

Application for an allocation from Federal Foreign Office funds – Division S03 – for the support of individual projects on crisis prevention, stabilisation or post-conflict peacebuilding implemented by international and non-governmental organisations.

Please note:

1. This application does not give rise to any right to an allocation.
2. The logframe and financial plan (**Annexes I and II**) form integral and binding parts of this application. These should be completed in full and handed in at the same time as the application.
3. Personal data will be processed when considering your application. The legal basis for such processing is Article 6 (I)(e) of the General Data Protection Regulation (GDPR) in conjunction with section 3 of the Federal Data Protection Act, since we need this data in order to perform our tasks (approving and managing project funding). The applicant organisation confirms that it has forwarded the attached data protection declaration under Article 13 GDPR (provision of information) to the persons specified in para. 1.1 and/or para. 1.1.1 of the application (**Annex III**).
4. If your organisation is based in Germany, please start off by emailing your application to **s03-r@diplo.de**. Please do not complete and send a signed original until requested to do so by Division S03. As soon as Division S03 has asked you to submit the documents in paper form, please send the signed original by post to Auswärtiges Amt, Referat S03, Werderscher Markt 1, 10117 Berlin. If your organisation is based outside Germany, please submit your application to the German mission responsible for the district in which your headquarters is based.

Brief overview of the application

Project title:	Supporting Police Accountability and Transformation Project
Applicant/organisation:	United Nations Development Programme (UNDP Nigeria)
Legal form/official registration:	UNDP signed SBAA with the Nigerian Government on 12 April 1988 and is registered in Nigeria since then
Implementing organisation: (if different from the applicant organisation):	UNDP Nigeria
Prime goal (impact):	To support the long-term efforts of the Nigerian government and the NPF to develop an effective, trustworthy, accountable and professional police service that is trusted by and responsive to the needs of the Nigerian people, including women and other vulnerable and marginalised groups, in accordance with human rights standards and the rule of law.
Project goal(s) (outcome):	1. The NPF and key political decision-makers have the governance and leadership capacities to enable and sustain evidence-

	based and people-centred police reforms that further implementation of and adherence to the Police Act 2020. 2. The NPF is better able to deliver quality training and development that adequately prepares officers to respond to today's security challenges and the safety and security needs and rights of people and communities, especially the most vulnerable and marginalised. 3. Internal and external oversight and accountability mechanisms are strengthened to better ensure the NPF's delivery of effective and accountable police services that respond to the needs of people, especially women and vulnerable and marginalised communities.
Planned results (outputs) (if appropriate, grouped by component):	1.1 The Police Reform Secretariat (PRS) is better capacitated to drive data and evidence-informed, participatory police reform processes. 1.2 The NPF is better capacitated to advocate for and implement police reform policies based on quality data and evidence of needs within the NPF. 1.3 NPF current and future male and female leadership is better capacitated to lead organisational change processes that enable and sustain police reform objectives. 1.4 The NPF is better capacitated to collect, analyse and use data to inform and advocate for reforms that enable more effective policing responses to sexual and gender-based crimes. 2.1 The DTD has the capacities and capabilities to be a provider of training excellence for the NPF and its personnel. 2.2 Specialised trainings address priority training and development gaps and strengthen the DTD's capacities to respond to emerging needs. 3.1 The community engagement capacities of the NPF are enhanced to build mutual trust and foster cooperation for effective policing 3.2 Civilian oversight mechanisms are strengthened to promote more accountable policing practices. 3.3 The NPF Legal Section is capacitated to provide oversight and champion rights-respecting police practices in line with the Police Act.
Project country and location:	Nigeria (Nationwide)
Coordinates of the actual project location (latitude and longitude)	N/A
Project duration:	1.06.2024 – 31.12.2025
Has the project already started?	yes ☐ no ☒ If yes, specify date:

Total expenditure (in euros) broken down into calendar years:	2024: € 3,160,000.00 (including 1% levy) 2025: € 5,340,600.00 (including 1% levy) Total: €8,500,00.00
Amount requested (in euros) broken down into calendar years:	2024: € 3.160,000.00 (including 1% levy) 2025: € 5.340,000.00 (including 1% levy) Total: €8.500,000.00
Third-party funding (in euros) broken down into calendar years:	N/A
Own resources ¹ (in euros) broken down into calendar years:	2024: \$ 50,000.00 2025: \$100,000.00 Total: \$150,000.00
If funding is granted, will total expenditure be covered?	yes ☒ no ☐
Is this an application for initial or repeat funding?	Initial funding
If repeat funding, has a proof of employment of funds been submitted for the previous funds?	yes ☐ no ☒ , if applicable, deadline for submission: Reference number for the previous funding:
Has the organisation been granted funding by the Federal Foreign Office or another federal ministry for any previous project(s) in this field (region/topic)?	yes ☒ , by _____ no ☐

¹ Own Funds are those funds that you provide from your own assets or income (including loans). The GFFO will verify to what extent you can provide Own Funds. For that reason, please provide all relevant and applicable information documenting your organisation's financial status during the application process.

Information for ODA/IATI reports

Project data will be published by the Federal Foreign Office within the framework of the International Aid Transparency Initiative (IATI) and in its reports on Official Development Assistance (ODA) to the OECD Development Assistance Committee (DAC). These databases are publicly accessible. In exceptional, duly substantiated cases, the data will not be published. Should you have any reservations about the data being published, please inform the Federal Foreign Office accordingly in your application, specifying which data are affected and explaining your reservations.

The information sheet in **Annex IV** provides details on where various types of data will be published.

Do you have reservations about the project and the name of your organisation being published as explained above?	☒ no ☐ yes, because
Short description of the project in German (max. 999 characters):	Das Projekt „Supporting Police Accountability and Transformation“ trägt zur langfristigen Vision der nigerianischen Regierung bei, die nigerianische Polizei (NPF) in einen effektiven, vertrauenswürdigen und professionellen Polizeidienst umzugestalten, der auf die Bedürfnisse der Bevölkerung, einschließlich Frauen und marginalisierter Gruppen, eingeht. Das Projekt umfasst aufeinander abgestimmte strategische Maßnahmen, um auf politischer, institutioneller und individueller Ebene kulturelles und verhaltensbezogenes Umdenken zu unterstützen, das für die Verwirklichung der Ziele des „Police Act 2020“ erforderliche ist. Das Projekt unterstützt die Regierung und die NPF dabei, die politische Führung zu stärken, ein geeignetes politisches Umfeld für langfristige Polizeireformen zu schaffen, und hochwertige Trainingsmaßnahmen durchzuführen, die es den Beamten ermöglichen, effektiv auf Sicherheits Herausforderungen und Bedürfnisse der Menschen zu antworten. Das Projekt stärkt auch Aufsichtsmechanismen für eine rechenschaftspflichtige und rechtskonforme Polizeiarbeit.
Short description of the project in English (max. 999 characters):	The Supporting Police Accountability and Transformation project contributes to the long-term vision of the government of Nigeria to transform the Nigeria Police Force (NPF) into an effective, trustworthy, accountable and professional police service that is trusted by and responsive to the needs of the population, including women and other vulnerable and marginalised groups. It delivers interlinked strategic interventions at the political, organisational and individual levels to support the cultural and behaviour change required to realise the goals of the Police Act 2020 and to build trust between the police and communities for a more

	peaceful, just and inclusive society. The project supports the government and the NPF to sustain high-level political leadership and ensure an enabling policy environment for long-term police reforms; supports the NPF to deliver quality training and development that enables officers to effectively respond to modern security challenges and the priority safety and security needs of people; and strengthens oversight and accountability mechanisms for more accountable, rights-respecting policing.
Participatory development / good governance	Not an aim ☐ Key secondary aim ☐ Primary aim ☒
Environmental protection and conservation of natural resources	Not an aim ☒ Key secondary aim ☐ Primary aim ☐
Gender equality	Not an aim ☐ Key secondary aim ☒ Primary aim ☐
Reproductive, maternal, newborn and child health (RMNCH)	Not an aim ☒ Key secondary aim ☐ Primary aim ☐

Applicant organisation (delete as appropriate)

Name: UNDP Nigeria	Project contact person
Address (not a P.O. box): UN HOUSE, Plot 617 / 618 Diplomatic Drive, Central Business District, Abuja, Nigeria	Name: Levy
Telephone/mobile: 0812 950 0833	First name: Jose
Fax:	
Position: Deputy Resident Representative (Programmes)	
Email: jose.levy@undp.org	Extension no.:
Legal status/official registration (please submit supporting documentation): Standard Basic Assistance Agreement signed between the Government of Nigeria and UNDP on 12 April 1988	
Person(s) authorised to represent the organisation: Elsie Attafuah, UNDP Nigeria Resident Representative	
Supporting documentation submitted: yes ☒ no ☐	
Bank account details (including BIC and IBAN):	

Partner organisation(s), if applicable

Name:	Global Security Sector Reform Foundation gGmbH (GS-F)
Address:	Brunnsiepen 1, 45259 Essen, Germany
Website:	https://GS-F.com/
Legal form/official registration:	Amtsgericht Essen HRB 34378
Contact person:	Nicole Mechehrawi (nmi@GS-F.com)
Person(s) authorised to represent the organisation:	Matthias Seeger (msr@GS-F.com)

1. Profile of the applicant organisation

1. Please describe your organisation, outlining how it is structured, in what fields it operates, what activities it has previously undertaken and how they were financed.

As the United Nations lead agency on international development, UNDP works in 170 countries and territories to eradicate poverty and reduce inequality. We help countries to develop policies, leadership skills, partnering abilities, institutional capabilities, and to build resilience to achieve the Sustainable Development Goals. UNDP has been supporting the Government and the people of Nigeria in addressing their development challenges through strengthening and building institutions that promote inclusive sustainable development, democratic governance and peacebuilding, inclusive and sustainable growth and climate change and environment. UNDP and its partners continue to support the government in the implementation of development interventions aimed at meeting the medium to long term goals enshrined in the Nigerian National Development Plan 2021-2025 and the Sustainable Development Goals (SDGs) 2030.

Sustainable Development: The 2030 Agenda is an ambitious, holistic and transformative agenda. UNDP promotes an integrated approach that tackles the connected issues of multidimensional poverty, inequality and exclusion, and sustainability, while enhancing knowledge, skills and production technologies to enlarge peoples' choices, reduce risks and sustain development gains. Our goal is to strengthen capacities and provide an enabling environment for access to opportunities, focusing on the most vulnerable and excluded population groups – in ways that are sustainable from economic, social and environmental standpoints. To achieve this goal, we work with countries to build their capacity to integrate environmental considerations into development plans and strategies, to manage and sustainably use natural resources; ensure that natural wealth is used to promote economic recovery and livelihoods, and effectively target policies to reduce poverty and provide social protection for those in need.

Democratic Governance and Peacebuilding: The 2030 Agenda features for the first time a universally agreed goal for achieving peaceful, just and inclusive societies: Sustainable Development Goal (SDG) 16. UNDP sees Goal 16 as both an outcome and an enabler of all the other SDGs. Through our work, we support the peaceful resolution of conflicts, promote the rule of law and people-centred justice, community security and human rights. We assist governments in strengthening their public institutions, help countries reduce corruption and support inclusive participation to ensure that no one is left behind. UNDP supports countries to bring constitutional reforms, organize credible elections and strengthen parliaments, while ensuring constructive engagement of civil society. We help build the capacities of subnational institutions and actors to deliver public services in a variety of contexts, including urban settings and crisis-affected areas. In post-crisis settings, we focus on restoring the core functions of government, such as civil service management and aid coordination. Our aim is to create an environment where people can have their voice heard - especially women, youth, indigenous people, people with disabilities, and civil society more broadly.

Crisis Response: There seems to be no end to many crises facing the world today – from the climate crisis, the COVID-19 pandemic, to increasing levels of violence and protracted conflicts, mass displacement and more. The average amount of time people worldwide live in displacement is now 17 years and the average conflict lasts for seven years. Natural disasters occur more frequently and are more intense, with 1.7 billion people affected over the last decade – most of them living in poverty. Working alongside humanitarian and peacebuilding actors, as endorsed by global leaders at the 2016 World Humanitarian Summit, and across the UN system in support of a One UN-approach and the Triple Nexus,

UNDP helps affected communities return to sustainable development as soon as possible, while building their resilience to future shocks.

Inclusive Growth: UNDP assists partners to achieve sustainable, people-centred development through an integrated approach that links policy with planning and programming, for promoting results-based management, instating quality social and environmental safeguards, monitoring and evaluating impact and equally learning from failures and successes. UNDP introduces systems, from the project level up, to entrench evaluation, learning and knowledge management strongly in the organization by being more open, innovative, knowledge and evidence driven. This eventually supports effective development cooperation, South-South and Triangular Cooperation and higher quality programming and action.

2. Since when has your organisation been active in the partner country? Does your organisation have a permanent presence in the country of implementation or does it work with a local partner there?

UNDP has been in Nigeria since the country became independent in 1960 providing capacity building and policy development support to the Federal Government of Nigeria in areas of Governance & Peace Building, Inclusive Growth and Sustainable Development. UNDP's main office is in Abuja, with field offices in Benue, Borno, Sokoto, Katsina and Lagos States. We work with Federal and State-level government and have established partnerships with both government and non-government organisations, including for example the Office of the National Security Advisor (ONSA), the Nigeria Police Force (NPF), and the Nigerian Human Rights Commission (NHRC).

3. Have you implemented comparable projects there before? Are there relevant lessons learned from earlier projects in the country? If so, which of them are being taken into account and in what way?

UNDP is the lead organisation within the UN System on rule of law, including in its role as co-chair of the UN Global Focal Point for the Rule of Law with DPKO.² UNDP has been partnering with the NPF on several initiatives including:

- In the North-Eastern BAY (Borno, Adamawa, Yobe) States through the Regional Stabilisation Facility (RSF). Since September 2019, UNDP has been implementing programmes across the BAY States. Output 1 of the Programme focuses on Community Policing and involves supporting reinstatement of policing capacities in communities, training on policing standards and community policing initiatives to build mutual trust. These are funded by the EU and the governments of Germany, Netherlands, Sweden, and the UK.
- The EU-UN Spotlight Initiative (2019-2023) in 6 States (Lagos, Sokoto, FCT, Ebonyi, Adamawa and Cross River), was designed to eliminate violence against women. UNDP led on components partnering with the NPF on enhancing investigation capacities.³
- Since 2020 UNDP has been partnering with the Nigerian government on police reform. With the Buhari administration, UNDP supported the development of the Framework for the Presidential Police Reform Roadmap called "A New Vision for Policing in Nigeria" (October 2021) (the Roadmap) which was subsequently approved by the President in March 2022. In November 2023, the Office of the National Security Advisor (ONSA), UNDP, and the Embassy of the Federal Republic of Germany signed a partnership agreement for the implementation of a comprehensive police reform process in Nigeria.

² See <https://www.undp.org/rolhr> and <https://www.un.org/ruleoflaw/globalfocalpoint/>

³ <https://www.spotlightinitiative.org/nigeria>

Key lessons from engaging the NPF and Nigeria authorities on issues related to police reform and that have informed the project include:

- Complexity and the political nature of police reform: Support to police reform efforts requires continuous political economy analysis, diverse partnerships and an adaptive programming approach. Police reform cannot be seen in isolation from the broader social, political and security context.
 - National political leadership and ownership: Project implementers and donors must work together to reinforce and ensure the political leadership and ownership of the reform process by the Nigerian authorities at the highest level. As with support to stabilisation in the North-East, the ultimate aim is for the leadership to become the champions of reform processes and change.
 - Community policing requires big institutional changes and investments: Community policing is part of a wider transformation towards people-centred security. This requires legislation, regulations, and an organisational transformation process that shifts the police from being institution-focused and militarised, to people-centred and service oriented. Key to this process, as seen in the North-East, is training on community engagement that supports shifting individual attitude and behaviour complemented by policy, organisational and culture change.
4. What staff do you intend to use, where will you deploy them and what qualifications do they have? Please submit the CVs and certificates documenting the qualifications of the people who will be directly involved in project implementation.

The core UNDP project implementation team will include:

- Chief Technical Advisor: Rule of Law & Human Rights UNDP (P5) [Under recruitment]
 - Paul Turay, Rule of Law and Human Rights Specialist (P4) and acting Chief Technical Advisor
 - Idamwenhor Enayaba, Rule of Law Programme Specialist (NOC)
 - Training and Development Coordinator (NPSA) [To be recruited]
 - Policy and Research Coordinator (NPSA) [To be recruited]
 - Temitope Adesanya, Programme Associate
 - Sophia-Orobosa Abris-Agbi, Admin, Data and Reporting Officer (UNV)
5. How do you intend to ensure that the funding applied for is used and invoiced correctly (accounting, dual control principle)?

UNDP financial procedures and policies are adhered to through oversight from the Project Management Unit (PMSU) and operations.

6. Is your organisation officially registered in the state where it is headquartered?

UNDP is a subsidiary organ of the United Nations and an intergovernmental organisation established by its member states with its headquarters in New York, NY (USA).

7. Where do your own resources for the project come from?

These will come from UNDP Nigeria core resources.

8. Audits – does your organisation conduct regular institutional and/or project-based audits? What criteria are used for these audits and who does the auditing?

UNDP conducts regular internal and external audits. Audits are publicly available on this platform: <https://audit-public-disclosure.undp.org/>

9. Can your organisation guarantee that social security contributions for project staff will be duly paid? If relevant, please submit a certificate from the employers' liability insurance association.

FTA (fixed-term appointments) staff receive pension contributions.

10. Evaluation – Do you carry out regular internal and/or external evaluations? Does your organisation have clear criteria for selecting projects to be evaluated (duration, volume, region, etc.)? If so, what are the key criteria? How do you ensure that the results of the evaluation are implemented?

Yes, based on the criteria of the UNDP Evaluation Policy and Guidelines and depending on the project duration and budget size.⁴ Evaluation results are reviewed and responded to by UNDP management, including integrating recommendations into current and future project design and delivery.

2. Profile of the project partner (if applicable)

Do you intend to transfer the Federal Foreign Office funding (or part of it) to a partner organisation? If so, please specify in what form.⁵

A portion of project funds has been designated for the Global Security-Sector-Reform Foundation (GSF) to support the technical implementation of the project's training component through grants. To ensure smooth fund transfers and effective collaboration with the GSF, UNDP will enter a Responsible Parties Agreement (RPA) with the GSF. This agreement serves as a guiding framework for UNDP's interactions with non-governmental organizations (NGOs). Funds earmarked for the GSF will be disbursed quarterly in accordance with the project budget and implementation plan. Disbursement will be contingent upon the successful completion of previous transfers and compliance with the grant agreement's appropriate requirements.

A proportion of funds will also be provided to the CLEEN Foundation. The Foundation will support the project's engagement with the Police on training and capacity building. Earmarked funds will be provided through an RPA. CLEEN have already been assessed through UNDP's HACT system.

Finally, a portion of the funds shall also be provided to the Police Service Commission (PSC) to support its internal capacity for the implementation of its mandate through effective data transformation and innovation. Funds earmarked for the PSC will be provided by way of a Letter of Agreement (LOA). The PSC is at present being HACT assessed.

Please provide a brief description of the partner organisation's activities and structure.

The GS-F is a non-profit, non-governmental organization, based in Germany, with a strategic focus on providing technical and specialised capacity building support and services to law enforcement and security institutions at the national, regional and international levels. The GS-F is staffed by a pool of law enforcement professionals with expertise to support processes and interventions in the areas of crisis prevention, peace building and

⁴ <http://web.undp.org/evaluation/guideline/> and <http://web.undp.org/evaluation/policy.shtml>

⁵ A transfer is considered to have been made particularly when partner organisations take over funds and administer them autonomously.

stabilization, including through hands-on capacity building and mentoring etc. Other areas of interventions of the GS-F include preventing and responding to organized crime, trafficking, public order management, forensics, criminal investigation, countering terrorism, countering piracy, protection of human rights, etc.⁶

The CLEEN Foundation are a Nigerian non-governmental organisation founded in 1998. They have had considerable experience in supporting the capacity building of the Nigerian Police Force. They have been part of reform efforts for more than 20 years. Resources for CLEEN's programming come from a variety of sources, but largely from international foundations and donor agencies such as the Ford Foundation, MacArthur Foundation, Open Society Institute, British Council, etc. Engagement would be through an RPA. See <https://cleen.org/>.

The Police Service Commission (PSC) in Nigeria is a government agency responsible for the recruitment, promotion, and discipline of officers in the Nigeria Police Force. It was established by the Nigerian Constitution to ensure that the police force operates efficiently, professionally, and in accordance with the law. The commission oversees the appointment of senior police officers, investigates complaints against police officers, and makes recommendations for disciplinary action when necessary. Additionally, the PSC plays a crucial role in ensuring transparency and accountability within the Nigerian Police Force. See <https://psc.gov.ng/>.

a) How is your partner organisation funded?

They are funded through project funds.

b) When did you start cooperating with your partner organisation?

The partnership between UNDP and the GS-F commenced in November 2021 and has been formalised through the signing of an RPA in February 2022.

c) Which tasks will be implemented by the partner organisation?

UNDP is partnering with the GS-F to provide policing experts for the technical oversight and capacity building components (including procurement of equipment) of the project.

The GS-F will be active in delivering capacity building support to key NPF training and development stakeholders, including NPF trainers and NPF training institutions and to mid- and senior-level officials of the NPF reinforcing their leadership capacity, including for women leaders, to act as internal change agents who can champion and guide reform efforts.

The expertise of the GS-F shall be employed for the provision of targeted technical training to address critical knowledge and capacity gaps, including in investigations and mobile policing and community engagement. In addition to training and capacity building, the GS-F shall support the NPF reform and modernization process by facilitating and providing technical guidance to the reform and development of policies, regulations, strategies, plans of action etc. A critical role of the GS-F in this regard is ensuring adherence to international standards and the inculcation of lessons learned and best practices in ensuring the quality of implementation and the sustainability of results.

⁶ See <https://GS-F.com/en/mission-statement/>.

3. Current situation

Description of the conflict context

Nigeria faces a multidimensional problem of insecurity. The ACLED conflict index, which assesses every country and territory in the world according to deadliness, danger to civilians, geographic diffusion, and armed group fragmentation, ranked Nigeria fifth in the world in January 2024. Experiences of violence and insecurity differ across the country's regions. Boko Haram remains a threat in the North-East, as other violent non-state armed groups spread violence in the country. In the North-West, insecurity is characterized by a complex blend of communal conflicts, farmer-herder conflict, armed banditry and organized crime; while the north-central region is plagued by the farmer-herder crisis. Attacks by violent separatist groups have destabilised a great number of communities in the south-east since 2021. In the south-west, there has been an upsurge of gang, cult and ritual violence as well as piracy and oil theft in the Niger Delta area. Vigilante groups have proliferated to defend themselves and their communities against non-state armed actors. Over 10500 people are estimated to have died because of political violence in Nigeria in 2022.⁷ In early 2024, there was a spate of mass abductions by violent extremist groups and armed bandit groups in the North-East and North-West regions. Experiences of insecurity directly impact the well-being and development of people and communities across the country and undermine the social contract as people lose trust in the state to provide the basic public goods of justice and security.

The root causes and drivers of this persistent insecurity and violence is multi-layered, complex and highly context specific.⁸ Weak rule of law and the ineffectiveness of the country's police to effectively prevent and respond to the criminality and injustices that can fuel violence, are however, key contributing factors. In 2023, the World Justice Project Rule of Law Index ranked Nigeria 120th across 142 countries in terms of its ability to protect, respect and uphold the rule of law and human rights. And when considering only the "Order and security" index factor, which measures the effectiveness of crime control, management of civil conflict and whether people resort to violence to redress personal grievances, Nigeria plunges to 139th place.

The Nigeria Police Force (NPF) struggles with a negative public image due to instances of police brutality, rights violations, corruption, and inefficiency. This has led to an erosion of public trust, which is crucial for effective policing and the social contract. In 2020, the largely youth-led #EndSARS movement protested the Special Anti-Robbery Squad (SARS), a police unit notorious for its egregious abuses of human rights, including extrajudicial killings, torture and arbitrary arrests. The SARS was ultimately disbanded by the government, however public mistrust in the NPF remains high. A 2022 Afrobarometer survey found only 15% of respondents trusted the police "somewhat" or "a lot".⁹ More than half of Nigerians reported feeling unsafe while walking in their neighbourhood (61%). Among respondents who requested assistance from the police, 51% said it was easy to get the help they needed. But 75% said they had to pay a bribe. Only 13% of people said the police "often" or "always" operate in a professional manner and respect all citizens' rights. More positively, 79% considered it likely that the police will take reports of gender-based violence seriously.

⁷ <https://acleddata.com/2023/01/31/global-disorder-2022-the-year-in-review/>

⁸ See for example ACLED, What does the recent escalation of mass abductions in Nigeria tell us? Joint Brief, 15 March 2024 at <https://acleddata.com/2024/03/15/joint-brief-what-does-the-recent-escalation-of-mass-abductions-in-nigeria-tell-us/>

⁹ <https://www.afrobarometer.org/wp-content/uploads/2023/02/AD604-Nigerians-say-country-is-unsafe-Afrobarometer-17feb23.pdf>

Numerous structural, operational and technical factors contribute to the ineffectiveness and poor public perception of the NPF. These include weak accountability and oversight mechanisms of police conduct, underfunding and the resulting inability to procure modern technology or maintain equipment, poor working conditions and insufficient salaries and allowances, and the lack of adequate training for police personnel across the NPF. Investigation skills and capacities are weak, police stations are poorly resourced and lacking some of the most basic office equipment. These institutional weaknesses hamper the ability of the police to adequately respond to the array of traditional and emerging threats, including cybercrime, banditry, transnational organized crime (e.g. trafficking and terrorism) and communal conflicts, that contribute to the increasingly complex security landscape in Nigeria.

In this complex context, the performance of the NPF in providing for the safety and security needs of the Nigerian people is a critical rule of law and governance concern in Nigeria.

In recent years, the Nigerian authorities have recognised the need to strengthen and modernise the police force and to develop its capacities to partner with communities to address insecurity. The 2020 Police Act (the Police Act) superseded a legal framework that governed police since 1943 and aims to provide an effective police service that is responsive to the needs of the Nigerian people, and is based on the principles of accountability and transparency, protection of human rights, and partnership. The roles of the police are defined as to prevent crime, protect rights and freedoms, maintain public safety and ensure access to justice. The police are not solely a security actor (as per the Police Act 1943, s4) but are responsible for both the delivery of justice and security services for people. It amends provisions of due process to reflect people's constitutional rights and human rights standards. The Police Act takes a holistic approach to the transformation of the NPF by addressing the challenges of structuring, appointments, promotions, discipline, and welfare. It establishes an initial framework for a nationwide approach to community-oriented policing.

The need to strengthen the relationship between the police and communities has long been a priority for the NPF. In 2004 it embarked on a comprehensive community policing strategy. This was further reinforced during the Buhari administration through the Police Act, the launch of a community policing initiative and within the government's, "A New Vision for Policing in Nigeria: Framework for the Presidential Police Reform Roadmap" (the Roadmap) adopted in April 2022. However, the effectiveness of these initiatives has been mixed, hampered by challenges such as insufficient training, funding, and resources. Community policing is generally viewed as a stand-alone activity as opposed to an ethos underpinning effective policing. There is also little consensus within Nigerian society as to what the term 'community policing' means and it is often conflated with discussions around the role of vigilantes and state policing, itself a contested issue. Internationally led efforts to promote community policing models have had some localised positive effect but have not been adopted at scale or sustained after donor funding ends and are largely perceived by the authorities to be failures. Internal NPF community policing mechanisms, such as the Community Policing Department and the Police Community Relations Committee (PCRC) have also had limited impact due to a lack of sustained leadership support over the years. However, there are individual officers who recognize that cooperation and partnership with the diverse communities they serve is critical for effective policing and who seek to advance a community policing ethos in their daily work.

Transforming the NPF into a service-oriented and rights-respecting police service requires deep-seated systemic, behavioral, attitudinal, and organizational change across the institution to become a more professional, effective, accountable, and trustworthy institution capable of responding to the justice and security needs of people and communities, and contributing to good governance, the rule of law and the social contract. The transformation of the NPF requires multi-layered changes at various levels namely, individual, leadership, organisational, structural, and cultural.

The challenge of transforming the historically militarized culture of the NPF into one that is service-oriented and people-centred should not be underestimated. The colonial origin of the police and its legacy of repression, corruption and brutality, are deeply embedded in the institution and its systems and persist today. For example, Basic Police Training for new recruits is based on principles of military training with parade and drills making around 45% of the daily activities.

The NPF is also male-dominated, and police culture is masculinized. Women are significantly underrepresented across the NPF and especially in senior policing positions. The Nigeria National Bureau of Statistics reports that in 2018 women police accounted for 9.75 percent of police personnel, with the majority being in the rank and file.¹⁰ Only two women have ever reached the level of Deputy Inspector-General. Women face numerous social, cultural and organizational barriers to entering and progressing within the NPF. Efforts to improve women's participation in the police have been uneven over the years despite the existence of gender policies, legislation and the commitments made by some former IGPs to advance gender equality. A 2010 NPF Gender Policy was adopted but poorly implemented. The Police Act requires all police officers to receive periodic training and re-training in a range of topics including gender and to ensure all personnel, irrespective of their gender have access to training programmes (section 19(1) and (3)). In 2022 a revised NPF Gender Policy was developed with the support of UN Women and is pending final approval. Recently, the Police Service Commission (PSC) approved gender sensitivity policy guidelines calling for 15% equal representation in the deployment of Assistant Inspector General's, Commissioners of Police and tactical commanders, and a 30% quota for women recruits. The effect of these new policies remains to be seen. Publicly available data regarding the most recent recruitment drive (2024/2025) is not disaggregated by gender nor is it clear how the NPF intends to ensure this quota is met.

At the individual level, the NPF's current training and development approach is inadequate for ensuring that police at all levels are well-trained and equipped with the knowledge and skills necessary to navigate the complexities of modern policing, including community engagement and conflict de-escalation skills, intelligence-led policing, and specialist skills such as criminal investigations. Promotion training and continuous learning is not systematically offered nor designed to promote key skills required in each rank level. There is no dedicated leadership curriculum. A recent internal survey of 588 NPF police officers found just over half had received any human rights or ethics training despite these being at the core of a police officer's daily work. The current Inspector General of Police (IGP), Kayode Egbetokun, has stated the need for a holistic approach to police training that encompasses both behavioural and attitude changes that can enable greater professionalism from the NPF, consistent with the Police Act 2020, to support increased trust between the NPF and the public.

NPF training colleges and institutions are poorly funded and resourced, and accommodation and teaching facilities for resident trainees and trainers are grossly neglected and deteriorated.¹¹ Far from being valued within the NPF, "training" is seen as a form of punishment or a potential dead end for an officer's career. Police officers who are trained as police trainers can be transferred to a new duty station prematurely and those working as police instructors for years can be poorly motivated and may lack critical training skills. Only one (the Nigeria Police Academy in Kano) of the approximately 30 NPF colleges and training institutions has legal identity, a legislative gap that hampers their ability to seek external funding, to partner with other law enforcement agencies both in Nigeria and abroad, and to

¹⁰ See https://africacheck.org/sites/default/files/media/documents/2022-03/2020_ReportWomenMen_August2021_compressed.pdf#page=65.

¹¹ <https://www.vanguardngr.com/2023/08/messier-than-a-pigstybut-police-recruits-live-there/>

deliver an accredited and standardised training curriculum. A bill providing for legal identity was passed by the National Assembly in June 2023 but has not yet been signed into law. Recognition of legal identity would support a change in culture around training and enable greater oversight of the quality of training.

Serious gaps exist within the police welfare system, including inadequate physical and mental health support and low salaries, contributing to low morale and increased job stress. A recent study found that 49% of young police recruits (24-35 years old) who were deployed on combat assignment duties (including counter insurgency, terrorism, militancy operations and mediation in election violence) experienced post-traumatic stress disorder. Research indicates experiences of trauma can increase the chance that security forces will use lethal and/or unlawful violence against citizens, exacerbating cycles of violence and mistrust.¹²

At an organisational level, implementation of the Police Act is hampered by a range of factors including delays in updating the police regulations and the police basic training curriculum to reflect the changes to policing attitude and practice required by the new law (s28), the absence of national policing plans required by the law to inform financial planning, and the related persistent underfunding of the NPF.

These internal cultural, organizational and policy weaknesses all directly impede the capacities of the NPF to effectively deliver on its commitment to provide for the safety and security and justice needs of all people, including women (who make up over half of the population of Nigeria) and vulnerable and marginalized groups and communities.

In February 2023, the country elected a new president, Bola Tinubu, who publicly committed to police reforms, openly criticising past reform efforts for failing to produce any real results. In June 2023 he appointed a new acting Inspector General of Police (later confirmed in October 2023) who has also emphasised the need for improvements to police welfare to support a well-motivated workforce in the police, including prioritizing training, recruitment and welfare (salary, pension, promotions scheme, equipment). A new director of training and development was also appointed. The same month Tinubu appointed Nuhu Ribadu to the position of National Security Advisor and placed responsibility for police reform efforts under his remit (under Buhari this responsibility lay with the Office of the President). Ribadu's appointment marked an important shift from previous NSA appointments that were military personnel. The new NSA is a former police officer, and his appointment appears to signal a commitment by the President to "demilitarise" the NPF and advance reforms. The importance of his appointment was rooted in the hope that his background in anti-corruption (former chairman of the Economic and Financial Crimes Commission (EFCC)) and institutional reform (with a focus on effectiveness, professionalism and public trust) would translate into significant improvements in the NPF.

In December 2023, the president established a constitutional committee on police reform to map and make recommendations for the direction of police reform. The Committee is made up of the NSA, Minister of Police Affairs, PSC Chairman, and Chair of the Nigeria Governor's Forum. As at May 2024, the committee was yet to present its recommendations.

In February 2024 a bill for the establishment of state police passed the second reading in the House of Representatives. The Bill seeks to transfer "Police" from the "Exclusive Legislative List" (exclusive federal authority powers) to the "Concurrent Legislative List," effectively

¹² See DCAF, Addressing Trauma as a missing element in security sector governance and reform at <https://www.dcaf.ch/sites/default/files/publications/documents/trauma-ssgr.pdf>.

empowering states to have state-controlled policing. The bill has been referred to the Constitution Review Committee for further legislative action.¹³

UNDP's support to the police reform process.

UNDP has supported the Nigerian government in its police reform efforts since December 2020 when President Buhari's Chief of Staff sought UNDP's support to develop a high-level strategy for police reform (the Roadmap). UNDP's "Supporting Police Reform Processes in Nigeria project" (the SPRPiN project), funded by the German Federal Foreign Office, and implemented by UNDP and the GS-F, commenced in December 2021 to May 2023 (Phase I). A contract amendment extended the project to 31 May 2024 (Phase II).

In Phase I and II, the project supported strengthening the governance and leadership capacities of the NPF and the government to implement the Roadmap, sustain reforms, and enable implementation of the Police Act 2020. This included support to the cross-ministerial Presidential Working Group, and the establishment of the Police Transformation and Reform Office (PORTO) to act as a delivery unit to drive the police reform agenda. With the change in administration in early 2023, UNDP adapted and pivoted its support to the ONSA (the responsible entity for oversight of government police reform efforts) including supporting the set-up of a Police Reform Secretariat and providing advisory and technical support regarding police reform processes. In April 2024, UNDP supported the government to host a national dialogue on state policing, advocating for an inclusive, participatory process. The project also supported ONSA and the Secretariat to commence research into the role of vigilante groups across Nigeria to inform the government's state policing policy, ensuring the policy is evidence-led.

The project supported the NPF Force Public Relations Office to strengthen internal strategic communications capacities in support of reform efforts. Sixty senior officers received leadership and management training and a pilot women's leadership course was run by GS-F. Data and evidence gaps were also identified and addressed to inform project design and police reform policy, including regular training assessments, an assessment of NPF training facilities, and a perception study involving over 600 police personnel (report forthcoming). UNDP also supported the Police Services Commission to develop a strategic plan and strengthen its data management capacities. UNDP contributed technical inputs to the process of revising the police regulations to reflect the Police Act requirements. The regulations is with the Ministry of Police Affairs for approval and gazetting.

The SPRPiN project conceived of 'training' as a strategic entry point for catalyzing the sustained attitude, culture and behavior change across the NPF that is necessary for successful police reform to sustain. The project recognized that reshaping police culture and practice towards the service-oriented, rights-based police service envisaged in the Police Act 2020 and ensuring that Nigerian police officers can effectively meet current and future policing challenges requires a radically different approach to training recruits and the

¹³ While state policing is not currently permitted by law, state police exist de facto in some states, for example the [hisbah](#) (religious police that have existed in the North since the 1950s); Lagos State Neighbourhood Safety Corps and the Amotekun Corps; Civilian Joint Task Force (NE); Ebube Agu (formed in 2021 by five SE governors), Benue Guards (launched in 2022). These entities are outside the framework of the NPF (although there is usually coordination between them and the police) and are generally a response by states to fill a policing gap left by the NPF. These groups can be problematic – there are challenges with their legality (the Constitution does not allow for state police), accountability and questions regarding the appropriateness and oversight of training they receive.

continuous education of police personnel. This view is also shared by the current National Security Advisor and the IGP.¹⁴

The project invested significant effort in building a relationship with the NPF Department of Training (DTD), NIPS, CPTU and others, and introducing NPF trainers, training academy commandants and senior officers to new approaches of police training. For example, the basic training delivered to approximately 1000 NPF trainers revealed the potential of a new approach that shifts from a boot camp-like model that emphasizes discipline, following orders, and a strict hierarchy, to one that prioritises preparing police officers to provide police services in and for increasingly diverse and demanding communities. Trainers were trained not only in the substance of the Police Act, but also in the skills needed to deliver that information effectively to their students, i.e. adult pedagogy, experiential learning and facilitation skills. This in turn will improve the police recruit's absorption of knowledge and learning content, which will improve the quality of policing within the NPF and increased trust between the NPF and communities. Refresher training was also provided to NPF trainers and divisional officers to help build a network of officers that can provide effective in-field training on an ongoing basis. The basic training was accompanied by a review of the curriculum for basic training and the revision of the NPF training plan that guides the delivery of the six-month basic training for recruits, which resulted in a 50% increase of time allocated to classroom training that was previously allocated to physical exercises and marching. The training plan and accompanying training guidelines was made mandatory by the IGP for all training colleges.

The assessment, refurbishment and equipping of four NPF training facilities helped to ensure NPF trainers and students have an enabling teaching and learning environment. The training of NPF trainers aimed to build a cadre of training 'change agents' who can influence the NPF system from within (for example revising training plans, training delivery etc). But these change agents needed leadership and organisational support. The project held a series of retreats for NPF training academy commissioners and commandants to sensitize them to modern police training approaches and provide support to the training change agents to alter their ways of working. Furthermore, through GS-F, the project provided tents, mobile kitchens and shower, and toilet containers for the NPF that can accommodate 2000 police officers in the field.

Lessons from Phase I and II of the SPRPiN project have directly informed the design of the theory of change, goals and strategic framework articulated in Part 4.

Relevant activities conducted by other entities and potential synergies

A number of organisations, including Konrad-Adenauer-Stiftung, UN Women, UNODC, INL, and OHCHR, are providing technical support to the NPF in the area of training. Trainings cover specialist topics such as gender sensitivity, maritime policing, human rights and investigating serious crimes. This support focuses primarily on the content of the training, not on the skills needed for delivery of sustained quality training and development by the NPF itself. In contrast, UNDP's training-related efforts are focused on influencing the NPF training culture and strengthening the training and development capacities to align instruction with the principles of adult and experiential learning and to deliver modern training that meets the needs of all police officers now and in the future.

¹⁴ See for example, a June 2023 speech by the IGP where he stated, "my administration shall prioritize on enhancing the Nigeria Police training curriculum with special focus on attitudinal and behavioural changes for new recruits as well as reorientation programmes for serving officers in order to further refine the perception of our officers to concepts of human rights, rule of law, and citizen-focused policing." See https://www.npf.gov.ng/information/igp_speech.php.

No other agency or organisation is directly supporting the NPF and government to navigate the complexity of delivering federal-level police reform processes. There are several discrete project interventions that support targeted aspects of policing, including for example:

- UNDP support to the Stabilisation Facility in BAY States, which includes the re-establishment of policing services in six communities, the roll-out of community policing initiatives, including training on community engagement and trauma-informed policing, and supporting the operationalisation of Gender Desks & roll out of a revised code of conduct (with the Nigerian Human Rights Commission) and construction of police stations and police accommodation.
- UNDP has commenced activities in the North-West which will focus on improving coordination between security and the rule of law providers in Katsina, Sokoto and Zamfara States. It will also work on enhancing security and cross-border cooperation in selected border communities.
- INL is providing support to the Nigerian government to develop a pilot Transitional Police Unit (TPU) – now called the Special Intervention Squad (SIS) – with NPF officers and support personnel. UNODC is providing equipment and mentoring for SIS officers. INL is supporting USIP to implement community policing initiatives in three states. The US government is also supporting the maritime police, primarily with the provision of specialist equipment.
- UNODC, funded by INL, is supporting the NPF to successfully prosecute serious criminal offences, including terrorism and kidnapping, committed in Nigeria's Middle Belt region (Kaduna, Benue, Nasarawa and Plateau states), through improved collection and utilization of potential evidential material in cases brought before the Federal and state courts. A second project focuses on support to the NPF to successfully prosecute terrorism and serious crime committed in Nigeria's North-East (Borno, Adamawa, Yobe and Gombe states)
- UNODC has initiated two interrelated police oversight and accountability projects to support its internal oversight mechanism managed through the Complaints Response Unit (CRU). One, implemented with OHCHR, focuses on capacity-building and expansion of the Complaints Response Unit (CRU) in FCT and Kano States to be better able to receive, investigate, and respond to public complaints about police misconduct. The second project is being piloted with the PSC and NHRC in Lagos, Enugu, and Rivers states to the South and FCT in the North to ensure CRU's skill in data management is used to support NPF management decisions and strengthen accountability.
- UN Women are supporting security agencies in the development of gender responsive policies and operations. UN Women supported the NPF to develop a revised NPF Gender Policy which was recently endorsed by the IGP but is yet to be converted into a force order. Senior NPF Managers have been trained on the new gender policy. UN Women have developed a manual for gender desk officers and a gender manual for training academies and are seeking to have this integrated into the training curriculums.
- Under the UK Defence and Security Partnership with Nigeria, the UK government has recently committed to providing a package of assistance in support of police reform in Nigeria, which will include technical assistance, training and advice on community policing and preventing criminality in various parts of the country, however this project

has yet to commence. UNDP is in regular contact with UK implementers in Nigeria to promote synergies and mitigate the duplication of efforts.

Under this project, UNDP and GS-F are in discussions with INL and ODC regarding potential partnership and or synergies between their interventions and proposed project activities related to SIS leadership and rank-and-file training on crowd control, proportionality of means, and communication. UNDP and GS-F will liaise with UN Women regarding support to the Gender Unit and gender desk officers to avoid overlapping activities and ensure that the focus of the UNDP project - on women's empowerment and leadership - complements the training provided by UN Women.

Opportunities for coordination

In January 2024, the German embassy in Abuja hosted the first donor and international organisation coordination meeting on police reform. The participants, including UNDP and GS-F, agreed to regular meetings to exchange information and strengthen coordination on police reform.

The project is supporting the ONSA and the Police Reform Secretariat to establish a coordination mechanism for donors, international and national organisations engaging in police reform in Nigeria.

Has your organisation carried out similar projects in the project country/countries in the past or present? Have other organisations known to you done so? If yes, please specify.

UNDP Nigeria has been engaging the NPF in police reform processes for the past four years. The current project represents an extension and evolution of the "Supporting Police Reform Processes in Nigeria project" (the SPRPiN project) (December 2020 – May 2024). UNDP also works with the NPF on issues related to stabilisation in the North-East and conflict prevention in the North-West.

This project is led by UNDP's rule of law and human rights (ROLHR) team that collectively has considerable experience working on security sector reform in Nigeria and globally. Additional regional and HQ-level technical advisory capacities will also be leveraged. UNDP co-chairs the UN Global Focal Point for Rule of Law and works with the Police Standing Capacity in Brindisi (UNPOL), which can quickly deploy expertise. Additional expertise is available through the UNDP ExpRes Roster and UNDP standby partners i.e. DCAF, the UK Stabilisation Unit, African Police Complaints Oversight Forum (APCOF) and others. A key partner for this project will be the German-based GS-F which will provide on-site technical advisors and remote support to substantive areas of engagement relating to key parts of this project.

UNDP has extensive experience and expertise in the design and delivery of support to the security sector, national policing systems and community security programmes. UNDP globally promotes a people-centred approach to security that seeks to address both people's immediate safety and security needs, particularly those of the most vulnerable, marginalized and excluded, and support long-term objectives of increasing the legitimacy and accountability of justice and security institutions, and building public confidence and improving government–society relations through the delivery of quality, responsive and effective justice and security services.¹⁵

¹⁵ See UNDP's Global Programme for Strengthening the Rule of Law, Human Rights, Justice and Security for Sustainable Peace and Development Phase IV (2022-2025).

Through its people-centred security approach, UNDP supports the development of transparent, accountable and effective security institutions that respond to the needs of citizens through the provision of quality, accountable and inclusive services that respect human rights and the rule of law and engaging local communities in community-based security interventions.¹⁶

Example of recent UNDP activities include:

Iraq: Piloting of six model police stations in Iraq in line with the Local Police Service Road Map which provides a strategy to transition the local police service from a military focused security force to a people centred public security service.

Lebanon: Support to community policing initiatives in Lebanon in line with a national policy developed with the support of UNDP.

Tunisia: Roll-out of the national model of community policing in the South-East of the country.

Central African Republic: Establishment of a specialized police unit on sexual violence (UMIRR) in Bangui which received over 3,000 complaints, 80 percent of which were from women. Based on these complaints, the unit started 328 investigations and transmitted 501 cases of sexual and gender-based violence to the prosecutor, leading to 48 cases tried in criminal sessions.

Burkina Faso: UNDP operationalized a committee composed of the authorities, security services, civil society organizations (CSOs), traditional and religious leaders. With its divisions at the national, sub-national and local levels, the committee managed to prevent ten intra- and inter-community conflicts on land matters and agriculture damage and resolve 25 disputes in six regions.

Lessons and good practices from these and other experiences are regularly shared across the organisation, including for example, through the network of advisors within the UNDP Global Programme for Strengthening the Rule of Law, Human Rights, Justice and Security for Sustainable Peace and Development, and UNDPs Global Policy Network's online Communities of Practice.

4. Project planning

Theory of change

The current project (Phase III) is directly informed by and builds upon lessons and experiences of UNDP's support to police reform processes in Phases I and II. These lessons have contributed to a refinement of the project's assumptions and overall theory of change, and adjustments to the project outcomes and outputs. Critical project lessons are detailed in the text box below. Specific activity-based lessons are included in the outputs section where relevant. Phase III also builds upon the proven successes, innovations and impact of the project to date, especially in relation to policy influence and training and development. It responds to identified gaps or challenges in Phase I and II that hindered project implementation and presents a strategy for action that reflect UNDP's specific value add in the police reform space.

¹⁶ See for example <https://www.undp.org/rolhr/community-security>. For further details regarding UNDP's community security and social cohesion approach see <https://www.undp.org/rolhr/publications/community-security-and-social-cohesion-towards-undp-approach>.

The project is informed and guided by UNDP's commitment to applying a people-centred approach to security. This approach is centred on the core tenet that security sector reform/governance (SSR/G) policies and practices must prioritize responding to the safety and security needs, well-being, dignity and rights of people and communities, and not only protect the interests of the state.¹⁷ This aligns with the principles and obligations articulated in the Police Act and the NPF's ambition to shift towards more community-oriented and rights-based policing practices in Nigeria. People-centred security promotes locally-led, demand-driven and evidence-based interventions that support strengthening and transforming justice and security systems, services and institutions to understand and effectively respond to people's problems and needs, and enable greater access and inclusion, especially for the most marginalised and vulnerable people and groups to ensure no one is left behind.¹⁸

Text Box 1: Key lessons from Phases I and II

- Police reform processes occur within a broader complex political, social and security context. Real-time political economy and conflict analysis is critical for understanding shifting dynamics and enabling the project to respond and adjust its interventions and approaches as needed. Complex change processes like police reform are not linear and require an adaptive programming approach.
- There is a significant trust deficit between the police and the communities they serve, which is exacerbated by instances of police brutality, extortion, and a lack of responsiveness. Effective police reform requires community support and participation, which is hard to achieve without rebuilding trust between the police and the people.
- Understanding and influencing positive and sustainable change within the Nigerian policing system requires establishing trust and building partnerships with an array of government and non-government actors and identifying strategic entry points across the system to support long-term change processes.
- High-level political buy-in and continued commitment is crucial to the implementation and sustainability of police reforms. The failure of the Presidential Working Group to meet regularly and fully realize its role both as an enabler of and accountability mechanism for the implementation of police reforms across government weakened the effectiveness and sustainability of reform efforts under the previous administration.
- Local ownership at all stages and all layers of project implementation is key for sustained and meaningful impact. Change processes must be led by the people that are directly affected by them. This requires significant investment in building trust, mobilizing and nurturing coalitions of change champions across the policing system to have the capacities, motivations and capabilities to support change at the individual, organizational and political levels.
- Institutionalization is critical for ensuring specific reforms and innovations are sustained beyond the term of a specific person. Past police reform initiatives have often failed to have sustained long-term impact because they are linked to or driven by an individual (e.g. an IGP) and not institutionalized.
- Challenges and solutions for more effective policing are best identified by the people most affected by them (including communities and police officers themselves) and who have most knowledge of their own context. External expertise should support locally-led solutions (not impose external solutions) that are context-specific and in line with core principles of human rights and gender equality.

¹⁷ See for example <https://www.undp.org/rolhr/community-security>

¹⁸ With the adoption of the 2030 Agenda, UN Member States committed to eradicate poverty, end discrimination and exclusion, and reduce the inequalities and vulnerabilities that leave people behind. See <https://unsdg.un.org/2030-agenda/universal-values/leave-no-one-behind#:~:text=It%20represents%20the%20unequivocal%20commitment,of%20humanity%20as%20a%20whole.>

Phases I and II of the project focused on strategic engagement and support to a nationally-led reform process that allowed UNDP to establish itself as a trusted partner to the government and the NPF, and to identify strategic entry points and nurture political support for change. This process focus is critical as the project continues. Trust, political buy-in and national ownership of the reform process require constant nurturing of partnerships coupled with strategic and technical support. A process focus emphasizes continuous and robust context analysis, adaptation to changing political, social and conflict dynamics, problem identification in partnership with those most affected by policing problems (i.e. the NPF and the public) and co-creation (with national partners) of solutions.

During Phases I and II, UNDP established a strong foundation for its continued support to a comprehensive transformative approach to police reform in Nigeria. The project invested heavily in navigating and building relationships of trust with key government stakeholders across the NPF, including senior leadership, the NPF DTD, the Central Planning and Training Unit (CPTU) in Jos, the National Institute of Police Studies (NIPS), the Department of Research and Planning (DRP), the Force Police Public Relations Officer (FPRO), the Department of Logistics and Supply/Works, the Department of Operations/Office of Peacekeeping Operations and the NPF Gender Unit; and across government, including the the Office of the President and more recently the Office of the National Security Advisor (ONSA), the Secretary to the Government of the Federation, the PSC, the Ministry of Police Affairs (MoPA). Building these trust relationships took time and was enabled by the proven ability of UNDP and its partners to quickly respond to priority technical, strategic and procurement requests. This process of relationship building was necessary to ensure reform efforts are owned by the NPF and the government and not seen as externally imposed agendas that will be resisted. This national and political ownership is also critical for the sustainability of the reforms in the longer term.

The attention given to trust and relationship building means that UNDP continues to be recognized as a key police reform partner, even with the change in government in 2023. In November 2023, ONSA, UNDP and the Embassy of the Federal Republic of Germany signed a partnership agreement for the implementation of a comprehensive police reform process in Nigeria. UNDP was invited to actively contribute technical inputs to a revision of police regulations to align to the requirements of the Police Act. This process was key for enabling the practical implementation of the Police Act across the NPF in daily policing work. In Phase III, UNDP will prioritise the maintenance and nurturing of these key relationships for successful project implementation.

At the same time, UNDP and its partners have successfully demonstrated the possibilities and positive impact of adopting new approaches to training and development within the NPF. For example, the project partnered closely with the DTD, NIPS and CPTU to test innovative methods and approaches for delivering training to recruits that emphasized adult pedagogy and experiential learning skills. Senior training officials and training academy commandants were sensitized to these new approaches and good practices in order to mobilize their leadership support; select training academies were equipped to provide more conducive teaching and learning conditions for trainees and trainers; and through training of trainers courses, the project mobilized a cadre of over 1000 NPF police trainer “change champions” to support changes to the way police recruit training is delivered by the NPF. As a result of these strategic interventions, the NPF is actively committed to working with UNDP to institutionalize new training and development approaches and good practices within the NPF in Phase III to enable the organization to better deliver quality ‘fit for purpose’ training for its recruits and other officers in the longer term.

Even without a formally articulated comprehensive government strategy for police reform from the current administration, there is clear momentum across government entities, the NPF and civil society for reforms that enable the NPF and government to meet their

obligations under the Police Act 2020. The Police Act provides the legal framework for guiding policy and practice aimed at transforming the NPF into a service-oriented, rights-respecting and trusted police service.

In Phase III the project remains committed to the overarching goal (impact) of supporting the long-term efforts of the Nigerian government and the NPF to develop an effective, trustworthy, accountable and professional police service that is trusted by and responsive to the needs of the Nigerian people, including women and other vulnerable and marginalised groups, in accordance with human rights standards and the rule of law.

The project supports this reform process through strategic interventions that are interconnected and mutually reinforcing at the **political, organisational and individual** levels. It recognises that realising the goals of the Police Act and building trust between the police and the people for a more safe and secure Nigeria requires a multi-pronged approach that supports a culture and behaviour change within the NPF through:

- changes in the knowledge, attitude and behaviour of police officers at all levels of the NPF through the delivery of quality training and development that better enables officers to navigate security challenges and engage communities in delivering effective policing services;
- strong leadership and strategic planning capacities within the NPF to manage change processes and the mobilisation of a network of internal and external change champions that can collectively drive reforms from within the NPF and across the wider policing system.
- a legal and policy framework and operating environment that enables the NPF and its officers to deliver quality policing services to communities in accordance with human rights;
- strengthened internal and external oversight and accountability mechanisms for accountable rights-based policing; and
- sustained high-level leadership across the NPF and political decision-makers to steer reforms that enhance police performance and respond to the safety and security needs, rights and expectations of the Nigerian people.

The project's theory of change states that:

IF the Police Reform Secretariat is well capacitated to support sustained high-level political leadership and to drive data-driven and participatory police reform processes in line with the Police Act 2020; and the Nigeria Police Force (NPF) is equipped to enable data-driven reform efforts and lead organisational change processes; and the NPF delivers quality training and development for police personnel to provide effective, service-oriented policing that engages with and responds to the needs of communities and people, especially the most marginalised and vulnerable; and civilian, NPF and government accountability and oversight mechanisms effectively promote rights-respecting, accountable policing; **THEN** the performance of the police and their effectiveness in responding to people's safety and security needs, rights and expectations will improve, **WHICH WILL** contribute to increased public trust in the NPF and police reform efforts, **BECAUSE** people will see a tangible change in the attitudes and behaviour of police officers and perceive that the police are better addressing their safety needs, in line with government and NPF reform commitments and the objectives of the Police Act 2020.

Guiding principles and project enablers

The project is underpinned by a set of core guiding principles that will inform the design and delivery of all interventions. These principles align to UNDP corporate requirements and include:

Human rights. The project supports UNDP and the government of Nigeria's commitment to ensuring that dignity and respect are afforded to all people through the enjoyment of their human rights and protected by the rule of law.¹⁹ It ensures the mandatory application of a human-rights based approach across all programming interventions in line with UNDP's mandatory [Social and Environmental Standards](#) (SES). All project support to national security sector actors is in compliance with the [UN Human Rights Due Diligence Policy](#).

Gender equality and women's empowerment. The project seeks to better understand and respond to the persistent structural obstacles to gender equality and the empowerment of women, especially within the NPF, in line with UNDP's Gender Equality Strategy 2022-2025, which highlights UNDP's role in supporting gender-responsive justice, security sector reforms.

People-centred security. The project advances UNDP's people-centred approach to security aimed at ensuring the justice and security needs and human rights of Nigerian people, and especially those most at risk of being left behind, guide efforts to strengthen justice and security systems in Nigeria, with a specific focus on supporting security institutions that are responsive, trusted and trustworthy, and have legitimacy and accountability through the delivery of quality security services.²⁰

Adaptive. The project will prioritize continuous learning and strategic adaptation and innovation to navigate the complexity of police reform processes more effectively, in line with UNDP's Strategic Plan 2022-2025²¹. An adaptive programming approach requires a robust system for monitoring, evaluating and learning (MEL) and knowledge management.

Politically-informed & conflict-sensitive. Police reform is an inherently political endeavour. Project interventions are underpinned by a strong understanding and ongoing analysis of political, social and conflict dynamics and trends, and a robust approach to learning from past initiatives to facilitate more adaptive and risk-informed programming.²²

Trauma-informed. Experiences of trauma can impact both those people seeking justice and security services and the providers of those services, their cognitive processes, decision-making, behaviour and their needs. The project adopts a trauma-informed approach to its support to policing in Nigeria.²³

The project will strengthen its capacity to influence and accelerate transformative change by intentionally focusing on and investing in the following enablers:

A robust system for MEL and knowledge management to ensure programming is data-driven, evidence-based and adaptive. A strengthened MEL approach supports project accountability and reporting, and better enables UNDP to elevate the innovations and impact of the project locally and globally (within UNDP and the wider SSR/G community). The project will

¹⁹ Universal Declaration of Human Rights (1948), preamble.

²⁰ See <https://www.undp.org/rolhr/community-security>.

²¹ UNDP recognises that, "To be an effective partner in transformative change, UNDP has to build not just new skills, like systems thinking, but a new culture: one that embraces complexity, actively manages risk, continually adapts and seeks to learn alongside delivering results." Strategic Plan 2022-2025, 2 at <https://www.undp.org/sites/g/files/zskgke326/files/2022-07/UNDP%20Strategic%20Plan%202022-2025.pdf>.

²² See the Institutional and Context Analysis Guidance Note which articulates UNDP's methodology for undertaking political economy analysis to support development programmes at <https://www.undp.org/publications/institutional-and-context-analysis-guidance-note>.

²³ See UNDP's Guidance Note on Integrating Mental Health and Psychosocial Support into Peacebuilding at <https://www.undp.org/sites/g/files/zskgke326/files/2022-05/UNDP-Integrating-Mental-Health-and-Psychosocial-Support-into-Peacebuilding-V2.pdf>

additionally benefit from the expertise and support of the UNDP Nigeria Knowledge Hub and Project Management and Support Unit (PMSU) as needed.

Strategic innovation focused on testing new technologies, processes and approaches to respond to the challenges of implementing police reform. It includes, but is not limited to, strategically harnessing digital technologies that can enable evidence-based people-centred policing. Innovation is also the adoption of new approaches. The multi-disciplinary facilitation team approach adopted by the project in the delivery of training to NPF trainers was an innovation that significantly enhanced the ability of NPF trainers to translate learning into practice. The project will work with UNDP Nigeria's Accelerator Lab to expand opportunities for strategic innovation.²⁴

Integrated programming that leverages the expertise across relevant UNDP Nigeria programme areas and teams to collectively address persistent problems of weak policing that undermine public trust and the social contract. The project will strengthen synergies with UNDP's stabilisation, conflict prevention, gender and governance experts and teams to deliver a more comprehensive and effective programming response in line with UNDP's commitment to a portfolio approach.²⁵

The outputs, outcomes and impact of the project are described below. Gender equality and women's empowerment and human rights are cross-cutting issues that are mainstreamed across the project.

1. Outputs

The project has nine (9) desired results or outputs that will support the achievement of three (3) main project outcomes. These outcomes will in turn contribute to the desired long-term impact to support the long-term efforts of the Nigerian government and the NPF to develop an effective, trustworthy, accountable and professional police service that is trusted by and responsive to the needs of the Nigerian people, including women and other vulnerable and marginalised groups, in accordance with the Police Act 2020, human rights standards and the rule of law.

The following outputs relate to Project Outcome 1: The NPF and key political decision-makers have the governance and leadership capacities to enable and sustain evidence-based and people-centred police reforms that further implementation of and adherence to the Police Act 2020.

Output 1.1: The Police Reform Secretariat (PRS) is better capacitated to drive data and evidence-informed, participatory police reform processes.

The current administration's commitment to the reform process is indicated by the civilian nature of the appointment of the NSA, placing responsibility for the oversight of implementation of police reforms process to the ONSA, and the establishment of a high-level committee to make recommendations for reforms (see Part 3).

In Phase II, following the change of government in 2023, the project supported the ONSA, on behalf of the federal government, to establish the Police Reform Secretariat (PRS). The goal

²⁴ <https://www.undp.org/acceleratorlabs/undp-nigeria-accelerator-lab>.

²⁵ See <https://unstuck.systems/portfolios/>. In August 2023, the UNDP Nigeria ROLHR team led an internal multi-team workshop where opportunities were identified for more integrated programming across UNDP to provide more holistic and comprehensive support to the government to address rule of law (including policing). Several of these opportunities have been included in Phase III. In 2024 the UNDP country office is investing in capacities to effectively transition to a portfolio approach.

of the secretariat is to become an established, recognized and trusted federal entity that acts as a delivery unit for the roll out of government police reform priorities that emerge from the recommendations of the Constitutional Committee for Police Reform (the committee) and/or other government-led processes.

The project's Phase III support to the PRS takes lessons from its Phase II activities in relation to PORTO. The issue of PORTO's role and legal mandate was never fully resolved and became highly politicised. Weaknesses in recruitment also meant there were a number of technical expertise gaps. These factors undermined its effectiveness overall and made it politically vulnerable during the change in administration. However, PORTO did have successes, including in positively influencing NPF policy changes in relation to improved police welfare regulations. Despite rejecting the continuation of PORTO in name and form, the government has agreed that PORTO's core function, as a secretariat or delivery unit with the technical skills and capacities to guide and monitor the implementation of reforms, is indeed critical for sustained government reforms.

In Phase III, the project will ensure that the PRS has the operational capacities (for example, adequate office space and equipment) to carry out its work. In addition, the UNDP will leverage its status as ONSA's preferred international partner of choice to provide technical and advisory support to the PRS and other key high-level political decision-makers as required, specifically focused on ensuring that:

- identified policy priorities and actions are data-driven and evidence-informed and respond to the safety and security needs, expectations and rights of the Nigerian people, and especially the most vulnerable and at risk of being left behind; and
- police reform and priority setting processes are inclusive, consultative and actively engage the public. This will help to reduce the trust deficit between police and communities.

In Phase II, UNDP supported the PRS to undertake a review of past reform efforts that would inform the deliberations of the committee, and to commence research into the role of non-state actors in providing state-level policing services that can inform current government deliberations around the introduction of state policing. UNDP also responded to a government request for support to conduct a national dialogue on state policing that was held in April 2024. In Phase III the project will continue to support the PRS to provide high-quality evidence and data analysis, technical advice and support to the committee and other high-level political decision-makers as they develop government reform priorities.

UNDP will provide specialist support through a policy and research specialist to ensure project activities generate quality data and analysis that is intentionally used to inform evidence-based, people-centred advocacy and policy support across the project's interventions, and specifically in relation to this output. This data and evidence will also directly contribute to the project's monitoring, evaluation and learning (MEL) approach for adaptive programming, project accountability and reporting.

UNDP will draw on the expertise and capacities of the UNDP Nigeria Knowledge Hub and Accelerator Lab to support the secretariat in carrying out more complex research as required. For example, this could include conducting a feasibility study to assess the technical and economic practicality of a state policing proposal currently under consideration by the Constitution Review Committee. Findings would be shared with the NPF and high-level political decision-makers, and the international community to increase understanding of the political and other complexities of the issue of state policing and the potential impacts of international support to policing/security sector reform in Nigeria.

UNDP will support the PRS to ensure policy deliberations are inclusive and consultative with the public and affected communities. Building upon successes and learning from Phase II's

extensive strategic communications interventions, UNDP will provide capacity building and technical support on strategic communications including in relation to public awareness raising around the Police Act and reform processes as they evolve. The project will leverage the expertise of the UNDP Accelerator Lab to support the secretariat to explore feasible options for technological tools that can be utilised for more impactful external communications, and also to elicit inputs and feedback from the public and specific target communities and groups to increase public participation and the inclusiveness of the police reform process to ensure it is responding to people's need and expectations.

UNDP's relationship with the ONSA and the police reform secretariat provide important entry points for advocacy to high-level political decision-makers for policy actions to address priority issues that could enable the NPF to deliver more effective policing services. For example, the development of national policing plans (required by the Police Act but as yet not implemented) to inform evidence-based federal-level budgeting; the passing of a 2022 bill granting legal identity to training institutions as part of a process of professionalising police training and development (see also output 2.1); and the roll-out of the Police Act regulations (currently awaiting government approval).

Over the years an array of local and international actors have and/or continue to provide financial and technical inputs in support of elements of police and security sector governance reforms. However, there is no formal government-led stakeholder coordination mechanism for transparency, coordination and the effective use of available expertise and resources. Due to its mandate, ONSA will be a key government stakeholder in developing coordination mechanisms with local and international stakeholders. These could an international partners group, and thematic working groups, for example. UNDP will advise and support ONSA and the secretariat in identifying options for strengthening government-led police reform coordination.

Output 1.2: The NPF is better capacitated to advocate for and implement police reform policies and procedures based on quality data and evidence of needs within the NPF.

Quality data collection and analysis is critical for enabling the NPF and related agencies such as the Police Services Commission (PSC), the government and its partners, including UNDP, to ensure decision-making and resource allocation is data-informed, strategic and responds to the priority needs of the NPF, its officers and the public they serve.

UNDP will support the NPF and the Department of Research and Planning (DRP) to build and institutionalise its data capacities for better enabling implementation of the Police Act. UNDP will partner with DRP to build the tools, skills and institutional capabilities needed to develop national policing plans that are based on the actual resource needs of police at the local level to deliver effective police services to communities. The national policing plans are mandated in the Police Act. They are a critical tool for enabling evidence-based federal-level budgeting processes that can help to address the chronic underfunding and lack of financial transparency within the NPF.

UNDP will support the DRP to have the capacities to implement an annual NPF-led police perception and welfare survey of police officers. The survey tool will build from the pilot UNDP/NPF police perception survey conducted in late 2023-early 2024. UNDP will support DRP to be able to lead the review and revision of the existing survey tool (based on lessons from the pilot survey and NPF needs), and have the skills needed to roll out the survey annually, analyse data, and produce concrete policy recommendations for addressing police officers' capacity and welfare needs. To support the capacity building needs and to ensure quality assurance and the independence of survey results, UNDP and the DRP will explore the possibility of partnering with a Nigerian think tank or university with the necessary data and analytical expertise. Additional support may be provided by the UNDP Knowledge Hub.

In the long-term, annual survey data can be used by the NPF, the PSC and others to inform ongoing reforms by highlighting both successes and persistent challenges within the NPF, and allowing for targeted and evidence-based improvements. Data can be used to benchmark progress and measure the impact of interventions and reforms over time. The survey will be a valuable tool for addressing significant data and knowledge gaps in relation to the NPF and its personnel, including but not limited to a dearth of gender disaggregated data regarding the roles and experiences of women in the NPF. It can reveal gaps in training and professional development (see Outcome 2), enabling the NPF to develop gender-responsive programmes that enhance officers' skills and preparedness in response to their identified needs, and inform PSC actions in relation to promotions and discipline. The survey can also provide insights into how police officers perceive their own roles, the effectiveness of the NPF, and their attitudes towards the public. This can help in identifying areas that may require cultural change within the force and contribute to developing strategies that improve relations between the police and the communities they serve (see Outcome 3).

The focus on police welfare in the survey recognises the link between welfare and performance. In June 2023, the IGP publicly stated that “physical and mental well-being [of police officers] must be our priority...”²⁶ The annual survey would help identify issues affecting officer well-being, morale, and job satisfaction, which can affect their ability to perform their duties effectively. Pilot trainings undertaken in Phase II (specifically the Police act and ethics course) and by UNDP's Stabilisation project in the North-East (on community engagement and trauma-informed policing) recognized that police officers are regularly exposed to events that could result in trauma. One training report noted, “Clear traumas and pain were visible in the room.” Trauma within police ranks affects not just officers, but also their interactions with family members and the public. An officer's mental health is an important factor in building trust and minimizing violent encounters within the community. However, the UNDP/NPF pilot survey found that police do not currently feel they have access to the mental and physical health support they need.

Output 1.3 NPF current and future male and female leadership is better capacitated to lead organisational change processes that enable and sustain police reform objectives

By investing in the development of its current and future leaders (both men and women), the NPF can create a robust leadership structure for effective and sustained organizational change, aligning with best practices and international standards for policing. Leaders who are well-trained and equipped with the necessary skills are more likely to effectively implement and sustain organizational change processes. Leaders set the tone for the organization. By supporting leaders committed to reform, they become role models for change within the force, encouraging a culture of continuous improvement. Equipping leaders with the skills and knowledge to lead change ensures that the organization can respond to future challenges and adapt to new realities. Empowered leaders are better positioned to advocate for and drive necessary reforms, including policy changes, operational improvements, and accountability measures. By specifically supporting female leadership, the NPF can address gender imbalances and ensure that women have equal opportunities to contribute to and lead police reform efforts. Finally, leaders who understand and are committed to reform objectives can work towards their long-term sustainability, ensuring that reforms are not just temporary measures but are embedded in the fabric of the organization.

In Phase III, UNDP and GS-F will expand its Phase II leadership training support. UNDP will partner with the PSC to host a change management and police reform senior leadership

²⁶ https://www.npf.gov.ng/information/igp_speech.php

conference targeting Assistant and Deputy Inspectors General of Police to introduce NPF leadership to the fields of organisational change and change leadership.²⁷ The conference will expose participants to project-supported examples – including revising the Police Act regulations and implementing national policing plans – to generate greater understanding of how to sustain organisational change within the context of police reforms.

The conference will be complemented by project support to NIPS to strengthen its capacity to develop and deliver a standardised curriculum on organisational change and leadership for the NPF. UNDP will support NIPS to develop a strategic plan for leadership and change management training and institutional development, informed by lessons from the Phase II pilot leadership courses and a leadership needs assessment.²⁸ The project will support NIPS to revise, test and adopt a standard leadership training curriculum that addresses identified needs. NIPS instructors will benefit from coaching from national and international facilitators provided through the project.

In Phase II, the project supported a series of retreats for NPF training academy commissioners and commandants to sensitize them to modern police training approaches. In Phase III, these retreats will continue with a focus on building the leadership capacities of these commissioners and commandants to further enable police and training reforms.

The project also aims to strengthen women's leadership capacities in the NPF. Increasing women's representation in leadership positions promotes gender equality (a fundamental human right), and can enable more comprehensive and effective decision-making within the NPF. Women police can improve community relations, especially when dealing with issues like domestic violence and gender-based crimes. Women leaders serve as role models, inspiring other women to pursue careers in law enforcement. Diverse leadership teams that include women have also been shown to enhance the overall effectiveness and performance of organizations. Women leaders can ensure that police policies take into account the needs and rights of women within the NPF and in the wider community. Promoting women into leadership positions can challenge and change institutional biases and discrimination, leading to a more inclusive and equitable work environment.

The project will support women's leadership through a series of reinforcing interventions that recognise that empowering women in the police encompasses not only equipping them with the necessary knowledge and leadership skills but also fostering an enabling environment where they can act collectively.

GS-F will build upon the lessons of the pilot women leadership course conducted in Phase II and roll out further courses for mid-level women officers during Phase III. Emphasis will be given to ensuring training teams involve Nigerian facilitators with policing and gender expertise, and current high-ranking women police. To ensure that lessons from the trainings help inform the gender-sensitivity and gender-responsiveness of the NIPS leadership course, NIPS instructors will also be invited to participate and/or observe.

UNDP will continue to support the development of a NPF women officers' network that commenced in Phase II through a five-day event for women officers held at CPTU and co-led by the NPF's Gender Advisor and UNDP. The aim is to develop a strong network of internal change champions that can promote gender equality within the police (in line with Police Act). In an environment where women in policing are empowered, they can be significant

²⁷ Assistant Inspectors General of Police are senior officers who may be in charge of a police zone or a department within the force. Deputy Inspectors General of Police typically oversee major departments within the force at the national level.

²⁸ In 2023, the project trained 150 senior NPF leadership, including targeted women's leadership training for 30 female NPF officers.

change agents, helping to drive the organization towards more inclusive, effective, and just policing practices. Mobilising internal champions also counters the perception within some parts of the NPF that the issue of gender is being 'imposed' by outsiders and the international community. In Phase III UNDP will provide strategic guidance to the network to self-organise and identify its own priority actions, some of which may then be supported by UNDP, including for example, establishing a mentoring scheme for women officers, developing strategic communications, and hosting regular events or meetings. Participants of the GS-F-led trainings in Phase II and III will be invited to join the network.

Outcomes from the trainings and the network support will inform project recommendations to the NPF, PSC and other relevant actors on strengthening gender equality in the NPF in support of implementation of the NPF gender policy and the Police Act (which explicitly prohibits gender discrimination within the NPF under section 135). UNDP will also produce a knowledge product (e.g. a policy brief or similar) on the role of women in the NPF to showcase project initiatives and the impact empowerment of women police can have for effective people-centred policing.

Finally, the GS-F will support a select group of 'high potential' NPF officers to attend the German Police University advanced management skills course.

Output 1.4 The NPF is better capacitated to collect, analyse and use data to inform and advocate for reforms that enable more effective policing responses to sexual and gender-based crimes.

The NPF Gender Unit plays a vital role in transforming the police force into a more gender-responsive institution, capable of effectively addressing crimes that disproportionately affect women and girls. In Phase II the project provided initial equipment to the Gender Unit in the F-CID building in Abuja to establish a Gender Lab.

In Phase III this support will be expanded to ensure the Unit has the technical equipment and ICT capacities to operate the Gender Lab. Further, UNDP and GS-F will support the delivery of training in data collection and analysis, database management, and also the policy and advocacy skills needed to inform NPF policy and practice for more effectively addressing SGBV crimes. Additional expertise will be sought from UNDP's Gender Unit, which has extensive expertise in supporting the establishment of a Data Situation Room that enabled Nigerian civil society organizations to respond to violence against women and girls.²⁹

Relatedly, the project will provide training to state-based NPF gender desk officers whose inputs are critical for the functioning of the Gender Lab and for realisation of the Gender Unit's mandate overall. The training will focus on ensuring the desk officers have the data knowledge and skills to effectively contribute to the Gender Lab. The training will also focus on empowering the officers to be effective communicators and advocates for addressing resourcing and other needs that are necessary for the police to more effectively respond to the needs of SGBV survivors, accused and affected communities. The training will be informed by the women's leadership training and desk officers will be invited to join the women police officers' network (see output 1.3).

²⁹ The data situation room is a critical tool for monitoring the prevalence of GBV and related trends in Nigeria. It provides a centralized database that collects, collates and analyses data on gender-based violence, including types of violence, locations of cases and the demographics of survivors. It does this by collecting data from various sources, including police reports, healthcare facilities and civil society organizations. See <https://www.spotlightinitiative.org/news/how-better-data-helping-prevent-gender-based-violence-nigeria>.

The following outputs relate to Project Outcome 2: The NPF is better able to deliver quality training and development that adequately prepares officers to respond to today's security challenges and the safety and security needs and rights of people and communities, especially the most vulnerable and marginalised.

Output 2.1: The NPF Department of Training and Development has the capacities and capabilities to be a provider of training excellence for the NPF and its personnel.

The Police Act 2020 emphasises the importance of developing the professionalism of the NPF through relevant training delivered at all levels of the organisation. The NPF Department of Training and Development (DTD) is the main entity that plans for, coordinates and oversees all the activities to meet the training needs of the NPF, including recruit training, regular re-training and continued professional development for career advancement.³⁰

The project will accompany the DTD in a process of reform to become *a provider of training excellence* that can develop high-quality content, ensure NPF officers receive an excellent learning experience, and has positive training impact that supports the NPF's goal of transforming into an effective, people-centred, responsive, accountable and professional police service.

Reforming training systems is a process of change that requires a clear strategy, technical investments and political support to be sustained. Building on its established trusted partnership and the demonstrated potential of new training approaches tested in Phases I and II, UNDP will support the DTD to develop a two-year strategy and action plan to guide this process and accompany the DTD in rolling out their plan through the delivery of specialist strategic and technical support. UNDP's training and development coordinator will play a critical support role to this institutionalization process.

The strategy and subsequent capacity support will focus on areas of strategic communications, advocacy and policy reform that are critical for shifting the negative perception and organizational attitude towards training. Internal and external strategic communications will highlight successes and positive changes to training and development and enable the DTD to communicate across the NPF and its departments to shift negative attitudes regarding the value of training. UNDP will draw on its considerable lessons from successful strategic communications initiatives with the NPF in Phases I and II to support the DTD in this area.

Advocacy for policy changes (targeting the IGP, PSC, and others) will focus on the core issue of how to make training and development desirable, through, for example, professionalizing training and development, providing specialist career paths for trainers, and other incentives for motivated and committed people to want to join the DTD as police trainers. Policy priorities will be identified by DTD with UNDP's support.

The strategy will include strengthening DTD capacities to manage and oversee the delivery of modern training approaches across the NPF training institutions. This will include developing SOPs and overseeing the regular design, revision and updating of training curriculums and training plans to meet current needs. This process will begin with a focus on the basic training course and accompanying trainer manual (delivered during Phase I and II) which set the standard for a new police training approach. In Phase III UNDP will support the DTD and training institutions to take full ownership of the course including reviewing and revising the existing materials for contextual relevance and accuracy. This process will strengthen curriculum design, review and pedagogy skills through practice, skills that can then be applied across other courses and topics. This is important to ensure DTD can

³⁰ <https://www.npf.gov.ng/departments/training.php>.

regularly review curriculums and training plans to ensure they align to and reflect new regulations and ensure trainers and training institutions are aware of and reinforce new regulations. Specific attention will also be paid to ensuring materials are gender-sensitive and gender-responsive. The Police Act requires all police officers to receive periodic training and re-training in a range of topics including gender (s20(1)(e)).

UNDP and DTD will explore opportunities to partner with a university or other higher education facility that can provide additional specialist expertise in these areas. In recent years, Nigerian universities have been increasingly moving away from traditional lecture-based teaching to more student-centred approaches to curriculum design and delivery.

The strategy will also focus on core issues of quality control of curriculums and training delivery, including trainer and trainee satisfaction. A holistic training approach includes mechanisms for feedback and evaluation, both during and after the training. This allows for continuous improvement of the training content, delivery methods, and overall learning experience, ensuring that the training remains relevant and effective. Pre-training assessments, pre- and post-surveys and six-monthly training impact assessments have been tested on Phase II and in Phase III can be reviewed, revised and integrated into DTD quality assurance processes (led by the DTD's Inspectorate Section) as appropriate.

The potential for harnessing digital technologies to expand learning opportunities for officers across the NPF will also be explored as part of the longer-term development of the DTD. This will begin with a digital readiness assessment, supported by UNDP and its Accelerator Lab, to assess the capacity of the DTD and NPF to adopt an e-learning programme in the longer-term. The assessment will look at technology infrastructure, staff competencies, content readiness, financial resources and organisational culture among other aspects. Such an assessment is crucial for successful e-learning integration, ensuring that the organization can support, sustain, and benefit from digital learning initiatives. This activity would also complement the PSC recruitment database which could potentially act as a portal for enabling personnel access to Continuing Professional Development opportunities for career progression (see output 3.4).

As part of institutionalization process, there is continued need and demand from NPF for further basic and refresher (and potentially promotions) training courses in the short term. NPF trainers are rotated regularly and some of the NPF trainers trained in Phases I and II have already left the training institutions. New trainers require upskilling. In Phase I and II, UNDP and GS-F delivered basic and refresher trainings through a mixed discipline (e.g. policing, pedagogy, legal expertise) mixed nationality (Nigerian and international) team.

In Phase III, the project seeks to transfer those facilitation capacities to the NPF for long-term sustainability of the basic and refresher (and other) training. UNDP will deliver an advanced facilitation course that expands the number of NPF-related facilitators with capacities to deliver these training courses to NPF police training personnel and others. Participants will be identified with the DTD and PSC from a pool of current and soon-to-retire NPF trainers that the project has identified as exceptional facilitators. The advanced course will expand the NPF's capacities to respond to current and emerging training demands and support the process of strengthening the training and development system to ensure that future police training is locally-owned and led, and sustainable. As part of the advanced course, the participants will also be mentored in delivering a limited number of basic and refresher trainings during the project period to address the ongoing demand for basic and refresher courses.

In Phase II the project's procurement of equipment and basic repairs for CPTU and four Premier Training Colleges helped to ensure training facilities were fit for purpose and trainees had a conducive learning environment. Strategic procurement decisions helped

overcome resistance to change and strengthened partnerships with the DTD and other training institutions and actors. A needs assessment of the Enugu Police Detective College was carried out in the second half of 2023 (during Phase II) and the GS-F delivered priority equipment, furniture and a solar system for the classroom buildings, dormitories, and road lightning. In Phase III the GS-F, with the DTD, will support a review of the college's training curriculum and training for college instructors in line with the institutionalisation approach.

Additional procurement needs that are identified as critical for the delivery of quality training and development will be identified during the strategy development process with DTD and agreed between UNDP, GS-F and DTD. Procurement needs will also be discussed with the MoPa and the Police Trust Fund. In November 2023, the Senate passed the sum of N57 billion as the budget of the Nigeria Police Trust Fund (NPTF) for the 2023 fiscal year, the majority of which will go towards capital expenditure (buildings, equipment etc).³¹ The project will advocate for greater coordination to ensure that Trust Fund capacities adequately prioritise and respond to urgent training and development infrastructure needs as part of the government's commitment to sustainable NPF reforms.

UNDP will produce a knowledge product (e.g. a policy brief or similar) on the project's transformative approach to police training in Nigeria, highlighting successes, innovations and lessons learned for a national and global policy and practitioner audience.

Output 2.2: Specialised trainings address priority training and development gaps and strengthen the DTD's capacities to respond to emerging needs.

In Phase I and II the project was able to effectively respond to identified knowledge and skills gaps across the NPF by providing targeted trainings at the request of the NPF. These trainings present an opportunity to test curriculums and approaches that can be adopted by the DTD and training institutions as part of its process towards becoming a more agile and adaptive training provider that is able to deliver training that responds to specific identified and emerging needs.

In Phase III, the project will prioritise working with DTD and NPF trainers to be able to design and deliver targeted trainings as requested and required under the Police Act (NB: section 20 states all officers are to receive training and re-training in areas such as basic policing ethics, investigations, citizen engagement, human rights and gender and prosecution and defence). For example, UNDP will work with the DTD and a set of advanced facilitators (see output 2.1) to scale the delivery of the piloted Police Act and Ethics course and support its institutionalisation within the training and development curriculum. The course focuses not only on the technical elements of the Police Act, but issues of change leadership, youth and community engagement and gender sensitive training and gender equality. It uses theatre to explore issues of trauma-informed policing in a way that broadens NPF trainers awareness of these issues and the potential for innovative training methodologies to address them. Lessons of 'what works' in this training will directly input into the wider process of enhancing the ability of the DTD and its training institutions to develop and provide quality, responsive training and development (see output 2.1).

The following outputs support Project Outcome 3: Internal and external oversight and accountability mechanisms are strengthened to better ensure the NPF's delivery of effective and accountable police services that respond to the needs of people, especially women and vulnerable and marginalised communities.

Output 3.1: The community engagement capacities of the NPF are enhanced to build mutual trust and foster cooperation for effective policing.

³¹ See <https://nptf.gov.ng/>.

Community engagement is a cornerstone of modern policing strategies and is at the heart of the Police Act 2020. Community engagement is the overarching process by which the NPF and its officers build trust and ongoing, collaborative relationships with people and communities to address issues affecting their safety, security and well-being. It includes community policing strategies but has a broader scope.³² It involves actively listening, responding to, and working with the community to make better, more informed policing decisions and to create positive change. Effective community engagement is a core element of the project's policy support (see outcome 1) and its efforts to strengthen the capacities of the NPF and its officers (outcomes 2 and 3).

The diverse security situation in Nigeria necessitates that police officers possess a wide range of skills to effectively engage with different communities. Each community and the different groups within them, have unique security needs and contexts, requiring tailored approaches and specialized knowledge for officers to communicate effectively, build trust, and respond appropriately. In the North-East, UNDP's Stabilisation project observed that police officers returning to communities affected by the Boko Haram insurgency struggled to engage and build trust with those communities which undermined their ability to effectively respond to safety and security challenges. In response, UNDP piloted an innovative community engagement and trauma-informed policing training course for security sector actors to better understand, engage and respond to communities, groups and their needs, especially of women and youth. The training was extremely well-received by all participants and their senior leadership.

In Phase III UNDP will support the expansion of the innovative and unique training in partnership with UNDP's Stabilisation project in the North-East and UNDP's conflict prevention programming in the North-West. Based on the trainings, UNDP and the NPF will identify pilot community engagement projects that allow them to test and monitor the impact of the training on police-community trust relations and policing effectiveness.

Community engagement training will not be limited to conflict-affected communities. UNDP will also be alert to opportunities to link the training with other interventions in urban settings where community needs differ. For example, in Phase II the project responded to a request from the Garki police station in Abuja to obtain communications equipment that would better enable them to rapidly respond to community safety concerns and incidents.

In Phase III, GS-F and UNDP will complement this equipment support with a holistic community engagement approach. This will include delivery of the community engagement and trauma-informed training, linkages to the project's oversight and accountability interventions (see output 3.2), and specialised support to forensics and investigations provided by GS-F. This specialised support will aim to improve the cooperation and collaboration between first intervention forces, forensic experts and investigators for more effective crime scene response, including engagement with witnesses and communities affected by crime. To avoid overlap and duplication, this support will be coordinated with UNODC.

In January 2024, the Inspector-General of Police (IGP) inaugurated a mobile police squad called the Special Intervention Squad (SIS). With INL support, the NPF commenced a training programme for commanders of the SIS. There is interest from the IGP and INL to

³² Community policing is a specific philosophy or strategy that focuses on crime prevention and fostering a positive relationship between the police and the community. Community engagement encompasses crime prevention but is more comprehensive, aiming to improve overall public safety, enhance people's quality of life, and ensure that policing services are responsive to the unique needs of people and communities.

partner with the project to provide further training to the SIS specifically with a focus on leadership, human rights (including arrests, detention, and treatment of suspects), communication, conflict resolution and community engagement to encourage public trust and cooperation. GS-F, with inputs and support from UNDP and in coordination with INL, the NPF and DTD, will develop a curriculum that aims to ensure respect for human rights, accountability, and community engagement are integrated into the unit's operations from the outset (in line with the UN's human rights and due diligence policy). Including trauma-informed policing in the curriculum is also desirable given evidence of the high prevalence of PTSD experienced by young officers engaged in combat duties and the influence trauma can have on the use of lethal and/or unlawful violence.³³ Lessons from the pilot community engagement trainings carried out by UNDP's stabilisation project will be valuable in this regard. The involvement of DTD in this process will support building DTD curriculum development capacities in areas (such as trauma and community engagement) that currently receive limited attention within the NPF training and development system.

UNDP will also explore opportunities to strengthen senior leadership support at the federal level for a more comprehensive strategy for community engagement across the NPF, with a particular emphasis on women and youth. For example, through supporting policy dialogues and events that provide space for the NPF, UNDP, local and international organisations and experts to exchange lessons and good practices from innovative approaches to community engagement in the Nigeria context (including in leadership activities under output 1.3). An internal rule of law scoping exercise conducted by UNDP in 2023 highlighted that across the NPF there are many officers (especially at the DPO level) that embrace a community-oriented ethos in their work and have positive examples of innovations and approaches that have strengthened police-community relations. The design of community engagement and/or community policing strategies within the NPF should be driven by these locally-led solutions, complemented by an understanding of good practices from elsewhere, in order to develop context-specific and sustainable approaches to building trust and cooperation with diverse communities.

Output 3.2: Civilian oversight mechanisms are strengthened to promote more accountable policing practices.

Police reform cannot succeed in isolation of the functioning of the wider criminal justice system to enable effective and accountable policing. In Phase II the project commenced research to identify opportunities for strengthening implementation of the legally mandated oversight role of magistrates, police duty solicitors (with the National Bar Association) and the NHRC regarding the functioning of police stations and procedures for managing detainees in accordance with human rights principles. Research findings will identify weaknesses within current policing practices especially in relation to the rights of detainees as well as gaps in legally mandated judicial and civilian oversight.

In Phase III the project will use the research findings in advocating to the NPF for improved policing performance. The findings will also inform other parts of the project, such as the engagement with the Legal Section (output 3.3) and training (output 2.1) to better enable the NPF to address these weaknesses. The research will also be used to identify and advocate for opportunities to strengthen judicial and civilian oversight of policing practices especially in relation to the duty solicitor's scheme and role of magistrates. UNDP will leverage its established relationship with the National Bar Association (at the federal level and under the

³³ See Chioma Ihuoma Igboegwu, Post-Traumatic Stress Disorder And Depression In Personnel Of Nigeria Police Force at <https://journals.ezenwaohaetorc.org/index.php/IJPA/article/download/1222/1242> and DCAF, Addressing Trauma as a missing element of security sector governance and reform at <https://www.dcaf.ch/sites/default/files/publications/documents/trauma-ssgr.pdf>.

UNDP Stabilization project in the North-East) and other key actors, including the NHRC and the judiciary and other stakeholders to collectively identify viable options for strengthened oversight, including a potential pilot intervention.

In Phase II the project's partnership with BBC Action emphasized the value and importance of strategic communications for raising public awareness of the roles and responsibilities of the police and key aspects of reforms and setting expectations for police conduct and service. A more informed public is better equipped to hold the police to these standards and collaborate with them to maintain public safety. In Phase III, UNDP will build from its Phase II lessons and seek to engage local partners that can deliver impactful context-specific strategic communications interventions that empower communities, and especially the most vulnerable and marginalized, to participate in reform processes and police oversight and accountability. The intervention will reinforce project interventions aimed at strengthening the responsiveness of the NPF to community needs.

The Police Service Commission (PSC) in Nigeria has a specific mandate centred around the management and oversight of the NPF to ensure a professional and accountable police service. Its primary responsibilities relate to recruitment, promotions, discipline and dismissals. In Phase II, UNDP supported the PSC to develop a strategic plan of action and commence a process of building its current police recruitment platform into a comprehensive recruitment database containing profiles of all personnel in the NPF. In Phase III UNDP will continue to support the PSC in implementing its strategic plan and the database, including training in data analysis and data-driven, evidence-informed policy and advocacy. A well-maintained comprehensive recruitment database will be an invaluable tool for the PSC, enhancing its ability to manage, monitor, and improve the functioning of the NPF, thereby better fulfilling its mandate to ensure a professional and accountable police service. The database will help to ensure transparency of recruitment processes; effective monitoring of the career progression of police personnel; tracking of police conduct and performance; and access to comprehensive data that allows the PSC and NPF to make informed decisions regarding workforce planning, deployment, and resource allocation within the police force (see also output 1.1). The database can also help ensure that all officers meet the necessary legal and regulatory requirements from recruitment into the force, throughout their careers. Increased transparency in PSC operations can also help build public trust in the NPF's management and oversight processes.

Output 3.3: The NPF Legal Section is better capacitated to provide oversight and champion right-respecting police practices in line with the Police Act

In Phase II, UNDP, in partnership with OHCHR, delivered human rights training for NPF legal officers that resulted in the development by the NPF Legal Section of an SOP on human rights. The Legal Section has the mandate to represent the NPF in legal proceedings, both civil and criminal. However, it has a wider remit that includes providing advice on legal matters to the NPF, ensuring that police actions comply with the law, and monitoring the activities of the police to ensure compliance with legal standards. This includes overseeing the handling of arrests, searches, detentions, and the use of force to ensure these actions are legally justified. These responsibilities are crucial for maintaining the integrity and legality of police operations and for protecting the rights of people, and aligning police practices with national and international legal and human rights standards.

In Phase III UNDP will strengthen its partnership with the NPF Legal Section recognising their critical role as internal champions of reforms towards more rights-respecting policing practices. This includes being able to advocate for the human rights SOP to be made into a binding force order, and for other policy reforms that would address structural and systemic obstacles that disincentivise police lawyers from seeking a career in the Legal Section. Further specialist training will be delivered, in partnership with OHCHR, to address skills

gaps in relation to human rights and prosecution. UNDP will also support the Legal Section to more actively and systematically review conformity of police practices with human rights and the Police Act and regulations, to develop relevant SOPs (for example in relation to the new Police Act regulations) and present recommendations to senior management for strengthened compliance, including officer training needs. Notably, the UNDP/NPF police perception survey found only 60% of officers had received specific human rights training despite human rights underpinning all aspects of their daily work.

2. Outcomes

The project supports the achievement of three interconnected outcomes that contribute to a long-term goal of ensuring the NPF enjoys the trust and confidence of the Nigerian public through the delivery of quality, effective, accountable policing services that respond to the safety and security needs of people, and especially the most vulnerable and marginalised, and uphold their rights and the rule of law.

Quality police training and development is foundational for cultivating a professional police service capable of delivering quality, accountable, people-centred policing (outcome 2). To sustain and have impact, training and development must be supported by strong governance and leadership for policy reforms that enable the NPF to deliver efficient, effective and responsive policing in accordance with the Police Act (outcome 1). These reforms must also be underpinned by internal and external accountability mechanisms that uphold the quality of policing services and ensure the protection and promotion of human rights and the rule of law (outcome 3). This holistic approach is instrumental in building and maintaining public trust in the NPF, by demonstrating the government's commitment to delivering quality policing that is responsive to the rights, needs and well-being of the population, and especially the most vulnerable and marginalised.

Project Outcome 1: The NPF and key political decision-makers have the governance and leadership capacities to enable and sustain evidence-based and people-centred police reforms that further implementation of and adherence to the Police Act 2020.

Police reform requires strong leadership capacities within the NPF to consistently advocate for and implement reforms, supported and guided by an appropriate government agenda. Reform efforts need to be transparent and coordinated within a whole-of-government approach to address the legislative, financial, structural and systemic barriers to reform.

A key weakness of past government-led reform efforts has been the lack of sustained political will to enforce deep-seated reforms. Changes are often proposed or initiated, but the follow-through is inconsistent, and reforms may not be comprehensively implemented due to changing political priorities or resistance from within the police or government. High-level mechanisms such as the former presidential working group under the Buhari administration, while potentially useful for guiding reforms, have often fallen short due to a lack of sustained political support and follow-through. Further, past reform efforts have often been criticized for lacking a robust evidence-based and data-driven approach. There has often been insufficient consultation with stakeholders, including frontline police officers, community representatives, and civilian experts in law enforcement and public administration. This lack of inclusive consultation and data can result in reforms that do not address the needs and realities of the NPF and the communities it serves.

In Phase III UNDP's support will focus on accompanying the high-level political process and adapting and responding to emerging opportunities for strengthening the quality of the government-led process of developing and driving police reform priorities, including the establishment of a Police Reform Secretariat. This role is enabled by UNDP's unique position as a recognised trusted partner and advisor to the ONSA, and the active maintenance of

relationships with key political actors including, but not limited to the Cabinet, the Secretary to the Government of the Federation, the National Assembly and the different entities represented within the constitutional committee for police reform.³⁴ UNDP will leverage its neutral stance to advocate for sustained political commitment and to keep police reform efforts on the government's agenda. Project support will also focus on strengthening and mobilising current and future NPF leadership capacities to develop, advocate for and drive sustainable police reforms at the political and organisational levels. The NPF will also be supported to build its capacities to ensure police reform decision-making, policies and procedures are data-driven and evidence-informed and respond to the priority needs of the NPF, its officers and the public, especially the needs of women and the most vulnerable and marginalised groups.

Project Outcome 2: The NPF is better able to deliver quality training and development that adequately prepares officers to respond to today's security challenges and the safety and security needs and rights of people and communities, especially the most vulnerable and marginalised.

A core premise of the project since its inception has been that re-imagining policing and transforming the NPF into the service-oriented, rights-based police service envisaged in the Police Act 2020, and ensuring that Nigerian police officers can more effectively meet modern policing challenges requires fundamentally rethinking the way police officers, and especially recruits, are trained. In other words, police training is seen as a strategic entry point and catalyst for enabling wider transformative change across the NPF.

The project's innovative and transformative approach to police training has focused on understanding what needs to change across the NPF training and development 'ecosystem' to enable the NPF to produce police officers who have the attitudes, knowledge and skills to deliver effective, accountable and responsive policing services to people and communities in accordance with the objectives and obligations articulated in the Police Act 2020. The NPF training and development ecosystem is made up of an array of actors that are interconnected and work together to enable the delivery of quality training and development. These include, for example delivery actors such as trainees, NPF and external trainers, NPF training institutions, and the DTD; oversight sectors such as the PSC; policy and regulatory actors including the IGP, NPF leadership and high-level political decision-makers. The project's transformative approach considers all these actors holistically and identifies entry points across them for influencing positive change.

"Training" in the project does not refer to a one-off activity of running a course in a classroom. It is understood holistically and involves a comprehensive, multi-faceted approach tailored to meet the specific needs and goals of the NPF. The approach supports individual and organisational attitude and behaviour change that cannot be achieved through the delivery of trainings that only address discrete technical policing knowledge gaps. In Phase I and II the foundations of this approach were established. Through training of trainers' courses, NPF police trainers were coached to be able to deliver training to police officers, and especially recruits, using effective pedagogy and facilitation techniques for adult learning and experiential learning. Through the delivery of training for trainers, the project has reached over 1000 NPF trainers and has been an important step in a process of building and supporting a cadre of change champions across the NPF that can actively promote and support and sustain efforts to develop a modern training system, help to overcome resistance and motivate others within the system. These change champions are crucial allies for the project but need to be supported by leadership and changes to the NPF's training culture and system. The project's holistic approach focused on building leadership support and buy-in for

³⁴ The committee's core members include the NSA, Minister of Police Affairs, PSC Chairman, and Chair of the Nigeria Governor's Forum.

new ways of training (for example through the training academy commandant's retreats), providing equipment and basic infrastructure support to ensure trainers and trainees have an enabling environment for more effective teaching and learning, and establishing robust partnerships with key stakeholders that play critical roles in the NPF's training and development, including with DTD, CPTU, NIPS, and the PSC. There is strong momentum and support for the project's approach to be expanded.

Phase III represents an important opportunity to consolidate and build upon these efforts and successes. Lessons from past reform efforts in Nigeria show that when training and curriculum development initiatives are led by outside experts, they are rarely perceived to be locally owned and as a result tend not to be fully incorporated into the NPF training approach in a sustained way, even if they are well received at the outset. In Phase III the project will focus on institutionalising the good practices and training approaches identified so far. Through strategic and technical support to the DTD and other key actors, the project will enable the NPF to have the tools, skills and incentives to ensure police officers receive the training and development they need to effectively provide quality policing services to the public. This goes beyond only investing only in training activities and the DTD, but requires working with a wider range of actors across the training and development ecosystem to promote policy change. For example, to improve the quality of policing, all levels of government need to dramatically increase investments in training, including adequate budgeting, professionalisation (making training a career opportunity within the NPF and granting legal identity for training institutions), and infrastructure support (especially through the Police Trust Fund).

Project Outcome 3: Internal and external oversight and accountability mechanisms are strengthened to better ensure the NPF's delivery of effective and accountable police services that respond to the needs of people, especially women and vulnerable and marginalised communities.

The NPF has had a long history of negative public perception and today public trust in the police is low. The NPF has been associated with numerous challenges related to corruption, abuse of human rights, as well as violations of statutory, professional and ethical standards. The public perception of the police will not be changed quickly. It requires a long-term and iterative process that responds and adapts to changes within the NPF and the wider societal context. Strengthened internal and external oversight and accountability mechanisms are critical for enabling the NPF to institute a culture of accountability, and gradually restoring public confidence through demonstrated commitment to delivering professional, effective and responsive policing that meets the needs of the public and especially women, youth and vulnerable and marginalised communities.

Accountability emphasizes the need for the police to be answerable to the people they serve, operating within the rule of law, and respecting human rights. It involves transparent decision-making processes, oversight by independent bodies, and mechanisms that allow for public oversight, scrutiny and feedback. It requires the NPF to justify its actions and decisions, take responsibility for police performance, and be open to corrections and improvements. Furthermore, it includes ensuring that those who commit misconduct or abuse their power are held responsible, thereby fostering trust between the public and the police. Accountability in this context is not only about enforcement but also about building relationships with diverse communities to ensure policing policies and practices are responsive to their needs and rights.

In Phase III, UNDP will strengthen relationships with key external oversight and accountability actors including the PSC and NPF Legal Section to better enable more accountable policing in line with human rights and legal standards. Lessons from strategic communications activities in Phase II and pilot community engagement trainings (under

UNDP's Stabilisation project) will inform the design of interventions that seek to empower communities to hold police to account, and build the capacities of police to more effectively engage with and respond to the needs of communities and vulnerable groups, including women and youth.

3. Impact

The project aims at supporting the long-term efforts of the Nigerian government and the NPF to develop an effective, trustworthy, accountable and professional police service that is trusted by and responsive to the needs of the Nigerian people, including women and other vulnerable and marginalised groups, in accordance with human rights standards and the rule of law.

The project builds upon lessons and strong relationships and partnerships formed in Phases I and II. It has been designed in a highly consultative manner, involving NPF, government representatives and civil society, and responds to their identified needs and priorities. This consultative and collaborative approach will continue to guide the design and implementation of all planned interventions, acknowledging that the context is dynamic and requires an adaptive approach.

The project aims to build the internal capacity of the government and the NPF for managing and driving complex reform processes, strengthening police governance and leadership for transformative organisational change, and changing attitudes, behaviours and perceptions of police leadership and officers towards more people-centred, effective and accountable policing approaches. Effective policing also requires greater gender equality within the NPF, and improved responses to community concerns and incidents, including cases of SGBV.

The project contributes to the German Federal Government's foreign peace support policy engagement, its guidelines on conflict prevention and feminist foreign policy.³⁵ The guidelines collectively emphasise the importance of inclusive police and security sector reform as reaffirming the primacy of politics over coercive and military solution to conflict and as a key contribution to early warning and conflict prevention, peace and security. The project supports the strengthening of political leadership to guide the transformation of Nigerian security institutions in accordance with the country's laws, the constitution, and its human rights obligations.

4. Indicators

See log frame

5. People/groups targeted.

The direct beneficiaries of the project include: the NPF and specifically senior and mid-level leadership, women police officers, the Department of Training and Development, NIPS, the Department of Research and Planning, select NPF training institutions, and NPF police trainers. Other direct beneficiaries include high-level political decision-makers and accountability and oversight actors, including the Office of the National Security Advisor, the Police Reform Secretariat, the PSC, and the NPF Legal Section. Target beneficiary numbers for specific trainings will be identified during the initial phase of the project based on identified training and leadership capacities and needs.

³⁵ See <https://www.auswaertiges-amt.de/blob/283636/d98437ca3ba49c0ec6a461570f56211f/leitlinien-krisenpraevention-konfliktbewaeltigung-friedensfoerderung-dl-data.pdf> and https://www.shapingfeministforeignpolicy.org/papers/Guidelines_Feminist_Foreign_Policy.pdf.

Indirectly, the project aims to benefit the wider NPF and its officers, and the communities that the NPF serves. Specific attention is given to the needs of youth and women, in line with the international Youth, Peace and Security, and Women, Peace and Security agendas, the Police Act 2020, and the government's obligations regarding the rights of women.³⁶

6. Key actors

The project has been designed in close collaboration and consultation with the Office of the National Security Advisor, the IGP, DTD, NIPS and civil society.

In Phase III the project will continue to nurture and strengthen key partnerships across the government, including providing strategic, technical and operational support to ONSA and the Police Reform Secretariat, and with the NPF, including the DTD, NIPS, CPTU, and the NPF Gender Advisor and Gender Unit. These partnerships are important for consolidating project gains so far, and to enable the project to be responsive and adaptive to changing political, social and security dynamics and needs.

The primary focus of the project is on building the capacities and institutional structures required for the NPF to carry out people-centred policing reforms. To ensure that reform efforts are responsive to the rights, needs and expectations of the public, the project will engage affected communities, with a specific focus on youth and women. UNDP will leverage its broader work across Nigeria, including through its gender, stabilisation and conflict prevention projects, to inform this people-centred analysis and response.

The project will work with oversight and accountability actors including the NPF Legal Section, the National Bar Association and the PSC to act as checks and balances on the design and delivery of people-centred police reforms.

The GS-F will provide technical expertise for the timely implementation of proposed interventions specifically in relation to training and development needs and reforms. National and international police and civilian experts will support implementation of targeted training and in the training and development institutionalisation process. GS-F is constantly striving to expand its existing network in a needs-oriented and adapted manner, including identifying, engaging and coaching national training and gender expertise for sustainability. UNDP will also engage expertise from its Accelerator Lab and Knowledge Hub to implement data and digital innovation-focused interventions.

7. Local ownership

During all phases in the project, establishing and maintaining strong collaboration and working relationships between UNDP, GS-F and high-level political decision-makers and the NPF has been a priority to enable the project to be adaptive to changing context needs, enabling local-ownership of project design and implementation decisions, and sustaining project successes and impact. In Phase III these working relationships, including with the OPNSA, PRS and across the NPF, will guide the design and implementation of all project interventions.

Many lessons have been learned, especially in relation to the political nature of the police reform project. In Phase III the focus is not on seeking to directly contribute to the specific

³⁶ Nigeria has ratified international treaties and conventions such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the Optional Protocol to CEDAW as well as the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (the Maputo Protocol).

content of a new government police reform agenda (as in Phase I), but focusing on strengthening a wide network of internal reform champions across the government, the NPF and civil society with the expertise, knowledge, incentives and capacities to develop, drive and oversee people-centred policing reforms now and in the future. This institutionalization process is enabled by the government's recognition of UNDP as a trusted partner and advisor in police reform. Early training and development support that directly involved the NPF at all stages has built trust and mobilized support across the institution for a new way of working, amongst trainees, trainers and senior leadership. Support to the NPF in Phase III will focus on the process of institutionalisation of quality, gender-sensitive and human rights-based training and development good practices and approaches across the training and development ecosystem.

The project's politically informed and conflict-sensitive approach resulted in an emphasis in the Roadmap (Phase I) on the need to address challenges within the police related not only to capacity (i.e. training and resourcing needs) but also to integrity. This emphasis has sustained with the new government and IGP. The project's comprehensive adaptive approach has allowed it to recognize and seize opportunities, build partnerships and capacities with a range of national government and non-government counterparts, especially in relation to policy and accountability mechanisms, that can help to support and sustain the NPF transformation agenda in the long term from within and externally. Key partnerships enable integrity-based activities that focus on building a service-oriented culture within the police by addressing the needs of police officers to be treated with dignity and respect and to have pride in their efforts. For example, through promoting a merit-based recruitment and advancement system, improving officer welfare and other working conditions.

The project leverages community-level access through other UNDP teams and projects to ensure institutional reforms are informed by and respond to the public demand and expectations for meaningful reform of the police. Finally, support to the ONSA and high-level political decision-makers in Phase III will support effective and systematic Nigerian-led coordination and cooperation mechanisms for international and national actors in the security sector space towards more coherent and strategic reform support.

8. Timetable

No	Activities	Timeline in Months												Responsible								
		2024						2025														
		1	2	3	4	5	6	7	1	2	3	4	5		6	7	8	9	10	11	12	
1.1	The Police Reform Secretariat (PRS) is better capacitated to drive data and evidence-informed, participatory police reform processes.																					
1.1.1.	Strengthen PRS internal capacity for functionality and effectiveness as a police reform delivery unit.																					UNDP/GSF
1.1.2	Support the PRS in conducting research, data collection and analysis on key police reform-related topics.																					UNDP
1.1.3	Support PRS advocacy capacities on police reform, including strategic communications and stakeholder engagement.																					UNDP
1.1.4	Support information communication technology (ICT) and innovations to enable the PRS to promote data-driven and participatory police reform processes.																					UNDP/GSF
1.1.5	Support the roll-out of Police Act regulations																					UNDP
1.2	The NPF is better capacitated to advocate for and implement police reform policies based on quality data and evidence of needs within the NPF.																					
1.2.1	Provide technical and logistical support to the Department of Research and Planning (DRP) in developing the National Policing Plan for 2024 and 2025.																					UNDP
1.2.2	Provide capacity building support to strengthen the DRP's research and analytical services to inform NPF policy and decision-making, including the capacities and organisational incentives to deliver an annual police perception and welfare survey																					UNDP
1.3	NPF current and future male and female leadership is better capacitated to lead organisational change processes that enable and sustain police reform objectives.																					
1.3.1	Support strengthening NPF's capacities to undertake an organisational change management and succession planning process for sustainable reforms.																					UNDP/GSF
1.3.2	Support the establishment and operationalisation of a women police leadership network within the NPF.																					UNDP
1.3.3	Publish a knowledge and learning product on the role of women police for effective policing services in Nigeria.																					UNDP
1.3.4	Roll out of the women's leadership course.																					GSF
1.3.5	Leadership retreats for Commissioners and Commandants of training institutions.																					UNDP/GSF

1.3.6	Support NIPS to undertake an assessment of NPF leadership training needs and develop a strategic plan for leadership and change management training and institutional development that responds to those needs.																			UNDP
1.3.7	Support NIPS to develop, test and adopt a standardised curriculum for leadership and organisational change management for the NPF, including leadership skills, strategic planning, change management, and effective communication																			UNDP/GSF
1.3.8	Support 'high potential' NPF officers to attend specialised professional training at the German Police University.																			GSF
1.4	The NPF is better capacitated to collect, analyse and use data to inform and advocate for reforms that enable more effective policing responses to sexual and gender-based crimes.																			
1.4.1	Provide technical equipment and IT support to the NPF Gender Unit to ensure the functionality of the Unit and the Gender Lab.																			UNDP/GSF
1.4.2	Provide training to the NPF Gender Unit to operationalise the Gender Lab, including training in data collection and analysis, database management, policy and advocacy skills to inform NPF policy and practice for addressing SGBV cases.																			UNDP/GSF
1.4.3	Support capacity building of NPF gender desk officers to contribute to the Gender Lab and advocate for more effective policing responses to SGBV, including quality data collection and management, and leadership, advocacy and communications skills.																			UNDP/GSF
2.1	The DTD has the capacities and capabilities to be a provider of training excellence for the NPF and its personnel.																			
2.1.1	Support DTD to develop and operationalise a two-year strategy and action plan for training and development reform, including professionalisation of police training and strategic communications.																			UNDP/GSF
2.1.2	Strengthen DTD capacities for delivery of modern training approaches, training planning and oversight, including through support to institutionalise the basic training curriculum and training approach.																			UNDP
2.1.3	Build, with DTD, a cadre of advanced facilitators to enable NPF to deliver basic, refresher and other trainings																			UNDP
2.1.4	Conduct a digital readiness assessment for e-learning within the NPF.																			UNDP

2.1.5	Rehabilitation of NPF training institutions to make them fit for purpose., including delivery and set up of medical containers																			UNDP/GSF
2.1.6	Publish a knowledge and learning product on the transformative approach to police training in Nigeria																			UNDP
2.2	Specialised trainings address priority training and development gaps and strengthen the DTD’s capacities to respond to emerging needs.																			
2.2.1	Support the DTD to be able to deliver the Police Act and Ethics training course																			UNDP
2.2.2	Support the DTD to respond to emerging training needs identified by the NPF.																			UNDP
3.1	The community engagement capacities of the NPF are enhanced to build mutual trust and foster cooperation for effective policing.																			
3.1.1	Conduct community engagement and trauma-informed policing training courses for NPF officers in target locations to better understand, engage and respond to community safety and security needs																			UNDP
3.1.2	Pilot three (3) community engagement projects to test and monitor the impact of the community engagement training on police-community trust relations and policing effectiveness.																			UNDP/GSF
3.1.3	Support a community engagement project at the Garki Police Station (Abuja) including community engagement and trauma-informed policing training, and forensics and investigations support																			UNDP/GSF
3.1.4	Develop and deliver a training package for the Special Intervention Squad (SIS) including protection of human rights, accountability, and community engagement.																			GSF
3.2	Civilian oversight mechanisms are strengthened to promote more accountable policing practices.																			
3.2.1	Support the multi-stakeholder (including civil society and the judiciary) monitoring of police detention facilities and make appropriate recommendations to the NPF for relevant improvements.																			UNDP
3.2.2	Support context-specific strategic communications interventions aimed at empowering communities to participate in the reform process and police oversight and accountability																			UNDP
3.2.3	Support the Police Services Commission (PSC) in implementing their strategic plan.																			UNDP
3.2.4	Support strengthening the data management capacity of the PSC in support of their mandate, including ICT support and training on data-driven decision-making and policy formulation																			UNDP

3.3	The NPF Legal Section is capacitated to provide oversight and champion rights-respecting police practices in line with the Police Act.																			
3.3.1	Support the implementation and rollout of the SOP for Legal Officers/Human Rights Focal Points in ensuring their functional effectiveness.																			UNDP
3.3.2	In collaboration with the OHCHR and the NPF Legal Section, support specialised training for Legal Officers/Human Rights Focal Points to address skill and knowledge gaps.																			UNDP
3.3.3	Support the Legal Section to conduct an assessment of conformity of police practices with human rights and the Police Act and Police Act regulations.																			UNDP

9. Risks

a) Caused by the project: Could the project have (side) effects that would be more likely to exacerbate the conflict than to foster peace? In what other ways could the activities you are planning have a negative impact on the project environment?

As highlighted by the “Do No Harm” debate, peace and development projects can unintentionally amplify conflict drivers or lead to development outcomes negatively impacting power relations or even supporting new forms of inequalities. The project approach limits the risk that support could be used in ways that would cause direct harm to the population, or the police force itself. The project does not contain any kinetic training or equipment that could be used for physical enforcement, riot control or any other form of coercive and repressive force. The project’s focus is on strengthening institutional reform mainstreams promoting human rights, gender sensitivity and the rule of law across all project interventions. Training and leadership support focuses on promoting integrity and ethics, human rights, gender equality and community engagement as critical elements of effective policing practices.

b) To the project: What risks could impede the achievement of the envisaged results and effects?³⁷ How likely do you think it is that these risks will occur and what impact would they have on the planning and success of the project? How in particular will you monitor the situation and the occurrence of risks? What measures do you plan to mitigate these risks?

Police reform is a highly political endeavour and risks generating false or overly high expectations that can be problematic in the short and medium term. The public’s expectations are raised when police reforms are announced and publicised. If the efforts fall short, this can further undermine the public’s trust and confidence. The same is true for the police force itself. Reforms can also spur the resistance of recalcitrant officers, who support and/or benefit from the status quo. Their efforts to undermine reforms can not only negate their implementation but also further affect police morale, and discipline and nurture a sense of impunity. Incomplete implementation of reforms can also shift the perception of police officers and external stakeholders that police reforms are not feasible. Each failed reform project increases the resistance to future reform efforts.

Therefore, it is important to lead the project with transparency, accountability and a clear understanding that reform is a highly political and contested process that requires strategic actions and navigating political pitfalls. The leitmotif of the project must, therefore, be to ensure political support across high-level political decision-makers and the NPF and help them adapt to the specific challenges they will face. Further, strategic communication must be careful in its messaging and not raise false expectation while being assertive and motivational. For these reasons, it is essential that all projects presented in this proposal are agreed in close consultation with the Police Reform Secretariat (ONSA) and that the political and police approval is obtained.

The main risks to the project include:

1) At the political leadership level, there is the risk that the current enthusiasm for police reform wanes. Constant engagement and strategic quick impact results are important to maintain momentum.

³⁷ Please address risks that are connected with the implementation of the project (such as legal risks (e.g. a lack of legal certainty with regard to contracts and procurements), financial risks (e.g. exchange rate losses), resource risks (e.g. deficient standards among local service providers), security risks to project personnel, corruption risks, delays in implementation) and risks that may arise due to changes in context (e.g. conflict escalation, influence on project measures by other actors, lack of cooperation by project participants or key actors).

- 2) Within the force leadership, there is a risk that senior officers opposed or suspicious of the reform efforts actively or passively seek to undermine the process. Senior champions of reforms may also retire or be rotated out of their positions. The project must be run with a strategic outlook and undertake regular stakeholder analysis and have a clear plan on how to manage spoilers and support a wide network of champions. In addition, the focus must be on institutionalising good reform practices rather than them being driven by an individual.
- 3) To mitigate financial risks, UNDP shall leverage the resources of UNDP in ensuring effective measures in adding inflation and currency fluctuation. These measures shall include relying on the UN Treasury for exchange rates and ensure effective communication with the GFFO, stakeholders and partner on exchange rate changes on inflation and currency fluctuation and their impact on the project.
- 4) Long-term experiences in cooperation with West African partners have shown that African and international/German perspectives do not always coincide. Risks can occur in the scope of, for example, the attitudes towards contractual loyalty, sense of responsibility, motivation, interest, reliability, collaboration, time management, planning security, self-organisation, integrity and motivations. These risks are minimised by a high degree of design freedom and flexibility in project implementation and close-meshed control mechanisms. An emphasis on national ownership and understanding the role of international/German expertise as complementing and accompanying the development of context-relevant and locally-led solutions is also key.

Finally, Nigeria's dynamic security situation and specific form of federalism could also interfere with the project. Grave violent events could spark the Government to undertake measures that run at counter-purpose to prevent police abuse or cause the reallocation of public funds to areas deemed more urgent, e.g. arms procurement or designation of military zones. Some Governors may seek to undermine the project if they perceive it as an obstacle to their efforts to introduce State police and limit the NPF to a federal police unit. The project's support to sensitive issues such as state policing is limited to ensuring the national process is one that is data-driven, evidence-based, participatory and responds to public needs, interests and expectations.

c) The Federal Foreign Office strictly applies the "do no harm" principle to its funding decisions. Please explain how you will prevent, minimise or actively compensate for any negative impacts (e.g. environmental damage, adverse effects on the security of the beneficiaries, social tensions with local communities, damage to the local economy).

All UNDP projects must adhere to the organisation's mandatory Social and Environmental Standards (SES) (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>), which underpin UNDP's commitment to mainstream social and environmental sustainability in its programmes and projects. The SES are an integral component of UNDP's quality assurance and risk management approach to programming.

Further, all UNDP projects that engage national security actors must follow the UN Human Rights Due Diligence Policy (HRDDP) and UNDP's guidance for implementation of the HRDDP policy.³⁸ Specifically, support cannot be provided where there are substantial grounds for believing there is a real risk of the receiving entities committing grave violations of international humanitarian, human rights or refugee law and where relevant authorities fail to take the necessary corrective or mitigating measures. Any direct support to the NPF, including the SIS Unit, will be based on a HRDDP risk assessment. The project will not support any kinetic training or equipment that could be used for physical enforcement, riot control or other forms of coercive and repressive force.

³⁸ See <https://popp.undp.org/document/guidance-undp-implementation-tool-un-human-rights-due-diligence-policy>.

10. Gender mainstreaming

- a) What specific needs do women and girls have in the project region in relation to the project topic? What forms of structural discrimination affect women and girls, and what are the obstacles to equal participation?

The project focuses on gender equality and women's empowerment specifically in relation to the needs of women police officers within the NPF; and the responsiveness of the NPF to the safety and security needs of women and girls, and in particular in relation to crimes of SGBV and violence against women and girls. The integration of gender into police reform efforts is key to NPF operational effectiveness, institutional credibility and the capacities of the NPF to deliver on its commitment to provide for the safety and security of all people, including women who make up half of the Nigeria population.

The NPF is male-dominated, and police culture is masculinized. Cultural norms reinforce questions of the suitability of women for leadership or specialized policing roles, reinforcing an institutional attitude that they are best suited for traffic control and administrative duties related to women and children. Women are excluded from 'core police duties' (women police officers are not trained in the handling of firearms for example) and consequently denied the 'honour', status, and career advancement associated with deployment to those duties. This institutional culture not only undermines gender equality but impedes the capacities of the NPF to deliver on its commitment to provide for the safety and security of all people, including women who make up half of the Nigeria population.

Despite the existence of gender policies, legislation and the [commitments](#) made by some former IGPs to advance gender equality, overall there has been a reluctance by the NPF to systematically address gender inequality and obstacles to recruitment and advancement of women police officers. There is a dominant tendency within the NPF and by the partners supporting the police, to equate, to limit, gender considerations to SGBV.

The Police Act explicitly prohibits gender discrimination within the NPF (s135). However, cases of discrimination and marginalization continue. Women are significantly underrepresented in senior leadership positions. Advancing gender equality and women's empowerment in the police requires a major culture change, mindset and behaviour shift within the institution. Interventions need to simultaneously adopt a range of approaches to address both structural and attitudinal barriers within the NPF to create an enabling environment for women officers, that in turn can support the NPF to more effectively address the needs of women in communities.

- b) How do the measures planned under the proposed project address the needs of women and girls as a target group, and how can you make sure that they benefit from the project as envisaged?

UNDP observes that there has been no strategic or systematic engagement with the NPF by any national or international actor to address the structural and systemic issues of gender equality and empowerment as a core element of police reform. Recent assessments suggest that majority of NPF officers do not have adequate knowledge about gender mainstreaming, gender sensitivity and responsiveness.³⁹ UNDP's transformative approach seeks to address this gap and promote the role of women within the NPF as a critical enabler of a more effective and people-centred police service that can better respond to the specific safety needs of women and girls. Gender equality and women's empowerment is therefore mainstreamed across all of the project's activities. Relationships with the NPF Gender

³⁹ UNMAS, *Gender Baseline Assessment* (May 2021) at https://www.unmas.org/sites/default/files/full_report_-_gender_baseline_assessment.pdf

Advisor to the IGP, the Gender Unit and a cohort of women police officers have been built and will be strengthened in Phase III including through women's leadership interventions to strengthen the role of women in decision-making and leadership roles within the NPF. Gender-sensitivity is intentionally integrated across all training and capacity building interventions for both male and female officers and within change management support to ensure senior leaders across the NPF are able to support and lead gender-sensitive and responsive reforms. Project interventions will comply with and reinforce the NPF Gender Policy.

- c) Are there any fundamental barriers that make it difficult for your organisation or local partners to reach women and girls? If yes, what are they? How could you overcome such difficulties?

Cultural and religious norms, internal policies, attitudes and behaviours, are all impediments to the recruitment of women into the NPF and their professional advancement. The mentoring and coaching provided to NPF leadership will include a focus on building support for gender mainstreaming and gender equality within the NPF, to create political space and momentum for the project to advance gender objectives.

- d) How do you involve women and girls in planning and implementing your measures? In its fourth gender equality plan, the Federal Foreign Office set itself the target of achieving a female participation rate of at least 30% at events such as conferences and further training activities. If the project application encompasses support for events, can this minimum participation rate be attained? If not, what are the reasons?

Efforts to ensure the police reform project reached gender marker 3 during Phase I and II (in relation to the number of women trainees) were hampered by the demographics of the NPF. The project report for July-December 2022, for example, stated that female officers represented only 6% of the 180 NPF officers trained during the reporting period. The report noted that "the huge disparity between the male and female participation in the trainings is symptomatic of the wider demographics of the representation of women in the Nigeria Police Force" (see Section 3).

The project specifically aims to contribute to increasing the percentage of female police officers over time, through training, policy and law reform and mentoring of NPF leadership. Other events supported by the project, including intra-governmental workshops to build support for the reform initiatives, will aim to achieve a female participation rate of 30%.

Support to the PSC recruitment database will encourage more accurate, gender disaggregated data within the NPF to better enable gender-sensitive and gender-responsive recruitment and career advancement for women. Data is also critical for advocacy for changes in policy that create an environment in which women are incentivised to join the NPF and are enabled to thrive within the police. UNDP's community engagement interventions also aim to demonstrate the concrete benefits of more women in the police to enable more effective, responsive policing.

- e) To what extent are women and girls and/or men and boys affected by sexual violence in the project region? How does the project contribute to preventing sexual violence and protecting the population from it? In what ways does the project risk contributing to sexual violence, and what will you do to prevent this?

SGBV is a serious and priority issue of concern for the NPF and Nigerian government. Cadet and leadership training and mentoring will specifically address issues of gender mainstreaming, gender sensitivity and SGBV. Community engagement interventions will

explicitly ensure that the voices and needs of women and girls, and especially survivors of SGBV, are heard and meaningfully inform their design.

Significant attention has been given by many organizations and the NPF itself to the issue of SGBV and the handling of SGBV cases by the NPF. According to the NPF Gender Unit, SOPs and training has been developed and delivered by the Ford Foundation, UN Women, JRI, UNICEF, the Office of ROL for the Vice President and others. The project intentionally seeks to complement and not duplicate these efforts. Support to the Gender Unit and gender desk officers in particular will focus on ensuring that officers have the skills and tools to not only identify and respond to SGBV cases themselves, but as critically are able to meaningfully use data and analysis to influence NPF policies that would better enable the NPF as an organization to respond to SGBV, including through increased training, financial and human resourcing and implementation of regulations and policies.

11. Compliance

- a) Does your organisation have binding behavioural standards / a binding code of conduct? Does this contain at least the following: I) a list of prohibited actions/conduct; II) sanctions in the event of misconduct; III) clear reporting channels and a duty to report (suspected) violations of the code, including rules to protect whistle-blowers; IV) acknowledgement of receipt of the code by the staff who have to follow it. Please state here if points I) to IV) are covered, and explain any differences/limitations.

Yes, through UN policies, protocols and normative frameworks.

UNDP adheres to the Secretary-General Bulletin on sexual exploitation and abuse, (ST/SGB/2003/13) applicable to all UN staff including those working for UNDP and other separately administered organs and programmes of the United Nations. Information on sexual exploitation and abuse is also included in the UNDP Code of Ethics. Standards of conduct related to sexual harassment are covered by the Policy on harassment, sexual harassment, discrimination, and abuse of authority.

To address the consequences of corruption and to ensure that public resources go to the most vulnerable, UNDP helps countries develop pro-poor policies, support participatory planning, monitoring and decision making and to mainstream anticorruption measures throughout the planning and budgeting cycle.

UNDP has been playing a prominent role within the UN system on PVE. Based on the Secretary-General's Plan of Action to Prevent Violent Extremism and SDG 16, UNDP's comprehensive strategic framework on 'Preventing Violent Extremism through Inclusive Development and the Promotion of Tolerance and Respect for Diversity builds technical capacity of the member states to formulate and implement PVE National Action Plans and support gendered dimensions of return, reintegration and rehabilitation.

- b) How do you ensure that members of staff are not only familiar with the behavioural standards but that they also put them into practice ("organisational culture")? Do performance reviews for managers take into account their actions to foster compliance with behavioural standards?

Yes. The organisation relays regular information on policies, protocols, SOPs and normative frameworks to its staff.

- c) Are the above standards included and spelled out in general contractual provisions with partners, suppliers and other contractors?

Yes

- d) Is there at least one person in your organisation who is responsible for this issue? Is this responsibility formalised and included in your organisational chart? Is the person undergoing systematic further training? Does this person report regularly to management?

Yes

- e) Does your organisation have standard operating procedures (SOP) for dealing with reported violations of codes of behaviour and other irregularities, and for supporting individuals affected by sexual misconduct? Are measures in place to ensure that investigations will be carried out speedily and by experienced, qualified personnel? Are complainants informed about the outcome?

Yes

- f) Is your project or are specific project activities to be implemented in a country subject to United Nations (UN) or European Union (EU) sanctions (sanctions provisions), or are any of the individuals or entities involved in disbursing the funds subject to UN or EU sanctions? If yes, please provide details. How will the project be implemented in order to ensure that sanctions provisions are complied with?

Not applicable.

- g) What structures does your organisation have for implementing sanctions law requirements (including possibly applying for humanitarian exemptions)? How will you ensure that UN and EU sanctions provisions are complied with, both at the start of a project and during ongoing monitoring (e.g. a sanctions officer, training for project officers etc.)? Please enclose any existing guidelines, handouts and comparable documents.

As this is a UNDP project, it abides with all UN provisions relevant to sanctions' law requirements.

5. Monitoring, progress reviews and evaluation

(max. 1 page)

The Federal Foreign Office monitors the projects it funds, carries out progress reviews of all projects and will if necessary, initiate evaluations. To this end, the following information must be submitted at the application stage:

1. *Does your organisation have an internal monitoring system? How is the system set up, and has your organisational structure been adapted to it?*

Yes, the organisation has a monitoring organisation based on the country programme document (CPD) and the UN Strategic framework for Nigeria as well as the integrated work

plan which are aligned to the UN Sustainable development framework guiding the entire programme cycle. Similarly, the project is adapted to the monitoring structure of the country office and has an annual work plan updated on a yearly basis

2. *Are there clear terms of reference (ToR) and/or guidelines for monitoring visits? How do you ensure that your partners in the field conduct sufficient monitoring?*

Yes, terms of reference for monitoring visits will be prepared by the project as applicable

3. *How will you ensure that the project is constantly monitored so that you can react swiftly to changing conditions?*

The results and monitoring framework of the project gives updated information and inputs on a weekly basis through weekly meetings and project progress reports. It will also be achieved through regular interaction with project partners including Chief of Staff Office and Nigeria Police

4. *Please detail how you intend to monitor the performance, efficiency and cost-effectiveness of the project internally and, if applicable, how an external evaluation is to be carried out.*

By establishing qualitative and quantitative performance indicators in the monitoring framework to measure how outputs are moving towards the targets. By monitoring level of progress of activities and achievement of milestones. By monitoring the activities, inputs and budget of the AWP and by developing a procurement and recruitment plan.

5. *Do you intend to have the project evaluated independently by an external contractor? If so, you are obliged to submit the terms of reference to the Federal Foreign Office prior to putting the evaluation out to tender and at the latest upon receipt of the grant award document; the final evaluation report must also be shared with the Federal Foreign Office.*

At this stage no. If the decision is changed within the course of the project, the project will inform the Federal Foreign Office and submit the terms of reference and the final evaluation report to the Federal Foreign Office.

6. Public relations

(max. 1 page)

What are you planning to do to generate publicity and ensure awareness of the project and Germany's contribution?

If no public relations actions are planned, please specify the reasons (e.g. security or the confidentiality of the measure).

Communication, visibility and outreach is a core factor of the project's success. Effective outreach through robust communication will not only inspire confidence, but also foster visibility of the programme within Nigeria. Inclusion and broad-based participation are key values for the programme. To achieve this, it's vital that robust communications architecture and systems are put in place. The platform of key stakeholders within the programme will also serve as communication channels for the programme. To aid visibility and promote communication, the programme will:

- i. Develop a detailed overarching communication and visibility strategy plan covering pre, during, and post project visibility needs, including for the key partners and supporters of the project.
- ii. Use multimedia documentation of beneficiaries and host organisation including human interest stories, stories of impact and change to be covered and shared through press releases, story gathering missions, news features, social media and other media approaches possible given current restrictions. To that end partners will be provided with guidance on dissemination and amplification of content etc.;
- iii. Ensure up to date news coverage, press releases and progress stories be featured on UNDP's website and also Police platforms i.e. website, social media platforms in the required language formats;
- iv. Produce posters, infographics, publications and multimedia content to ensure high visibility of the contribution made by Government of Germany to this project
- v. Regularly disseminate information on social media and various platforms. Such channels will include the dedicated social media accounts of programme, the UNDP and partners at country and global level
- vi. Share relevant monitoring and evaluation reports among key partners to ensure transparency, accountability and acknowledgement of results achieved.
- vii. Highlight contributing partners in all outreach and communication materials including in key constituencies and capitals.
- viii. Reference to partners support in the national communication strategy and other relevant engagements and activities as appropriate.

7. Financial Plan

Please enclose a detailed financial plan with the application. A binding template can be downloaded from the Federal Foreign Office website (under Civilian Crisis Prevention, Project Promotion).

The financial plan should consist of a complete and detailed list of the revenue and expenditure needed to achieve the intended purpose of the allocation for which you are applying.

Please subdivide the budget lines specified in the template (1. Staff expenditure, 2. Services, 3. Material travel costs, 4. Investment spending/procurement, 5. Evaluation/audit, 6. Administrative costs (if applicable), so that it is possible to determine whether the estimates are plausible and reasonable without contacting you again. A separate sheet should be used for each calendar year (1 January to 31 December) for multiannual projects.

Please do not amend or delete the formulas contained in the Excel template. If it proves impossible to leave the formulas as they are, please inform us of this explicitly.

If all or part of the allocation is to be forwarded to another organisation, these funds must also be set out in accordance with the specified budget lines.

Transparent cost/expenditure calculations should be provided for any estimated lump sums, making the amount and derivation clear. A separate sheet for such calculations is included in the financial plan. If your organisation has its own calculation methods, these should be coordinated with the Federal Foreign Office. Lump sums will not necessarily be approved.

You should also include a binding declaration of the amount of your own resources and third-party funding.

The Federal Foreign Office decides on a case-by-case basis whether the relevant items in the financial plan are eligible for an allocation. Please note that the overall funding of the

project (including your own resources, third-party funding and the Federal Foreign Office funding for which you are applying) must be guaranteed.

The amount of the allocation will be specified in euro. Sums noted in foreign currencies must be converted into euro. The conversion rate used and its source should be stated along with the date.

Staffing costs may only be included if they can be attributed directly to the project. Any other costs incurred through your organisation's employment of regular staff will not be funded.

Should you be awarded an allocation, you will be obligated at the latest in the grant award document to use the funds in an economic and efficient way. Please therefore ensure already when planning the project that the relationship between attendance time and costs, e.g. at workshops, on trips by delegations, etc., is proportional and reasonable, and that all days are utilised as well as possible.

8. Funding law / miscellaneous

1. Is more than 50 percent of your organisation's overall expenditure, i.e. not only project expenditure, covered by public funding grants? Public funding grants as defined in the second sentence of section 8 (2) of the annual Budget Act and in no. 1.3 of the General Supplementary Provisions for Project Grants refers to all funding that has been provided directly or indirectly by the German public sector. Direct funding refers to grants provided directly by federal, Land or local agencies. Indirect funding refers to funding provided by the EU, which in exceptional cases is granted as direct payments by the EU.

yes ☒ no ☐

2. Have you enclosed/attached your annual report and statutes?

yes ☐

no ☐ If not, why not:

Note: If parts of the funding are to be forwarded to a partner organisation, please also enclose its annual report and statutes.

3. Have you explored any other possible ways of financing your project? Have you tried to access third-party funding?

yes ☒ What was the outcome? _____

no ☐ Why not? _____

By signing this application, you are confirming that other possible ways of financing the project in question have been explored. As a result, the Federal Foreign Office funding is being applied for as a subsidiary source of funding.

4. Have you already applied for or received any other public grants for this project?

no ☒ yes ☐ if yes, please specify: _____

5. Is the applicant organisation entitled to deduct input tax for the project for which this funding is being applied pursuant to section 15 of the VAT Act?

yes ☐ no ☐

If yes, then by signing this application, you are declaring that you are entitled in general/for the project in question to deduct input tax under section 15 of the VAT Act. Please be aware that if input tax may be deducted, only the net amounts are eligible for funding. Accordingly, only such sums may be included in the financial plan.

6. Are you or your organisation eligible for any other form of tax concession?

yes ☐ no ☐

If yes, please specify:

7. Will you use part of the funding to purchase deliveries, services and/or construction work?

yes ☒ no ☐

If yes, please specify the amount:

8. Will materials be purchased in the course of the project?

yes ☒ no ☐

If yes, how will they be used after the project has ended?

9. Overview of documents to be submitted (Annex V)

- Information from the commercial register / register of associations / other evidence of registration
- Statutes
- Audited (!) annual financial statements / annual accounts / financial audit
- Business report / annual report
- Information from your bank / document of compliance from the Tax Office
- Proof that you are authorised to represent your organisation
- If relevant, certificate from your employers' liability insurance association
- Behavioural standards/code of conduct, guidelines and mechanisms for reporting and dealing with irregularities or violations, or similar documents

Abuja, 29th August 2024

Signature 1:	Signature 2:
	 Abuja 29/8/2024
Annett Günther Ambassador of the Federal Republic of Germany to Nigeria and ECOWAS.	Elsie Attafuah Resident Representative, UNDP Nigeria.