, and NSRP's focus on women is primarily based on the concept that women can provide more to society than they currently do, because they are marginalised. NSRP views the marginalisation of large sections of the Nigerian population (specifically women and youth) as inappropriate and potentially a driver of conflict, and seeks to overcome this by broadening participation in peacebuilding, and, as a result, improving functioning of peacebuilding mechanisms.

Headline finding: Although NSRP supported platforms have a) provided an effective forum for different stakeholder groups (both state and non-state) to come together and b) been effective in facilitating democratic dialogue, evidence of resulting behaviour changes amongst platform participants is as yet limited, and improved societal participation *beyond* the NSRP supported platforms is not evident.

Key findings:

1. NSRP supported platforms have provided a space for a wide range of different stakeholder groups (including the marginalised) to come together around issues of conflict management, and are broadly characterised as spaces for open and conflict-free discussion conducted in good faith; this is a significant achievement which should not be underestimated.
2. Platform members surveyed felt the platforms offered opportunities for better understanding the opinions of others, and resulted in 61% of respondents reporting that they changed or modified their own opinions as a result of their platform membership and engagement⁷.
3. Marginalised groups, specifically women and youth, have been able to effectively engage in platforms - but the participation of different groups of actors was not always equal, with state actors wielding greater power in many cases.
4. Involvement of other marginalised groups (e.g. disabled groups) was not evident across the platforms based on the evidence available to the IE.
5. Except for activities with media partners, the success of NSRP interventions in bringing about participation in conflict management and resolution amongst society more broadly (i.e. amongst those not directly involved in the platforms) was limited.

Challenges

Three challenges related to evaluating the success of NSRP activities aimed at broader societal participation should be flagged:

- It should be acknowledged that widespread societal participation in conflict management mechanisms and a reduction in violence affecting vulnerable groups are both medium to long term endeavours which are likely to only become evident beyond the timeframe of this evaluation.
- NSRP programme monitoring data only indicated the presence of different groups at platform meetings, and did not paint an accurate picture of the extent to which participation took place or was meaningful/genuine; the evaluation addressed this through deep dive case studies and the survey of platform participants.
- A lack of data on the NSRP small grant scheme did not allow the evaluation to comment on the reach, beneficiaries or outcome of this component, or on the broader societal participation or inclusion of marginalised groups which might or might not have been achieved through this scheme.

⁷ See section 2 for a discussion of the limitations of the survey of platform members.

IE focus area 3: Exerting Influence

NSRP is working at the local government authority, state and federal levels to increase the capacity of its platforms, initiatives, interventions and society more broadly to influence key actors/institutions in the conflict arena and to bring about positive changes in policy and practice, which will result in enhanced stability and reduced violence.

Headline finding: NSRP monitoring data indicated that NSRP has successfully influenced policy or practice change 38 times⁸; it is unclear to what extent positive influence is sustainable.

Key findings:

1. The ability to build, leverage and sustain strong relationships with champions of change and within institutions to capitalise on windows of opportunities – including, for example, the desire by communities to find alternative solutions to conflict - have facilitated NSRP's capability to influence policy and practice change; dependence on individual not systemic relationships are however a risk to sustainability, which NSRP acknowledged.
2. Wider socio-economic, political-economy and cultural factors, and in some instances NSRP's failure to respond to these realities or shift its focus, are factors that have confounded better results; opportunities to reflect on learning about what was working or not and to adapt accordingly were also missed.
3. The assumption that access to and use of better data and evidence will lead directly to changes in policy and practice did not hold true in some cases; instead, changes in policy and practice were to a greater extent as a result of use of a wider range of advocacy and lobbying techniques. Research seems to have played a relatively minor role alongside various other aspect of the advocacy strategy and other factors such as growing media attention due to certain egregious cases.
4. Although policy changes are necessary to achieve long term reduction in conflict and violence, they are on their own not sufficient; dedicated resources to implement, monitor and bring about changes in behaviour are also required.
5. The design and implementation of some of NSRP's initiatives inhibited success in certain cases; e.g. a lack of clarity on what certain peace clubs were trying to achieve, and an absence within the State Conflict Management Alliances (SCMA) of a system to ensure actions are taken and conflict resolutions are recorded following a report of violence are two examples.

Challenges

Three challenges related to evaluating the success of NSRP activities aimed at influencing policy and practice should be flagged:

- Evidence from the IEP case studies suggests that NSRP has successfully influenced key actors and institutions in the conflict arena in certain instances resulting in key policy and practice changes that have enhanced stability and reconciliation. However, the evidence for this is weakened by positive bias with IEP case studies specifically selected as examples of successful engagement.
- Similar to the challenge in measuring the number of conflicts, the indicators measuring influence in NSRP's result framework (logframe) are methodologically problematic and does not take into account the fact that one instance of influencing can be very different from another, more or less significant and/or more or less likely to have longevity.
- As with other areas of the programme, low levels of reporting were problematic, which could mean NSRP's contribution to policy change is underestimated.

⁸ The evaluation drew on data up to end March 2017, which was made available by NSRP in June 2017. At end August NSRP self-reported 54 incidences, but the IE was not in a position to validate this data.

A note on the political economy and contextual factors

In a programme of NSRP's nature it is expected there will be contextual and political economy (PE) factors that impact on success. The evaluation identified five barriers to long term success which fell outside the control of the programme; both Nigerian decision makers / stakeholders and future peacebuilding programmes in Nigeria should take these into account:

1. The persistent marginalisation of large sections of the Nigerian society, particularly women,
2. A patriarchal social context which creates a harsh, disabling environment,
3. High levels of drug abuse and unemployment amongst the youth, which inhibited youth participation in certain states and which is likely – in some cases – to negatively impact on the sustainability of outcomes achieved to date,
4. Population growth, which increases pressure on national resources, and is likely to negatively impact on the sustainability of solutions, and
5. Entrenched incentive systems which serve as impermeable barriers.

Did NSRP achieve Value for Money?

As at August 2017, NSRP spent £28.5M⁹ of the £33M¹⁰ budget earmarked by DFID. The full extent of programme value for money (VfM) is unclear due to weak M&E systems, and systemic difficulties associated with measuring the influence of diverse and complex programme activities. While the NSRP held relatively good data on inputs to outputs, insufficient data on outputs to outcomes was available to measure VfM effectiveness. Although NSRP's effort to drive VfM in terms of efficiency and economy is recognised, available evidence suggests the programme has achieved VfM effectiveness at a moderate to high cost per output, and therefore a low to moderate VfM overall at this level.

Lessons and recommendations

The evaluation has aimed to identify key lessons and recommendations of value to both future peacebuilding programmes, and complex programmes operating in dynamic political environments; there are also clear lessons to both local and international actors.

For future peacebuilding programmes

- **Appropriate result indicators need to be in place:** Narrow quantitative result indicators on their own are problematic from a methodological perspective, and more focus should be given to underlying networks of relations in peacebuilding programmes. In addition, where monitoring frameworks are designed to capture supporting qualitative data, this should be captured, analysed and responded to. Future programmes should experiment with more appropriate mix method approaches to monitor progress and performance and should ensure programme partners are able to implement these approaches appropriately.
- **Legacy & sustainability should be more appropriately addressed from design:** Although results have been achieved, an absence of clear legacy strategies for platforms, a lack of wider societal participation, and a dependence on individual relationships rather than the development of institutional process based solutions, is likely to have impacted negatively on the ability of the programme to lead to long term systemic and sustainable change. These aspects should be addressed in future programmes.
- **Behavioural change takes time and requires support:** Although it is important to bring actors together and create safe spaces for democratic dialogue, emphasis on supporting sustained behavioural change amongst platform participants is needed and support to implement policy changes are required; future programme should aim to more explicitly explore and measure the

⁹ The total figure at 31 March 2017, the cut off for evaluation data, was not available.

¹⁰ We note that the DFID business case for NSRP was £38M, including other costs such as evaluation.

success of a range of initiatives to bring about behavioural changes. Donors should also acknowledge the lengthy time periods and extend of the ongoing support which might be required to achieve systemic and behavioural change.

- **Support to give a voice to marginalised groups should be complemented with support to improve processes and capacity amongst those who hold power.** The convening of multiple stakeholders, including those from marginalised groups, are important for legitimacy, adding value to the functioning of the platforms, in particular at local level; however, power relationships means some actors are more influential than others and are more able to drive forward policy change. Future programmes should seek opportunities to exploit this, and should consider a multipronged approach which combines giving a voice to marginalised groups while focussing on capacity development of influential actors.
- **The limitations inherent in the platform model needs to be understood:** Platform models are attractive solutions to enable locally led, bottom up reform; however, the limitations of the platform model should be explored and acknowledged, and appropriate support to enable platforms to flourish (e.g. ongoing, tailored training to conveners, more support to conveners and platform chairs in establishing and using systems that effectively document actions and following up on resolutions and outcomes) must be built into the programme design. More thought should be given to long term sustainability of platforms, and the risk of platforms being co-opted by a dominant stakeholder(s) should be acknowledged.

For other complex programmes in dynamic environments

- **Robust M&E systems and adequate M&E capacity is required:** Persisting challenges in accessing M&E data significantly impacted on NSRP's ability to accurately assess programme performance, possibly resulting in underestimating results; future programmes should ensure the value of ongoing M&E – and regular reflection on data to inform operational decisions – is clear to all involved, and that adequate capacity to gather and interrogate appropriate data on an ongoing basis exists. Not only should implementing partners (IPs) ensure M&E is viewed as important and adequately resources, but thought should could be given to building in time and funds to develop M&E capacity amongst partners from the onset, and how to clearly demonstrate in what way data should be used on an ongoing basis.
- **Real time learning is needed:** The extent to which real time learning took place -and the way in which it is supported by IE's – could have been improved; this way of working requires more ongoing engagement and quicker feedback loops, and is a lesson for both IPs and IEs.
- **Programmes should adapt as a result of changes in context and learning:** An inability to identify impermeable barriers and an absence of a reflective culture most likely resulted in missed opportunities to focus efforts in areas where greater change might have been possible. As implementation progresses, political and other significant confounding factors or even impermeable barriers will arise; programme should not persist in trying to address these, but should acknowledge them and adapt to ensure resources are focussed on opportunities where impact can be achieved. Programmes should also aim to understand what is working and what not through appropriate and robust M&E, and should not hesitate to change or stop that which is not achieving or unlikely to achieve impact.
- **The dissemination of information is only one component of bringing about change:** The provision of quality information and research, support to engage with and utilise this, is only one component in bringing about policy change; convening and advocacy activities are also important.

For Nigerian decision makers / stakeholders

- **Peacebuilding initiatives will achieve maximum change as part of coordinated strategy linked to related policy areas:** initiatives aimed at peacebuilding and conflict resolution should continue to strengthen connections with related activities as part of a holistic strategy that maximises impact and which includes addressing the marginalisation of women, a fair approach to resource distribution, an increased focus on job creation, specifically for youth, and an appropriate strategic response to population growth.

- **Some actors within supported platforms are more influential than others and are a priority for support (these actors vary by geographical level and platform as noted in the body of the report):** although there is a need for capacity development for all stakeholders, some stakeholders are better placed to drive systemic changes.
- **Opportunities to ensure sustainability and long-term effectiveness of the platform,** extending and continuing widespread membership, adapting membership/platform focus as needed in response to changing circumstances should be explored.
- **Opportunities to share lessons** between local / state / federal levels of government and between different parts of the country should be identified and acted upon.

1 BACKGROUND AND CONTEXT

1.1 Evaluation overview

In 2013 WYG International¹¹, in association with the CRD based in Kano, Nigeria, was contracted by DFID to conduct the independent evaluation of NSRP.

NSRP is an experimental five-year (2012-2017) programme funded by DFID to support Nigerian-led initiatives to manage conflict non-violently and reduce the negative impacts of violence on the most vulnerable. Operating at federal, state and local government authority (LGA) level in eight¹² of Nigeria's most conflict-affected states, NSRP is delivered by a consortium headed by the BC and including IA and SDD.

The purpose of the independent evaluation is to critically examine the individual and cumulative delivery and outcomes of NSRP interventions, generating learning on the effectiveness of NSRP's integrated peacebuilding approach in relation to what works, for who, in what context and why. The specific objectives of the evaluation are detailed in section 2.

The evaluation commenced in July 2013, when NSRP was still very much at a nascent stage. The mid-term evaluation (MTE) was conducted in September/October 2015. This final evaluation report is the culmination of the evaluation's research and findings over the full evaluation period (2013-2017).

Through the course of the evaluation, the specific objectives, approach and methods have evolved; specifically, at the MTE the evaluation team worked with NSRP to retrospectively develop a programme level Theory of Change (TOC) which elaborated the 'missing middle' between NSRP's inputs, activities and outputs and the anticipated outcome. This TOC was refined and validated at the MTE Planning Workshop held in Abuja in May 2015; the evaluation questions (EQs) were subsequently revised and agreed. The final evaluation, however, remains true to the spirit of the original terms of reference (TOR) and deviations from the original TOR, the rationale for changes, and the process for agreeing changes, are set out in detail in section 2.8.

The NSRP TOC considers how different NSRP interventions come together to change policy and practice which, in turn, enhances the non-violent resolution of conflict. Appendix A sets out a review of the evidence against the TOC.

Overall, the evaluation process has addressed 15 EQs which are informed by the programme TOC; these questions are set out in Table 2.1 in section 2.5. Nine priority questions have been identified for the final evaluation¹³, and the relationship between these EQs and the TOC is shown in Table 2.2 in section 2.5. These nine questions address the higher levels of the TOC (the MTE addressed the other six EQs, mostly at output or the lowest level of outcomes).

The EQs are explored in relation to three focal areas of NSRP of interest for DFID-Nigeria:

- **Strengthening the Peace Architecture**, in other words, the social institutions working to resolve and mediate conflict (section 3.1);
- **Broader Societal Participation**, that is, the involvement of marginalised communities in the programme (section 3.2); and lastly,
- **Exerting Influence**, that is, the influence of NSRP on policy and practice in managing conflict (section 3.3).

¹¹ In 2013 WYG made a substantial investment in Upper Quartile; the supplier contracted by DFID as Independent Evaluation Provider (NIEP) to NSRP. The Upper Quartile team is now fully integrated into WYG International as its M&E division.

¹² Bayelsa, Borno, Delta, Kaduna, Kano, Plateau, Rivers and Yobe.

¹³ The other questions were priority questions at the MTE stage.

This final evaluation also focuses extensively on the platforms for engagement that NSRP has sought to establish or strengthen¹⁴: their form, activities and outcomes; the extent and nature of participation by platform or initiative type; and the factors and that have facilitated and inhibited success.

In addition to drawing conclusions on the success of NSRP, from this focus – on the peace architecture, societal participation, exerting evidence and the platforms for engagement – the evaluation synthesises lessons to inform future programming, both with respect to peace building and the design of complex programmes delivered in dynamic political environments.

The evaluation design is a hybrid theory-based/case-based design. It uses a mixed method approach whose strategy is to triangulate the internal monitoring data collected through the NSRP's own systems with other evidence: primarily a series of nine case studies and a perception survey of the population in the target areas, and a survey of platform participants; supported by additional KKIs and a review of relevant documents. The evaluation design, the specific methods used, and the approach to ensuring quality and inclusion are set out in section 2.

As agreed with DFID, the evaluation drew on monitoring data up to the quarter ending March 2017 (made available by NSRP in June 2017); subsequent data was not available for review within the timelines for the final evaluation but is referenced in footnotes where appropriate.

1.2 NSRP programme overview

In this section, the report outlines the diverse context and the landscape of violence within which NSRP is working, drawing on NSRP's Annual Perception Survey (APS). It describes the programme design, and how that design responded to these operational realities by developing a structure of principles, platforms and processes working across multiple levels, geographies and forms of violence.

Operational context

Diverse & Populous Country: Nigeria is a diverse country with 250 different ethnic groups living in 36 autonomous states, with a population split evenly between Christianity and Islam, and three broad socio-cultural areas. It is also very large, with 184 million inhabitants living under conditions of systemic and structural inequality¹⁵. The country's state institutions are weak; oppressive military rule is a recent memory; and civil society and the state have had to overcome significant antagonistic relations (Falola & Heaton, 2008: 210-242). As the NSRP programme Business case observes, this represents a “combustible mix” (DFID, 2012: 1).

Economic Context: Nigeria's economy grew by 2.7% in 2015, significantly below its growth of 6.3% in 2014. Since the fall in oil prices in mid-2014, growth has been on a downward spiral, and the economy is currently in recession¹⁶. Nigeria's economy is expected to grow by about 1% in 2017 and 2.5% in 2018, based on an expected increase in oil output, as well as the accelerated implementation of public and social investment projects by the Federal Government.

Political Context: Nigeria returned to democratic rule in 1999 after decades of military rule. The fifth consecutive national elections, held in March and April 2015 and won by an opposition party, marked the first peaceful transfer of power between two political parties in Nigeria's history. The administration, led by President Muhammadu Buhari, identifies fighting corruption, increasing security, tackling unemployment, diversifying the economy, enhancing climate resilience, and boosting the living standards of Nigerians, as its main policy priorities ^{ibid 15}.

Development Challenges: Broad challenges include restoring macro-economic resilience and growth, requiring stabilization and recovery measures, while at the same time, addressing the

¹⁴ These platforms are evident across NSRP's Outputs and at all operational levels.

¹⁵ Poverty levels remain stark, with Nigeria holding a quarter of Africa's extreme poor.

¹⁶ World Bank (2017) The World Bank in Nigeria, www.worldbank.org, accessed October 2017.

country's medium and long-term development agenda, including efforts to improve security and combat corruption. Specific inter-related issues include: development of the private sector; addressing the employment needs a large young population; educational and skills development, infrastructure development, environmental protection; social inclusion and equitable access to a range of health, education and other public services.

Prevalent Violence: High levels of poverty (despite its huge oil reserves¹⁷, 69%¹⁸ of Nigerians live in poverty), joblessness, growing numbers of frustrated youth, and the degradation of natural resources and climate stressors all contribute to a high level of violence. The nature and causes of this violence are as diverse as the country, encompassing political, economic, inter- and intra-community, domestic and sectarian conflicts, and do not affect all groups equally. For instance, it is noted that one in three women aged between 15 and 24 has been the victim of violence (British Council, 2012: 47).

Nigeria continues to face terrorist attacks in the northeast (although improved), a restive insurgency in the Delta region, and perennial inter-communal violence across the middle belt. More than 187 incidences of ethno-religious conflicts were recorded in Nigeria between 1999 and 2009, many of which occurred in the north¹⁹. Also, 80,844²⁰ violence deaths were recorded in Nigeria between 2012 and 2017: an average of 13, 474 violence deaths per year.

Violence in Nigeria is partly driven by high poverty rate, social exclusion and unequal distribution of oil revenues²¹. This situation is further exacerbated by the preponderance of corruption, bad governance and high unemployment rate among youths²². High youth unemployment and social exclusion have rendered youths readily available to politicians and groups like Boko Haram and Niger Delta militants to perpetrate violence. Election violence in Nigeria is mainly perpetrated by youths who are manipulated by unscrupulous politicians.

Competition over resources, land and water in most cases, has also fuelled violent conflicts in many parts of the country. The situation is compounded by weak conflict prevention structures in communities as groups compete to access available resources²³. Conflict between farmers and herders is an example of such a case that has persisted in the north, but has recently spread to southern states. State response, through legislation, has not been comprehensive or effective.

As stated in the NSRP Business Case (2012), the incidence and causes of violence differ significantly across the 36 states of Nigeria. However, the ethnic and religious configuration of a state and the distinction often drawn between so-called 'indigene' and 'settler' serve as drivers of conflict. There is wide-spread systematic discrimination against non-indigenes, preventing them from access to government jobs, education scholarships and other services. Thus, states with sharp inter-group divisions become particularly vulnerable to violence.

Violence Against Women and Girls: Finally, throughout the country, violence against women and girls (VAWG) is widespread and structural (NGO Coalition, 2008: 66; British Council, 2012). The NSRP's own Output 3 logic document cites a complex rationale for this situation, with widespread absence of women from peacebuilding and conflict management mechanisms, their greater

¹⁷ NSRP Business Case (2012) reports 36 billion barrels as Nigeria's oil reserves.

¹⁸ National Bureau of Statistics (2010). Nigeria Poverty Profile.

¹⁹ David, N.A. and Manu, Y. A.(2015) "Democracy, Youth and Violent Conflicts in Nigeria's Fourth Republic": A Critical Analysis in *Journal of Research on Humanities and Social Science* Vol.5, No 2. Pp. 159-171.

²⁰ www.nigeriawatch.org. The trend of violence deaths recorded was highest in 2014 with 22,839 deaths. The figures receded in 2015 (17,652 deaths) and 2016 (11,546 deaths). 7,867 violence deaths had been recorded by 1 November 2017.

²¹ David, N.A. and Manu, Y. A.(2015) "Democracy, Youth and Violent Conflicts in Nigeria's Fourth Republic": A Critical Analysis in *Journal of Research on Humanities and Social Science* Vol.5, No 2. Pp. 159-171.

²² Bukola, A.O. (2010). Terrorism in Nigeria: Groups, Activities and Politics, *International Journal of Politics and Good Governance*, Vol. 1, No.1.1. pp1-16. Also, see National Bureau of Statistics: Unemployment/Under-employment Watch, Q1, 2015.

²³ See NSRP Business Case, 2012. Also, see UNDP (2006) Niger Delta Human Development Report

vulnerability to gender-based violence, and argues that gender inequality is itself a cause of conflict (NSRP, 2014, VAWG, Output 3: Programme Logic, November, NSRP: Abuja p4,6). **Perceptions of Violence:** NSRP’s APS offers a comprehensive and statistically representative sample survey²⁴ of the effectiveness of Nigeria’s peace architecture as perceived by citizens within the target programme areas²⁵ (see Table 1.1, and methodology section 2.9 for further information on the APS).

Table 1.1 Respondents stating that the impact of violence is more severe than in preceding 12 months (% respondents by NSRP target state)

Region	State	APS Year			
		2014	2015	2016	2017
North East	Borno	52%	20%	5%	3%
	Yobe	24%	9%	4%	4%
North West	Kano	19%	19%	15%	12%
	Kaduna	37%	18%	8%	11%
North Central	Plateau	53%	21%	17%	3%
South	Bayelsa	2%	14%	19%	10%
	Delta	7%	10%	18%	8%
	Rivers	13%	13%	33%	9%
All target states		25%	16%	15%	8%

Source: NSRP Annual Perception Surveys. NB: question (and data) not available for 2013.

Overall, the proportion of the population who think that violence has worsened in the previous year, has reduced in NSRP target states over the lifetime of the intervention (Table 1.1) We note the limitation in this question in referring to relative changes of perception violence year on year, and not absolute change in levels of violence. Nonetheless, the data is useful as a board indicator of the perceived worsening, or not, of violence year on year.

The overall trend masks a differing sub-trend for the states in the south (Bayelsa, Delta and Rivers) show an increase in the proportion for respondents who think violence is more severe in the previous year up to 2016, followed by a reduction in the proportion perceiving increased severity of violence in the last year to 2017. This pattern is consistent with the development of conflict in that region.

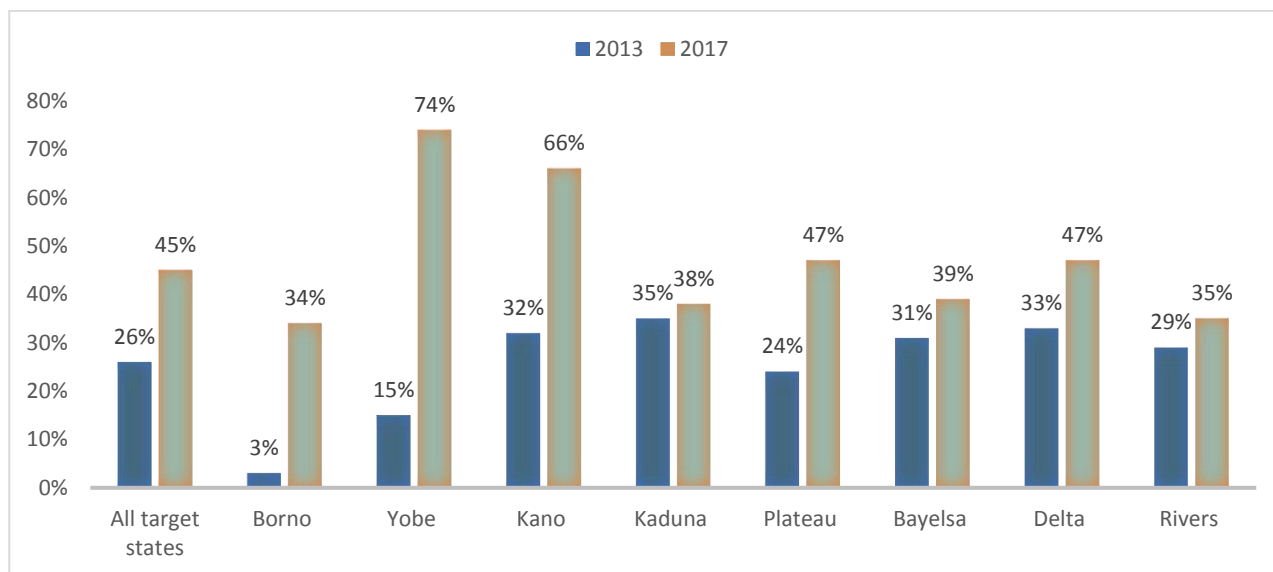
The APS data suggests several things about the functioning of the peace architecture (understood as the institutions that work to address conflict and generate peace). Firstly, the APS shows an increase in the proportion of citizens reporting that incidences of violence in the previous 12 months have been effectively dealt with: increasing to 45% in 2017 compared with 26% in 2013 (Figure 1.1). Taken together with a fall over 2014-2017 in the perceived severity of violence in the last 12 months (as indicated in Table 1.1), this makes an apparent case that the peace architecture has had some responsibility for the reduction in the violence.

Secondly, the change is typically less in the states of the south than those of the north. This is consistent with the steady decrease in perceptions of violence in the north over the past four years compared with the south’s perceptions of a spike in 2015/16.

²⁴ Certainly, the most comprehensive assessment that the authors are aware of within the target states

²⁵ The APS has been conducted annually since 2013 and is representative of selected urban and rural LGAs within the eight target states.

Figure 1.1 Respondents stating that incidences of violence in the last 12 months have been effectively dealt with (% respondents aware of violent incidents having occurred)



Source: NSRP Annual Perception Surveys 2013 (n=5,000) & 2017 (n=3,419)

Violence by Region: This is to be expected, as the drivers of the conflicts in each of the states differs significantly, as documents produced by NSRP and others have set out; that is:

- North-East (Borno, Yobe):** The insurgency in the north-east region has been contained by the government and the presence of the Nigerian military, which appears to explain the reduction in the severity of violence in Borno and Yobe States in recent times. However, the peace architecture has also changed, with the involvement of locals and communities (civilians) in regional security matters. Government efforts in the region have largely focused on reconstruction and re-settlement of displaced persons. The federal government has recently established the North-East Development Commission to manage and receive funds allocated by the government and donor agencies for resettlement, rehabilitation, integration and reconstruction of the victims of insurgency²⁶. Also, the government has responded to the situation by instituting a number of initiatives including the Presidential Initiative on the North East (PINE), Presidential Committee on Distribution of Relief Materials and the Safe School Initiative among others²⁷. The federal government, through the Institute for Peace and Conflict Resolution (IPCR) and the United Nations Commission on Human Rights (UNCHR) also organized series of peace dialogues and initiatives in the region.

More generally, there is a significant donor presence in the north east following the suppression of the Boko Haram insurgents in the region. However, many donor and humanitarian organisations such as OXFAM, International Organization for Migration and the World Food Program (WFP) and the World Bank²⁸ are focused on post-conflict reconstruction and resettlement of internally displaced persons in the north east;

- North West (Kano):** Kano also has a history of violence even before the emergence of Boko Haram. Violence in Kano assumes different forms including ethno-religious, electoral and

²⁶ Premium Times, October 25, 2017. Accessed at www.premiumtimesng.com.

²⁷ Ibrahim, S.G. and Ayodele, O.I. (2015). 'The Political Economy of Reconstruction and Rehabilitation of North Eastern Nigeria in the Post Boko Haram Era: The Gap in Contributions between Africa and Europe.' International Journal of Multidisciplinary Research and Modern Education, Vol 1, Issue 1. Pp179-190.

²⁸ The World Bank pledged to spend \$US 800 for reconstruction in the North East. See Thisday online, April 1 2016. www.thisdaylive.com

farmers/herders conflicts²⁹. The 2011 post-election violence in Kano is still fresh in the memory of the people³⁰. Like the North-East, Kano had been badly affected by the Islamist insurgency, and relieved by the subsequent military successes against militants. Violence has since receded, due amongst other things to community peace engagements and the election of President Buhari in 2015; a Muslim from the North. Also, to reduce the incidence of ethno-religious conflicts, the traditional institution in Kano (Kano Emirate Council) instituted a non-formal structure, Non-Indigenous Community Traditional Leadership Structure, for managing conflict between Muslims and non-Muslims in the state³¹. Government efforts in tackling violent conflict in the state largely involve the use of law enforcement agencies;

- **North West (Kaduna), North Central (Plateau):** Both states are characterised by deep-rooted ethnic and sectarian differences, which lead to ongoing conflicts and which are exploited for political gains. Political crisis over ‘indigene’ rights and political representation in Jos, capital city of Plateau State, has developed into protracted communal conflict affecting most parts of the state³². The conflict in Plateau State, which has become intractable, is generally characterised as ethno-religious. The manipulation of these socially constructed categories triggers and drives conflict in the state³³. Generally, conflicts in Plateau State are rooted in competition over resources, electoral competition, fear of religious domination and land rights which have merged into an explosive mix³⁴. Kaduna was the only state to see an increase in perception of violence from 2015-2016. In both Kaduna and Plateau, the election itself was a trigger for violence, and the subsequent fall may be attributed to the election violence subsiding, as well as to the new state governments’ actions to respond to and reduce the violence;

There is also little donor presence in the north central. ‘Search for Common Ground’ implemented an EU supported project in Plateau State to address the underlying drivers of conflict in the state through dialogue involving community leaders, women and youth leaders³⁵; and

- **South (Bayelsa, Delta, Rivers):** Conflict in the Niger Delta is driven by a mixture of weak governance, systemic corruption, under-development and economic inequality³⁶. Also, environmental degradation arising from decades of oil exploration and state neglect have created an impoverished, marginalised and exploited citizenry which has produced a resistance movement, of which the youth has been in the vanguard³⁷. The region produces the oil wealth that accounts for the bulk of Nigeria’s foreign exchange earnings, yet the livelihoods of the people there have not improved. This has contributed to increasing violence and youth restiveness in the region³⁸. There is no single explanation for the perceived spike in violence in 2015-2016 or its subsequent fall. Increased cultist activities are accompanied by militant attacks on pipelines and a growing incursion of herdsmen due to climate change and the insurgency in the north.³⁹ Recently, federal government engagement with militant

²⁹ Jacob, I. and Saad, S. (2011) Ethnic Conflicts in Nigeria: Constitutional Law and the dilemma of decision making. *Malaysian Journal of Society and Space Vol 7 (2), p28-36*

³⁰ Ehrhardt, D. (2016). Janu’s Voice: Religious leaders, framing and riots in Kano. *Cont Islam 10, p333-356*.

³¹ Aliyu, A. Moorthy, R. and Idris, N. A. (2016). The Role of Kano Emirate council in managing ethnic and religious conflict in Kano state-Nigeria. *Journal of Social and humanities Vol 11 (1) p1-12*.

³² Krause, J. (2011) A deadly cycle: Ethno-religious conflict in Jos, Plateau state, Nigeria. *Working paper GD-ES*

³³ Osaretin, I. and Akov, E. (2013), Ethno-Religious Conflict and Peace Building in Nigeria: A Case Of Jos, Plateau State. *Academic Journal of Interdisciplinary Studies, Vol 2(1) p346-360*

³⁴ Krause, J. (2011) A deadly cycle: Ethno-religious conflict in Jos, Plateau state, Nigeria. *Working paper GD-ES*

³⁵ Search for Common Ground (2015). ‘Final Evaluation Report: Plateau Will Arise! Building an Architecture for Peace and Tolerance’. AN EU-funded project, implemented by Search for Common Ground in Plateau State.

³⁶ www.stakeholderdemocracy.org/about-the-niger-delta.

³⁷ Ikelegbe, A. (2005). The Economy of conflict in the oil rich Niger Delta region of Nigeria. *Nordic Journal of African Studies, Vol 14 (2) p208-234*

³⁸ UNDP (2006) Niger Delta Human Development Report.

³⁹ Due to climatic changes and insurgency in the north.

groups appears to have slowed attacks on the pipelines and this may account for the decrease in violence and improvement in perceptions of conflict management.

In the Niger Delta region, government response to curb violence has largely been through military crackdown. However, in recent times, the federal government had sustained interactions with leaders of the regions to ensure that oil pipelines are secured from militants' attacks⁴⁰, including amnesties with militants. Also, the government has instituted a programme to clean-up polluted environment in Ogoni land⁴¹ arising from oil spills, although the effectiveness is uncertain.

There is little donor presence in the Niger Delta region. The European Union⁴² supported a peacebuilding project in the region which was intended to create stability and functioning peace architecture in the region. The Foundation for Partnership Initiative in Niger Delta (PIND) as well as other non-governmental organizations as the Stakeholder Democracy Network (SDN) and the Academic Associates Peace Works (AAPW), have been working to address the lingering conflict issues in the region.

Programme design

The authors of the NSRP Business case explicitly designed the project to respond to the variability and complexity in the landscape of violence outlined above. Briefly, NSRP intends to reduce the incidence of violence by enhancing the capacity, coordination and accountability of conflict management institutions, both state and non-state – “the peace architecture” – and to foster sustainable, inclusive processes. The programme works vertically at federal, state and community level; horizontally across different forms of conflict; and geographically across eight different states and local government areas (LGAs). In this way, the GBP £39 million budget⁴³ programme is intended to reduce violence and improve stability across the country, but specifically in certain target areas, within its five-year duration (2012-2017).

Believing that violence was multi-layered and multi-faceted, the NSRP design also adopted a selective approach based on **four main principles** (DFID, 2012: 14-15), that is:

- **Being strategic:** entailing the design and support of interventions with a demonstrative effect, which will show how conflicts can be resolved non-violently, and influence others locally and nationally to adopt these approaches;
- **Playing a facilitating role:** the programme was designed to facilitate constructive dialogue for change, bringing together those involved in violence, those involved in managing violence and those who must live with its consequences;
- **Building on what is working and supporting champions of change:** rather than constructing an architecture from scratch, it would build on the effectiveness / scope of already established interventions wherever possible; and
- **Operating with political neutrality:** in this way exemplifying conflict sensitivity.

As noted, the programme's approach is multi-layered. It supports interventions at a federal level but it also focuses on eight of Nigeria's most conflict-affected states. These states were selected to include those with high levels of conflict but also with opportunities and local capacities that NSRP could help scale-up and strengthen. These are also states that are critical to Nigeria's regional or national economy (Kano, Kaduna and Delta). In addition, the states are those where there is a need

⁴⁰ Gaffey, C. Nigeria Oil: Militants will Give Peace A Chance and Stop Attacks in Niger Delta (6/29/2017). Newsweek, accessed at www.newsweek.com

⁴¹ Ogoni land is known for a sustained resistance to the activities of oil companies and the federal government over the pollution of the area. The environmentalist and human right activities from the area, Ken Saro Wiwa was killed by the government during the Abacha regime due to protest he led against the government.

⁴² Search for Common Ground implemented the EU supported project; 'Tomorrow is a New Day, Phase II: Building a Peace Architecture in the Niger Delta for 2015 and Beyond'.

⁴³ Of which £33M was allocated to NSRP and £28.5M was spent

and desire to increase resilience to risk factors (e.g. cross border militancy and ideology in Yobe and Borno). Finally, the selected states are those with a concentration of other DFID-supported programmes.⁴⁴

As Figure 1.2 shows, there are four programme output streams/core areas of work, each of them designed to be complementary. In keeping with the principle of building on what exists, across each of its operating areas and Outputs, NSRP established (or ideally strengthened) a range of existing multi-stakeholder platforms/initiatives.⁴⁵

In turn, NSRP has provided financial and technical support to engage platforms / initiatives at different administrative levels and in different geographies. These platforms / initiatives are intended to bring together state and non-state actors (including those representing marginalised groups) to identify, resolve and prevent violent conflict in their area. By platforms, we mean the institutions supported by the NSRP at Federal, State and Local level including e.g. National Peace and Security Forum (NPSF), State Conflict Management Alliances (SCMAs), Women Peace and Security (WPS), etc. These platforms received different modalities of support and were engaged around a varying range of issues (as set out an inception in NSRP (2014) Programme Logic and Linkages, November, NSP: Abuja).

Figure 1.2 Output diagram

	1	2	3	4
Output Stream	Security and Governance	Economic and Natural Resources	Women and Girls	Research, Media and Advocacy
Aim	Improved conflict management mechanisms	Mitigating drivers of conflict	Increasing participation of, and reducing violence against, women and girls	Improved conflict prevention policy and practice
Achieved through	Broader societal participation in and oversight of conflict management mechanisms at federal, state and local level. To be accomplished by technical assistance to improve the coordination of security providers and make them more accountable to the public.	Reduced grievances in target areas around economic opportunities and distribution of resources. To be accomplished by supporting communities to manage conflicts about economic opportunities, land use and oil spills	Increased and more influential participation by women and girls in institutions and initiatives relevant to peacebuilding, with reduced prevalence and impact of VAWG. To be accomplished by supporting the implementation of a National Action Plan (NAP) on Women, Peace and Security (WPS) as well as creating safe spaces for girls and women.	Research, advocacy and the media having an increasingly positive influence on policy and practice relevant to stability and reconciliation. To be accomplished through commissioning, delivering and disseminating high quality policy-relevant research; strategic partnerships with key Nigerian institutions; training to media partners and others to increase conflict sensitive practice.

Broadly speaking, the IE found that the platforms / initiatives adopted slightly different packages of intervention. The platforms under Output 1 and 2 tended to focus on convening and mediation (right-hand column, Table 1.2) with some advocacy and sensitisation work. Outputs 3 and 4 tended to focus on advocacy and lobbying, expanding into sensitisation and convening (left-hand column, Table 1.2). In other words, Outputs 1 and 2 started in the bottom right and expand up and left; Outputs in 3 and 4 started in the top left and expanded down and right.

⁴⁴ To ensure effective use of resources, NSRP has not targeted states in which other donors are most active – e.g. Bauchi is a priority state for USAID.

⁴⁵ The range of supported platforms, their makeup and function is described in depth in the MTE report (Upper Quartile, 2016: 17) and summarised above.

Table 1.2 Key activities delivered through NSRP’s platforms and initiatives

Target Group	Key Activities: Targeted influencing and persuasion	Key Activities: Convening platforms and bringing people together
Powerholders / state and traditional authorities	Advocacy and mobilization (including research) on targeting powerholders around specific, pre-defined agendas and issues. Building strong networks with key allies and champions within government.	Convening key powerholders into longer term organization / platforms ('strengthening the peace architecture')
Citizens / protagonists of conflict	Sensitisation, awareness-raising and training of conflict sensitive ways of action	Bringing stakeholders in / protagonists of conflicts together, providing the space for mediation, dialogue, and collective decision-making on conflicts. Building ongoing relationships with communities undergoing conflict.

For ease of reference, a brief summary of the nine case studies have been provided below (Table 1.3); full copies are available at Appendix B. The next section provides an overview of the methodology used for the IE, and presents the findings and evidence for programme achievements across the three evaluation focal areas, starting with **Strengthening the Peace Architecture** (section 3.1), before moving to **Broader Societal Participation** (section 3.2) and finally **Exerting Influence** (section 3.3).

Table 1.3 Overview of IE Case Studies Overview of IE case studies

Case Study 1 : Outcomes of peace clubs in countering violence against persons living with disability in Kaduna State
<p>NSRP is supporting Women with Disability and Self Reliance Centre (WWDSRC) to establish and facilitate inclusive peace clubs for able-bodied and persons living with a disability (adolescent girls, women and adolescent boys) in Kaduna South and Kaduna North. The case study was informed by WWDSRC, NSRP, peace club members, peace club facilitators, community members, school principals hosting peace clubs, local police and Education is a Vaccine (NSRP grantee).</p> <p>The stated purpose of the project is to "have an inclusive voice and to reduce violence against women and girls with disability.". It aims to promote gender and social inclusion as persons with disability and other vulnerable groups are brought together and trained to voice one another's issues, share experiences and enhance their self-esteem.²</p> <p>The research found anecdotal evidence of improved awareness of violence targeting persons with disability, positive attitudes towards persons with disability, increased self-esteem, and reports of more peaceful coexistence at community level. However, there is little tangible evidence of a reduction in physical or other violence targeting persons with disability as a direct result of NSRP's intervention, partly because of the project's inadequate monitoring and evaluation system. The MTE also raised concerns about the reporting system for cases of violence, the inclusivity of some of the peace clubs, and aspects of the project even causing harm.</p>
Case Study 2 : Outcomes of CPPs on peaceful conduct during 2015 elections in Kaduna South LGA
<p>NSRP funded the Aid Foundation to establish and support a CPP in Kaduna South LGA. The CPP has a multi-stakeholder composition and meets on an almost monthly-basis to facilitate inter-community dialogue; improve coordination and accountability in the management of conflict; and map and monitor tensions enabling early warning and prevention. In the lead up to the 2015 election the CPP engaged in an intense period of sensitisation and reconciliation targeting youths, political and religious leaders, politicians, and political activists.</p> <p>The case study was informed by NSRP, the Aid Foundation, INEC, Christian and Muslim religious leaders, CPP members, political party members and activists, Christian and Muslim youths involved with CPP as well as those not directly engaged. The research found positive behavioural changes amongst those actors targeted by the CPP. Tolerance and engagement between Muslims and Christians and people from different political persuasions is perceived to have increased and there are direct links between these positive changes and the peaceful conduct of the 2015 election in Kaduna South.</p> <p>NSRP additionality and contribution at the lower levels of the Theory of Change is clear. In the absence of NSRP support, it is likely that the key local-level actors in the field of peace building would still have been active, however, NSRP has played a critical role in bringing together and coordinating this diverse range of actors into one multi-stakeholder platform. Through the creation of this platform NSRP has facilitated constructive dialogue for change between those involved in violence and those who live with its consequences, including those who are rarely consulted but who are most severely affected. NSRP has contributed to this through 'enabling' (with long-term grant support) the Aid Foundation to convene and support the CPP. NSRP's upfront training and technical assistance is also appreciated by the CPP members, although key informants were unable to 'pin point' the specific contribution beyond a general strengthening of their approach to running the CPP. It is also noted that this case study represents only one aspect of the CPPs work. Its effectiveness in other areas, and NSRP's specific contribution, is not known.</p>
Case Study 3 : Outcomes of research on approaches to Countering Violent Extremism
<p>NSRP provided financial support to a major research study on Radicalisation, Counter-radicalisation, and De-radicalisation in Nigeria. The study was conceived by, and conducted in conjunction with, the Government of Nigeria (GON), Office of the National Security Adviser (ONSA). The study resulted in eight research papers which were condensed into five policy briefs, each providing a series of recommendations to counter the insurgency.</p> <p>This case study considers the contribution of this NSRP-funded research to outcomes among key actors in relation to the approach to countering violent extremism (CVE). It was informed by NSRP, two ONRN lead researchers, ONSA's [Former] Director, Behaviour Change and Communications and Head Of Department of Behavioural Analysis, as well as a Muslim Community Centre representative. During the period under consideration the approach to CVE changed substantially with the conceptualisation and pilot implementation of a new 'softer' and 'holistic' approach to CVE as well as a change in the nature of communication among key actors.</p> <p>There is evidence that a range of stakeholders are engaging with the research. For ONSA, the major benefit of the research study seems to have been in validating their approach, providing an evidence base in support of their chosen course which could help secure wider buy-in amongst key stakeholders during implementation of their new programme. However, outcomes in terms of the influence of evidence are not yet confirmed.</p>
Case Study 4 : Outcomes of conflict sensitivity training on reporters' coverage of the 2015 elections in Kano, Borno, Plateau and Rivers States
<p>NSRP aimed to help Nigeria to manage conflict through non-violent means by assisting media outlets to report more professionally and objectively in a conflict sensitive manner, including by recognizing and not further propagating hate speech, during the 2015 election period.</p> <p>The case is informed by NSRP, NSRP's media advisor and media mentors/managers/journalists from six stations in Rivers, Kano, Jos and Borno states. The criteria for choosing partner stations were their capacity to reach a wide population; private ownership (as it is harder to influence government-owned entities); and the existence of talk show programmes.</p> <p>The outcomes of the conflict sensitivity training were very positive, partly because they built on existing knowledge and training within partner stations. Key persons within all partner stations adopted the CSC approach and were able to adapt it to pre-election coverage. Journalists adopted a new set of professional standards, guiding principles and behaviours during the pre-election period that would not have been possible, without NSRP. This knowledge is reportedly being "stepped down" within partner stations, although the degree to which this is occurring is unclear. A key finding is that a combination of media training and mentoring seems to be most effective in bringing about behaviour change. NSRP was part of a broad civil society effort in the run-up to the elections to maintain peace, with numerous other actors playing a role in "dousing" tensions. Its role was innovative, filled a key gap, and has the potential to result in a lasting impact if continued. However, behaviour changes in partner stations are not considered to be institutionalized.</p>

¹ WWDSRC (2013), Grant Application, p.5.

² WWDSRC (2013), Grant Application, p.4.

³ For example, mass media are currently perceived to play a very limited role in conflict management (2% unprompted, 5% prompted). NOI Polls/NSRP (2014), The 2014 Annual Perception Survey Draft Quantitative Report For the Nigeria Stability and Reconciliation Programme (NSRP), July, p. 8.

Case Study 5 : Addressing youth unemployment in Kano State

NSRP is supporting the Resource Centre for Human Rights and Civic Education (CHRICED) in three Local Government Areas (LGAs) in Kano state to advocate to government agencies for transparency and fairness in their employment and empowerment programmes.

The case study was informed by CHRICED, NSRP, youth associations in three LGAs, and government employment/empowerment agencies. Following advocacy activities and a number of high-level and increasingly inclusive round tables, CHRICED finalized a Code of Principles (Youth Employment and Empowerment Programmes in Kano State: Draft Principles for Programme Design and Implementation) in February 2015 to aid employment/ empowerment agencies' in programme design and implementation. The Code is wide-reaching and includes recommendations on improving transparency, inclusion and coordination and has been validated by a number of government state actors in Kano. It is a voluntary, non-binding document that CHRICED hopes to transform into legislation.

The MTE found that while CHRICED's work has resulted in increased empowerment and participation of youth in the processes around the Code of Principles, including in advocacy activities to decision-makers, it has not yet influenced policy makers as expected. Examples of changed behaviour among government employment and empowerment agencies are, as yet, extremely limited.

Case Study 6 : The impact of the Eminent Persons and Expert Group Meetings [and follow-up meetings] on national security policy and practice: development of a comprehensive, inclusive, coordinated National Security Strategy

Since 2012, NSRP has supported the National Institute of Policy and Strategic Studies - a Nigerian policy, research and training institute – to convene annual Eminent Person and Expert Group Meetings (EEGMs), with the aim of positively influencing key stability and reconciliation issues in Nigeria. This case is specifically interested in the 2013 EEGM, the goal of which was to contribute to and influence the development of a comprehensive and widely acceptable National Security Strategy (NSS).

Over the case study timeline, we see the development of a new, more inclusive, more comprehensive NSS that builds significantly on any preceding it and which was developed through a more inclusive, coordinated approach than any of its predecessors, representing a marked change in approaches to drafting and developing national security strategy in Nigeria. Through the EEGMs NSRP contributed to the positive outcomes reported in the case, convening a wide range of state and non-state stakeholders in the EEGM; enhancing communication and coordination amongst these stakeholders; and enabling network members to better understand each other's remit. By providing the space for these actors to come together, NSRP enabled them to work in a problem-driven, coordinated, inclusive and aligned way and to develop a more coordinated, inclusive NSS. As well as contributing to the process through the provision of financial and technical inputs, NSRP positively aided, pushed forward and influenced the process through a strong, ongoing focus on inclusion; ongoing proactivity and its knowledge of local systems; and through leveraging its sister platforms - the NPSF and CSO Peace and Security Network.

Case Study 7 : The Role of Dialogue Mechanism Committees in the Prevention and Resolution of Land and Water Use Conflict Between Farmers and Pastoralists in Bokkos City and Daffo, Plateau State

This case study focuses on the role of Dialogue Mechanism Committees (DM) in the prevention and resolution of conflicts over land and water use (LWU) in Bokkos City and Daffo. The study assesses the change process of the LWU conflicts in these LGAs and the contributions of NSRP, through its grantee - Social Justice and Human Development for Peace Initiative - to the reduction of LWU violence.

The case found that the LWU DMs have influenced significant changes in practice amongst farmers and pastoralists – the two key groups involved in LWU conflict in these LGAs. Practice changes include the development of timetables for water use by farmers and pastoralists and the subsequent rotational use of streams; and the demarcation of cattle routes and water sources. These practices were not in place in these communities prior to the DMs and are seen to have resulted in a reduction in local-level conflicts and improvements in community-level conflict management. The shifts in practice described here were facilitated by the very presence of the DMs and driven by the ongoing sensitisation, negotiation and mediation work conducted by the DMs. The DMs focus on working with communities and the protagonists of conflict to agree on these new rules for sharing resources was identified as key.

Case Study 8 : Changes in Policy, potential in practice: Delta State Conflict Management Alliance and the Herdsmen/Farmer Conflict

The focus of this case study is the contribution of the Delta State Conflict Management Alliance (DSCMA). Over the course of the project the DSCMA fostered key relationships between different state and civil society actors with the goal of supporting conflict resolution within Delta State. More specifically, this study looks at the DSCMA's role in responding to the ongoing conflict between the Fulani herdsmen and the communities on whose land the herdsmen graze their cattle. In addition, The DSCMA created an Early Warning System that allowed communities to alert the proper security apparatus to incidences of conflict. The research was undertaken using a RAPID Outcome Assessment that focuses on changes in specific actors' behaviour, it traces DSCMA's contribution to change.

The findings highlight that the herdsmen and farmer conflict persists with ongoing violence breaking out across Delta State. Despite the work of the SCMA to mediate the problem, the governor's appointment of a special advisor to support the government's engagement with the conflict and the police's greater reactivity to outbreak of violence due to the Early Warning System, nevertheless there has been no sustainable solution to the problem. The case study suggests this is due to a reluctance by the police to pursue the herdsmen. The fact that the DSCMA is successfully convening meetings that bring civil service and security agencies together discussing conflict with civil society organisations, is a positive change and promises more broad-based, inclusive and transparent approaches to how conflicts are handled in the future.

Case Study 9 : Changes in policy, potential in practice: Kano and the Women's Peace and Security Network

This case study was centred on the analysis of the contribution of the Kano Women's Peace and Security Network (KWPSN) to a change of policy which is primarily centred on the domestication of the National Action Plan on Women, Peace and Security into a State Action Plan (SAP). In short, the study explored how this process happened, what were the behaviour changes across the main actors that led to its inauguration, what contribution did the WPSN made to these changes, and what other factors played a role.

This study has found that significant advances in policy were made during the period from 2015 to mid-2016 when another commissioner was appointed, during which period the State Action Plan was passed as policy. In addition, the WPSN have built and retained strong relationships within MoWA, including senior members and within the government more broadly. However, the policy changes and domestication of the SAP have yet to be translated into significant changes in action by government entities and it was found that there have remained significant challenges with the prosecution. Despite this, an overarching positive from the study is that now violence against women has an increasing focus and thus it has become more prominent within the public discourse, the media and within political agendas.

Programme evolution

Although a five-year programme, NSRP was implemented in three broad phases. The programme award and mobilisation took place in 2012, followed by a research and analysis phase in 2014 and design and testing in 2014. Full implementation took place in 2014-2015, with a MTR report delivered in early 2016 (key findings are summarised below); a year later, in early 2017 the decision was made by DFID to halt the programme and the programme was completed in September 2017. As indicated elsewhere, data up to end March 2017 was used to inform the final evaluation.

Key findings from the MTR

- NSRP rolled out the full range of activities, but implementation and engagement are inconsistent,
- Programme governance and management processes have many strengths and some weaknesses,
- Weaknesses in programme and project level M&E systems exists,
- There are positive examples of NSRP-supported platforms contributing to greater communication and coordination,
- Limited evidence of improved alignment in priorities and actions of key actors are visible,
- Activity to engage marginalised groups cuts across all output streams but full assessment of the reach is hampered by data limitations,
- Evidence of changing behaviours towards the inclusion of marginalised groups is weak at this stage,
- There is strong and consistent evidence that NSRP's CS & CG approaches is relevant to stakeholders, but NSRP's capacity to maintain and scale the approach appears limited,
- There is evidence of positive behaviour change as a result of CSC training and mentoring, but sustainability is a concern.
- Research activities resulted in engagement and discussion, and can serve as a catalyst.

Following the MTR, a validation workshop was held, and a range of actions were agreed by the programme partners. This included revising the logframe and ToC; however, although the indicators changed during the life of the programme the objectives did not.

Legacy and sustainability

The intension of NSRP was not to create institutions, or to operate in parallel to already existing structures. Instead, the focus was on creating 'space for convergence of actors and institutions, with the expectation that these institutions would learn and imbibe the value of consultation and coordination'⁴⁶. Sustainability seems to have been viewed by NSRP as 'beyond continuation of the platform *qua* platform but [rather] continuation of processes and practices of coordination and consultation'.

Based on this definition – and in the absence of a formal sustainability strategy - sustainability appears to have been expected as an inherent outcome of the platform approach; this however seemed to have assumed a level of behavioural change and systemic ownership which the IE has not observed, and which, in retrospect was perhaps overly ambitious within the life of the programme.

Setting aside the expectation of greater societal engagement (which has not been observed) NSRP's view of sustainability hinged on the assumption that 1) platform participants would recognise the value of the platform and find a way or guise in which to continue this type of engagement, 2) the

⁴⁶ NSRP management response to the first draft of this Final Evaluation, 11 Sept 2017.

functions of the platforms would be integrated in a more formal or official structure i.e. the voice of marginalised people would be included in mainstream discourse, or 3) the change would be of such an extent that the platform itself was no longer required, but was superseded by something else – a change in policy, processes and/or behaviour. Although some anecdotal evidence of (1) was encountered and some instances of policy and process changes have been reported, the IE has not found evidence of wholesale systemic adoption or changes in behaviour which argues that long term sustainability or legacy has been achieved.

2 METHODOLOGY

2.1 Purpose of Evaluation

The purpose of the independent evaluation is to explore the TOC that the combined effect of NSRP activities will contribute to the programme purpose, as articulated in the programme logframe. That is, it will explore the application of improved policies and practices that help to manage conflict non-violently more often in target states. This will include:

- Unpacking the processes and mechanisms by which NSRP contributes to change, and the factors facilitating and inhibiting this contribution;
- Considering unanticipated/unintended positive or negative effects of NSRP intervention; and
- Achieving the above considering, where possible/ appropriate, the programme in its entirety and looking in-depth at one or more of the interventions under NSRP's Outputs.

2.2 Scope

In keeping with the purpose identified above, all NSRP activity falls within the potential scope of the evaluation. While the evaluation will provide a holistic assessment, the breadth and complexity of the programme has prompted the NIEP to focus in on certain areas which are of particular interest.

To this end, the scope and focus of the evaluation has been established through a collaborative process, with the Independent Evaluation Provider working with DFID to deliver the learning required to inform future programming decisions, and also with NSRP – while maintaining independence.

2.3 Evaluation Process

The evaluation process is summarised as follows:

- The final evaluation builds on the MTE. During the MTE design phase (March-June 2015) the NIEP and NSRP co-developed a programme level TOC and associated EQs (see further below), which addressed NSRP's Outputs and their contribution to the intermediate outcomes of the TOC⁴⁷ (which had not hitherto been well-defined) (see Figure 2.1). The MTE addressed seven EQs, each exploring the lower reaches of the theory of change⁴⁸. The final evaluation builds on this, in a manner consistent with the timing of the evaluation.
- A key finding from the MTE was the weakness of internal systems (particularly M&E). A crucial part of the ongoing post-MTE evaluation work has been regular independent quality assurance (QA) of the refreshed logframe/results indicator framework and supporting systems that were put in place by NSRP in response to the MTE findings.
- Following the MTE, three broad evaluation focal areas were developed to address specific areas of interest to DFID, and to support wider learning from the experience of NSRP. The focal areas were developed in consultation with DFID. These focal areas help coordinate responses to the EQs and direct the methods by which the EQs will be answered.

We note that the evaluation team was able to work freely and without interference, and we acknowledge the support and cooperation of all stakeholders in carrying out the evaluation.

The implications of this evaluation process for changes to the TOR are addressed below.

⁴⁷ NSRP had already developed a programme level logic document as well as logic documents for each of its Outputs. Drawing on these, the evaluation team worked with NSRP to retrospectively develop a programme level TOC which elaborated the 'missing middle' between NSRP's inputs, activities and outputs and the envisaged outcome. This TOC was refined and validated at the MTE Planning Workshop in Abuja in May 2015.

⁴⁸ Evaluation Questions 1,2,3,4,6,8 and 11.

2.4 Focal Areas

The process described above resulted in the following three themes being identified as key focal areas for the final evaluation, within the scope of the wider, holistic programme-level assessment:

- **Strengthening the Peace Architecture:** NSRP's contribution to strengthening the peace architecture at federal, state and local level and; the conditions necessary for the sustainable creation of platforms for engagement that support non-violent conflict management;
- **Broader Societal Participation:** participation in, and oversight by, non-state actors (including marginalised voices) in the peace architecture; to what extent has this been achieved and with what effect; and
- **Exerting Influence:** how, and how far, NSRP platforms and interventions have been able to influence policy and practice in conflict management.

In addition, the evaluation sought to **learn lessons from NSRP experience** which will be applicable for future programme decisions.

Each of the focal areas address aspects of both the EQs and the TOC (see Table 2.1 and Table 2.2). The final evaluation report is structured around these three focal areas and draws on evidence from across NSRP's relevant interventions to arrive at programme level conclusions. The following section demonstrates how the focal areas provide an analytical perspective on the TOC.

2.5 Relationship of focal areas to the theory of change

The programme-level TOC (as developed at the MTE design phase) is the framework guiding the evaluation and its key lines of enquiry. As Figure 2.1 illustrates, the relationship between NSRPs Outputs and intended outcome/impact is neither direct nor linear. The EQs focus on the key links and assumptions of the TOC from outcome Levels 1 to 4.

At outcome level 1 we see the 'building blocks' for change: *improved communication and information sharing between stakeholders; broader societal participation and the inclusion of marginalised voices; building the capacity of media platforms to deliver more frequent and more gender and conflict sensitive coverage; and the uptake of knowledge on conflict related issues.*

Key assumptions at this level are that: stakeholders are willing to work with NSRP; capable and credible 'agents of change' exist at the federal, state and LGA levels; marginalised groups are able and willing to come together around conflict resolution and peace-building issues; stakeholders are willing to use new knowledge on conflict and peace-building; and, that the media are aware of their capacity to inflame conflict.

- **Focal Area, Strengthening the Peace Architecture:** the evaluation considers these outcomes in relation to NSRP's platforms/interventions which are intervening directly to prevent/ resolve conflict; similarities and differences between and within platform/intervention types and operational levels are explored.
- **Focal Area, Broader societal participation:** the evaluation identifies how the involvement of marginalised voices has been promoted.

At outcome level 2, a 'virtuous circle', whereby outcomes are occurring simultaneously and are mutually reinforcing, is envisaged. The intention is that regular, meaningful and sustained dialogue among stakeholders results in *improved alignment in strategic priorities and actions of these stakeholders and a move towards the institutionalisation of engagement platforms.*

Simultaneously, as societal participation broadens and becomes more regular, *capacity to effectively use knowledge, influence and advocate for change is built.* This process of demand-driven empowerment is facilitated by, and encourages further development and use of, knowledge and information on conflict-related issues from media sources and through NSRP commissioned research. *Access and uptake of knowledge and evidence, coupled with increasing public pressure for change* influences decision makers, who engage with the full spectrum of stakeholders via institutionalised platforms; thus, completing the circle.

The common point between all the processes outlined here is *dialogue*; achievement of each Level 2 outcome relies on meaningful, sustained and inclusive dialogue and debate.

The assumptions are that: state and non-state actors perceive benefits from listening to broader society (including marginalised groups); that ‘spaces’ can be opened for inclusive dialogue and that these spaces act as a catalyst for individuals and organisations to act; increased inclusion of empowered groups leads to more public scrutiny and public demand for change; and, that the media are willing to play their part in deterring violence and in not inflaming conflict.

- **Focal Area, Broader societal participation:** the evaluation will identify how the involvement of marginalised voices has influenced demand for changed conflict management policies and practices.
- **Focal Area, Exerting influence:** the evaluation will explore *how* platforms have successfully exerted influence, identifying specific factors that have been instrumental in this.

At level 3 we once again see multiple and mutually reinforcing outcomes. It is theorised that newly acquired knowledge and increased participation in inclusive dialogue mechanisms will result in increased *capacity and resilience of communities to manage and resolve conflict non-violently*. This process will, in turn, contribute to the increased *accountability, capacity and responsiveness of decision makers*, through more widespread dialogue, debate and public scrutiny as well as access to more and better evidence around conflict issues.

- **Focal Area, Broader societal participation:** the evaluation will explore, insofar as possible, the degree to which societal participation of marginalised groups has been institutionalised;
- **Focal Area, Exerting influence:** the evaluation will establish, insofar as is possible, the manner in which networks of influence can be sustainably created.

The combined effect of this participation, empowerment, capacity, evidence and accountability across all stakeholders is intended to be *tangible changes in policy, practice and narrative around violence*. The assumptions that apply here are: that stakeholders are willing and able to change their behaviours and act to address grievances; and that there is appetite, will and capacity amongst decisions makers to use the evidence base for improved, more evidence-based policy and practice.

Finally, at the upper outcome level (level 4) it is theorised that, if stakeholders work together at federal, state, LGA and community levels to achieve intermediate outcomes at levels 1-3, then the combined effect will be that targeted state and non-state, formal and traditional conflict management institutions will manage conflict non-violently more often, and the negative impacts of conflict, especially on the most vulnerable, will be reduced.

- **Focal Area, Strengthening the Peace Architecture:** the evaluation considers this outcome in relation to NSRP’s platforms/interventions which are intervening directly to prevent/ resolve conflict; similarities and differences between and within platform/intervention types and operational levels are explored.

Figure 2.1 Programme level theory of change (developed with NSRP – May/June 2015)

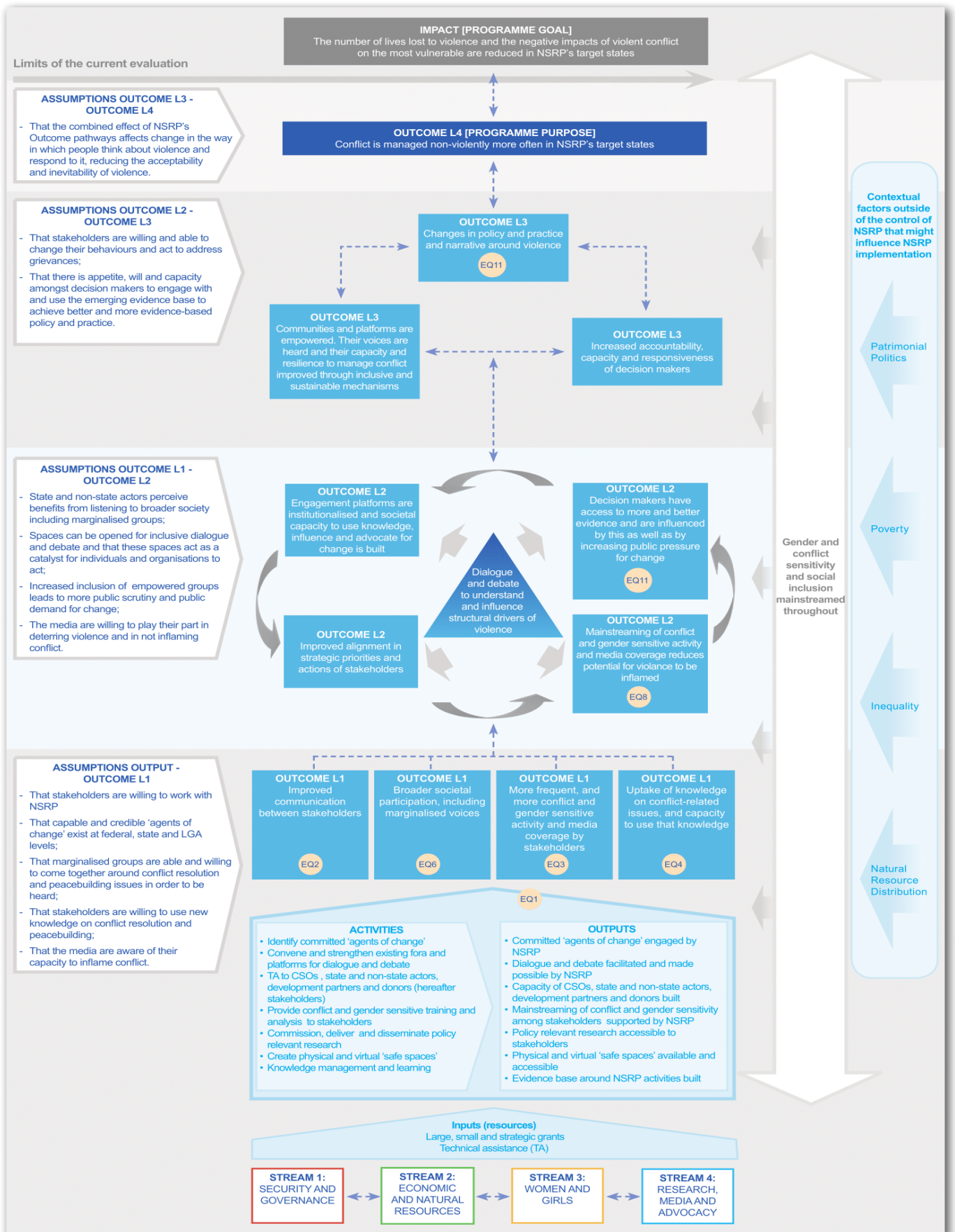


Table 2.1 Addressing the Evaluation Questions (Greyed out EQs not included in FTE, with justification noted)

Evaluation Question		The Peace Architecture	Broader Societal Participation	Exerting Influence	Final Evaluation	Justification for not including EQ as an evaluation focal area going forward
EQ1	To what extent is NSRP support being utilised as envisaged?					Not a focus for the evaluation going forward. Significant evidence was gathered during the MTE and the evaluation is now focused on the higher outcome-level, as opposed to the activity level.
EQ2	To what extent, and in what ways, have channels for communication and information sharing been strengthened?					As above.
EQ3	To what extent, and in what ways, has NSRP encouraged stakeholders and NSRP itself to adopt and apply a conflict and gender sensitive approach?					The MTE found positive evidence of more and more frequent conflict sensitive (CS) and gender sensitive (GS) activity by stakeholders and internally within NSRP itself, and strong and consistent evidence that the approach is relevant to a diverse range of stakeholders. The challenge for NSRP is in sustaining and building on outcomes achieved. Given the evidence from the MTE, this will not be a focus for the evaluation going forward. The Final Evaluation will, however, utilise NSRP's M&E data where possible to build on the MTE findings and draw conclusions on institutionalisation and sustainability of CS/GS outcomes.
EQ4	What is the evidence that NSRP commissioned research is being/will be taken up by stakeholders?					The MTE found some evidence that, at the basic level, research is being taken up by stakeholders (i.e. interest, engagement and discussion). Going forward the focus of the evaluation will be on the influence of research on policy and practice (see EQ11).
EQ5	To what extent, and in what ways, have coordination, and alignment of strategic priorities and actions among NSRP stakeholders improved? NB: Wording of EQ has been refined. ⁴⁹	✓		✓	✓	
EQ6	To what extent, and in what ways, has regular, meaningful and sustained participation in dialogue and debate, including the voices of marginalised groups, been achieved?		✓		✓	
EQ7	To what extent, and in what ways, has the capacity of broader society to use knowledge, influence and advocate for change been built?		✓	✓	✓	
EQ8	To what extent are NSRP's media partners a). aware of their capacity to inflame conflict and b). proactive in reducing, not inflaming violence?					The MTE found strong evidence of the relevance of NSRP's approach to a broad range of stakeholders; of increased awareness amongst stakeholders of their capacity to inflame conflict; and of more frequent and more conflict sensitive media coverage as

⁴⁹ The wording of EQ5 has been adjusted to reflect the focus of the programme on increasing coordination (as well as alignment) amongst security institutions and civil society at the federal, state and community levels.



Evaluation Question	The Peace Architecture	Broader Societal Participation	Exerting Influence	Final Evaluation	Justification for not including EQ as an evaluation focal area going forward
					a result of NSRP-supported activity. The challenge will be in further growing and sustaining positive outcomes given NSRP's finite resources. Given evidence from the MTE (and wider) in relation to this type of activity, this will not be a focus for the evaluation going forward. The Final Evaluation will, however, draw on NSRP's M&E data where possible to build on the MTE findings and draw conclusions on the sustainability of CSC outcomes and any demonstration effect observed.
EQ9		✓	✓	✓	
EQ10					<p>This EQ was developed to test high-level assumptions of the TOC which informed the MTE.</p> <p>The programme logic document contends that NSRP's integrated approach will support a process of increased <i>responsiveness</i> and <i>accountability</i> amongst those institutions with a mandate for conflict management and peace-building; brought about through enhanced communication, coordination and inclusion:</p> <p><i>"interventions to support greater coordination among security institutions and civil society at federal level are being reinforced by similar interventions at state and local levels. The rationale is that if the apex security decision makers and service providers at the federal level become more coordinated, inclusive and accountable, the change will have multiplier effects at state and local levels, particularly if there is also demand from state and local civil society for these changes."</i> (NSRP, 2014:10).</p> <p>Outcomes are sought specifically in relation to conflict-management and peace-building processes, as opposed to wider governance issues. The EQ as it stands is considered too broad to be answered satisfactorily by the evaluation. Realistically, this EQ is best addressed through EQ5 (which will consider the extent to which the capacity of key stakeholders (including security institutions and civil society) has been built through increased coordination and alignment); EQ6 (which will provide evidence/analysis on the extent to which broader societal participation has 'genuinely'</p>

⁵⁰ The wording of EQ9 has been adjusted to something that the NIEP can more realistically explore. In addressing the EQ, as it now stands, the NIEP will draw on NSRP's M&E data in relation to conflicts managed or mitigated non-violently via supported Platforms/interventions (i.e. verified examples of where Platforms or other interventions (such as youth employment interventions, Peace Clubs or community level small grants) have led to/contributed to non-violent conflict management). This could potentially be analysed in conjunction with APS data looking at wider trends on effective conflict management as well as the data collected by the NIEP through KIIs and FGDs in relation to other evaluation focal areas (i.e. those which consider the specific 'contribution' of NSRP processes of change). The balance of evidence available will allow comment/conclusions regarding NSRP's effectiveness in specific intervention areas. The extent to which we will be able to comment on any 'cascade effect' or outcomes for wider communities as a whole will be limited.



Evaluation Question		The Peace Architecture	Broader Societal Participation	Exerting Influence	Final Evaluation	Justification for not including EQ as an evaluation focal area going forward
						been achieved within NSRP-supported Platforms); and EQ11 (which will consider the willingness and capacity of key actors/institutions to act in response to areas that NSRP-supported Platforms/interventions are trying to influence). For these reasons EQ10 has been dropped as a standalone EQ.
EQ11	To what extent have NSRP’s Platforms/initiatives (including research) influenced key actors/institutions in the conflict arena, resulting in changes in policy and practice that enhance stability and reconciliation? NB: Wording of EQ has been refined. ⁵¹			✓	✓	
EQ12	To what extent have perceptions of (and responses to) violent conflict changed in target states and LGA’s over NSRP’s lifetime, why, how and with what effect?				✓	
EQ13	To what extent is the NSRP TOC considered to have held true in practice?				✓	
EQ14	What evidence is there that NSRP’s observed contribution to the process of change will be sustained post NSRP intervention?				✓	
EQ15	What are the key lessons from NSRP which may be transferred to maximise the relevance, efficiency, effectiveness, cost-effectiveness, impact and sustainability of future conflict resolution and peace-building programmes in Nigeria and elsewhere?				✓	

Source: NIEP Way Forward Concept Note [040816] pp9-11.

⁵¹ This EQ has been broadened since the MTE. Originally focused solely on the influence of research and evidence on policy and practice, the revised question now aligns more closely to the programme’s broad approach to delivering policy and practice change which includes research, Platforms and initiatives cutting across all four outputs streams.

**Table 2.2 Relationship Between FTE Evaluation Questions and TOC**

FTE Evaluation questions	Theory of change
EQ6. To what extent, and in what ways, has regular, meaningful and sustained participation in dialogue and debate, including the voices of marginalised groups, been achieved?	L1: Broader Societal Participation, including marginalised voices
EQ7. To what extent, and in what ways, has the capacity of broader society to use knowledge, influence and advocate for change been built?	L1 Uptake of knowledge on conflict related issues and capacity to use that knowledge L2 Engagement platforms are institutionalised & societal capacity to use knowledge / influence is built
EQ5. To what extent, and in what ways, have coordination and alignment of strategic priorities/ actions among NSRP stakeholders improved? NB: Wording of EQ refined post MTE.	L2 Improved alignment of strategic priorities and actions of stakeholders
EQ10. What is the evidence that accountability, capacity and responsiveness among decision makers has increased?	L2 Decision makers have access to more / better evidence & are influenced by this & public pressure for change L3 Increased accountability capacity and responsiveness of decision-makers
EQ11. To what extent have NSRP's Platforms/initiatives (including research) influenced key actors/institutions in the conflict arena, resulting in changes in policy and practice that enhance stability and reconciliation? NB: Wording of EQ refined post MTE.	L2 Decision makers have access to more / better evidence & are influence by this as well as by increasing public pressure for change L3 Changes in policy and practice and narrative around violence
EQ9. What is the evidence that NSRP has contributed to communities' capacity to manage and resolve conflicts non-violently? NB: Wording of EQ refined post MTE.	L3: Communities are empowered; their voices are heard and their capacity and resilience to manage conflict
EQ12. To what extent have perceptions of (and responses to) violent conflict changed in target states and LGA's over NSRP's lifetime, why, how and with what effect?	L3 Changes in policy, practice and narrative around violence L4 Conflict is managed non-violently more often in NSRP's target states
EQ13. To what extent is the NSRP TOC considered to have held true?	L1-L4
EQ14. What evidence is there that NSRP's observed contribution to the process of change will be sustained post NSRP intervention?	L4
EQ15. What are the key lessons from NSRP which may be transferred to maximise the relevance, efficiency, effectiveness, cost-effectiveness, impact and sustainability of future conflict resolution and peace-building programmes in Nigeria and elsewhere?	n/a

2.6 Evaluation timing and limitations

Following the MTE⁵², the decision was taken for the NIEP to maintain regular contact with NSRP, conducting regular evaluative activity culminating in a final evaluation product in mid/late-2017. This timescale was set under the assumption that NSRP would receive a one-year no cost extension taking programming through until July 2018. Providing the evaluation findings in mid/late- 2017 was intended to provide DFID with the evidence to inform decision making and the design of any successor programme.

In January 2017, the NIEP was informed that NSRP would not be awarded a no cost extension, and that the programme would close in mid-2017. At this point the NIEP compressed its work programme, completing the remainder of its planned primary research by end-April 2017. This ensured that the NIEP could access stakeholders and beneficiaries while they were still actively involved in programme activities and that evaluation requirements, as far as possible, did not place additional burden on staff during the programme close-down process.

Use is made of NSRP monitoring data through to the quarter ending March 2017 (made available June 2017). Programme results achieved beyond this time could not be included within the evaluation reporting schedule. This should be noted as a limitation of the findings. However, it is our view that the scale of results in the final, winding-up period of the programme, would need to be significantly different from the prevailing trend to alter the evaluation conclusions. We have no grounds to assume that this has been the case.

2.7 Evaluation audiences

The main audience for the evaluation is DFID and other donors who are engaged in the design and management of interventions to address conflict in Nigeria and other fragile and conflict-affected states (FCAS).

In addition, this report has been written with a view to encouraging reflection and the uptake of key learning by NSRP's consortium partners (especially the British Council which is embarking on a European Union (EU) funded conflict management and peace-building programme in north east Nigeria).

The executive summary is suitable for stand-alone publication and is intended for two different audiences: those with programme specific knowledge, including NSRP personnel and grantees (many of who will continue to be involved in conflict management and peace-building activity in Nigeria); and development practitioners involved in the delivery of complex, adaptive programming. Learning from NSRP will have value to both these groups.

2.8 Note on deviations from the terms of reference and evaluation design

The independent evaluation of NSRP has evolved considerably over the course of its design and delivery. This evolution has been driven by programme delivery timescales and changes, DFID requirements, evaluation resources and the emerging evidence base.

These changes have not been documented in a revised TOR. Rather, at each turning point developments/ changes to the evaluation have been agreed in writing with the DFID-Nigeria Senior Responsible Officer (SRO). Developments/ changes are also set out clearly in the NIEP's formal outputs⁵³.

⁵² The terms of reference set no timescale for the MTE. The timing– in late-2015 – was dictated primarily by the need to ensure that implementation had progressed sufficiently to allow something of substance for the MTE to explore, while also ensuring that enough time remained for NSRP to incorporate key learning into its programming.

⁵³ NSRP-IEP Way Forward Workplan (August 2013a); NSRP-IEP Inception Report (November 2013b); NSRP-IEP Mid-term evaluation design document (May 2015); NSRP-IEP Way Forward Concept Note (August 2016); NSRP-IEP Progress Reports #1 - #4 (October 2016-July 2017).

Although the evaluation approach and the wording of specific aims and objectives have changed, the final evaluation remains true to the spirit of the original TOR – all deviations have been to ensure the feasibility of the evaluation and the utility of the evidence. Table 2.3 outlines the major deviations from the TOR.

Table 2.3 Deviations from TOR

Deviation from TOR	Comment on deviation
Inception phase deliverables differ significantly from those envisaged in the TOR	During the inception phase, it was agreed with DFID/NSRP to postpone the detailed evaluation design. Programme implementation was at a nascent stage and it was felt better to wait and see the direction of travel so that an appropriate evaluation design could be shaped around the programme as it evolved. A revised focus for the inception phase was agreed. The NIEP's inception outputs reflect this focus.
Baseline data collection and a baseline report	Given the change in focus for the evaluation inception phase, and the decision to postpone the MTE design, TOR requirements for baseline data collection and a baseline report were not fulfilled. The rationale came from the fact that at the time of the inception phase NSRP's activities were just beginning and it was not clear where the focus of the evaluation would be. The evaluation has therefore proceeded in the absence of a bespoke evaluative baseline. This was agreed with DFID in the inception phase.
Methodology	The TOR requires a 'rigorous mixed method approach'. It is not explicit in the TOR that quantitative primary data collection is a requirement of the NIEP, but it is suggested. The NIEP's original tender for the evaluation proposed quantitative primary data collection to supplement NSRP's internal M&E system and potentially engage a comparison group. Post Tender Clarification negotiations with DFID removed this element to reduce the tender value. As part of the final evaluation, to address a recognised gap in NSRP's data, the NIEP did conduct a survey of NSRP platform participants. Resource for this was originally ring-fenced for in-depth case study research.
Final evaluation deliverables	<p>In agreement with DFID the evaluation approach was transformed post-MTE. The NIEP has produced a final evaluation report (this document) containing an executive summary and recommendations as required, but this is not based on a single summative wave of data collection. Instead, this output draws on evidence from the MTE and the various evaluative activities that have been conducted over the year from August 2016 (when the Way Forward Concept Note was submitted and approved).</p> <p>Data collection, analysis and synthesis for the final evaluation centres on the key focal areas of interest to DFID Nigeria – the evaluation questions are answered within this broader framework.</p> <p>Rather than a dissemination event, the NIEP will hold an evaluation validation workshop with DFID, the consortium partners and core NSRP staff in late-August.</p> <p>Changes to the evaluation approach mean that no further resource is available for wider dissemination/communication activities or production of peer review publications⁵⁴. The NIEP (and its individual team members) may be willing to take part in communication/dissemination activity at the invitation of DFID or the NSRP consortium. This will be discussed and agreed when the opportunity arises.</p>

In addition, it is worth noting that some elements of the MTE design (approved by SEQAS⁵⁵ in May 2016) that could not be fulfilled at the MTE stage, have been picked up and addressed as part of the final evaluation.

Firstly, the MTE design proposed a significant volume of analysis of NSRP programme monitoring data. It was intended that this analysis would be conducted at the MTE stage with follow up for the final evaluation. At the MTE stage, this analysis was very limited. This was due to inconsistencies,

⁵⁴ Although this may be taken forward independently by individual NIEP team members operating outside of WYG.

⁵⁵ DFID's independent quality assurance service for evaluation outputs, now known as EQUALS.

missing data and concerns over the quality and objectivity of some sources. Post-MTE, the NIEP has engaged with the NSRP M&E team on a quarterly basis to review M&E data, making recommendations each quarter to improve data quality.

Analysis drawing on NSRP monitoring data is, as a result, much more prominent at this final evaluation stage. However, the analysis is still not of the scale envisaged by the MTE design document. This is discussed in the NIEP Final Evaluation Analysis Plan, submitted and signed off by DFID in December 2016. Second, the MTE design proposed ‘simple network analysis’ as a component of the evaluation. While this was not possible at the MTE stage, this has been completed for the final evaluation using data from the NIEP’s survey of NSRP platform participants.

2.9 Evaluation Design and Methods

The evaluation design

The evaluation design is a hybrid theory-based/case-based design. This design was selected at the MTE stage to address the **exploratory and learning orientation** required of the evaluation; **programme attributes and operational context** (NSRP is a complex programme⁵⁶ operating in diverse and challenging environments, the evaluation design must be flexible enough to accommodate this); and the **available design options**⁵⁷. This overarching design was retained for the final evaluation. This design has allowed evaluation to take place at programme level as well as looking in-depth at a smaller number of specific activities and programme elements. This approach satisfies the requirements of the TOR⁵⁸.

The evaluation methods

The evaluation uses mixed-methods, combining desk-based analysis of secondary source data with primary data collection, both qualitative and quantitative (see Table 2.4). Overall the strategy has been twofold:

First, to draw on the NSRP M&E System while providing support ‘little and often’. The NIEP team provided regular oversight and QA of NSRP M&E data. Monitoring data has been collated and analysed to inform the final evaluation.

Second, to add value and fill gaps with specifically designed evaluative work: Activity homed in on the key focal areas and corresponding EQs/ aspects of the TOC. This included:

- *Case studies:* to provide in-depth context and trace causal links within the TOC, identifying the conditions for success and failure, and offering explanatory value to the monitoring data.
- *Platform participant survey:* a multi-faceted survey of platform participants which cuts across the focal areas and all levels of the TOC. The survey considers the activity of NSRP platforms, the extent to which participation of different groups happens and is ‘genuine’ (focal area, broadening societal participation), and members’ perceptions of the key behavioural changes in policy and practice which will lead to the non-violent resolution of conflict (focal area, strengthening peace architecture). From this we also analyse the strengths and weaknesses of particular networks.
- *Qualitative Comparative Analysis:* to explore the conditions associated with platform success and provide a programme level overview which reinforces the insights from in-depth case studies and the perception survey (focal area, strengthening peace architecture).

⁵⁶ The MTE Design Document sets out various dimensions of programme complexity, noting: multiple and diverse activities with dynamic and unpredictable lines of causation; customised non-standard activities; working ‘indirectly’ through ‘agents’; intended outcomes are difficult to measure and in parts intangible; overlap with other interventions; likely impacts are long term; working in areas of limited understanding/experience [Upper Quartile, 2015: p20 (unpublished)].

⁵⁷ Drawing on the work of Stern et al 2012: p24.

⁵⁸ The process of selecting the evaluation design is set out in the MTE Design Document [Upper Quartile, 2015 (unpublished)].

These core methods are supplemented by documentary review, KIIs with NSRP staff and consortium partners, and insights from the MTE. The core methods, and the limitations of the data, are discussed individually below.

Table 2.4 Principal Method Summary

	QA NSRP M&E data	ROA Case Studies	Survey of NSRP platform participants	Qualitative comparative analysis
Strengthening the peace architecture	✓	✓	✓	✓
Broader societal participation	✓	✓	✓	✓
Exerting influence	✓	✓		
Learning from NSRP experience	Triangulated analysis			

Method 1: Quality assurance, review and analysis of NSRP M&E data

The MTE highlighted weaknesses in NSRP’s internal M&E data, systems and processes. As a result, NSRP overhauled the M&E system, producing a refreshed Logframe and Results Indicator Framework with a focus on monitoring and evidencing outcomes. Over the course of the final evaluation the NIEP conducted independent QA reviews of NSRP’s M&E systems on a quarterly basis. The aim was to ensure useful and high-quality evidence of programme benefits was being gathered, identifying areas of weakness and making recommendations for improvement.

At each review point a three-stage process was employed. Step 1: Consultation with M&E staff; Step 2: Data review; Step 3: Assessment. The output was a dashboard of findings which noted the areas where positive progress had been made (green), areas for improvement (amber) and areas for review or action (red). Over the course of three reviews⁵⁹ the NIEP made a series of recommendations most of which were taken forward by NSRP.

In May-June 2017 the NIEP received final monitoring data and supporting evidence (where available) from NSRP. This included datasets and headline findings from the 2017 Annual Perception Survey (APS). Data analysis has been undertaken in line with a detailed analysis plan⁶⁰. This plan matched data sources to the EQs and final evaluation focal areas, set out the types of analysis to be undertaken and the limitations of the data sources.

An important element of the NSRP monitoring approach is the APS: the APS offers a comprehensive and statistically representative sample survey of the effectiveness of Nigeria’s peace architecture as perceived by citizens within the target programme areas. The APS has been conducted annually since 2013 and is representative of selected urban and rural LGAs within the eight target states. Detailed methodology for the APS is noted in Appendix C.

Method 2: RAPID Outcome Assessment (ROA) Case Studies

The NIEP has developed a series of case studies looking at specific NSRP interventions. These provide ‘depth’ and a rich qualitative evidence base to the evaluation. The methodology might be described as “ROA Plus”: that is, the RAPID Outcome Assessment (ROA) supplemented by additional components.

⁵⁹ The third (and final) review was conducted in February 2017 using NSRP data complete/verified to December 2016.

⁶⁰ The final evaluation analysis plan was submitted to DFID as part of quarterly IEP outputs in December 2017

The core ROA approach identifies the key actors who are influential in respect of a particular area of policy. It explores changes in behaviour actor by actor along a timeline, before establishing what factors contributed to observed/perceived changes, and the overall outcomes in the policy or practice environment. The “plus” part in the NIEP’s methodology involves exploration of important aspects of the NSRP TOC⁶¹.

ROA challenges direct causality, focusing on contribution rather than attribution. This is useful for NSRP which could only ever be one of a number of factors contributing to a process of change. ROA is conducted in three stages:

- **Background research and preparation** – Document/data review and a series of informal conversations to develop an outline case history.
- **Collaborative ROA workshop/individual interviews**⁶² to identify the boundary partners (i.e. those to be influenced); their current behaviours; the key policy or practice change processes they are engaged in; the ‘progress markers’ that demonstrate change is occurring; and the external factors at play in the wider environment.
- **Validation and follow-up** for researchers to refine the stories of change.

In total, nine case studies were developed over the evaluation life-cycle (five to inform the MTE and four post-MTE) (see Box 2.1). Case selection at the MTE stage was based on a five-dimensional scoring criteria⁶³. Twenty potential cases were proposed by NSRP and the NIEP selected five which offered a spread across NSRP’s Outputs and operational locations, and which directly addressed the priority EQs for the MTE.

Post-MTE, the selection process drew on NSRP’s revised monitoring data (now capturing instances of policy/practice change) with input from NSRP staff and partners/platform convenors. These case studies have focused on ‘influence’ (a focal area for the final evaluation), specifically, NSRP’s success in exerting influence in relation to conflict resolution/peace-building policy and practice change, the factors facilitating and inhibiting success.

Box 2.1 ROA Case Studies

- **Case study 1:** Outcomes of Peace Clubs on countering violence against persons living with disability.
- **Case study 2:** Outcomes of CPPs on peaceful conduct during the 2015 elections in Kaduna South LGA.
- **Case study 3:** Outcomes of research on De-radicalisation on the government’s programme on countering violent extremism.
- **Case study 4:** Outcome of conflict sensitivity training on reporters’ coverage of the 2015 elections.
- **Case study 5:** Adoption of code of principles and standards on government employment programmes.
- **Case study 6:** The Role of Dialogue Mechanism Committees in the Prevention and Resolution of Land and Water Use Conflict Between Farmers and Pastoralists in Bokkos City and Daffo, Plateau State
- **Case study 7:** The impact of the Eminent Persons and Expert Group Meetings on national security policy and practice: development of a comprehensive, inclusive, coordinated National Security Strategy
- **Case study 8:** Changes in Policy, potential in practice: Delta State Conflict Management Alliance and the Herdsmen/Farmer Conflict

⁶¹ Since NSRP’s TOC is predicated on inter-linkages across its various output streams and operating levels, the case study methodology (more so post-MTE) considers these linkages specifically as well as the quality and extent of participation.

⁶² Ideally the workshop would be a collaborative exercise. Practical and logistical constraints prevented this in some cases.

⁶³ NSRP were asked to present cases that met some/all of the following: (1) areas of high resource intensity for NSRP; (2) cases potentially demonstrating added value as a result of integration with other programme components; (3) ‘green shoots’ (i.e. cases where NSRP believed they contributed/will contribute to positive outcomes); (4) cases with a limited existing evidence base and opportunities for key learning; and (5) cases in locations accessible to the local and international team for primary research.

▪ **Case study 9:** Changes in policy and practice: Kano and the Women’s Peace and Security Network

The main limitation of the ROA approach is that the workshops and interviews offer a subjective account of the process of change, mainly from parties with an interest in the cases. The NIEP has sought to validate findings (stage 3 of the ROA process) where possible in follow-up face to face and telephone interviews.

The case studies make clear the source and relative strength of the evidence underpinning findings and conclusions. Further, case studies offer an in-depth look at small components of NSRP programming, in specific contexts and at one point in time; they may not be valid at programme level. Cross-case analysis, exploring similarities and differences across the nine case studies, informed the final evaluation. Case study evidence is used to illustrate key points throughout this report. Standalone case study reports are included at Appendix B.

The section of cases also relies on NSRP advice regarding appropriate case, and as such, despite the best of intention, is inevitably open to a degree of potential selection bias. We acknowledge this and address potential case selection bias through triangulation by method.

Method 3: Survey of NSRP platform members

The NIEP designed and administered a survey to members of NSRP’s multi-stakeholder platforms in early 2017. All platforms, including direct intervention and advocacy platforms, were in scope for the survey. The survey addressed two focal areas:

- **Broader Societal Participation:** the survey addressed gaps in NSRP’s monitoring data in relation to participation and “the voice” of platform members⁶⁴. To this end, it considered key indicators of democratic dialogue (inclusivity, safe space, learning, good faith and empowerment⁶⁵) as a means of exploring the extent to which “genuine” (as opposed to “tokenistic”) participation has been achieved.
- **Strengthening the peace architecture:** Questions were included in the survey in relation to the outputs and outcomes of platform activity⁶⁶, coordination with other organisations, accountability⁶⁷, and sustainability. In addition, the survey considered the establishment and maintenance of productive networks among Nigeria’s conflict management institutions, and the nature and quality of these relationships.

The survey was developed by the NIEP and was subject to several rounds of comment from NSRP. In February 2017, the NIEP met with NSRP in Abuja, Nigeria to finalise the survey script and conduct training for field researchers from CRD. The survey commenced in March 2017 (following 2 pilots at NSRP platforms in Kano). The survey concluded at the end of April 2017.

A statistically representative sample was not achievable within the resource available. Therefore, a purposive and convenience sample was adopted. The aim was to maximise reach and achieve a credible (as opposed to a statistically robust and representative) sample. This was a pragmatic option given the lack of a comprehensive sample frame⁶⁸, the fact that NSRP grants were coming to

⁶⁴ NSRP monitoring data on the functionality, activity and outcomes of its platforms relies on minutes of platform meetings. There was no data source that included the “voice” of platform members. Further, at the time the survey was designed, the Inclusion, Coordination and Accountability (ICA) tool remained the sole means of assessing participation. The MTE demonstrated weaknesses in the design/implementation of this tool and did not to use this data. The tool was subsequently discarded by NSRP.

⁶⁵ Governing Principals of Democratic Dialogue’ from ‘A practical guide to democratic dialogue’, OAS and UNDP (2013: P12)

⁶⁶ As a means to triangulate NSRP’s monitoring data.

⁶⁷ Given that NSRP’s ICA tool is now no longer in use.

⁶⁸ There was no comprehensive sample frame from which to draw a sample: platforms have institutional/organisational members and different individuals frequently represent their organisation at meetings; meeting minutes often do not list

an end and there was limited time to engage platform members, and resource implications for the NIEP⁶⁹.

It is noted that the survey results do not support inferences to the wider, full population of platforms and platform members. The results only apply to those platforms and members surveyed and this should be kept in mind when interpreting the results. Nonetheless, the results provide valuable insights into the view of the selected platform members.

The sample was selected at the level of the platform (not the individual) and sought a spread in terms of geography (one state in each of the North East, North West, North Central, and Southern operating areas) and operational level (federal, state and LGA-level) (see Table 2.5). The survey was administered at 22 platforms, capturing data from 271 respondents.

Table 2.5 Survey sample (geographical and operational level)

Region	State	Operating level						
		Federal	State			Local		
			WPSN	SCMA	MSP	CPP	LWU	EMT
FCT Abuja	n/a	2	-	-	-	-	-	-
North East	Yobe	-	✓	✓	-	2	-	-
North West	Kano	-	✓	✓	-	2	-	-
North Central	Plateau	-	✓	✓	-	2	2	-
South	Bayelsa	-	✓	✓	✓	2	-	1
% of all NSRP platforms		100%	47%			25%		

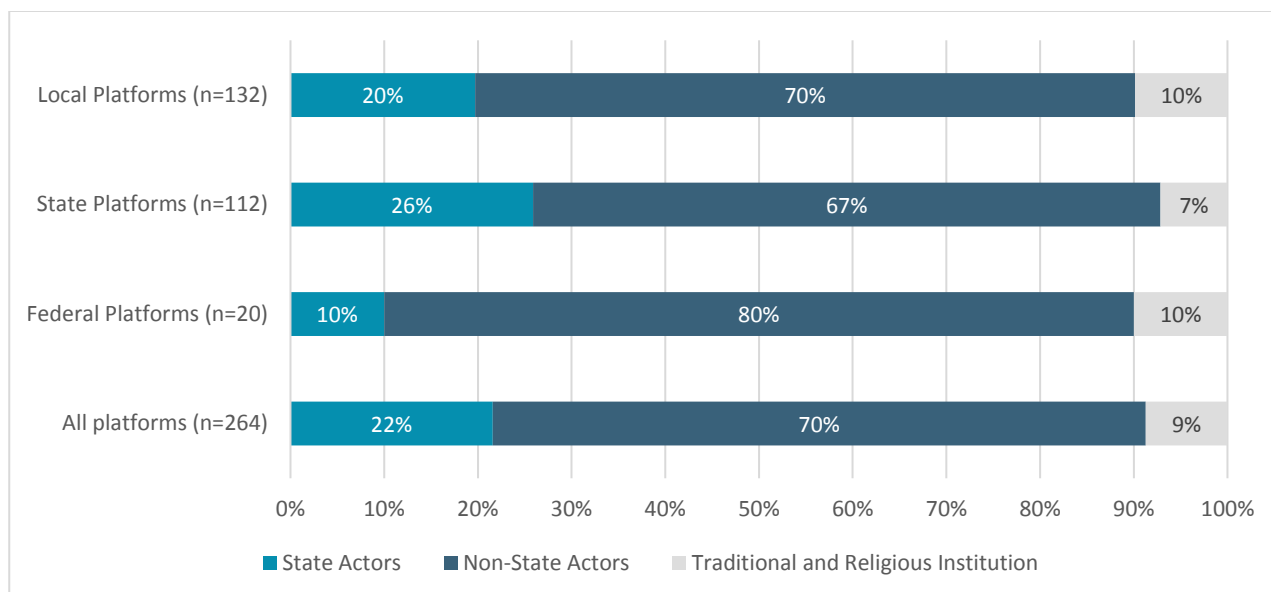
Some 65% of survey responses were from men and 35% from women. This compares well with the average gender breakdown across platform meetings (to the extent it is possible to assess this using programme monitoring data). A majority of survey respondents represent non-state actors (Figure 2.2). The programme monitoring data does not allow comparison with the average composition of platform meetings⁷⁰.

attendees and even though NSRP monitoring requires platform convenors to submit attendance data (including the number of males vs. females in attendance, the number of organisations represented and the stakeholder group (state security, government agency, traditional and religious institutions, CSO etc) significant gaps remain in the data.

⁶⁹ Large-scale quantitative research was not envisaged in the original budget.

⁷⁰ Programme monitoring (where available) records the number of institutions/organisations represented at individual meetings not the number of individuals representing different institutions/organisations.

Figure 2.2 Survey sample (stakeholder type)



Source: NIEP survey of platform participants (2017)

Within individual platforms, the aim was to achieve responses from a broadly representative cross section of attendees. Researchers were guided by a fieldwork protocol⁷¹ which set out the following sampling procedure (Box 2.2):

Box 2.2 Extract from protocol provided to CRD on pre-survey preparation

1. Request attendance lists (if available) for two most recent meetings of the platform.
2. Group attendees according to key stakeholder categories to show the general split of attendees that should be requested to complete. Key points to keep in mind:
 - Aim to complete the survey with 15 group members (or all if less than 15 present).
 - Ideally no more than one response from a single organisation.
 - As much as possible aim to achieve gender balance in responses.
 - The focus is on core conflict-management/peace-building stakeholders (e.g. in selecting government agencies, focus on those with a significant role in conflict management)
3. Based on attendance lists, complete the target sample template for each platform⁷² and aim to achieve this on the day of the survey. A pragmatic and flexible approach may be required depending on who is in attendance and willing to take part.

The mode of administration was interviewer facilitated self-completion. In most instances field researchers attended scheduled platform meetings (although members of some platforms were convened specifically for the survey if no meeting was scheduled in the period). This modality brought both benefits and limitations as indicated in the table below.

⁷¹ The protocol contained instruction for survey set up, preparation, administration, data validation and upload. It also included a statement on the survey purpose and process and a declaration of consent to be read and agreed to by all participants.

⁷² A target breakdown was provided as follows: government (2), security sector (2), traditional/ religious leaders (2), community groups (2), women’s groups (2), youth groups (2), other CSOs (1), academia (1), private sector (1) = 15 per platform.

Table 2.6 Benefits and Limitations

Benefits	Limitations
<ul style="list-style-type: none"> • Reach: attending scheduled meetings allowed access to more participants than would otherwise be possible. • Minimising the burden by conducting the survey as an ‘agenda item’ at the platform meeting rather than asking for additional time. • Self-completion: ensuring answers to sensitive questions were not inhibited by the presence of a researcher. • Interviewer facilitation to introduce and discuss the concepts with the group to ensure shared understanding. 	<ul style="list-style-type: none"> • Convenience sample: the sample at each platform was drawn from the group that was present. • In groups that were convened specifically, positive selection bias, as convenors were relied upon to contact and invite participants (guidance on group composition was provided) • Social desirability bias: possibility that respondents answer in the manner they feel will be viewed positively by others (the importance of honest response, even if negative, for learning purposes was stressed in the survey preamble) • Poor recall: In some questions sets respondents were asked to make comparison between the situation now and that pre-NSRP supported platforms. • Lack of explanatory data: to maximise the response rate questions were largely binary, rating scale or multiple choice.

The survey was administered on tablets using Qualtrics software for offline data collection. The survey was available in English and local languages. Researchers were on hand to support respondents in the event of literacy issues or that respondents lack confidence to use the tablet⁷³.

Supplementary social network analysis (SNA) on the survey data has explored the network properties of NSRP platforms and their member organisations. The web-based application, ‘Kumu’, was used⁷⁴. Data informing the network analysis was drawn from the survey of platform members (specifically questions 9.3 and 9.5⁷⁵). The analysis is therefore subject to the same limitations as the survey data.

SNA characterises networked structures in terms of elements (organisations within the network) and the *connections* (relationships or interactions) between them. The analysis assesses the strength and depth of linkages and identifies those members that act as ‘*local connectors*’ or ‘*hubs*’.

The SNA generates a visual representation of the network in which elements are represented as points or circles and connections as lines. The colour and/or width of the circle/line represents the strength of a measure or relationship.

⁷³ This was not reported to have been an issue at any of the platforms.

⁷⁴ See www.kumu.io

⁷⁵ Q9.3: (‘How often does your organisation meet with a representative from the following organisations?’) (answer provides one choice on Likert scale ‘weekly’, ‘monthly’, ‘2 to 3 times per year’, ‘once per year or less’, ‘never/ not applicable’). Q9.5: (‘Which organisations does your organisation work with most successfully in relation to conflict management and peace-building?’) (answers provide top three organisations in rank order). Frequency of contact was scored from 1 to 5 (‘does not meet’ to ‘meets weekly’) and successful working relationship was scored from 1 to 3 (3rd most successful working relationship to most successful working relationship). The higher scores represented the ‘stronger’ association.

In addition, metrics are presented as ‘degree centrality’ within the networks. Degree centrality counts the number of connections an element has⁷⁶. This information assists in consideration of the current and potential effectiveness of platforms. See Appendix D for further detail.

Method 4: Qualitative comparative analysis

The NIEP has drawn on the principles of Qualitative Comparative Analysis (QCA) as a framework to consider the factors facilitating and inhibiting the success of NSRP’s multi-stakeholder platforms (specifically the direct intervention platforms under Outputs 1). The analysis builds on anecdotal evidence and the assumptions of key stakeholders (emerging from the MTE and in subsequent operational research by NSRP).

QCA is a case-based method⁷⁷ that bridges the gap between qualitative and quantitative approaches. Using QCA, complex data can be reduced/simplified allowing cases to be systematically compared to identify factors (or configurations of factors) which contribute to the success or otherwise of an intervention. Put another way, QCA can identify the factors/ conditions that are both *necessary* and *sufficient* for a given outcome to be achieved in a given context (Baptist, Befani, 2015: p1). This is valuable for a complex programme like NSRP where multiple pathways from outputs to outcomes may be observed. QCA is also suited to small samples, as we have with NSRP’s platforms⁷⁸.

The conditions to be included in the QCA were agreed with NSRP in a collaborative workshop in December 2016. These are summarised in Table 2.7.

The time period considered by the QCA is August 2016 (the point at which revised monitoring templates from NSRP were rolled out) to end-March 2017 (the cut off point for NSRP monitoring data analysed by the NIEP).

For each case (i.e. a platform), each condition is dichotomous; it is either present (1) or absent (0). The QCA requires many assumptions⁷⁹. These assumptions have been determined largely by the NIEP (with some level of consultation with NSRP) and are open to scrutiny. The data sources and assumptions of the QCA are set out in Table 2.8. Data analysis was conducted using FsQCA.

The QCA approach is subject to a number of limitations and caveats, as follows:

- *Reliance on a proxy* to determine the presence or absence of the Outcome of interest.
- *Missing and incomplete data* from NSRP’s internal monitoring templates (see footnotes with Table 2.8 for details). The QCA was intended as an experimental method to help organise and systematically process data, and to triangulate with other sources. Challenges in defining the conditions, identifying and collating data were known from the outset⁸⁰.
- *The survey of platform participants was completed with selected platforms only*. QCA for each platform type has been conducted twice – with and without condition 6. The sample size when condition 6 is included is very small.
- *Stringency/ leniency of conditions*. QCA, as the name suggests, requires differences in the presence/absence of conditions and outcome across the cases so that comparison is possible. In some cases, cut-offs for conditions were set very low (e.g. condition 5 where relatively little is recorded in NSRP monitoring data) or very high (e.g. condition 6 where relatively high satisfaction was recorded across the board).

⁷⁶ In general, those elements with high degree are ‘local connectors / hubs’ (but aren’t necessarily the best connected to the wider network). Degree has been adjusted using connection weights. When weighted, degree represents the total value of an element’s connections instead of just the count.

⁷⁷ Case-based methods explore the effects of an intervention, how and why outcomes have accrued in a specific case. Their context specific nature is however a limitation as findings may not be transferrable and wider learning restricted.

⁷⁸ As suggested by Ragin (1987) no less than 5 but no more than 50 cases should be analysed.

⁷⁹ For example, suitable indicators/ proxies, data sources, data interpretation, how to deal with missing data and cut offs.

⁸⁰ These are reported in NSRP-IEP Progress Reports #1-4 October 2016 - July 2017.

- *Resolve contradiction.* One instance of resolve contradiction was observed; SCMA data for Kaduna and Yobe. Both platforms had the same conditions present but not the same Outcome. To resolve the contradiction, all criteria/ cut-off needs to be reassessed for each condition. Condition 3 slightly changed to allow this contradiction to be solved.

Given these limitations, no conclusive statements are made on the basis of the QCA. Instead, it has been used as a framework to organise data, to triangulate or reinforce other sources of evidence. The results are discussed in section 5 ‘Learning from NSRP experience’.

Table 2.7 QCA conditions and rationale

Condition	Rationale for inclusion of condition	Platform type		
		SCMA	CPP	
1	Background level of stability	Platforms may be most effective in locations where a). violence is pertinent and institutions/organisations/ individuals are motivated to work together to find solutions but b). the overall level of stability is improving and there is hope for change (in the most highly volatile locations such platforms may not be feasible ¹).	<input type="checkbox"/>	
2	Urban: Rural	Operational research conducted post-MTE by International Alert suggested that CPPs may be more successful in rural locations ² .		<input type="checkbox"/>
3	Position of platform ‘chair’	Anecdotal evidence from the MTE (KIs and focus group discussions) suggests that platforms in which the ‘chair’ is held by an official from a State institution may have greater power of influence and achieve better buy in across relevant actors. This is assumed to improve effectiveness.	<input type="checkbox"/>	<input type="checkbox"/>
4	Platform composition	Core to the NSRP TOC is the assumption that broader societal participation (including marginalised voices) in, and oversight of, conflict management mechanisms will increase their effectiveness. Targets were set at the outset for the composition – state and non-state actors – to be achieved at platform meetings.		
5	Dynamism/ commitment of the membership	Anecdotal evidence from the MTE (KIs and focus group discussions) highlighted the importance of ‘personalities’ and the motivation of individual members as a factor contributing to effectiveness.	<input type="checkbox"/>	<input type="checkbox"/>
6	Genuine participation	Building on condition 4, the extent to which ‘genuine’ as opposed to ‘tokenistic’ participation is achieved within platform structures	<input type="checkbox"/>	<input type="checkbox"/>
Total number of conditions			4	4

Notes:

1. This assumption comes from observations in the north east where platform activity stepped up significantly in recent times as background stability improved. This assumption also emerged in KI interviews with NSRP staff undertaken for the MTE.

2. NSRP staff observed that the effectiveness of the CPPs [] varies depending on the location. For instance, in Rivers, staff reported that the rural CPPs tend to be more active than the urban one, though in urban settings they seem more interested in outreach activities. Similarly, in Plateau, rural areas are more appreciative of CPP activities and trainings, while in urban areas a proliferation of NGOs and other activities compete for CPP members’ time [In Plateau it was observed that in rural areas peace is more appreciated as conflict directly impacts on their life i.e. access to water and the success of their farm, whereas urban areas with water taps are less vulnerable. The capital also has more effective police and security forces, so there are less referrals required by the CPPs in the cities, where violence tends to be more related to politics (including political appointments to different groups) than land (Naujoks, J. (2016)).

Table 2.8 QCA data sources and analysis

Condition	Data source	Analysis
1	Nigeria Watch and ACLED (Armed Conflict Location and Event Data Project) (see note 1)	Analysis reflects the number of “violent deaths” and the number of ‘violent incidents’ (leading to a least one death. Data were combined to reflect the absolute average number of ‘violent deaths’ per violent incident’ in each of NSRP’s eight target states (see note 2). If violence has been stable over time with a low magnitude of violence (e.g. stability of violence has remained low), the condition is present (1); all other combinations (0).
2	Local expert knowledge (see note 3)	Classification is based on a number of indicators- predominant business activities, infrastructure, access to basic amenities etc. Rural =1; Urban or Semi-urban = 0.
3	Consultation with NSRP staff	If the platform Chairperson has been a representative of a State actor for more than 60% of the period (Aug 2016 to Mar 2017) (see note 4) the condition is present (1). Otherwise 0.
4	NSRP Monitoring Data	If data shows that government agencies, security sector institutions, representatives of more than one CSO and of traditional/religious institutions have been represented together at, at least, 60% of platform meetings, then the condition is present (1) (see note 5) Otherwise 0.
5	NSRP Monitoring Data	There is no readily available measure of ‘dynamism’/‘commitment’. A proxy indicator had to be agreed. In consultation with NSRP the decision was to use NSRP monitoring data; the frequency that ‘issues raised’ at platform meetings result in ‘action’ by the platform (see note 6). Classification is as follows: If no issue discussed, then the condition is absent (0); If one or more issue(s) raised, at least one action must be taken (or a resolution achieved) for the condition to be present (1). Overall, the condition is present (1) if it has been true for at least 50% of meetings.
6	NIEP survey of platform participants	This indicator draws on “the voice” of marginalised participants (see note 7) It is a composite indicator which considers perceptions of the extent to which: <ul style="list-style-type: none"> • Marginalised groups are present at platform meetings; • They are involved in meaningful dialogue; • Their concerns are addressed. Analysis is by platform type, computed as an index of perceptions against 5 indicators of democratic dialogue (inclusivity, safe space, learning, good faith and empowerment) plus accountability. For each measure, if at least 80% (SCMA and LWU) or 60% (CPP) (see note 8) of respondents report that they are satisfied “always” or “most of the time” the condition is present (1). Otherwise 0. Overall, if at least 4 out of the 6 issues are fulfilled, the overall condition is present (1). Otherwise 0.
Outcome	NSRP APS	The aim was to align the outcome measure for the QCA with that of NSRP/it’s platforms (to the extent possible). The outcome of interest is then considered to be “application of improved policies and practices that help to manage conflict non-violently more often in NSRP target states” (NSRP Logframe (Result O1)). The NIEP selected an indicator from the APS to act as a proxy for this outcome (see note 9). <i>“In your view, have incidents of violence in the last 12 months been effectively dealt with?”</i> (APS Q3). Analysis is by platform type and a specific cut-off is applied for each type (generally based on the average across all platforms) (see note 10).

Notes:

1. Some events were disregarded i.e. fire/explosion (if those events were accidents), road traffic accidents, other accidents, and events with no death.

2. There are two ways to consider the background level of stability: (1) Overall stability over time (by looking at the coefficient of variation (CV) and calculating the mean of the CV. If the CV > mean of the CV, then the State is considered as “unstable”. Otherwise it is “stable”); (2) Magnitude of violence over time (by computing the mean and the median, then computing the mean of the means and the medians. If the mean/median is above the mean/median of the means/medians,

then the magnitude of violence is “high”. Otherwise “magnitude” of violence is low). (1) and (2) are then compared for consistency:

3. No formal urban/rural classification could be identified. Classification was by the NIEP’s national research lead.

4. If the platform only became operational during this period, the time since the platform was established is considered

5. Missing data is a significant issue for this condition. When no data is recorded on the monitoring template, the meeting is disregarded from the analysis, reducing the number of meetings for which the analysis is performed.

6. The assumption of the NIEP is that discussion, action and outcome may be under-reported in NSRP monitoring data. This is due to the reliance on minutes from platform meetings to populate the templates and differences in the capacity of convenors to take minutes and understand/comply with monitoring requirements

7. Survey responses for non-state actors (community based organisations, traders and producers, women’s groups, youth groups and other civil society groups) are used in this analysis.

8. In order to have mixed representation of the condition, a different cut-off had to be applied to different platforms

9. The APS was chosen as the outcome measure as this is independent from NSRP monitoring data (which has informed some of the QCA conditions)

10. For SCMAs, if at least 45% of respondents in each state said ‘yes’ then the Outcome is present (1). Otherwise, 0; For CPP, if at least 51.79% of respondents said ‘yes’ then the Outcome is present. Otherwise, 0.

Additional methods

The evaluation team supplemented the core methods with additional data sources, both primary and secondary:

- **MTE findings:** The final evaluation builds on evidence generated by the MTE. The MTE findings, its research methods and the limitations of the evidence are set out in detail in the MTE report (Upper Quartile, 2016 [unpublished]).
- **Review of documents:** Review of newly available NSRP documentary sources has been ongoing since the MTE, ensuring the NIEP is up to date on programme developments and broadening the base of evidence sources. Sources include, but are not limited to, operational research conducted following the MTE (specifically in relation to CPPs and output stream 3); DFID Annual Review (2016); NSRP Impact Assessment of Conflict Sensitivity (December 2016); NSRP Impact Reports Outputs 1-4 (June 2017); and NSRP Platform Observation Reports (July 2017).
- **Programme level KIIs:** KIIs were conducted with members of the NSRP Consortium Board (BC,IA, SDD) to explore the NSRP delivery model and key learning from it, the successes and challenges in implementing different elements of the programme, the partner’s views on internal and external factors that have impacted and any lessons for partner’s and for DFID in contracting and managing complex programmes.
- A semi-structured interview technique was used, ensuring consistency while allowing flexibility for interviewees to discuss the issues that are pertinent to them. Unlike the MTE, formal KIIs were not conducted with NSRP staff at the final evaluation stage; ongoing engagement since the MTE negated the need for this except in relation to the evaluation’s in-depth case studies (see Method 2).
- A note of organisations consulted during the course of the evaluation programme is included in Appendix H.

2.10 Analysis and triangulation

Analysis of the evaluation evidence was on a method by method basis as data sources became available (for example, case studies 6 and 7 were complete by December 2016, with case studies 8 and 9 added to the series in June 2017; cross-case analysis was completed in July 2017; analysis from the survey of platform members and the SNA began in May following completion of the survey; analysis of NSRP programme monitoring data (including the APS) was conducted through June and July when this data became available).

For all methods, the specific EQs (which emanate from the TOC) and the overarching focal areas provided the framework for the analysis. Where possible and appropriate data is disaggregated by sex, youth, stakeholder group, target state or operational level (federal, state and local).

The NIEP came together in Edinburgh on the 6 July 2017 to begin the process of synthesising and interpreting the evidence. This session generated questions and potential recommendations to be answered/tested in KIIs with NSRP consortium partners (see additional methods).

In order to process the significant volume of data generated by the evaluation, prioritise and distil the key findings systematically and consistently, a simple evidence rating scale has been devised as noted in the table below (Table 2.9).

Table 2.9 Evidence weighting scale

Strong evidence	Consistent perceptions and multiple corroborated examples across stakeholder groups and from more than one research strand
Moderate evidence	Corroborated examples emanating from at least one stakeholder group or research strand with no evidence to the contrary
Limited evidence	Corroborated (if isolated) examples, but conflicting evidence/inference from other stakeholder groups/research strands
Mixed of inconclusive evidence	Uncorroborated/anecdotal examples and/ or conflicting evidence/inference from other stakeholder groups/research strands
No evidence	No evidence

2.11 Inclusion, ethical considerations, and dissenting views

All research carried out by WYG (formerly Upper Quartile) and CRD in the course of this evaluation was conducted in accordance with DFID Ethics Principals for Research and Evaluation (DFID, 2011). All of the participants consented to take part and were given the option to withdraw at any time⁸¹. No individual is named in the report and care has been taken to preserve anonymity to the extent possible.

All researchers who conducted primary research were trained to ensure consistent application of the evaluations' conflict and gender sensitive approach, integrity in the application of research methods and maintenance of ethical research standards.

The evaluation endeavoured to ensure the inclusion of a broad range of informants, including males and females; youth and adults; those representing marginalised groups; a geographical spread of views; donors, implementers and beneficiaries.

Independence: The team has worked freely in the conduct of the evaluation. There are no known conflicts of interest to declare.

There are no significant dissenting views within the evaluation team. A draft version of this report was circulated to DFID and NSRP. We are grateful for detailed feedback provided by DFID and NSRP on the draft of this evaluation report and we note that any dissenting views were taken fully into consideration in providing our analysis, conclusions and recommendations.

⁸¹ In the case of children and youth (under the age of 18) consulted as part of detailed ROA research, a responsible adult was also required to grant written consent. Only children aged 14 years and over were included as informants, all at the MTE stage.

3 EVALUATION FINDINGS

3.1 Strengthening the peace architecture

Headline findings

Finding 1: Good results have been achieved in establishing spaces to bring state and non-state actors together in a coordinated and focused fashion. There is strong evidence that where platforms have been formed, are broadly inclusive, and are meeting regularly, the convening function has mobilised and contributed to strengthened coordination, communication and information flow between a wide range of conflict management stakeholders, including mixes of state and non-state actors depending on the environment and context. These relations are crucial to the peace architecture. Although their views may not always strategically align, stakeholders do, in many cases, come to shared positions on the matters to hand. It is unclear whether these arrangements are sustainable without ongoing funding for platforms.

Finding 2: There is strong evidence that platform members, and the peace architecture more broadly (including the media and other donor programmes), have benefited from their involvement in NSRP-supported platforms because of new/enhanced knowledge, understanding, skills and capacities which are supporting their role as effective contributors to the conflict management process.

Finding 3: The NSRP monitoring data suggests that the programme resolved / prevented a total of 89⁸² conflicts across all platforms over the three-year implementation period (with some individual platforms reporting very few resolutions at all). Of course, this figure does not tell us about the nature of the conflicts prevented and their significance at a local or state level. However, we know there are significant limitations in the monitoring data (i.e. gaps in the record and incomplete narrative sections accompanying the numbers). In addition, the case studies do indicate significant instances of conflict resolution/prevention that are not fully captured in the indicators. Taken together, this suggests that the monitoring results may not accurately reflect the frequency or significance of the programme impact on conflicts and may underestimate the true value of the programme (although we cannot quantify this with any certainty).

Finding 4: Building on finding 3, the evaluation found that the key indicators in NSRP's results framework and logframe for resolving or preventing conflicts are problematic on both methodological and conceptual grounds; compounding this, the monitoring work has suffered from poor implementation (despite improvements towards the final stages of programme implementation). Monitoring focus in future interventions would benefit from a greater focus on changes in the underlying networks of relations, rather than limited-value measures of conflicts resolved/prevented.

Finding 5: A lack of focus on gathering high-quality monitoring data and follow-up (until the latter stages of the programme), compounded by the ambitious nature of the programmes and limited evidence of an ability to adapt within platform interventions, suggests concerns about how far mid-stream lesson learning has been a priority for programme management. Although an innovative approach was applied, the expected level of reflection was not evident.

⁸² NSRP self-reported 124 conflict resolved by end August 2017; it was not possible to validate this figure within the timeframe for the final evaluation.

Evaluation questions

The programme operating context outlined in section two showed a changing pattern of violence. This section considers first how far these changes are a result of the conflict resolution institutions (the peace architecture), and what contribution NSRP made to these changes.

Summarising the findings, the evidence suggests that 89 conflicts were prevented / resolved by NSRP, but that this should not be taken at face value, due to the weakness in the data. It is hard to conclude precisely how influential the programme has been, but at this stage the conclusion should be that impact is relatively modest.

The section turns attention to the interim steps needed to deliver the forms of outcome identified in the case studies reported in Appendix B – that is in convening and strengthening the peace architecture and the relationships and institutions that this requires – and addresses two EQs in particular:

EQ5. To what extent, and in what ways, have coordination and alignment of strategic priorities/ actions among NSRP stakeholders improved?

EQ10. What is the evidence that accountability, capacity and responsiveness among decision makers has increased?

In this we focus in particular on those directly involved in the platforms. NSRP has granted £8.6m in grants⁸³ in support of this activity, with a further £19.9m of other inputs, totalling £28.5m of programme expenditure to August 2017⁸⁴ (against a budget of £33m and an approved business case of £38m).

Has NSRP resulted in conflicts resolved?

NSRP’s monitoring data provides some insight into the activities and achievements of its platforms and initiatives (Table 3.1)⁸⁵. A total of 89 conflicts has been reported as resolved over three years, with a relatively low percentage of the conflicts discussed having led to any recorded action by the platforms⁸⁶. The numbers would suggest that NSRP platforms have not been major contributors to reduced violence or non-violent conflict resolution over the intervention life-cycle to date, and are unlikely in themselves to account for the large reduction in perceived violence as illustrated in Table 3.1.

Table 3.1 Activities and outcomes of multi-stakeholder platforms

Platform type	No Platforms	No. meetings	No. of conflict issues discussed	No. of actions taken by Platform	% issues followed up with action	No. of conflicts resolved/prevented	% of successful actions
National Peace and Security Forum (NPSF)	1	20	56	28	50%	1	4%
State Conflict Management Alliances (SCMA)	8	110	179	88	49%	10	11%
Community Peace Partnerships (CPP)	27	279	334	145	43%	44	30%
Land and Water Use (LWU) Dialogue Mechanisms (DM) (Plateau state only)	13	69	58	50	86%	34	68%

⁸³ NSRP (2017) NSRP Value for Money Report 2017, August, NSRP: Abuja p3.

⁸⁴ The evaluation data focus on the period to 31 March 2017; the expenditure figure for this period was not available

⁸⁵ Caution in the interpretation of this data is recommended given significant challenges in the implementation of NSRP’s monitoring system. See section 3 for details.

⁸⁶ Among output 1 platforms only around 50% of discussion points have been followed up with an action.

Multi-Stakeholder Platforms on Oil Spills (Southern states only)	3	20	26	6	33%	0	0%
Total	52	498	653	317	52%	89	23%

Source: NSRP Monitoring Data (March 2017)

Of course, this headline monitoring figures do not tell us about the nature of the conflicts prevented and their significance at a local or state level, and they do not factor in that some programme elements did not become operational until well into the 5-year period (see Finding 3).

To expand, despite improvements in programme monitoring processes, the monitoring challenges that dogged the programme at the mid-term evaluation continue to have a legacy impact, i.e. partial recording of results over the programme life-time, and some ongoing inconsistency in reporting by programme area. There are also systematic weaknesses in the operational follow-up processes needed to identify change (see case study 8).

Second, the indicators tracked in the monitoring data and recorded in the programme logframe are methodologically problematic without the intended accompanying narrative sections in the reporting templates, and analytical interrogation of those narrative accounts⁸⁷ (see Finding 4):

- A “conflict” has no obvious temporal or social bounds making it hard to reify and count. For example, the herdsman and farmer conflict in Delta (case study 8) was part of a social trend triggered by the insurgency and climate change, was state-wide and expressed through multiple flashpoints over months, involving multiple different groups of herdsman and communities. How these conflicts may be carved up and counted is not obvious;
- Linked to that, it is not possible to count meaningfully the success of an intervention that successfully addresses an ongoing social tension resulting in repeated outbreak of violence. In the LWU Bokkos/Daffo case study (case study 6), for example, the positive outcomes identified is in relation to a reduction in tensions amongst previously conflicted groups. How can these be meaningfully enumerated?
- The value of the prevention / resolution of any given conflict depends entirely on the scale and severity of the conflict, which is not captured – and no two conflicts are commensurate; and,
- A conflict resolved is fundamentally a negative, a cessation of violence, and as such is hard to confirm when the conflict is in fact ‘over’, or how long the solution put in place will remain adequate.

The management utility of the overall number of conflicts resolved/prevented is very limited. It does not correspond to any very useful indication of the success of the platforms or the programme overall. There is an important operational implication of this finding: weak conflict tracking would not have been conducive to informed decision-making at the level of the platform or the programme (see Finding 5).

Case Study Evidence

The low conflict resolution figures presented at the outset of this section may be tempered by moderately positive case study evidence. The case studies provide moderate evidence⁸⁸ that the platforms have helped to dissipate rising tensions and/or address factors that may have agitated tensions in future. Consider the two relevant case studies below:

- Case Study 2: the Kaduna South CPP mobilised ahead of the 2015 elections⁸⁹, mapping and monitoring rising tensions; facilitating inclusive inter-community/ inter-faith dialogue; and

⁸⁷ For example, the following indicator: ‘Number of occasions when violent conflict has been prevented, managed non-violently or brought to an end as a result of NPSF activity’

⁸⁸ Corroborated examples emanating from one at least one stakeholder group or research strand, with no evidence to the contrary.

⁸⁹ The 2015 elections were widely recognised as a potential trigger for violence.

sensitising communities on the importance of peace and tolerance during the electoral period. This led to a widely-perceived reduction in violence between Muslim and Christian youth groups;

- Case Study 6: this addressed – amongst other issues – the interaction between herdsmen and farmers. The Dialogue Mechanism Committee (DMC) incorporated local traditional leaders and representatives of the herdsmen, and successfully identified and mediated the development of specific, pragmatic and detailed changes to water access timetables and cattle droving routes, through dialogue. The case study notes that these positive changes were supported by local powerholders, were being embraced and acted upon by the protagonists, and appeared to have generated lasting changes in behaviour, reducing local levels of violence.

Both these cases suggest that the platforms have the potential to bring about changes that respond to the causes of conflict and which have the potential to be sustainable, through convening and mediation functions. The platforms have not always been successful, however, as illustrated by the following example:

- Case Study 8: Delta State Conflict Management Alliance (DSCMA) – dominated primarily by state civilian and security agency representatives but with civil society members – sought to convene dialogue sessions and to mediate between farmers and herdsmen. This, as NSRP comments have noted, is a highly sensitive political matter, given the President's ethnic background is considered to be the same as that of the herdsmen, and the increase in numbers of herdsmen and violence. Although they convened multiple conflict sensitisation sessions, and actively engaged the police, they were unable to make sustained headway due – the research suggests – to hidden political support lying behind the herdsmen and driving an escalation in their intrusions into the (also driven by environmental and wider conflictual factors in the north). The police refused to prosecute.

Ultimately, the research suggests that since there was no risk of arrest to the herdsmen, the conflict persisted. While the efforts were dominated by sensitisation, on occasion the DSCMA sought to but was unable to broker a lasting settlement. It is unclear how far it would have been possible to circumvent the political obstacles given the extremely sensitive context, but no evidence existed of the ability to adapt their approach. Indeed, there is limited evidence more broadly that NSRP convenors are willing or able to adapt or shift their approach. Despite this case as being identified as one of the most positive changes achieved by the DSCMA, subsequent exchanges with NSRP suggest that efforts to resolve the conflict were overreached – they suggest partly due to pressure to obtain measurable results.

The comparison between the Delta SCMA and the LWU in Bokkos/Daffo cases above are instructive: each suggests that convening the relevant power-holders and protagonists is important, and that failing to ensure that all interests are addressed in the mediation (as in the case of the Delta SCMA) is fatal to the achievement of a long-term solution. Even then, favourable conditions and fortuitous external relationships are to some extent necessary to generate the desired change (in some cases, the door is just closed, cf. Carden 2009), and creative responses to obstacles and persistence will be required. At some point, a decision must be made whether to persist or to shift resources elsewhere. As NSRP officials noted, this divergence is in part built into the design of the NSRP, which never envisaged the SCMA as conflict mediation; it also shows the inevitably fine distinctions between sensitisation work and active mediation.

The case studies therefore show some moderate evidence that the platforms have been successful, under some circumstances. However, this point should be treated with caution, since the case selection process was oriented towards more successful programmes which could generate evidence on the theory of change as a whole⁹⁰, and we cannot say how representative they are of all platform activities.

⁹⁰ Positive examples of success in which a range of stakeholders could be engaged in the research and which offered opportunities to explore the factors that facilitated and inhibited success were actively sought out by the evaluators.

Has NSRP strengthened the peace architecture?

With no robust evidence of the overall effectiveness of NSRP's work (in terms of the frequency and type of conflict resolution), the evidence focuses instead on the interim outcomes achieved by the programme. The programme TOC suggests the integration and alignment of stakeholders; it shifts the focus away from the conflicts, and towards the network of relationships, which when convened and turned to address conflict through proper processes, will prevent and respond to conflicts non-violently. These are the links that compose the peace architecture and which are crucial to the long-term goal of resolving conflicts – in the case of many of the platforms, no space existed to bring state and non-state actors together in a coordinated and focused fashion, and there was a history of antagonism between state and civil society (Falola and Heaton, 2008). Progress in this area is an achievement in itself that should not be underestimated.

The following analysis addresses the convening function, which is the centrepiece of the NSRP programme; and then explores the additional contribution made by supporting the key powerholders through additional training. It draws on the IEP platform participant survey and network analysis⁹¹, the NSRP perception survey, monitoring data drawn from the NSRP's internal systems, and is supplemented by case study evidence.

To understand this fully, this section will focus on the functions of convening the platforms and on training, which are crucial to the operation of the peace architecture (see Figure 3.1). These are expressed in the right-hand column of the figure. The NSRP platforms (as addressed through the case studies) exhibited multiple intervention strategies. For example, the LWU DMs in Bokokos/Daffo convened a wide range of key stakeholders and local powerholders; undertook mediation efforts around specific conflicts; undertook sensitisation and delivered conflict-sensitivity trainings.

The DSCMA combined convening state-level powerholders, many of them from the state security apparatus, with direct involvement in particular instances of conflict notably between the herdsmen and farmers. We focus here on how the convening function has improved communication between stakeholders, on the nature of the inclusivity of the platform; and on the extent to which the platforms have improved the capacity of those involved.

⁹¹ Network analysis was conducted using data from the IEP's survey of platform participants and allows us to analyse the frequency and perceived significance of different stakeholders. Details of the research methodology and data limitations are available in section 2.

Figure 3.1 Key activities delivered through NSRP’s platforms and initiatives – Mapping the DSCMA, Kaduna South CPP, and Bokokos City/Daffo LWU DM

Target Group	Key Activities: Targeted influencing and persuasion	Key Activities: Platforms convening and bringing people together
Powerholders / state and traditional authorities	Advocacy and mobilisation	Convening key powerholders ('strengthening the peace architecture') 
Citizens / protagonists of conflict	Sensitisation, awareness-raising and training on conflict-sensitive ways of action 	Bringing together the stakeholders in/protagonists of conflicts for mediation, dialogue, and collective decision-making on conflicts. 

Key:

Red: Output 1 and 2 case studies

Case study 2: Kaduna South Community Peace Partnership

Case study 7: Bokokos City and Daffo land and Water Use Dialogue Mechanism Committees

Case study 8: Delta State Conflict Management Alliance

Communication

The evaluation has strong evidence⁹² that, where platforms have been formed and are meeting regularly, this has contributed to a strengthening of channels for communication and information flow⁹³ (see Finding 1). The theory underpinning NSRP’s design has this as a critical first step in strengthening the peace architecture. This finding is demonstrated by the Nigeria Independent Evaluation Provider (NIEP’s) survey of platform participants in which over half of respondents indicated that the relevant platform was an important forum where they could engage with other actors in the conflict management sphere; this sentiment was particularly felt amongst government agencies, the security services, traditional and religious leaders and civil society organisations⁹⁴.

The network analysis also demonstrates an overall high frequency of contact between survey respondents (and the organisations they represent) and a full spectrum of stakeholders operating in the conflict management sphere (although the extent of this varies by platform). Relationships between state and non-state actors are both present and, in many cases, perceived as successful; particularly at the state and local level (further detail from the platform survey and network analysis is appended in Appendix D).

Composition

There is some evidence that networks have changed their composition to focus on the more influential stakeholders (as defined on page 17), over the past 2-3 years. Some 95% of respondents to the platform survey indicated that there had been a change to the top three organisations with

⁹² Consistent perceptions and multiple corroborated examples across stakeholder groups & from more than one research strand.

⁹³ Lack of communication and information sharing between key stakeholders was identified as a barrier to the effective delivery of security services, the prevention and resolution of violence (NSRP, 2014a: 9). This sits among the lower level outcomes of the NSRP theory of change.

⁹⁴ For each of these groups between 50-60% of respondents report that they engage with these partners as part of the platform, compared to around a quarter who engage them in other coordination platforms and under a fifth who engage them one-to-one.

whom they had worked most successfully (as self-defined by the respondent, in relation to conflict management and peace-building) over that time.

However, while widespread, the changes are shallow in nature: there has been a more limited change in the composition of those platform members that are regarded as most 'influential' (in terms of being successful work partners), with an increased role for government agencies at the federal level and an increased role for those representing marginalised groups at state/local level but little more.

The combinations of influential stakeholders within different platforms reflects the varying loci of power at different levels and also shows success in engaging a range of powerful actors. It is possible to identify four broad groups of stakeholders, in declining order of influence or importance to achievement of the goals:

1. **Consistently important:** Certain stakeholders are consistently perceived to be important and influential. The NIEP platform survey and accompanying network analysis suggests that top 'influencers' by quality of relationship are broadly the same across geographies: Traditional and Religious Institutions, CBO's, State Security Institutions (including Army, Police, Joint Task Force), Government Agencies (Federal, State or LGA level), and Youth Groups. Some groups are marginal at federal level, but locally important (e.g. Vigilante Groups, Hizbah Boards).

Top 'influencers' (by quality of relationship) do vary by platform, but Traditional and Religious Institutions, and State Security Institutions (including Army, Police, Joint Task Force) appear in the top 5 of all platforms. CBO Organisations appear in the top 5 of all but one platform (Environment Monitoring Team (EMT)) (see Appendix D for full detail of the network analysis). These findings suggest the programme recognises a broad mix of stakeholders with different sources of legitimacy as being crucial to their work.

The network analysis corroborates citizen perception data (via the APS) which suggests across the period (2013-2017) the army, police and traditional leaders consistently emerge as among the five most significant institutions/organisations in keeping the peace and managing conflict (unprompted APS responses). The APS also notes that there is little change in the perceived effectiveness of these institutions year on year⁹⁵

2. **Government agencies as platform chairs:** The Qualitative Comparative Analysis (QCA) suggests that within state and LGA level having a state actor as the platform chair is a necessary although not sufficient condition for the success of the platform, and – particularly at the federal level – the network analysis, at least for the NPSF, supports the important role of government agencies as drivers of change, supported to a lesser extent by a range of other stakeholders⁹⁶ (a relatively small group of stakeholder organisations are identified by respondents as the most successful work partners within the NPSF, with Government Agencies the most prominent, although this was less the case for the FWPSN (see Appendix D))
3. **Variably important:** There is a band of stakeholders that are more important in some platforms than in others⁹⁷. For SCMA and CPP platforms, traditional and religious authorities and youth groups were perceived to be more important. Others yet are intensely networked but are not seen as the most successful or important partners in peoples' work, including women's groups (SCMA, CPP) and vigilante groups (CPP). Such groups are less crucial for achieving change but are active members of the network, perhaps a function of their relative

⁹⁵ On a four-point scale where 4 is very effective and 1 is not at all effective, the average score achieved by each institution is around 3 or above in each year of the survey (NSRP APS Data 2013-2017).

⁹⁶ A point reinforcing finding from the MTE which questioned the wider quality of communication and information flow among members of the NPSF and from the NPSF to the SCMA's (Upper Quartile, 2016)

⁹⁷ Citizens view these institutions with equal importance to security agencies in maintaining peace (NSRP APS data 2014-2017) yet they do not feature strongly in the NPSF network map (Appendix D); Of the 20 NPSF meetings convened, there were only 3 occasions where traditional and religious institutions were known to be represented (NSRP Monitoring Data, March 2017)

lack of power. The LWU DMs are something of an outlier in this. When considering the presence of actors *in meetings*, although 100% of SMCA meetings and 83.7% of the CPPs included at least a representative from state security, from civilian government, from civil society and a traditional leader, this was only 40.7% for LWU DMs.

4. **Little perceived importance:** Others yet – the media, private sector actors – are neither strongly networked nor are they seen to be particularly important partners for the achievement of success.

How to interpret the differences in the platform composition? The first point to note is that the very fact of ongoing and inclusive collaboration and communication between state and non-state actors is an important achievement, and is precisely the kind of broad-based programming that is central to the accountability and alignment of interests that the NSRP TOC proposes. Several of the important stakeholders appear to be organisations that *prima facie* is marginal to society: CBOs are systematically identified as key stakeholders for success; Women's and Youth Groups are engaged frequently, and at times are identified as important for success, particularly Youth Groups. This is evidence that these marginal groups are embedded in the peace architecture. The following sections look in more detail as to their meaningful participation and extent to which they have been positively influenced.

Second, the varying composition of the platforms suggests an effort to be broadly inclusive – not simply to give voice, but also because it is important for effective programming. The instrumental value appears to differ by platform; at LGA level for example it helps to increase legitimacy and trust. It is notable that the QCA identifies the breadth of platform composition as a factor, if not a necessary condition, for platforms working at the local level (CPP and LWUs), one may speculate that this is due to a lack of government representation at the community level, but we lack sufficient data to substantiate this. At the higher level, a relatively narrower bandwidth of key stakeholders is necessary for success. It seems that there has not been a great deal of change in the stakeholders whom the platforms engage.

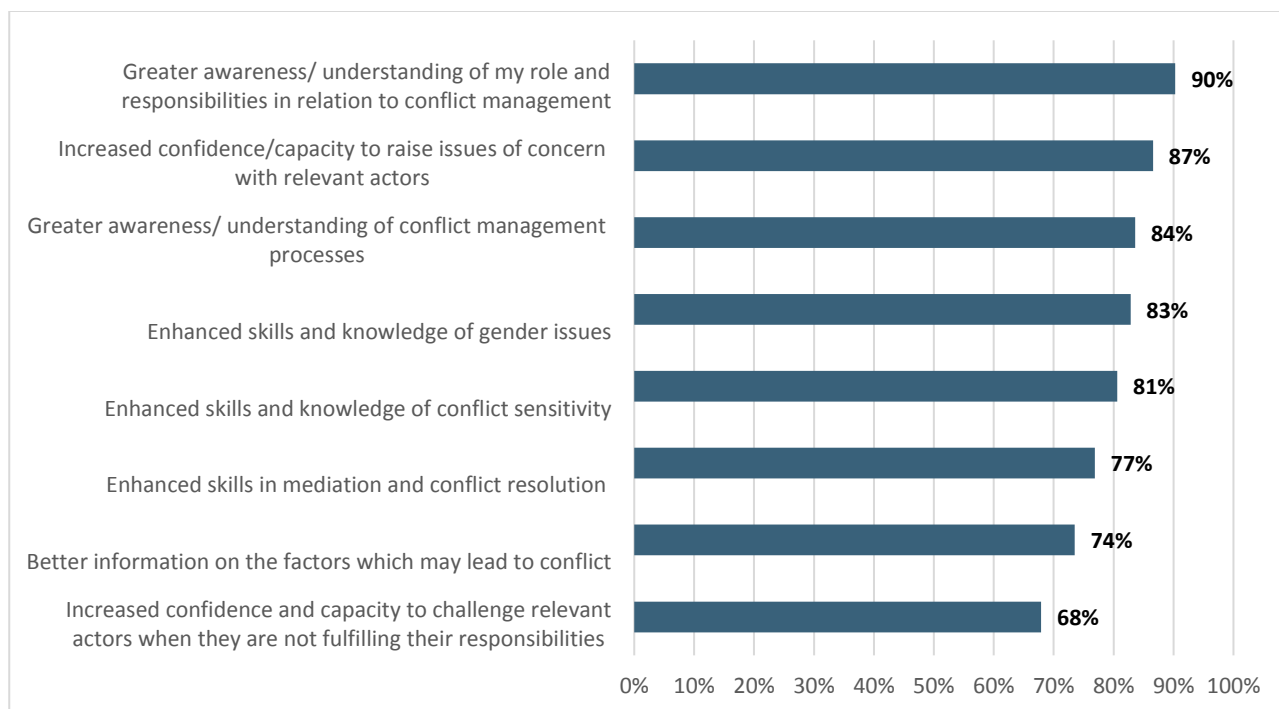
Third, the strategic priorities – understood as the basic goals – of many of the institutions represented at the platforms do not appear to have changed dramatically. This is to be expected: the platforms are there to make compromise between actors with differing perspectives and priorities. Changes are minimal. For example, while in the DSCMA case there was no evidence that the key state actors had changed their strategic priorities as a result of the intervention from NSRP, the platform did react to the conflict reports it received through the EWS, shifting focus from the moribund efforts to persuade the government to fund the Peace and Vigilante Law towards the farmer/herdsmen conflict. While a flexibility in agenda-setting shows a minimum level of alignment of priorities, the overall suggestion is of a focus on a particular suite of approaches without addressing how they may change.

Training and capacity

In each of the three case studies focusing on the peace architecture, the work to convene platforms was supported by training and capacity building of the platforms members.

There is strong evidence that platform members have benefited from their involvement in NSRP-supported platforms because of new/enhanced knowledge, understanding, skills and capacities which support their role as effective contributors to the conflict management process (see Finding 2). This is supported by a number of specific instances of learning from of the case studies. Figure 3.2 presents evidence from the survey of platform participants.

Figure 3.2 Increased skills and capacities of platform members*



* (% respondents who strongly agree that as a result of their participation in the platform, their capacity has been built in the following areas). Source: NIEP survey of platform members (N=268)

NSRP’s work to conflict sensitise the Nigerian media provides another strong example of NSRP’s capacity to support key stakeholders, **this time through training in conflict sensitive ways of action** (Case 4). Individuals within all NSRP’s partner radio stations are now adopting and applying Conflict Sensitive Communication (CSC) principles and approaches as a result of workplace mentoring and training. There have been marked improvements in the conflict sensitivity of radio discussion programmes and, in total, NSRP support has resulted in 11 key internal practice changes across 15 radio stations (NSRP, 2017d). With the 2017 APS data revealing that 65% of citizens believe that a ‘more conflict sensitive media’ has helped resolve conflict – a link that is well established in the literature – it is plausible that these positive changes in practice are contributing to enhanced stability (NSRP, 2017d:9).

Concluding remarks

To conclude this section, while it is not possible to meaningfully measure the reduction in violence achieved by NSRP, the NIEP case studies suggest NSRP’s platforms and initiatives have resulted in the reduction or prevention of violence in some cases – although as the case of the Delta SCMA’s efforts to resolve the herdsmen/farmer conflict shows, politically driven conflicts where not all the actors are apparent may be intractable. Moreover, the survey suggests that the right combination of stakeholders have generally been successfully convened, and that stakeholders benefitted from training and capacity support provided by NSRP, leading to improved communication and dialogue between stakeholders and common efforts to address the triggers of violence. There is therefore a case for cautiously validating the theory of change.

EQ5. To what extent, and in what ways, have coordination and alignment of strategic priorities/ actions among NSRP stakeholders improved?

- There is strong evidence of vibrant platforms with facilitated cross-platform communication involving a broad spread of stakeholders from differing standpoints (i.e. significant movement towards the conditions for coordination and alignment facilitated via support of a number of platforms).

- Significant progress has been made in developing the relations necessary for the TOC to be realised at this level (i.e. creating conditions necessary for alignment through support of the forums, associated dialogue, and development and agreement around require actions and priorities, if limited evidence for delivery against these to date).
- Many of the important stakeholders for success are socially marginal, suggesting inclusive programming (i.e. the foundations for coordination and alignment of NSRP stakeholder strategic priorities/actions has improved by the systematic and meaningful inclusion of groups representing marginalised persons).

EQ10. What is the evidence that accountability, capacity and responsiveness among decision makers has increased?

- There is some evidence that the format/composition of the platforms itself leads to greater accountability and responsiveness of the decision-makers that are present in the platforms to the limits of the platform agenda.
- There is evidence that platform participants have increased their capacity through the training and support work provided through the NSRP platforms.

Weaknesses in implementing monitoring and limited evidence of adaptability in programming prompt the need for considerable caution in over-claiming the scale of the effect beyond limited results. While convening platforms marks a considerable advance, it remains to be seen whether these gains are sustainable following the withdrawal of funding. This is addressed in section 3 below.

It should also be acknowledged that in-depth development of the peace architecture and the nature of the high-level changes envisaged by the programme (reduction in violence affecting vulnerable groups) may only be fully realised in the medium to long term (and with favourable external conditions). It may well be that further achievements would have been recorded by the programme beyond the final evaluation point, and had the programme continued. However, tangible evidence of a significant shift in levels of violence, that can be clearly attributed to the programme, was not available at the FTE point.

3.2 Bringing about broader societal participation

Headline findings

Finding 6: NSRP-supported platforms have provided an accessible and well-functioning forum (across various dimensions of democratic dialogue) for different stakeholder groups (including marginalised voices specifically women and youth), to come together around issues of conflict management policy and practice: a significant achievement. The operation of the platforms can be broadly characterised as having been effective in facilitating democratic dialogue across a number of dimensions

Finding 7: However, with reference to the findings of focal area one, while participation and mutual understanding have been facilitated, evidence of resulting behaviour change is, as yet, limited.

Finding 8: Evidence for NSRP influence in improved societal participation beyond the platforms is also lacking.

Evaluation questions

NSRP considers that the marginalisation of large sections of the Nigerian population a key driver of conflict. The NSRP Business Case suggests that 80% of society – predominantly women and youth – are marginalised (DFID, 2012: 6). NSRP's four output streams each seek to overcome this, countering exclusion through increased participation in peacebuilding. The assumption that improved functioning of conflict management mechanisms will be brought about by achieving broader societal participation in, and oversight of, these mechanisms is core to the TOC underpinning NSRP. The wider evidence in this area suggests that inclusion in peacebuilding efforts and conflict resolution is crucial to lasting political peace insofar as and to the extent that any excluded group has the capacity to threaten the political settlement (Castillejo, 2014; Putzel and DiJohn, 2012)⁹⁸. This applies whether the group is defined 'vertically' in the form of an ethnic or other section of society, or 'horizontally', in the case of a class of society.

This issue was a focus of the MTE but findings were inconclusive⁹⁹. The final evaluation looks again at this issue in order to address two EQs in particular:

EQ6. To what extent, and in what ways, has regular, meaningful and sustained participation in dialogue and debate, including the voices of marginalised groups, been achieved?

EQ9. What is the evidence that NSRP has contributed to communities' capacity to manage and resolve conflicts non-violently?

⁹⁸ There is little evidence suggesting that gender-based violence drives wider political conflict, but rather that the two arise together (Herbert, 2014).

⁹⁹ At the MTE stage, NSRP's M&E data suggested that the programme had been broadly successful in achieving 'representation' of marginalised groups in its supported Platforms. Elements of the MTE primary research also suggested meaningful participation was being achieved in some cases. However, weaknesses in programme level M&E data meant it was not possible to draw programme level conclusions as to whether broader societal participation was being achieved, and with what effect. This issue was also highlighted in operational research of Output 1 which commented that "*the issue is the quality of participation and overcoming inequalities rather than tokenistic numerical presence*". This was followed by observations on the "*presence*" but "*minimal participation*" of women at CPP meetings (Naujoks, 2016). Further, it was not possible to comment in any meaningful way on the scale and nature of participation as a result of NSRP small grants due to a lack of credible M&E data.

The evidence

Programme monitoring data provides only a narrow indication of genuine participation, focusing on “presence” of different groups at NSRP platform meetings while providing no insight into the extent to which participation is meaningful. Validated data regarding the reach of NSRP’s small grants (including the extent to which marginalised groups are among the beneficiaries) is also lacking.

The discussion that follows here focuses on NSRP-supported platforms and the participants directly engaged (both direct intervention platforms (Type A) and advocacy platforms (Type B) are considered), drawing largely on the NIEP’s platform participant survey and the case studies (The methodology for these techniques is described in section 2. Detailed findings from the platform survey and associated social network analysis (SNA) are included in Appendix D. The discussion is framed around key indicators of democratic dialogue¹⁰⁰ which are indicative of a process which has achieved genuine, as opposed to ‘tokenistic’, participation (Table 3.2). Broader societal participation, outside of supported platforms, is then considered where the evidence allows.

Table 3.2 Five indicators of democratic dialogue

Inclusivity	Balanced representation (as appropriate) in composition of the platform
Safe space	Extent to which participants feel confident to express their views without fear of criticism or reprisal.
Learning	If, and the extent to which, participants’ own views change as a result of hearing and seeking to understand the views of others.
Good faith	Extent to which participants perceive that processes/activities are conducted in good faith (i.e. that all show integrity in sharing their knowledge and attitudes, hopes/agendas of the process).
Empowerment	Extent to which participants are empowered to participate in conflict management processes.

Inclusivity: Thinking firstly about the *inclusivity* of marginalised groupings in the platforms, the evaluation evidence is somewhat mixed, with conflicting evidence from different research strands. The discussion of platform participants that follows is split around two platform ‘types’: women’s platforms (the federal and state women’s peace and security networks (WPSNs), and all other platforms (the platform survey is described in section 2). This distinction is made because of the difference in function and design of these platforms: the WPSNs specifically focus on achieving a membership comprised of women and on mobilising a particular marginalised group whereas the other platforms/initiatives seek to draw representation from a range of stakeholders.

For *non-women’s platforms*, NSRP platform monitoring data (where available) suggests that, across the board, on average one third of platform participants at NSRP platform meetings are women (NSRP Monitoring data, March 2017). Among the SCMAs and CPPs specifically (the platforms for which the most comprehensive, disaggregated data is available) the disparity is wider, with three quarters male to one quarter female. Regional variation is also apparent, with representation of women significantly lower in the north east.

These findings are not unexpected given that: men tend to hold decision making positions in many of the government, state security and traditional/religious institutions which are core to the platform’s remit; and that cultural/religious tradition and norms in northern states perpetuate the marginalisation of women. The presence of women in these at all is a positive achievement. With regards other marginalised groups, NSRP monitoring templates do not contain information on the numbers of youth and persons with a disability in attendance at platform meetings.

In terms of institutional/organisational attendance in *non-women’s platforms*, on average, just under half (45%) of the institutions in attendance are non-state civil society actors (this includes community based organisations (9%), women’s groups (11%), youth groups (8%) and other CSO’S (17%)).

¹⁰⁰ Based on ‘Governing Principals of Democratic Dialogue’ from ‘A practical guide to democratic dialogue’, OAS and UNDP (2013: P12); and ‘Measuring Empowerment: Ask Them?’ (SIDA, 2010).

State actors (government agencies and security sector institutions) account for a further 31%, followed by traditional and religious institutions (16%) (academia, the private sector and ‘others’ make up the remaining institutional attendees). There is some suggestion from one case study (Case study 8) that civil society involvement may have been restricted in some cases (there is an indication that limited seats were made available to civil society in the DSCMA).

On a platform by platform/meeting by meeting basis, there is considerable variation in composition of the platforms¹⁰¹ - although the possibility to analyse this in detail is compromised by the considerable volume of missing data in NSRP’s monitoring templates (based on a spot check of M&E templates and supporting evidence). However, in general, NSRP-platforms appear to have made good progress in bringing a broader cross-section of actors to the table, but this has not been achieved consistently.

Drawing on the survey of platform members, from the perspective of women’s platforms, and in relation to the issue of inclusivity, the gender composition of women’s platforms is reversed compared to all other platforms: just under two-thirds are female (65% of respondents) (Table 3.3). Therefore, as may be anticipated, the gender balance reflects the focus of the platforms, but not exclusively so.

Table 3.3 Q11.2 Respondent Gender

	Women’s Groups		Other	
Male	33.33%	19	73.30%	151
Female	64.91%	37	26.70%	55
I would rather not say	1.75%	1	0.00%	0
Total	Total	57	Total	206

Source: Platform Survey

It is noted that, like other platforms, women’s platforms draw members from a spectrum of stakeholder organisations. However, in the women’s platform, there is a higher concentration of members from civil society organisations (the most prominent group) and women’s organisations (second most prominent) as compared with all other platforms (see Table 3.4). Akin to other platforms, other key participants in the women’s platforms include Government Agencies, and Youth Groups (demonstrating a crossover with other marginalised groups). However, State Security Institutions are less commonly represented (as reflected in platform survey respondents), compared with all other platforms.

¹⁰¹ The ideal platform composition is when at least one representative of state actor, security actor and civil society are present at the same time during the meeting. This has been achieved in approximately in 60% of the meetings held between August 2016 and March 2017 for 5 SCMA’s, 11 CPP’s and 2 LW’s.

Table 3.4 Q11.4 - What type of organisation do you represent on this Platform?

	Women's Groups		Other	
Government Agency (Federal, State or LGA level)	8.77%	5	12.14%	25
State Security Institution (including Army, Police, Joint Task Force)	3.51%	2	9.71%	20
Hizbah Board	0.00%	0	2.43%	5
Vigilante Group	1.75%	1	1.94%	4
Judiciary (including representatives of Formal, Customary and Sharia courts)	1.75%	1	1.94%	4
Traditional and Religious Institution	1.75%	1	10.68%	22
Academia	3.51%	2	5.83%	12
Media	1.75%	1	0.97%	2
Private Sector Organisation (including oil companies)	1.75%	1	1.94%	4
Trader's/ Producer's Group (including farmers /pastoralists)	0.00%	0	4.37%	9
Community Based Organisation	17.54%	10	15.05%	31
Women's Group	19.30%	11	11.17%	23
Youth Group	8.77%	5	10.68%	22
Other Civil Society Group	24.56%	14	6.80%	14
Secret Society/Cult	0.00%	0	0.00%	0
Other (please specify)	5.26%	3	4.37%	9
Total	Total	57	Total	206

Source: Platform Survey

However, when respondents of the NIEP platform survey were asked which groups are usually present, there is little difference between women's platforms and all other platforms, with a wide range of stakeholders attending (Table 3.5). In terms of who contributes at meetings, traditional and religious institutions play a less prominent role in women's platforms, as do state security institutions, but with civil society groups gaining a stronger voice (see Table 3.6).

Table 3.5 Q4.2 - Considering all the Platform meetings you have attended, which groups are usually present?

	Women's Groups		Other	
Government Agencies (Federal, State or LGA level)	10.47%	45	9.17%	156
State Security Institutions (including Army, Police, Joint Task Force)	8.60%	37	9.81%	167
Hizbah Boards	2.09%	9	2.17%	37
Vigilante Groups	3.02%	13	7.87%	134
Judiciary (including representatives of Formal, Customary and Sharia Courts)	7.67%	33	3.23%	55
Traditional and Religious Institutions	7.44%	32	9.58%	163
Academia	4.19%	18	5.82%	99
Media	9.07%	39	5.52%	94
Private Sector Organisations (including oil companies)	3.02%	13	2.47%	42
Trader's/ Producer's Group (including farmers /pastoralists)	2.33%	10	6.87%	117
Community Based Organisations	10.23%	44	8.93%	152
Women's Groups	11.63%	50	9.69%	165
Youth Groups	9.53%	41	10.16%	173
Other Civil Society Groups	10.47%	45	7.70%	131
Secret Societies/Cults	0.00%	0	0.53%	9
Other (please specify)	0.23%	1	0.47%	8
Total	Total	430	Total	1,702

Source: Platform Survey

Table 3.6 Q4.3 - Considering all the Platform meetings you have attended, how often do the following groups contribute to the issues being discussed?

	Other Groups				Women's Groups			
	A great deal		A lot		A great deal		A lot	
Government Agencies (Federal, State or LGA level)	8.03%	53	7.57%	44	9.25%	16	9.24%	17
State Security Institutions (including Army, Police, Joint Task Force)	11.67%	77	11.02%	64	7.51%	13	8.15%	15
Hizbah Boards	2.42%	16	1.55%	9	2.31%	4	2.17%	4
Vigilante Groups	6.67%	44	7.57%	44	1.16%	2	4.35%	8
Judiciary (including representatives of Formal, Customary and Sharia Courts)	2.12%	14	2.75%	16	8.67%	15	6.52%	12
Traditional and Religious Institutions	11.36%	75	9.12%	53	6.36%	11	8.70%	16
Academia	6.21%	41	5.34%	31	4.05%	7	5.43%	10
Media	4.70%	31	6.37%	37	8.67%	15	8.70%	16
Private Sector Organisations (including oil companies)	0.61%	4	2.58%	15	0.58%	1	4.35%	8
Trader's/ Producer's Group (including farmers /pastoralists)	5.91%	39	7.40%	43	0.58%	1	1.63%	3
Community Based Organisations	10.91%	72	8.43%	49	12.14%	21	10.33%	19
Women's Groups	10.00%	66	9.81%	57	15.61%	27	10.33%	19
Youth Groups	10.91%	72	11.88%	69	10.40%	18	9.78%	18
Other Civil Society Groups	7.88%	52	8.09%	47	12.72%	22	10.33%	19
Secret Societies/Cults	0.30%	2	0.17%	1	0.00%	0	0.00%	0
Other (please specify)	0.30%	2	0.34%	2	0.00%	0	0.00%	0
Total	Total	660	Total	581	Total	173	Total	184

Source: Platform Survey

For women's groups, similar to all other platforms, perceptions of inclusion in conflict management and peacebuilding decision-making have risen from around two-thirds feeling somewhat or very included 2-3 years ago, to almost all feeling that way now (see Table 3.7 and Table 3.8).

Table 3.7 Q4.5 - Thinking about 2-3 years ago, how included did you feel then in conflict management and peacebuilding decision-making?

Question	Women's Groups		Other	
Very included	31.58%	18	47.14%	99
Somewhat included	33.33%	19	20.00%	42
Neither included nor excluded	12.28%	7	4.29%	9
Somewhat excluded	8.77%	5	4.76%	10
Very excluded	12.28%	7	7.14%	15
I was not involved in conflict management/ peace-building 2 to 3 years ago	1.75%	1	16.67%	35
Total	Total	57	Total	210

Source: Platform Survey

Table 3.8 Q4.4 - How included do you feel in conflict management and peacebuilding decision-making?

Question	Women’s Groups		Other	
Very included	63.16%	36	80.95%	170
Somewhat included	36.84%	21	13.33%	28
Neither included nor excluded	0.00%	0	3.33%	7
Somewhat excluded	0.00%	0	1.43%	3
Very excluded	0.00%	0	0.95%	2
Total	Total	57	Total	210

Source: Platform Survey

Safe spaces: State-actors feel most able to speak up and express their views at platform meetings: approximately 80% of state actors report that they “always” feel able to speak up and express their views. This is compared to 62% of non-state actors and 59% of those representing traditional or religious institutions. However, it is not suggested that other members are overly anxious about doing so (see Table 3.9). This is evident in the survey data and there is no indication to the contrary from the case studies. The primary explanation for why individuals do not feel able to speak up and express their view is that someone has already made their point. Nearly three quarters of survey respondents answered this way. Only four individuals suggest that they do not speak up because they are intimidated, all non-state actors operating at local level.

Despite these power dynamics, the available evidence is that NSRP-platforms are considered *safe spaces*. Rather, opportunity to speak up may be the issue and in this sense the role of the platform convenor and chair comes to the fore. It is convenor/chair’s role to preside over inclusive meetings, to ensure that discussions stay on track, that those wishing to speak can interject and that they are not shut down or their views dismissed. The skills of platform convenors/chairs in this regard vary considerably (see Box 3.1 and section 5).

Table 3.9 Q5.2 - During Platform meetings, how frequently do you feel able to speak up and express your views when you have something to say?

Question	Women’s Groups		Other	
Always	63.16%	36	64.76%	136
Most of the time	28.07%	16	26.67%	56
About half the time	1.75%	1	1.90%	4
Sometimes	7.02%	4	6.19%	13
Never	0.00%	0	0.48%	1
Total	Total	57	Total	210

Source: Platform Survey

Box 3.1 Examples of the varying skills and capacities of platform convenors

Observation undertaken by NSRP at the Yobe SCMA suggests that the convenor is failing to facilitate the creation of a safe, inclusive space where members are respected and heard. The convenor’s failure to facilitate the group to participate in decision-making and come to collective decisions around what actions to take was highlighted through this observation. More concerning, there is a suggestion that the convenor is making decisions about actions on its own and that these decisions do not always reflect the views expressed by the platform members. The report also highlights the authoritative, uncollaborative manner of the convenor, who at times has instructed individuals to follow-up on specific matters without these members acknowledging or agreeing to follow up. In sum, there appears to be very limited participation in determining actions and responsibilities and a consequential lack of ownership amongst platform members in decisions and actions.

Observation of other platforms, however, indicates the presence of more effective convenors. At the CPP in Jere, Borno, for example, it is noted that decisions are proposed by the convenor following wide consultation including multiple interventions and contributions by platform members. These decisions are repeatedly verified by the convenor with the platform members until an agreed-upon outcome is identified.

The NIEP platform participant survey also reveals some interesting findings about the role of the convenor in enabling/prohibiting genuine participation. In Yobe - an area where multi-stakeholder dialogue and civilian involvement in security matters (through NSRP and more widely) is a more recent development and where the capacity of convening organisations is limited (KII, NSRP, MTE) - only 40% of survey participants felt they are “always” able to speak up. In contrast, in Plateau an above average number of respondents stated that they “always” feel able to speak up (79%).

Learning: In a dialogue process which achieves genuine participation, *learning* is an important element. In the case studies, there were limited shifts or adaptations in posture or approach by the platforms themselves, nor did participants’ perceptions of the top successful partners change greatly. What of the stakeholders themselves? Participants should be willing to learn from other, to understand their respective points of view (step 1) and be open to changing their own position (step 2).

There is some positive evidence¹⁰² that NSRP platforms have been successful in this regard. Almost exclusively survey respondents report that platform meetings help them to better understand the opinions of others (97% of respondents report this to be true on “all” or “most” occasions), and for 61% of respondents the discussions result in them changing or modifying their own opinions most of the time (see Table 3.10 and Table 3.11). In two of the case studies, there was also some evidence that the participants adapted their behaviour and attitudes to others.

Interestingly, at a wider operational level there is limited evidence of any shift in the convenors’ approaches (resulting from learning from the platform/ platform members).

Table 3.10 Q6.2 - How frequently would you say that Platform meetings help you to better understand the opinions of other participants?

Question	Women’s Groups		Other	
Always	50.88%	29	60.95%	128
Most of the time	40.35%	23	36.19%	76
About half the time	7.02%	4	0.00%	0
Sometimes	1.75%	1	2.38%	5
Never	0.00%	0	0.48%	1
Total	Total	57	Total	210

Source: Platform Survey

Table 3.11 Q6.3 - Following discussion at a Platform meeting, how often do you find that your opinion has changed?

Question	Women’s Groups		Other	
Always	7.02%	4	24.29%	51
Most of the time	50.88%	29	37.62%	79
About half the time	7.02%	4	4.76%	10
Sometimes	33.33%	19	28.57%	60
Never	1.75%	1	4.76%	10
Total	Total	57	Total	210

Source: Platform Survey

Good faith: There are many possible reasons why openness to learning, learning itself and action as a result of learning may be impeded. When exploring if participation is indeed ‘genuine’, the issue of *good faith* is an important consideration: are participants truly working towards the same shared goal?

Generally speaking, the evidence is that NSRP platforms have been conducted in good faith. It is unrealistic to think that vested interests will not in any way influence the behaviours of individuals and institutions operating in a highly political space, but there is certainly no compelling evidence of

¹⁰²Corroborated (if isolated) examples, but conflicting evidence/inference from other stakeholder groups/research strands.

actors actively trying to disrupt platform activity (see Table 3.12). Over half of respondents (59%) report that other members of the platform ‘always’ participate in meetings with the genuine intention of finding solutions to the points raised, a further 32% felt this was the case ‘most of the time’. Nineteen individuals feel that all members are working with the genuine intention of finding solutions to the issues raised on only half or less of occasions.

However, non-state actors tend to be a little more sceptical that all platform members are working towards shared goals.

Table 3.12 Q 7.3 - How often do you feel that members try to disrupt the work of the Platform?

#	Question	Women’s Groups		Other	
5	Always	3.51%	2	6.67%	14
6	Most of the time	3.51%	2	9.52%	20
7	About half the time	1.75%	1	2.38%	5
8	Sometimes	43.86%	25	27.62%	58
9	Never	47.37%	27	53.81%	113
	Total	Total	57	Total	210

Source: Platform Survey

While there is no evidence of members actively disrupting activity, the suggestion in some case studies is that vested interests have affected the traction that platforms are able to get on some issues. For example, Case study 8 reports that the police openly support the SCMA agenda to resolve the herdsmen/farmer conflict in Delta state but are, tactically, not pursuing the herdsmen in the event of encroachment and aggression.

Key informants suggest that the state response is influenced by vested interests (high ranking members of the government own cattle and it is not in their interest to enforce restrictions). In this case the work of the SCMA to find peaceful resolution to the conflict is welcomed, but without the active, genuine support of the state, outcomes will continue to be limited. In the case of the Kano WPSN, the level of commitment of the Ministry of Women’s Affairs(MoWA) was thrown into doubt following a change in leadership, despite the promulgation of the State Action Plan (SAP) and the creation of a committee nominally to implement the programme.

These examples, and the weak governance system within Nigeria, suggest that other disjuncture between public commitments and practice may be expected from all stakeholders. However, these are explicitly part of the problem and the NSRP platforms are there precisely to engage the organisations in relatively transparent processes, that will gradually resolve such disjuncture.

Empowerment: The final indicator is *empowerment*. That is, are platform members empowered to participate in conflict management processes? How meaningful is their participation?

Section 3 on Strengthening the Peace Architecture, notes that different stakeholders are perceived to be important partners for success. These correspond for the most part to traditional, religious, state security, or civilian organisations. However, CBO’s are also consistently emphasised as key stakeholders (see Appendix D Social Network Analysis). For SCMA’s and CPP’s, youth groups are also cited in the top five partners for success; women’s groups are consistently less important, but are intensively involved (that is, they are not seen to be crucial to achieving change, but are frequent engagers in the programme). The QCA analysis also notes that while traditional holders of power from state security and civilian branches and traditional leaders are consistently seen as crucial for the effectiveness of the platforms, a broader spread is crucial for the platforms’ successful operation at the LGA level.

If this indication of who is important is to be taken as a yardstick, it shows that community-based, youth and women’s groups are considered important to success. Among participants themselves, the perception is of multiple and diverse “contributors”¹⁰³ to platform meetings (respondents to the NIEP’s primary research survey were asked to think about all the platform meetings they have attended and to comment on the level of input that different groups of stakeholders tend to make,

103.

see Appendix Tables D.7 and D.8) Organisations representing youth are suggested to be the most frequent contributors (82% of respondents feel they contribute “a great deal” or “a lot” in platform discussions), followed by security sector institutions and women’s groups (79% of respondents feel they contribute “a great deal” or “a lot” in platform discussions).

On further exploration of the data, two things stand out. First, state actors perceive that their contribution to the discussion process is high: these actors project a sense of power in the process. Their perception of their own contribution is above the sample average. Among state-actors, 84% and 76% feel that state security institutions and government agencies respectively contribute “a great deal” or “a lot” to platform meetings. This is compared to the sample average of 79% and 61%.

The second point of note is the significant contribution of those representing youth and women as viewed by state-actors. Some 84% and 71% of state actors report that youth and women’s groups respectively contribute “a great deal” or “a lot” to meetings.

In contrast, among civil society respondents¹⁰⁴ the perceived contribution of women’s and youth groups is quite a bit lower (around two thirds of respondents from this groups feel that women’s groups and youth groups make a significant contribution); this group do not feel they are contributing as much as state-actors think they are. This is in keeping with case study evidence which questions inclusivity and the power civil society actors wield in some cases.

Around 80% of respondents feel that the platform is used to scrutinise and challenge the actions of conflict management stakeholders (see Table 3.13). This response was particularly prominent among those operating at local and state level. Some 82% of respondents from local level platforms and 80% from state level report that the platform is used to scrutinise and challenge the actions of other relevant actors “all” or “most of the time”. This is compared to 54% of respondents at federal level (NB: small sample size here).

However, case studies provide little evidence to back up this claim and it is not captured in programme monitoring data. Programme monitoring data does record instances of policy practice influence by individual platforms (a proxy of sorts for the responsiveness of the state (top-down accountability)). Taking NSRP’s direct intervention platforms (the NPSF, SCMA, CPPs, LWUs, MSPs and EMTs) only 13 instances of policy practice influence are noted during programme implementation to date. If scrutiny and pressure was being applied by the platforms, success appears to have been limited.

Across NSRP target states perceptions of the extent to which platforms are used to challenge/scrutinise vary: for example, 62% of respondents in Bayelsa believe this to be the case “a majority of the time” compared to 97% in Yobe. Expectations, external context and intervention duration may be relevant explanatory factors.

In Bayelsa, activity of NSRP platforms did not really start/step up until late in the intervention period (the frequency of SCMA meetings seem to have stepped up from August 2015 and the CPPs were established from late 2016). The platforms are relatively young in this state and may not yet have established themselves as an accountability mechanism. Also, the external context in which secretive cultist activities are on the rise and the perceived impact of violence has increased will likely impact the views of platform members.

By contrast, Yobe state also has relatively young platforms (the SCMA was established in May 2014 before a long gap in activity until August 2015; the CPPs were established in early/mid- 2016) but come from a position of high violence and low oversight of conflict management processes. In Yobe, any positive change is likely to be viewed favourably.

¹⁰⁴ The CSO group includes women’s groups, youth groups, community based organisations and other civil society organisations.

Table 3.13 Q8.6 - How frequently do you feel the Platform scrutinises and challenges the actions of relevant actors?

Question	Women's Groups		Other	
Always	17.54%	10	34.29%	72
Most of the time	59.65%	34	45.71%	96
About half the time	14.04%	8	5.71%	12
Sometimes	8.77%	5	12.38%	26
Never	0.00%	0	1.90%	4
Total	Total	57	Total	210

Source: Platform Survey

Participation by broader society

Looking beyond NSRP's supported platforms, there is strong evidence that some NSRP interventions have contributed to broader societal participation in dialogue and debate around conflict drivers, conflict management and peace-building more widely. The strongest examples come from work with the broadcast media. Case study 4 demonstrates a contribution of NSRP in efforts by supported media partners to facilitate dialogue on gender issues and include women's voices on the air. Further, MTE key informants spoke of instances where young people involved in NSRP supported Peace Clubs (as well as members from other platforms) have been interviewed on air in relation to peacebuilding, gender and social inclusion (including disability), and in relation to the adoption of UN Security Council Resolution (UNSCR) 1325¹⁰⁵ (UQ, 2016: 67). Through these activities NSRP has extended its reach, taking dialogue and debate into the wider community and providing knowledge for others to take forward and use.

The success of other NSRP interventions is certainly more limited. For example, Case study 5 noted the increased inclusion and empowerment of marginalised youth around the development of a Code of Principles for Youth Employment programmes; however, in the absence of endorsement and adoption of the Code by government agencies wider outcomes are limited.

Unfortunately, the evaluation presents no evidence on the role of NSRP small grants in support of broader societal participation and the inclusion of marginalised groups (other than activity based reporting). As noted at the MTE, NSRP holds no collated and validated source of evidence that confirms the reach, beneficiaries and outcomes as a result of its small grant programme. This source of evidence was also absent at the FE.

Given the above, the balance of evidence is not sufficient to suggest that NSRP, as a whole, has contributed to broader societal participation in conflict management processes (beyond the immediate beneficiaries of its interventions and members of its platforms) as envisaged at the higher levels of the theory of change (see Finding 9). This assertion is backed up by the APS which shows:

- Wider community involvement in conflict management institutions/processes remains low¹⁰⁶.
- Involvement in conflict management institutions/processes is markedly higher for males than females and it varies by state (on average, involvement is lowest in Kano and highest in Borno). Differences are less pronounced for other socio-economic characteristics.
- As may be expected, wider community involvement is most frequently through community development councils, women's groups, youth groups and vigilante groups rather than the police, courts etc.
- There is low recognition of NSRP supported platforms.

¹⁰⁵ The resolution reaffirms the important role of women in the prevention and resolution of conflicts, peace negotiations, peacebuilding, peacekeeping, humanitarian response and in post-conflict reconstruction and stresses the importance of their equal participation and full involvement in all efforts for the maintenance and promotion of peace and security.

¹⁰⁶ APS data shows that 7% of respondents in 2013 were involved with some kind of institution/organisation with a role in conflict management. This figure increased to 15% in 2016, before returning to 9% in 2017.

- Perceived ease of access to conflict management stakeholders has not varied greatly over the 5-year period of the APS. Non-state actors, traditional and religious institutions are generally considered more accessible than state security and government actors¹⁰⁷.

Concluding remarks

EQ6. To what extent, and in what ways, has regular, meaningful and sustained participation in dialogue and debate, including the voices of marginalised groups, been achieved?

The operation of the platforms can be broadly characterised as having been effective in facilitating democratic dialogue across a number of dimensions (see Finding 6). Overall, NSRP-supported platforms have provided a space for different stakeholder groups, including those considered to represent marginalised voices specifically women and youth, to come together around issues of conflict management, resolution, policy and practice change. The operations of the platforms are broadly characterised as safe spaces and demonstrate good faith in their conduct. This is a significant achievement.

Within platforms, power continues to reside with state-actors who may have entrenched views on the ‘appropriate’ or necessary level of contribution that non-state actors, civil society should be afforded. However, other actors are also seen to be important partners to success, and a broad composition is particularly important at the LGA.

While discussions and contributions are skewed towards state actors, there is space for others to articulate their views and a wider group of stakeholders are considered by participants as key partners for success. Finally, with some exceptions (such as support to broadcast media), the ability of NSRP platforms and interventions to reach beyond those directly engaged has been inconsistent and there is no evidence of a significant contribution to broader societal participation (see Finding 8).

However, despite providing, to a significant extent, ostensibly effective forums for democratic dialogue around issues of conflict management policy and practice (including engagement of non-state actors and marginalised groups), reference to the findings from focal area one, suggest little evidence that these forums have (as yet) led to impactful behaviour change (see Finding 7).

It should also be acknowledged that widespread societal participation and the high-level changes envisaged by the programme (reduction in violence affecting vulnerable groups) may only be fully realised in the medium to long term (and with favourable external conditions). It may well be that further achievements would have been recorded by the programme beyond the final evaluation point, and had the programme continued. However, tangible evidence of a significant shift in levels of violence, that can be clearly attributed to the programme, was not available at the FTE point.

¹⁰⁷ Over 80% of respondents feel the following stakeholders are “very” or “easily” accessible (in descending order): youth groups, local religious leaders, vigilante groups, community development councils, Hizbah boards, traditional rulers, women’s groups and religious umbrella organisations. The list of less accessible institutions includes: police, army, LGA officials, formal courts, media, federal government and state government.

3.3 NSRP exerting influence

Headline findings

Finding 9: The evaluation research finds a range of examples at all levels of where NSRP has successfully influenced key actors/ institutions in the conflict arena resulting, in some cases, in key policy and practice changes that have enhanced stability and reconciliation. However, this evidence is drawn almost entirely from the evaluation case studies and is weakened somewhat as a result of positive bias.

Finding 10: Stepping above the nine deep-dive case studies and looking more broadly across the programme, at first glance NSRP's influence appears limited, with NSRP's programme monitoring data recording only 38¹⁰⁸ instances of influence across the three-year implementation period. Occasions of reported policy or practice change are particularly low for Output 1 and 2 platforms/initiatives; in contrast eight NAP policy practice changes were achieved. However, the numbers suffer from similar problems (methodologically and conceptually) as those pertaining to the peace architecture. Accurately assessing the extent of NSRP's contribution is also made more difficult as a result of potentially low levels of reporting through NSRP's M&E system which in turn are resulting in NSRP's contribution in this area being underestimated.

Finding 11: A range of factors have facilitated NSRP's capacity to influence policy and practice change, most notably: building, leveraging and sustaining strong relationships with champions of change; and the capacity of the platforms/initiatives to identify and capitalise on 'windows of opportunity' and 'spaces for influence'. There are important structural risks associated with relationship-building and the inevitable departure of key champions of change, however, which highlight the fragility of policy and practice change and its dependency on lasting, institutionalised relationships. Key factors that have stilted results include wider socio-economic, political-economy, and cultural factors; and, in some cases, NSRP's failure to respond appropriately to these realities and shift its focus/approach.

Finding 12: Looking specifically at EQ7, NSRP's TOC assumes that access to better information and evidence is improved, this will be used to influence policy and practice; specifically, if society more broadly is equipped with more information, they will be able to influence and advocate for change more effectively. Case 9 however directly contravenes these assumptions. More broadly, although anecdotal and isolated examples of NSRP's research influencing changes in practice do exist (drawn from the NSRP monitoring tools), evidence in this area is weak; evidence and research were only one of the tools in a wider set of mediation and advocacy approaches used to influence policy and practice.

Finding 13: Looking towards sustainability, the research highlights that policy change is *necessary* but not always *sufficient* to achieve the long-term reductions in conflict and violence sought by NSRP. Other components - such as dedicated resources to implement policy change; ongoing monitoring of policy implementation; and significant buy-in and change in action by government – are also important and necessary steps in the journey towards changing practices and reducing conflict. It is important to note, however, that although policy change may on its own not be sufficient to contribute immediately to conflict reduction, it is still a highly valuable step in the journey and end in itself.

Evaluation questions

Given the focus of the programme on exerting influence, and the associated assumptions underpinning the NSRP TOC i.e. that a) NSRP/ partners have capacity to achieve this and b) that

¹⁰⁸ The evaluation drew on data up to end March 2017. At end August NSRP self-reported 54 incidences, but the IE was not in a position to validate this data within the timeframes of the evaluation.

decision makers are willing and able to listen/act; this was identified as an area of interest for the FE by both NSRP and DFID.

NSRP is working across all four of its output streams, in all eight focal states, at the community, state and federal levels to increase the capacity of its platforms, initiatives and interventions – and the capacity of society more broadly - **to exert influence over key actors/institutions in the conflict arena with the intention of bringing about positive changes in policy, practice and programming.** Ultimately, these changes are intended to result in enhanced stability and reduced violence.

The issue of influence was not a focal area at the time of the MTE, which in general focused on lower level outcomes and the building blocks required to increase capacity to influence¹⁰⁹. Following the MTE, exerting influence was thus identified as one of three key focal areas for the evaluation during its final phase¹¹⁰.

In analysing and untangling the extent to which – and in what ways - NSRP has successfully influenced policy and practice change, this section draws again on Figure 1.2 and Table 1.2 as an analytical framework, looking at the different types of platforms/initiatives; whether different platforms have deployed different packages of interventions in their quest to influence policy and practice change; and to what end.

This section firstly presents the evidence of NSRP's achievements in relation to influencing policy and practice change, as captured in NSRP's monitoring, data before focusing in on the different combinations of activities/interventions/approaches deployed by the platforms/initiatives. Finally, it considers key external factors (often outside the control of NSRP) that have facilitated and inhibited platform success in this area.

This section addresses Evaluation Questions 7 and 11:

EQ7. To what extent, and in what ways, has the capacity of broader society to use knowledge, influence and advocate for change been built?

EQ11. To what extent have NSRP's platforms/initiatives (including research) influenced key actors/institutions in the conflict arena, resulting in changes in policy and practice that enhance stability and reconciliation?

What has NSRP achieved in the area of influence?

NSRP's revised Results Framework was set up to capture results in relation to NSRP's influence on policy and practice and, in turn, on enhanced stability or reconciliation¹¹¹. Table 3.14 provides a summary of the total number of occasions that influence has been achieved across NSRP's different platforms and initiatives, as reported in the Results Framework and monitoring tools (up until March 2017).

The data demonstrates that over the course of the near 5-year programme period NSRP's platforms/initiatives have collectively influenced policy or practice change on 38 occasions; this total however hides the fact that in Year 4 of implementation only four instances of policy or practice change were recorded across the programme portfolio.

In simplistic, numerical terms Output 4 have had the most success in achieving influence (in terms of *number of occasions* that influence has precipitated change), while occasions of reported policy or practice change are particularly low for Output 1 and 2 platforms/initiatives: the NPSF is recorded

¹⁰⁹ The one area of the MTE that did look at influence was in relation to NSRP's research. The evidence base here was limited with only isolated, often anecdotal/ vague examples of research evidence influencing policy and practice.

¹¹⁰ See NSRP-IEP Way Forward Concept Note (August 2016)

¹¹¹ The revised Results Framework includes new indicators measuring influence leading to policy/ practice change in relation to the NPSF, SCMAS, CPPs, LWU Dialogue Mechanisms, MSPs and EMTs, WPSNs at federal and state level, NAP and SAP initiatives, the Observatories, NSRP's research, Strategic Partnerships, and Media Platforms.

as influencing policy/ practice on only one occasion over the near 5-year period; only two instances of policy/practice change are recorded across NSRP’s SCMAs and CPPs; only three across LWU DMs; and the MSP and EMT DMs report no results (see Finding 10).

Table 3.14 Total number of occasions that influence has been achieved by NSRP’s platforms/ initiatives

Output Stream	NSRP Initiative	Platform/	Total # of instances where has	Total # of instances of influence per Output Stream
		platform/	initiative	
		influenced		
1	NPSF		1	3
	SCMAs		1	
	CPPs		1	
2	LWU Dialogue Mechanisms		3	3
	Mutli-Stakeholder Platform/EMT Dialogue Mechanisms		0	
3	NAP/SAP activities		8	9
	Observatory activities		1	
4	Research		17	23
	Strategic Partner Institutions		4	
	Media platforms		2	

However, the numbers suffer from similar problems as those pertaining to the peace architecture, in that methodologically instances of influencing are difficult to distinguish and enumerate; and conceptually a shift in policy may be have a very significant impact on behaviour or may be very limited.

This low level of reporting on the number of instances could also equally be a function of the methodological and conceptual difficulties of recording the counterfactual, or a reflection of an M&E system that is failing to accurately capture results which in turn is resulting in NSRP’s contribution in this area being underestimated. Unfortunately, it is not possible to estimate with any certainty the extent of under-reporting nor the extent to which methodological and conceptual difficulties are inhibiting a true picture of programme success or progress in this area.

The limited results reported in NSRP’s Results Framework are, however, somewhat moderated by the NIEP case study work, which provides moderate evidence¹¹² of NSRP platforms/ initiatives successfully influencing policy/practice change at all levels (federal, state and LGA). The following section draws on these examples to demonstrate the different programmatic approaches and mechanisms employed by a range of different NSRP platforms/ initiatives to command influence (see Finding 9).

How did the platforms set out to achieve influence over policy and practice change?

As alluded to previously, looking across the range of NSRP platforms/initiatives it is noticeable that different initiatives have employed different combinations of a wide range of activities and interventions in seeking to influence policy and practice change. Drawing on the NIEP case study research – which specifically looked at the different factors and actors that may have contributed to changes in policy and practice in relation to nine platforms/initiatives - it is possible to roughly group

¹¹² Corroborated examples emanating from at least one stakeholder group or research strand, with no evidence to the contrary.

and plot the cases onto the matrix below (Figure 3.3) to demonstrate the different combinations of activities delivered.

Figure 3.3 Combination of activities delivered

Target Group	Key Activities: Targeted influencing and persuasion	Key Activities: Convening platforms and bringing people together
Powerholders / state and traditional authorities	<p>Advocacy and mobilization (including research) on targeting powerholders around specific, pre-defined agendas and issues. Building strong networks with key allies and champions within government.</p> <p>3 6 9 5</p>	<p>Convening key powerholders into longer term organizations/ platforms ('strengthening the peace architecture')</p> <p>2 7 8 6</p>
Citizens / protagonists of conflict	<p>Sensitisation, awareness-raising and training in conflict sensitive ways of action</p> <p>1 3 4 9 2 7 8</p> <p>Platforms/initiatives tend to <i>indirectly</i> address violence specifically by influencing policy and practice change</p>	<p>Bringing stakeholders in / protagonists of conflicts together, providing the space for mediation, dialogue, and collective decision-making on conflicts. Building ongoing relationships with communities undergoing conflict.</p> <p>2 5 7 8 1</p> <p>Platforms/initiatives tend to <i>directly</i> address violence</p>

Key:

Red: Output 1 and 2 case studies

Green: Output 3 and 4 case studies

Case study 1: Kaduna South and North Peace Clubs

Case study 2: Kaduna South Community Peace Partnership

Case study 3: NSRP-funded research on Radicalisation, Counter-radicalisation and De-radicalisation

Case study 4: Conflict sensitivity training in Kano, Borno, Plateau and Rivers states (O4)

Case study 5: Adoption of Code of Principles and Standards on government employment programmes in Kano state

Case study 6: Eminent Persons and Expert Group Meetings and national security policy and practice

Case study 7: Bokkos City and Daffo land and Water Use Dialogue Mechanism Committees

Case study 8: Delta State Conflict Management Alliance

Case study 9: Kano Women's Peace and Security Network

In general, Output 3 and 4 initiatives/ platforms (those in green) fall into the left-hand column in Figure 3.3 (as a result of their focus on targeted influencing and persuasion). In seeking to influence behaviours, practices and policy they tend to deploy different combinations of: **advocacy, research, mobilisation, network-building, strategic partnerships, sensitisation, awareness-raising and training on conflict sensitivity**. Broadly speaking, these platforms/ initiatives also have in common their focus on addressing violence *indirectly* through policy and practice change. Consider the following three examples:

- The state-level Kano Women's Peace and Security Network (KWPSN) (Case 9) provides a strong example of where grassroots mobilisation, targeted advocacy work, ongoing individual lobbying, continual media presence, and wider network-building (to bring on board allies and champions within and outside of government) have been effectively deployed to positively influence policy change. With a clear policy change in mind – the formal domestication of Nigeria's National Action Plan on Women, Peace and Security - the KWPSN successfully and significantly contributed to: raising the issue of VAWG within the political discourse and media in Kano, increasing public pressure for change, and opening up a political window; the development of a climate amenable to policy change; and, ultimately, to the domestication of the National Action Plan (NAP) through the launch of the Kano SAP in May 2016.

The positive outcomes achieved here also result from the KWPSN working through and together with the Kano SCMA (KSCMA) to increase their visibility, credibility and leverage. The KWPSN used their membership of the SCMA - and, in particular, the creation of an SCMA sub-committee - as a platform to approach and influence key actors and push for the SAP. Leveraging this relationship undoubtedly lent the WPSN wider credibility and influence. The approach deployed by the KWPSN that is described here provides a strong example of complementarity across NSRP's output streams; however, beyond this example the evaluation found limited other examples of cross-working across the output streams. This is discussed in more detail in section 2.2.

A further noteworthy finding from this case relating to EQ7¹¹³ is that decision makers were *not* influenced by the data and evidence on VAWG (as was assumed in the programme TOC); as such, this case study does not represent an example of evidence being deployed to influence/ change decision-maker's viewpoints, nor yet to inform advocacy and accountability efforts. Indeed, evidence on the incidence of VAWG is not particularly prevalent and played a minimal role in the discourse. What mattered in case 9 was the nature of the relationships that were created through the KWPSN's ongoing lobbying work (see Finding 12).

- NSRP's work to increase conflict sensitivity amongst the Nigerian media provides a strong example of NSRP's capacity to positively influence step changes in practice, this time through training in conflict sensitive ways of action (Case 4). Individuals within all NSRP's partner radio stations are now adopting and applying CSC principles and approaches as a result of workplace mentoring and training. There have been marked improvements in the conflict sensitivity of radio discussion programmes¹¹⁴ and, in total, NSRP support has resulted in 11 key internal practice changes across 15 radio stations¹¹⁵. With the 2017 APS data revealing that 65% of citizens believe that a 'more conflict sensitive media' has helped resolve conflict – a link that is well made in the literature - it is plausible that these positive changes in practice are contributing to enhanced stability (NSRP, 2017: 9).
- There are anecdotal examples of NSRP's research influencing change through identifying and targeting key powerholders (as would-be users of research and evidence) in the conflict management arena. NSRP's research on *Rural Banditry and Conflict in Nigeria* (NSRP, 2015) is perceived to have influenced police practices in Gombe¹¹⁶. Separately, recommendations made in NSRP's research *Winners or Loser? Assessing the Contribution of Youth Employment and Empowerment Programmes in Reducing Conflict Risk in Nigeria* (NSRP, 2014c) is perceived to have influenced the Rivers State Sustainable Development Agency (RSSDA) - a state-level government agency - to establish a Technical Working Group to enhance coordination amongst key actors on peacebuilding and employment programmes. The government's National Directorate of Employment also drew on this research to improve and refine their recruitment process. Plateau States' MoWA also cited by NSRP as drawing on NSRP's research on *What Violence Means to us: Women with Disabilities Speak* (NSRP, 2015b) to inform the SAP.

In contrast, Output 1 and 2 initiatives/platforms (those in red, Figure 3.3) tend – in general – to focus not on resolving conflict *indirectly* through influencing high-level policy change but on *directly* resolving specific conflicts, often through practice change. These initiatives/platforms largely fall into the right-hand column (Figure 3.3) and core activities include **convening key powerholders into**

¹¹³ EQ7: To what extent, and in what ways, has the capacity of broader society to use knowledge, influence and advocate for change been built?

¹¹⁴ NSRP report a "marked improvement in the level of conflict sensitivity of radio discussion programmes" with an "average score of 3.8 (out of maximum score of 5) in 2017 on the NSRP media scorecard compared to a baseline of 1.3 in 2013" (NSRP, 2017: 8).

¹¹⁵ These changes in practice include media partners conducting regular editorial meetings and 'post mortems' of completed programmes, practices previously conspicuous by their absence.

¹¹⁶ Drawing on the report recommendations, the police adopted the practice of holding conflict resolution meetings with the community when disputes arise, something they were previously not engaging in.

longer term organizations/ platforms; mediation, dialogue, reconciliation and collective solution- and decision-making with the stakeholders affected by and involved in targeted conflicts; and ongoing relationship-building with communities. These activities are often combined with elements of sensitisation work, as is the case with the DSCMA, Kaduna South CPP and the LWU DMs in Bokkos City and Daffo.

The case studies illustrate that different combinations of these activities have been effectively employed to influence. Take the following examples:

- The LWU DMs in Bokkos City and Daffo (Plateau State), which have influenced significant changes in practice amongst farmers and pastoralists - two key groups involved in conflict in these LGAs. Practice changes include the development of timetables for water use by farmers and pastoralists and the subsequent rotational use of streams; and the demarcation of cattle routes and water sources (case 7).

These practices were not in place in these communities prior to the DMs and are seen to have resulted in a reduction in local-level conflicts and improvements in community-level conflict management. The shifts in practice described here were facilitated by the very presence of the DMs and driven by the ongoing sensitisation, negotiation and mediation work conducted by the DMs. The DMs focus on working with communities and the protagonists of conflict to agree on these new rules for sharing resources was identified as key here.

Shifts in practice have also been observed amongst the DM members themselves¹¹⁷, all of whom are key conflict management stakeholders. Traditional leaders – who play a highly significant role in LWU conflict resolution – in particular have shifted towards a more inclusive, coordinated approach to conflict management as a result of their membership of and training received through the DM.

- Case 6 – which looks at the development of the National Security Strategy (NSS) - demonstrates NSRP’s capacity to contribute to and influence federal-level security policy and strategy development. Over the case study timeline, we see the development of a new, more inclusive, more comprehensive NSS that builds significantly on any preceding it and which was developed through a more inclusive, coordinated approach than any of its predecessors. Indeed, the picture presented in this case is one in which the approach to drafting and developing NSS in Nigeria changed substantially.

What, though, was NSRP’s contribution? This case provides a good example of a project working through the “building blocks” of the NSRP TOC to achieve the higher-level outcome of influence. That is, NSRP successfully:

- Engaged influential, committed ‘agents of change’ in its delivery partner, NIPSS, and in Office of National Security (ONSA);
- Brought together a wide range of state and non-state stakeholders to debate prescient peace and security issues, in this case, the need for a new NSS and approach;
- Enhanced communication and coordination amongst these stakeholders; and,
- Enabled network members to better understand each other’s remit.

By providing the space for these actors to come together, NSRP enabled them to work in a problem-driven, coordinated, inclusive and aligned way and to develop a more coordinated, inclusive NSS. As well as contributing to the process through the provision of financial and technical inputs¹¹⁸, NSRP positively aided, pushed forward and influenced the process through its strong, ongoing focus on inclusion; its ongoing proactivity and its knowledge of local systems¹¹⁹; through leveraging its sister platforms - the NPSF and Civil Society

¹¹⁷ Including traditional leaders, community leaders, religious leaders and security agents.

¹¹⁸ NSRP provided financial and technical inputs to the EEGMs and the NSS drafting process.

¹¹⁹ This case demonstrated that NSRP and the expertise of its staff are highly valued by their partners and those stakeholders they have engaged.

Organization (CSO) Peace and Security Network; and through ongoing capacity building and advocacy work with civil society.

- The Kaduna South CPP (case 2) brought together the different conflict parties (including youths, and people of different religions and ethnicities) and engaged directly with the instigators of violence. Through including and actively working with these actors, the CPP contributed to critical changes in practice witnessed amongst youths and youth leaders in the lead up to the 2015 election which resulted in less violent, more peaceful behaviour.
- Findings from the QCA further validate the effectiveness of this approach: at the local level the QCA found that a wide and diverse platform composition is a key factor, if not a necessary condition, for platform success.

In “categorising” NSRP’s platforms/ initiatives, there are exceptions to the rule. Case 5, for example, falls under Output 2 but sits apart from the majority of other Output 2 platforms/ initiatives in terms of its programmatic approach: here the focus of NSRP’s partner Resource Centre for Human Rights and Civic Education (CHRICED) has been on advocating and lobbying to government agencies for more transparent and fair employment and empowerment programmes.

A note on sustainability: Case 6

The positive strides made in relation to the policy-change implied by the NSS (as described above and in more detail in Case 6) are significant, especially when looking back to the context and highly closed approach to security strategy- and policy-making pre-2012.

However, whether the NSS is being effectively implemented, and whether these positive steps are being followed through and are sustainable is less clear. Since the launch of the NSS in 2015 Nigeria has seen a General Election and a change in President and ruling party. The case study provided anecdotal evidence that these changes have posed challenges for the implementation of the NSS - changes to ONSA’s architecture and staff in 2015 were, in particular, seen to have stalled progress. Those engaged in the case research (including participants from the key government agencies leading on NSS implementation) were unable to say whether or not the NSS was at that time being successfully implemented under President Buhari’s administration.

One point that did emerge strongly was the absence of any form of ongoing review or monitoring of NSS implementation. A monitoring plan was not put in place when the NSS was being developed and the NSS has not been reviewed since its launch; this was identified as a key factor likely to prevent effective implementation. It must however be acknowledged that policy changes and subsequent changes in behaviour requires time, and the relative success of NSRP in this area will be more apparently over the coming years

A note on sustainability: Case 9

The issue of sustainability is also raised in Case 9 which looked at the KWPSN. The case acknowledges the development and launch of the SAP in Kano as a significant achievement and an important and necessary step in the journey towards embedded changes in practice and a reduction in violence. However, on its own, this change in policy is insufficient i.e. it will not bring about long-term changes in practice and a reduction in violence on its own. Indeed, as of yet, the domestication of the SAP has yet to translate into significant changes in action by government or into resources dedicated to implement the SAP and there remain considerable problems with prosecution. As with case 6, the real impact on NSRP in this area will become evident over a longer period of time (see Finding 13).

The positive examples of policy and practice influence outlined above are, as to be expected given the ambitious timeframe, counterbalanced by case study examples demonstrating less success in this area. Case 8, for example – which charts the role of the Delta SCMA (DSCMA) in responding to the running conflict between Fulani herdsmen and communities - demonstrates the significant, inhibitive impact wider PE and contextual factors (that are often outside the control of NSRP) can have on a platform’s capacity to influence the practices of key actors.

As mentioned in section 3.1, this case found evidence to suggest the police are reluctant to pursue and arrest herdsmen (the acknowledged aggressors in the conflict) due to vested political interests. Several interviewees suggested that these entrenched behaviours mean that no sustainable resolution of the conflict is possible, and the case concluded that the conflict between the herdsmen and farmers has proved to be impermeable to permanent solution as a result of the key interests supporting the herdsmen.

There is also evidence that, in some cases, the capacity of NSRP's initiatives/ platforms to successfully operate and influence as planned is inhibited by the design and implementation of the projects themselves.

- Case 1 - which looked at the peace clubs in Kaduna South and North - highlights a project that lacks conceptual clarity and whose design is confused. The case concludes that it was not clear what the peace clubs are trying to achieve, one (or *all?*) of the following: increased participation in peace initiatives? Creation of a platform where women and girls are socially included in development? A reduction in VAWG only (as opposed to both sexes)? And/ or reductions in violence against persons living with a disability (again, focusing on both sexes or just girls)?
- Similarly, Case 8 highlighted what it saw as a key flaw in the DSCMA model relating to the absence of any system to ensure actions are taken (and recorded) following the reporting of cases of violence. The DSCMA set up what appeared to be a simple and efficient EWS which provides a platform for communities to report hotspots or incidences of violence, with these reports subsequently shared by the DSCMA with the relevant police control room/Department of State Services (DSS) and police posts for further action – in principle, a positive initiative. However, the DSCMA has failed to develop and put in place any sort of follow up process for those cases raised through the EWS; as such, the DSCMA is failing to systematically follow up on and track what action has/ has not been taken by the security agencies in relation to the cases reported through the EWS. Not only does this have implications for the DSCMA in terms of its ability to generate data about what actions and results are being achieved through the EWS, but it also reduces the accountability of the DSCMA to those communities it represents and, furthermore, has implications in relation to the accountability and transparency of the security services.

Indeed, the case highlights growing discontent and a lack of trust in the security agencies amongst communities as a result of the lack of prosecutions and ongoing weaknesses in the police's implementation of policies. In this example, it seems that the platform itself as well as the police have embraced the beginnings of a change in practice (through establishing and using the EWS) but have failed to see this change through to fruition, which is impacting negatively on relationships between state and non-state actors / communities.

The examples explored above demonstrate that there is no “one size fits all” approach to programming within the NSRP model; the platforms/ initiatives appear to deliver a range of activities that are aligned to their mandate and the chosen approach to influencing (be it *direct* or *indirect*). It also shows that one combination of activities isn't necessarily more effective than another. What does emerge when considering success is the way in which the platform/initiative **encounters the external environment**, which we turn to in the section below, exploring those external factors that have facilitated success in this area and second, those that have inhibited success.

More broadly the analysis above – in the round - suggests that NSRP has a “basket” or range of pre-defined activities/ interventions and that different combinations of these are selected for use for the different platforms/initiatives. There is little evidence of platforms/initiatives ever deviating significantly from the “basket” of activities and embracing diversely different approaches. This is worth noting for the development of future programmes.

External factors facilitating NSRP's capacity to effectively influence

Building, leveraging and sustaining strong relationships with 'champions of change'

First, and perhaps most prominent, is the importance of building, leveraging and sustaining strong relationships with champions of change (typically from state institutions) (see Finding 11). We see this in platforms/ initiatives across all four of NSRP's Output streams.

- In the case of the KWPSN (Case 9) the Governor of Kano as well as a number of key actors within MoWA were open and receptive to WPSN's advocacy efforts. Over time and through persistent lobbying the KWPSN built strong relationships with these champions, was highly respected and valued by them, had easy access to them, and was able to leverage these relationships to command influence. The case study highlights that in identifying, building and maintaining relationships with positive 'champions of change', determination, perseverance and an element of 'being in the right place at the right time' are required.
- Case 3 – which looks at the contribution of NSRP-funded research on Radicalisation, Counter-radicalisation and De-radicalisation to Nigeria's changing approach to countering violent extremism (CVE) – also highlights the importance of relationships with champions of change who share the same vision. In this case, NSRP formed a strong relationship with the intellectual designer of the government's CVE programme within ONSA at a time when ONSA was hungry for research evidence to inform programming.

In highlighting the importance of relationships, these cases (and others) simultaneously underscore the structural risks associated with relationship-building. In Case 3, the aforementioned champion stepped down from post mid-way through the NSRP programme and there were justified concerns that in the absence of this 'internal champion' the research study, its findings and recommendations would be unable to maintain the visibility and buy-in needed to drive change.

The case studies demonstrate the ongoing fragility apparent in some of the platforms/ initiatives' institutionalisation. Risks of this nature can only be mitigated by persistence and by extending the pattern of personal linkages and relationships within the government to more long-term, formally recognised relationships at the institutional level. Indeed, in the case of the KWPSN, while the success of the platform's policy agenda was vulnerable to turnover and churn amongst the key power holders (with the removal of one MoWA Commissioner stalling the programme and weakening the KWPSN's influence), the existence of a wider network has given the KWPSN the resilience to persist with a lobbying strategy and maximise the ability to capitalise on the next opportunity.

Identifying and capitalising on 'windows of opportunity'

The second 'facilitatory' factor identified by the case study research was the ability to identify and capitalise on 'windows of opportunity' and 'spaces for influence'. In some cases, NSRP's platforms/ initiatives have been able to recognise when gaps or spaces for influence are opening up (and even create these spaces themselves, as in the case of the KWPSN) and take opportunities when they arise.

Programming of this nature is by no means straight-forward and requires particular skill-sets, approaches and systems, including - but by no means limited to - a strong, ongoing understanding of the changing context and the capacity to use this information on a real-time basis; the ability to remain agile and react to opportunities; and the capacity to be comfortable with potentially higher levels of risk than normal. Section 5 provides some key lessons in relation to this area and some suggestions around how future programmes might work in this way.

The memory of past violence and a desire for change

A 'desire for change' was identified across the cases as an important factor facilitating some of the positive changes observed, in particular in relation to positive changes in practice.

- Case 7 highlights that communities in Bokkos City and Daffo were tired of years of violence that have claimed many lives and destroyed property. The protagonists of the conflict (the farmers and pastoralists) accepted dialogue as an alternative to violence in the resolution of LWU conflict because they wanted an end to this ongoing violence.

- In Case 2 (which tracks the outcomes of the Kaduna South CPP on peaceful conduct during the 2015 elections), the memory and experience of the 2011 electoral violence as well as people's experience of ongoing violence in Kaduna South were considered key factors driving people's desire for peace. Communities were hungry to know what they could do to ensure peace.

External factors inhibiting NSRP's capacity to effectively influence

Political economy and contextual factors

In a programme of NSRP's nature, it is expected there will be contextual and political economy (PE) realities, events, trends and shocks – often outside the control of NSRP - that have the potential to impact on the programme's capacity to deliver results as intended. The NSRP TOC and Results Framework catalogue many of these as 'risks' or 'assumptions'. Contextual and PE factors raised through the evaluation research include:

- **The perpetual marginalisation of large sections of Nigerian society (in particular, women).** This was highlighted in the MTE as a barrier to NSRP's activities.
- **A patriarchal social context.** Cases 9 (on the Kano WPSN), Case 1 (Kaduna South and North peace clubs) and Case 7 (LWU DMs in Bokkos City and Daffo) all refer to the patriarchal social context within which NSRP is operating, and the harsh, disabling environment that this presents.
- **High levels of drug abuse and unemployment.** In both Bokkos City and Daffo, drug abuse and unemployment among youths remain high and are well recognised as key factors motivating youths to perpetrate violence. The presence of high levels of drug use and unemployment are believed to have inhibited youth participation in the DMs (participation was low despite efforts to engage youths) and, as Case 7 concludes, there is a strong chance these factors may negatively affect the extent to which outcomes achieved by the DMs (so far) will be sustained.

Both DMs have been unable to significantly influence a reduction in usage amongst young people despite working to sensitise youths on the dangers of drug abuse. If these issues are not addressed and well-managed, a relapse of the achievements of the DMs recorded to date is likely.

- **Population growth.** Looking again at Case 7, population growth – clearly beyond the control of the NSRP - is seen as a factor that could negatively impact the outcomes achieved by the DMs. Bokkos City and Daffo are both seeing steady population growth resulting in the need for more farming land and contributing to increasing cultivation of cattle routes by farmers. As the population continues to grow and demand for land increases, farmers may revert to the cultivation of cattle routes thereby violating existing agreements on the demarcation of cattle routes.
- **Institutions or actors whose behaviour is driven by entrenched incentive systems.** In those scenarios such as Case 8, where the SCMA came head to head with significant, longstanding and seemingly impermeable barriers, it begs the question of whether NSRP, its partners and platforms are able to respond accordingly, pivot and work around and/or change approach/ focus accordingly. With the DSCMA, there is little evidence that NSRP adapted its approach or shifted its focus in response to what the case study identifies as an impermeable barrier in the police's behaviour. Section xx looks at the issue of adaptation in more detail and across the programme more broadly.

Concluding remarks

The evidence presented here demonstrates a range of examples of where NSRP has influenced key actors/ institutions in the conflict arena, resulting, in some cases, in important policy or practice changes that have enhanced stability and reconciliation. Indeed, specific examples demonstrating NSRP's influence over policy and practice at the LGA, state and federal levels are available.

However, this evidence is drawn almost entirely from the evaluation case studies and is weakened somewhat as a result of positive bias¹²⁰.

Stepping above the nine deep-dive case studies and looking more broadly across the programme, NSRP's programme monitoring data recorded 38 instances of influence across the three year of programme implementation. However, the numbers suffer from similar problems as those pertaining to the peace architecture: methodologically instances of influencing are difficult to distinguish and enumerate; and conceptually a shift in policy may have a very significant impact on behaviour or may conversely be very limited. This poses significant challenges for accurately assessing the extent of NSRP's contribution.

Low levels of reporting (38 instances of influence over three years, with only four instances in Year 4) could be a reflection of an M&E system that is failing to accurately capture results which in turn is resulting in NSRP's contribution in this area being underestimated; it could also be a function of the methodological and conceptual difficulties associated with measuring results in this area which NSRP have not been able to adequately address; or, it could be a result of a genuine lack of progress and results being achieved. Accurately assessing the extent of underestimation or the extent to which methodological and conceptual difficulties are clouding a true picture of programme success or progress in this area has not been possible.

Looking to the factors that have facilitated NSRP's capacity to influence policy and practice change, most notable are: the strong relationships some platforms/ initiatives have developed with champions of change; and the capacity of the platforms/initiatives to identify and capitalise on 'windows of opportunity' and 'spaces for influence'. Key factors that have stilted results include wider socio-economic, political-economy, and cultural factors; and, in some cases, NSRP's inability to respond appropriately to these realities and shift its focus/approach. The departure of key champions of change is also a key risk factor that can undermine progress; this highlights the fragility of policy and practice change and its dependency on lasting, institutionalised relationships.

Looking specifically at EQ7, NSRP's TOC assumes that access to better information and evidence is improved, this will be used to influence policy and practice; specifically, if society more broadly is equipped with more information, they will be able to influence and advocate for change more effectively. Case 9 directly contravenes these assumptions: decision makers *were not* influenced by the data and evidence on VAWG and evidence was not deployed to influence/ change decision-maker's viewpoints, nor yet to inform advocacy and accountability efforts (see Finding 12).

More broadly, although anecdotal and isolated examples of NSRP's research influencing changes in practice do exist (drawn from the NSRP monitoring tools), evidence in this area is weak; evidence and research were only one of the tools in a wider set of mediation and advocacy approaches used to influence policy and practice.

The research also highlights key findings in relation to sustainability, including that policy change is *necessary* but not always *sufficient* to achieve the reductions in conflict and violence sought by NSRP; policy changes can also take time to result in behavioural changes and may only be visible after the timescale for a programme such as NSRP. Other components - such as dedicated resources to implement policy change; ongoing monitoring of policy implementation; and significant buy-in and change in action by government – are also important and necessary steps in the journey towards changing practices and reducing conflict.

In both the NSS and KWPSN case studies, there is a concern that the significant strides made in relation to policy change may not have been/ may not be fully implemented without these other components in place; a definitive answer will however only be available some time after the completion of NSRP. It is important to note, however, that although policy change may on its own not be sufficient to contribute immediately to conflict reduction, it is still a highly valuable step in the journey and end in itself.

¹²⁰ In selecting the cases the NIEP sought out NSRP's most significant, positive instances of influence.

In addition, it is of value to Nigerian stakeholders to note that peacebuilding initiatives will achieve maximum change as part of coordinated strategy linked to related policy areas: initiatives aimed at peacebuilding and conflict resolution should continue to strengthen connections with related activities as part of a holistic strategy that maximises impact and which includes addressing the marginalisation of women, a fair approach to resource distribution, an increased focus on job creation, specifically for youth, and an appropriate strategic response to population growth. In addition, although there is a need for the creation of opportunities for multiple stakeholders to engage and to develop capacity of all stakeholders, some stakeholders are better placed to drive systemic change forward and accordingly, opportunities to build capacity and support for the latter should be further investigated.

Finally, it is important to note that the conclusions presented in this section have been rooted in and informed by a strong consideration of the starting context and the influence of this context on achieving results. When assessing the effectiveness of conflict prevention and peacebuilding interventions, this is key. Ultimately, the kinds of policy and practice changes sought by NSRP require institutional and societal change that is long-term, even generational, in nature.

4 Value for Money

4.1 Introduction

This section provides an update to the Value for Money (VfM) assessment provided in the MTE report, with an additional focus on 'effectiveness'. The NSRP 2017 VfM Report (completed by NSRP in August 2017) provides the main source of information informing this section. The report analyses the VfM performance of NSRP over the period November 2012 through to May 2017.

The first part of this section comments on the analysis presented in the NSRP VfM Report 2017. As with the MTE, the intention here is not to reproduce the work which NSRP has undertaken, but to highlight key issues and conclusions to be drawn from the work. The interested reader is referred to the NSRP VfM Report 2017 document for the full VfM analysis.

The second part of this section presents a qualitative analysis of VfM, using examples identified from NSRP, KI interviews and case study analysis. The aim is to provide evidence, where available, of areas in which NSRP's approach and activities can be considered cost effective (or not), and to draw any lessons for future programmes in Nigeria and elsewhere.

4.2 Challenges

NSRP recognises a number of challenges in measuring the VfM of the programme, including:

- The absence of reliable benchmarks, both externally (in comparison to similar interventions) and internally (in terms of comparing VfM across its eight states);
- Difficulties measuring the results of prevention interventions and attributing results to interventions; and
- Difficulties in monetising the programme outcomes.

In addition, NSRP notes challenges in assessing VfM driven by the nature and timing of results, and the complexity and cost of gathering and disaggregating data.

These challenges were accepted by the evaluation team at MTE and they remain valid to a significant degree. We also note the limitations of nominal scoring of conflicts prevented in section 3.1: this doesn't provide any measure of the scale, quality or timing an action. However, while these remain significant challenges, we would expect to have seen improved reporting against VfM, encouraged by the MTE evaluation M&E recommendations and subsequent NIEP M&E guidance provided to NSRP. This has been partially achieved, as the discussion below identifies.

4.3 Economy & Efficiency

The MTE indicated a number of highlights of NSRP's VfM performance, including:

- A reduction in the ratio of programme management spend as a proportion of total programme spend from 49% in year 1 to 18% in year 2 (an efficiency indicator);
- A reduction of 3-4% in the costs of delivering training and/or workshops across five states (an efficiency indicator); and
- Utilisation of a range of cost-saving measures (captured under economy) including co-location with the J4A programme from the start of the implementation phase (saving an estimated GBP £120,000 over the period under review) and use of office space and partners' premises for organising events (saving an estimated GBP £5,000 over the period).

For the first of these highlighted areas of VfM performance, results have been maintained in the most recent period, as noted by NSRP: "Based on data up to 31 May 2017, the ratio of programme management to total expenditure is 21% which is considerably lower than the original contract benchmark of 23.5%', and that "Programme management costs stabilised in Year 3 under the planned threshold and this trend has been maintained ever since" (NSRP, 2017e: 5).

For the second, VfM performance has also been maintained, with NSRP noting that “The cost per head per week/day of training/workshops in local currency has been maintained across our target states during the implementation phase. The overall costs in pound terms reduced due to the significant devaluation of the Naira in 2016. Managing SCMAs and WPS networks through grants and use of partner offices, government institutions and Local NGO offices as venues instead of hotels and commercial spaces have been key factors” (NSRP, 2017e: 6).

For the third, significant savings have been identified through the continued benefit of the co-location with J4A (estimated at over GBP £200k in August 2017), as well as other initiatives, notably:

- Annual savings of GBP £30k through establishment of a cost benchmarking mechanism for Abuja and NSRP target states;
- Savings of GBP £200k through rationalisation of budgets using the key cost indicators; and
- Annual savings of GBP £30-35k by managing NSRP-supported platforms through a grants framework.

4.4 Effectiveness

It is noted that at the MTE there was an inability to conclude anything meaningful on NSRP’s effectiveness in VfM terms, driven by a lack of robust data on programme reach and outcomes achieved. While a number of claims were made by NSRP regarding the outcomes achieved at that time, little substantive supporting evidence was available to verify these.

A degree of progress has been achieved by NSRP in reporting against effectiveness, although the estimates are heavily caveated, for the reasons outlined above, and for the significant reason that, as NSRP acknowledge, “The capture of specific output and outcome-focused results only began in a systematic way in mid-2016” (NSRP, 2017e: 6).

A number of highlights of NSRP’s VfM effectiveness performance are noted by Programme Output in Appendix E (spend and outputs by programme area).

Effectiveness reporting by NSRP is sporadic. For Output 1, SMCA and - to a limited extent - CPP effectiveness is reported, but not for the NPSF. For Output 2, the effectiveness of one LWU platform is reported but not the other operational LWUs nor Youth Employment Programmes or MSP. For Output 3, WPSN and Peace Clubs are reported. For Output 4, effectiveness of research activities is reported but work with strategic partners or media work is not. Additional assessment of effectiveness is presented by the NIEP for the NPSF, CPPs and MSPs.

Where effectiveness evidence is available, significant levels of spend and low to moderate outputs results in generally very high unit costs (although as noted, little can be said on the value of the intangible outcomes that may or may not be linked to an individual output such as a specific instance of conflict avoidance/reduction).

Programme Costs by Budget and Geography

To provide some perspective on the relative costs associated with NSRP’s implementation to date the evaluation team has updated MTE analysis of the programme budgets. This is presented in Appendix F.

Qualitative Assessment

To compensate for limitations on robust effectiveness data for all programme areas, the FE has identified examples of where NSRP’s activities have led to qualitative benefits such as catalytic effects, crowding-in, combination effects from integration, efficiency (and effectiveness) gains, reduced duplication and enhanced sustainability. These are presented in Appendix G and show moderate gains through catalytic effects, demonstration effects, and efficiency gains, but limited benefits through effective integration across Output areas, a degree of duplication of effort and concerns over the sustainability of platforms.

4.5 Conclusion

As at the MTE, NSRP continued to have relatively good data on the input side of the VfM equation (inputs to outputs). However, on the outputs side of the equation (outputs to outcomes), while improvements in data capture have occurred, they are not sufficient to comment comprehensively on the effectiveness of the programme. Instead there is partial evidence of moderate to low effectiveness within particular programme components during the final phase of programme activity (2016-17), and many of these results have been at considerable unit cost.

Further, the improving trend reported by the NSRP for some programme areas must be regarded cautiously given the weakness of the data collection up to late 2016. There remains an absence of effectiveness measures for a number of key programme activity areas; and the available effectiveness measures generally relate to immediate outputs within the logic chain, rather than the broader outcomes around reduced levels of conflict and increased levels of societal participation (although the difficulties in measuring these and the possibility of further results beyond the life of the programme are acknowledged).

Where effectiveness measures are available they generally exhibit what at face value appear as moderate to low cost-effectiveness i.e. moderate to high costs per output. However, as noted, there is an absence of suitable benchmark data with which to make comparisons with similar programmes.

In addition, it has not been possible to conduct cost-benefit analysis of benefits such as violence reduction, due to the scarcity of data, inherent difficulty in monetising such benefits, and difficulty in attributing benefits to NSRP interventions (i.e. developing a robust counterfactual in order to assess the difference the programme made relative to what would have happened anyway in the absence of the programme). There are also limits on the extent that the cumulative effect of the various programme elements has combined to play a part in the reduced level of perceived violence in target districts and states.

However, an assessment of qualitative dimensions of VfM reports a number of positive benefits including catalytic effects and demonstration effects, although how widespread these are is uncertain. What limited evidence is available for efficiency gains is also mixed. A degree of programme duplication is suggested and there is uncertainty over the sustainability of many programme elements.

Therefore, somewhat improved monitoring now permits an overall assessment that the programme exhibits low to moderate VfM at the level of outputs, but that the full extent of programme benefits remains obscure due in part to weak M&E systems and procedures over the majority of the programme operational period, and intrinsic difficulties in measuring the influence of such a diverse and complex set of programme activities.

As noted for the focal areas of the evaluation, it may well be that further achievements would have been recorded by the programme beyond the final evaluation point, and had the programme continued (this improving programme VfM). However, tangible evidence of a significant shift in planned outputs, as well as levels of violence, that can be clearly attributed to the programme, was not available at the FTE point.

5 Findings, lessons and reflections

This section highlights the challenges the IE faced in the final review of NSRP and summarises the key findings in each of the three focal areas of the IE; we also detail reflections on aspects outside the control of the programme that influenced success and sustainability. We further draw out recommendations for NSRP implementing partners and DFID-Nigeria – on both the three focal areas of the IE, and to a lesser extent on the programme design and delivery – and share reflections of relevance to future peacebuilding programmes and other programmes working on equally complex problems in politically dynamic environments.

5.1 Challenges in the final evaluation of NSRP

Key challenges faced by the IE relate to the limitations of the logframe, the lack of M&E data, and the restrictions posed by the timing of the IE.

The limitations of the logframe:

As discussed in section 3.1 (on page 25), the indicators in the result framework (logframe) as it relates to peace building are methodologically problematic, for several reasons e.g. a ‘conflict’ has no obvious temporal or social bounds making it hard to demarcate and count; it is difficult to identify when a conflict has been resolved vs. when a conflict has been temporarily halted and might re-emerge; and the value of the prevention or resolution is unclear as this depends on the scale and severity of the conflict, which is not captured in a simple numeric indicator. Similar, the indicators measuring influence in NSRP’s result framework (logframe) do not take into account the fact that one instance of influencing can be very different from another, more or less significant and/or more or less likely to have longevity.

However, the quantitative indicators were never intended to stand alone - the monitoring templates developed by NSRP allowed for narrative descriptions to accompany the numerical data. But the IE found that there was no systemic recording, analysis of, or response to this qualitative data, rendering the quantitative indicators on their own of limited value in terms of understanding the nature of the processes; this could therefore only be examined by the IE through the nine case studies, and not across the programme.

Other indicators and associated tools that were intended to capture ‘soft’ process around the operation of platforms were not developed or implemented in any systematic way, as planned by the NSRP. The IE mitigated the lack of data through the delivery of the platform survey - but this presented a snapshot at the end of the programme, and could not fully substitute for a proper monitoring process.

Recommendations:

1. For future programmes, the design of indicators which explores the underlying networks of relations, and which maps and tracks the depth and breadth of conflict resolution and influencing should be explored. Indicators which measure the longevity of resolutions and the change in behaviour, as well as the tangible outcome of influencing activities over time should also be considered.
2. Careful attention should be paid to the way in which both quantitative and qualitative indicators and data collection interface, and care should be paid to ensure both quantitative and qualitative data are collected; adequate support should also be provided to ensure implementing partners understand the need to collect this data and is able to do so.

The limitations of the programme monitoring data:

As discussed in section 2.6, the MTE found the NSRP M&E system to have a number of problems that seriously limited the system's capacity to provide strong evidence that answered evaluative questions and informed programme decision-making. Subsequent support by the IEP recommended some 18 areas for action, including:

- Increased capacity for M&E and clarification of M&E roles and responsibilities within NSRP,
- Further refinements to make the programme logframe and result frameworks more manageable including the reduction in number of indicators and revision of specific indicators,
- Review of the target setting processes and the development of realistic and challenging targets,
- A range of improvements in the administrative arrangements for data collection, storage, and utilisation,
- Discontinuation of a number of primary research activities that were not fit for purpose (i.e. Cohort Studies),
- Development of additional primary research activities to be conducted by NSRP or implemented with the support of the IEP (e.g. the platform member survey); and development of the grants database to include an assessment of supported project outcomes.

Following the MTR, the IEP provided extensive feedback and guidance, adapting the evaluation approach in response to NSRP needs. NSRP similarly increased dedicated M&E inputs, and quarterly review of NSRP M&E systems found significant progress in developing and implementing the recommendations which have permitted an improved picture to emerge of programme activities, outputs and outcomes. However, this improvement a) could not retroactively make up for lost monitoring and b) there continued to be M&E implementation issues that were not fully resolved despite support notably: effective cross-referencing between monitoring tools and evidence sources, limiting the confidence in reported indicators; and development of the grants database to include an assessment of supported project benefits beyond activity measures. A range of supplementary activity to support the final evaluation (e.g. stakeholder consultation, QCA, case studies, and platform survey) were therefore undertaken by the IEP.

In addition, to the challenges posed for evaluation, the very late stage development of a more robust M&E system reduced the ability of all stakeholders to fully answer evaluative questions, learn from experience, and improve programme decision-making.

Examples of weaknesses in the M&E data

In the evaluation of the peacebuilding architecture (IE focus area 1), evidence pointed to systemic weaknesses in operational follow up activities, which demonstrate that platforms did not systematically track resolutions of conflicts; there is thus a possibility that the programme has under-reported on the number of conflicts resolved.

Similarly, NSRP programme monitoring data for IE focus area 2 only indicated the presence of different groups at platform meetings, and did not paint an accurate picture of the extent to which participation took place or was meaningful/genuine; this impacted on the ability to measure participation of different groups. Elsewhere there was a lack of data on beneficiaries of the NSRP small grant programme and the outcomes of projects supported through grants which made it impossible to measure if/how these grants increased broader societal participation

Recommendations:

3. DFID should ensure detailed operational plans for M&E systems are in place early in the programme life cycle. The DFID Smart Rules now allows for ongoing amendments to the logframe which allows experimental programmes such as NSRP to improve and adapt its

logframe as the programme evolves, while ensuring a joint understanding of ‘what success looks like’ from inception and a clear record of the changes in the level of ambition and focus areas of the programme over time.

4. In addition, implementing partners should put in place adequate senior management oversight for M&E activities, to ensure monitoring to an appropriate standard is undertaken throughout the life of the programme, as demonstrated by the improvements made by NSRP after the MTR.
5. Both DFID and implementing partners should ensure sufficient resources (including time, funds and skilled and experienced human resources) are in place throughout the programme period and across the implementing organisations. This might include allocating funds for M&E support to and capacity development of local partners from the outset.

The limitations inherent to the IE:

As discussed in section 2.6, even after careful design and mitigation of risks, some residual limitations remained in the approach underpinning the IE.

- IEP case study selection was purposely orientated to NSRP’s more successful projects and initiatives; it is therefore not possible to say how representative the cases are of all platform or influencing activities.
- Due to the time lag between the collection and analysis of M&E data and the availability of data for review, the IE had to use datasets which were collected at end March 2017, and made available in June 2017, and not the final dataset available at the end of August 2017.
- It should be acknowledged that widespread societal participation in conflict management mechanisms and a reduction in violence affecting vulnerable groups are both medium to long term endeavours which are likely to only become evident beyond the timeframe of this evaluation.

Recommendations:

6. It is necessary to acknowledge that programmes which aims to solve deep-rooted problems and bring about change in behaviour require time to achieve results; DFID could consider increasing the lifespan of programme and/or earmarking funds for further evaluation of completed programmes beyond the life of the programme to understand long term impact.

5.2 A note on the political economy and contextual factors

In a programme of NSRP’s nature it is expected there will be contextual and political economy factors that impact on success. The evaluation identified five barriers to long term success which fell outside the control of NSRP (as discussed in section 3.3 on page 54):

1. The persistent marginalisation of large sections of the Nigerian society, particularly women,
2. A patriarchal social context which creates a harsh, disabling environment,
3. High levels of drug abuse and unemployment amongst the youth, which inhibited youth participation in certain states and which is likely – in some cases – to negatively impact on the sustainability of outcomes achieved to date,
4. Population growth, which increases pressure on national resources, and is likely to negatively impact on the sustainability of solutions, and
5. Entrenched incentive systems which serves as impermeable barriers.

Recommendations:

7. The design and implementation of future programmes should take into account economic and contextual factors outside its control; this should be done through for example ongoing political economy analysis. Programmes should clearly acknowledge the political and contextual factors that can impact on the achievements of results, and should not be averse to change direction or approach (i.e. ‘work with the grain’) to ensure resources are focussed on activities where impact can be achieved; DFID should also consider how it enables and incentivises (not punish) programmes to shift focus or resources to where return is likely to be greatest. This does not mean only focussing on ‘the low hanging fruit’ but instead acknowledging impermeable barriers to success.
8. DFID should ensure it takes a strategic and long-term view across its portfolio (and incentivise programmes to do so), engineering opportunities for programmes within its portfolio and those of other donors working in the same geographical area to collaborate more effectively; opportunities for example might have existed for NSRP to dovetail with programmes focussed on youth employment, drug rehabilitation or even family planning to reduce the impact of contextual factors.
9. Local Nigerian stakeholders should acknowledge that peacebuilding initiatives will achieve maximum change as part of coordinated strategy linked to related policy areas: initiatives aimed at peacebuilding and conflict resolution should continue to strengthen connections with related activities as part of a holistic strategy that maximises impact and which includes addressing the marginalisation of women, a fair approach to resource distribution, an increased focus on job creation, specifically for youth, and an appropriate strategic response to population growth.

5.3 Findings from the final evaluation of NSRP

This section summarises the finding from the final evaluation across the three focal areas.

IE focus area 1: Strengthening the Peace Architecture

Although there has been a large reduction in perceived violence during the life of the programme, it is necessary to look at how far these changes are a result of the peace architecture, and what contribution NSRP may or may not have made through strengthening social institutions working to resolve and mediate conflict (see section 3.1).

Headline finding: A series of positive changes were made to the peace architecture in the target area and across the eight programme focal states 89 conflicts were prevented / resolved by NSRP¹²¹. However, challenges in demarcating the size and scale of a conflict and a lack of comparative data from similar programmes makes it problematic to judge the significance of this figure.

Other key findings:

- Good results were achieved in establishing spaces that bring state and non-state actors (including marginalised groups such as women and youth) together in a coordinated and focussed fashion.
- Where platforms are broadly inclusive, are meeting regularly, and are appropriately convened, this contributed to strengthened coordination, communication and flow of

¹²¹ The evaluation drew on data up to end March 2017, which was made available by NSRP to the IE in June 2017. At end August NSRP self-reported a total of 124 incidences based on more recent data, but the IE was not in a position to validate this within the timeframe of the evaluation.

information between state and non-state actors, which also contributed to stakeholders coming to shared positions. It is however unclear if this is sustainable without ongoing funding.

- Platform members and the peace architecture more broadly have benefitted from involvement in platforms because of new / enhanced knowledge, understanding, skills and capacities which improve their role as contributors to the conflict management process.
- At the local level a broad mix of stakeholders is important for the successful functioning of the platforms enhancing trust and legitimacy; the importance of a broad mix is less pronounced at federal and state level. At all levels (federal, state and Local Government Authority (LGA) level), certain stakeholders (state security institutions, Community Based Organisation (CBO), traditional and religious institutions) are persistently perceived to be important and influential - and there is little change in the perceived effectiveness of these three institutions year on year.
- Platforms are able to bring about change through convening and mediation functions, although results are not guaranteed; political drivers and lack of incentives amongst stakeholders can be insurmountable obstacles.

Recommendations:

- 11.** Although an experimental programme, NSRP is not the only programme* to utilise a ‘platform’ approach with the aim of increasing dialogue amongst a wide range of stakeholders, or to influence policy and practice through mediation and advocacy activities. Future programmes should place greater emphasis on learning in addition to M&E, and should actively engage with other programmes testing similar approaches to ensure cross portfolio learning; DFID should also ensure programmes are incentivised to learn, and have the time and resources to do so. This can be done through for example earmarking funds for learning activities and/or setting outcomes and indicators related to learning. * See DFID Zimbisa in Zimbabwe, DFID Strengthening Action Against Corruption (STAAC) in Ghana, and DFID Sustainable Agricultural Intensification Research and Learning in Africa (SAIRLA) as examples
- 12.** Sustainability of platforms should be more explicitly considered from design, and exist and legacy strategies should be developed and implemented in a timely fashion. Opportunities to ensure sustainability and long-term effectiveness of the platform, extending and continuing widespread membership, adapting membership/platform focus as needed in response to changing circumstances should be explored by Nigerian stakeholders.
- 13.** Training and capacity development support is able to improve the effectiveness of platforms, and the ability of conveners’ impact on function; greater emphasis on ongoing support (i.e. in the documenting of follow up activities and outcomes) and skills development should be considered in future programmes. It is however necessary to acknowledge that some actors within supported platforms are more influential than others and better placed to drive systemic changes, and accordingly, opportunities to build capacity and support for the latter should be further investigated.

Findings IE focus area 2: Broadening Societal Participation

NSRP views the marginalisation of large sections of the Nigerian population (specifically women and youth) as a key driver of conflict, and seeks to overcome this by broadening participation in peacebuilding, and, as a result, improving functioning of peacebuilding mechanisms (see section 3.2).

Headline finding: Although NSRP supported platforms have a) provided an effective forum for different stakeholder groups (both state and non-state) to come together and b) been effective in facilitating democratic dialogue, evidence of resulting behaviour changes amongst platform participants is as yet limited, and improved societal participation *beyond* the NSRP supported platforms is not evident.

Other key findings:

- NSRP supported platforms have provided a space for a wide range of different stakeholder groups (including the marginalised) to come together around issues of conflict management, and are broadly characterised as spaces for open and conflict-free discussion conducted in good faith; this is a significant achievement which should not be underestimated.
- Platform members felt the platforms offered opportunities for better understanding the opinions of others, and resulted in 61% of respondents reporting that they changed or modified their own opinions as a result of their platform membership and engagement.
- Marginalised groups, specifically women and youth, have been able to effectively engage in platforms - but the participation of different groups of actors was not always equal, with state actors wielding greater power in many cases.
- Involvement of other marginalised groups (e.g. groups with disabilities) was not evident across the platforms.
- Except for activities with media partners, the success of NSRP interventions in bringing about participation in conflict management and resolution amongst society more broadly (i.e. amongst those not directly involved in the platforms) was limited.

Recommendations:

14. Future programmes should consider how marginalised groups other than women and youth (e.g. groups with disabilities) can be involved in programmes from the onset, and should develop relationships and generate opportunities for greater involvement. There might also be a need to address factors which might limit engagement in programme activities (e.g. physical access) and programmes should develop sustainable mechanisms to do this.
15. Engagement with the media was particularly successful in NSRP; this is an area which future programmes should consider further exploiting.

Findings IE focus area 3: Exerting Influence

NSRP is working at the local government authority, state and federal levels to increase the capacity of its platforms, initiatives, interventions and society more broadly to influence key actors/institutions in the conflict arena and to bring about positive changes in policy and practice, which will result in enhanced stability and reduced violence (see section 3.3).

Headline finding: NSRP monitoring data indicated that NSRP has successfully influenced policy or practice change 38 times¹²²; it is however unclear to what extent positive influence is sustainable.

¹²² The evaluation drew on data up to end March 2017, which was made available by NSRP in June 2017. At end August NSRP self-reported 54 incidences, but the IE was not in a position to validate this data.

Other key findings:

- The ability to build, leverage and sustain strong relationships with champions of change and to capitalise on windows of opportunity – including, for example, the desire by communities to find alternative solutions to conflict - have facilitated NSRP's capability to influence policy and practice change; dependence on individual not systemic relationships are, however, a risk to sustainability.
- Wider socio-economic, political-economy and cultural factors, and in some instances NSRP's failure to respond to these realities or shift its focus, are factors that have stilted results.
- The assumption that access to and use of better information and evidence will lead to changes in policy and practice did not hold true in some cases; instead, changes in policy and practice were to a greater extent as a result of use of a wider field of advocacy and lobbying techniques.
- Although policy changes are necessary to achieve long term reduction in conflict and violence, they are on their own not sufficient; dedicated resources to implement, monitor and bring about changes in behaviour are also required
- The design and implementation of some of NSRP's initiatives inhibited success; e.g. a lack of clarity on what certain peace clubs were trying to achieve, and an absence within the SCMA's of a system to ensure actions are taken and conflict resolutions are recorded following a report of violence are two examples.

Recommendations:

16. The importance of developing relationships with 'champions of change' when aiming to bring about change in policy and processes should not be underestimated; however, neither should the risk of dependence on individual not systemic relationships. Programmes need to aim to identify opportunities to move from individual to systemic relationships more effectively, and more frequently. One way to do this is through tacit / codified knowledge e.g. development of shared strategies and plans (as NSRP has done) - and support to embed this; an alternative approach is for better donor coordination, which allows longer term funding and support to platforms, thereby bringing about resilience and longevity.
17. Donors and implementers should aim to better understand the process by which policy and process changes are achieved, and should acknowledge 1) the support decision makers need to engage with information and research**, 2) that the use of research and evidence is only part of the tools at programmes' disposal to influence policy, and 3) that there is a need to provide ongoing support and monitoring throughout the policy and process uptake process to achieve behavioural and systemic change; programmes should have time and resources available to provide support, at the very least periodically, throughout the uptake process. ** See DFID Building Capacity to Use Research Evidence (BCURE)
18. Opportunities to share lessons between local / state / federal levels of government and between different parts of the country should be identified.

5.4 Reflections on NSRP

Although the final evaluation focussed predominantly on the three focal areas covered above, the IEP have engaged with the programme over a period of four years; it is therefore prudent to draw out a few brief reflections on the broader programme, its design, the management and implementation.

Table 5.1 Programme Design

Programme design
<p>NSRP was ambitious in scope, working across eight states and four output areas over a five-year period; DFID and the implementing partners should reflect on the possibility that the programme was spread too thin. An alternative option for future programmes might be to limit the breadth of the programme (number of states), or to reduce the scope (number of outputs); another option is not to try to do everything everywhere, focussing on certain activities in certain places.</p> <p>An associated question is: if the programme had access to the necessary skills and resources to service all programme areas; the MTE for example raised questions about resource deficiencies in gender and peacebuilding. Although the programme on paper might appear to have covered all skillsets required, it will be beneficial for implementing partners to reflect if the right skills were accessed, to the right extent, at the right time – and if not, why not. It is notable, for example, that most regional, long-term technical and programme management positions were occupied by BC staff, with a small number of posts filled by SDD and IA.</p> <p>A related topic is the ability of the programme to appropriately integrate the diverse components, and the operational capacity to manage a programme with so many moving parts. We would encourage DFID to explore further if the sum of the parts were greater than the parts, and if opportunities to achieve sustainable impact was enhanced or diluted by the demands of managing such a large, multidimensional programme. Lessons from the ability to manage and share knowledge adequately (or not) across the different components should also be further explored.</p> <p>The need to design programmes with a longer timeframe (e.g. seven years not five), should also be considered. NSRP's yearlong design phase in 2012 and establishment of regional offices in all operating areas proceeded well, but despite these achievements, programming at scale did not really get going until late 2014/15; this in essence left a two-year period during which the programme aimed to address complex challenges and achieve results which required a change in mindset and behaviour amongst participants.</p> <p>One example of the inability to scale up activities in a complex programme such as NSRP was the fact that no grants were awarded in the first year against a budget of £2M. Innovative and complex programmes have proven to have slow initial expenditure¹²³, and NSRP was no exception. This should be taken into consideration during the design, and programmes should guard against a pressure to spend against ambitious forecasts to drive programme decisions.</p>

¹²³ See lessons from DFID Nigeria State Voice and Accountability (SAVI) and DFID Legal Assistance for Economic Reform (LASER)

Table 5.2 Programme Implementation

Programme implementation
<p>There is evidence from both the MTR and FE that capacity across NSRP partners varied considerably, with variations seen in relation to a number of areas, including M&E, and illustrated by significant differences in the quality of partner activity report sand monitoring data. Findings from the NSRP platform participant survey also revealed interesting findings about the role and capacity of the convener which enable/prohibits genuine participation, and some case studies demonstrated the value of finding the right partner. In a programme such as NSRP where success depends to a great extent on the quality of local partners, it is necessary to reflect on 1) if/how the selection of partners could have been improved, 2) if the correct balance between using national and international experts were achieved, 3) if there was an adequate understanding of the level of capacity and gaps amongst partners, and subsequently 4) if adequate training and capacity development support was provided to address these gaps.</p> <p>Although an experimental programme in nature, there is not enough evidence to indicate that NSRP was either a reflective or adaptive programme. The MTR and FE have highlighted the impact of poor M&E systems on the ability of the programme to collect useful data, which would have impacted on the ability of the programme to identify what was working and what not, and therefore what needed to be changed, scaled up or shut down. More systematic learning, review and reflection – for example through strategy testing¹²⁴ - could potentially have allowed NSRP to focus resources on areas where greatest impact could be achieved, thereby offering increased VfM to DFID. There is also some evidence that NSRP missed opportunities for collaboration and adaptation.</p> <p>NSRP was designed based on the premise that that there would be strong linkages between the four output streams, and the three levels of engagement. Although there was some evidence of integration between platforms which led to value add in terms of communication and information flow and positive outcomes through effective cross-working and collaboration from case studies, the linkages are less positive between state and federal level, and across and between the four outputs. There are important considerations here for future programming, and DFID and NSRP should reflect on how better integration could have been achieved; areas of exploration could include assumptions in the design of the programme, the use/lack of appropriate systems, the availability/lack of appropriate skills and leadership, the relationship between consortium partners, and programme incentives.</p> <p>Uncertainty remains around the sustainability of NSRP. It took an extended period for NSRP to identify and contract partners deemed suitably skilled and networked to convene multi-stakeholder platforms, which reduced the time available to roll out programme activities and develop strong, sustainable relationships. A lack of clear exit strategies to enable platforms to function without the support of NSRP also appear apparent. Although platform and grant activities are attractive methods to bring about bottom up engagement, both implementers and DFID should consider more openly and earlier in the programme how sustainability will be achieved.</p>

¹²⁴ See DFAT / The Asia Foundation Strategy testing: an innovative approach to monitoring highly flexible aid programmes

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Note: Appendices are included in a separate volume (Vol.2 of 2).