



Contracting Authority: European Commission

EU Support for Reconciliation and Reintegration of Former Armed
Non-State Combatants and Boko Haram Associates
(S2R)

Description of the Action

[11th European Development Fund]

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1. General information

Name of the lead agency	International Organisation for Migration (IOM)
Name of partner agencies	United Nations Development Programme (UNDP) United Nations Children Fund (UNICEF)
Title of the action	S2R - Support for reconciliation and reintegration of former Armed Non-State combatants and Boko Haram associates
Location of the action	Nigeria, North East States, primarily Borno, Yobe and Adamawa
Duration of the action	3 years

2. The Action

2.1 Introduction

Since 2009, nearly 15 million people in Nigeria's North-East have been affected by the conflict with Jama'atu Ahlis Sunna Lidda'awati Wal-Jihad (JAS), a Non-State Armed Group (NSAG)¹, labelled by the media and commonly referred to as "Boko Haram"², and the resulting military operations in North-East Nigeria. In August 2016, the group split into two factions, giving rise to the Islamic State in West Africa Province (ISWAP). The loss of a significant number of adherent fighters led JAS to increase its suicide attacks on civilian gatherings. It routinely engaged in indiscriminate killings, raiding whole villages and abducting women and children. In contrast, ISWAP led more sophisticated, organized and large-scale attacks on military camps and oil exploration sites.

The conflict became particularly intense in 2013, leading to the loss of an estimated 30,000 lives and the displacement of over 1.8 million people. Current numbers of active members within the NSAGs are not known but estimates range from 5,000 to 20,000. The number of detainees under military control is estimated at around 7,000 with the number expected to rise as counter insurgency efforts continue and avenues for surrender become more viable.

The past years have brought significant progress on the military front. NSAGs no longer control vast swathes of territory and have taken to asymmetric warfare to deal with the evolving military campaign. Despite these successes, the number and sophistication of insurgency attacks have been on the rise since early December 2018. The military campaign therefore continues to be essential in the foreseeable future. In addition, those associated³ with NSAGs must see a way out of the groups, be given opportunities for viable alternatives to violent extremism and seek change through peaceful means. In parallel, the process of reconciliation between low-risk former NSAG associates including children and women who have participated in Government-led rehabilitation programmes and the many conflict-affected communities and victims of the groups must start.

From experience to date in the North-East, as well as from all of UNICEF, UNDP and IOM's preparatory work with relevant stakeholders, it is clear that community-based reconciliation and transitional justice processes are important but not sufficient for achieving peace. Besides establishing a minimum level of safety and security in the community, action is required to strengthen individual livelihoods, community social and productive infrastructure and public services before the actual process of reintegration of former NSAG associates can take place. The goal is to promote more just, peaceful, and inclusive communities than before the crisis, herewith reducing the drivers of conflict.

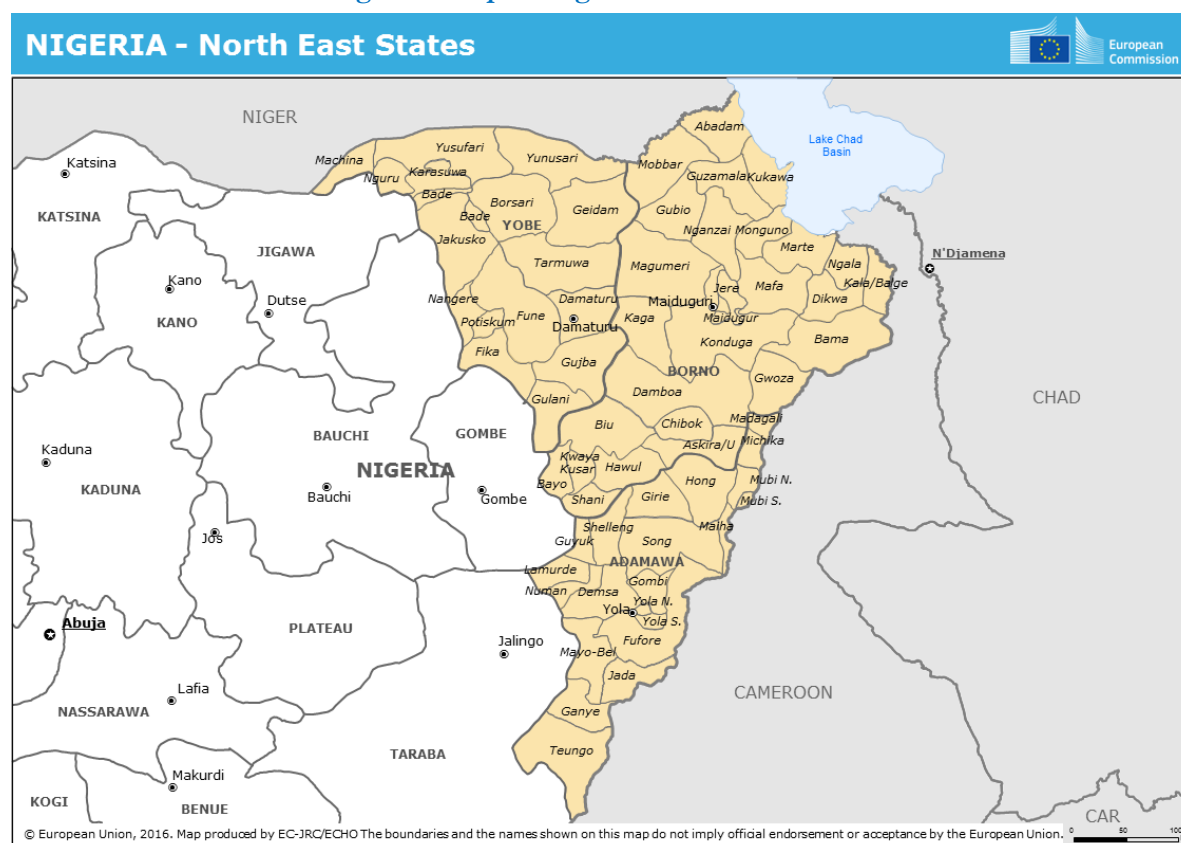
¹ In this Project, JAS, Islamic State in West Africa Province (ISWAP), and other armed groups that oppose the Government of Nigeria through violent means will be referred to as "Non-State Armed Groups" (NSAGs). This excludes vigilantes/CJTF members.

² Boko means 'Western' education; Haram refers to that which is forbidden by Islam. "Boko Haram" is a slogan that JAS members used to chant during rallies. In 2015 Boko Haram was named the deadliest global terrorist organisation.

³ In this Project, the term NSAG associate refers to all persons (regardless of age, relationship or gender) who have had some contact with the JAS/ISWAP (as concluded by the authorities during the screening phase) without presuming or prejudging the nature of their relationship to the armed group in question. Among NSAG associates are surrendees, persons captured or abducted, family members, dependents, former detainees and prisoners. These may be children, men, women, youth and foreign fighters.

However difficult it may seem under present circumstances, lasting peace and stability in the region will likely be severely threatened unless the challenges of successfully reintegrating thousands of predominantly young people, including men, women, and children associated with NSAGs, are met through effective exit strategies providing sustainable and meaningful civilian roles. This was recognised by the Government of Nigeria, which launched “Operation Safe Corridor” (OPSC), a presidential initiative that provides off-ramping opportunities for low-risk associates through surrender to the security forces. Once their eligibility has been established, adult male low-risk former associates are transferred to a transition centre in Gombe where they participate in a de-radicalization and rehabilitation programme. Women and children are transferred to a transition centre in Maiduguri before their reintegration into the community. The latter are generally considered to be victims with little to no association to NSAGs, however, they too may in fact be perpetrators. As such, they are often met with fear and stigmatisation by the community. This poses a significant challenge for their reintegration process.

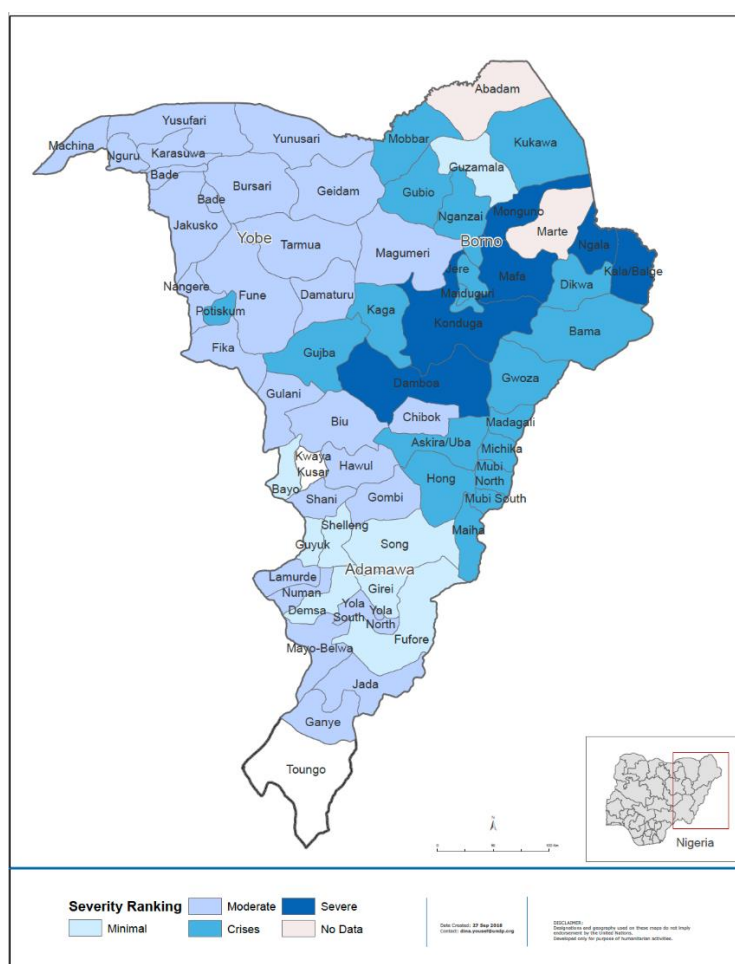
Figure 1. Map of Nigeria’s North East States



The conflict and counterinsurgency efforts are now the main drivers of continued insecurity in the North-East and have significantly disrupted economic activities leading to a large humanitarian crisis, as illustrated in the Severity Map in Figure 2. A large percentage of agricultural lands have been destroyed and are inaccessible due to military restrictions and the fear of insurgency attacks. Market places and trade routes for an area once known for its bustling cross-border trade were early targets of the NSAGs and have complicated the prospects of reviving the local economy. Concurrently, climate change has further contributed to the disruption of economic, social and cultural life in North-East Nigeria, which has historically been closely tied to Lake Chad. The dwindling and unpredictable water levels over the last decades have jeopardized the livelihoods of millions.

The task ahead is mammoth, as highlighted by 'The Recovery and Peace Building Assessment' (RPBA) for North East Nigeria which in 2016 estimated peace-building, stability and social cohesion costs at almost US\$ 54 million across Borno, Yobe and Adamawa, while total recovery and peace building costs for the three states were expected to exceed US\$ 5 billion. A more recent document presented by the 4 governments of Nigeria, Niger, Chad and Cameroon at the Oslo II conference in Berlin in September 2018 estimates costs for immediate stabilization and resilience measures in Northeast Nigeria at US\$ 989 million.⁴

Figure 2. North-East severity map (Source: Early recovery sector, September 2018⁵)



Although the crisis and ongoing humanitarian emergency stem from the Boko Haram insurgency, the roots of crisis in North-East Nigeria can be traced much further back. Decades of underdevelopment of the North-East region has gradually eroded capacities to deliver public services, form effective and responsive governance, and prevent and respond to crises. Importantly, it has generated the perception of

⁴ “Government Costing for Strengthening Resilience in the Lake Chad basin.” Paper presented by the Governments of Niger, Nigeria, Cameroon and Chad at the Oslo II conference in Berlin. August 2018.

⁵ The indicators used to map and classify severity are: a) Percentage of households without access to basic services; b) Percentage of households without access to income; and c) Percentage of IDPs and returnees in Host Communities to the total LGA population.

marginalisation of the region, which is supported by data as some of Nigeria's lowest human development indicators occur in the three North-Eastern States. The conflict itself has enormously exacerbated the pre-insurgency context of under-development and inequality in the North East. Research points out that while recruitment into NSAGs has been a highly personalised process, often influenced by peers or family members, there are common motivating factors such as an acute sense of grievance against the government, a lack of trust in the police and security apparatus, unequal access to basic services, and a lack of economic opportunities.

2.2 Detention, prosecution and rehabilitation of former NSAG associates

Due to the counter insurgency military offensive, large numbers of people (estimates point to 7,000) have either surrendered or been captured and detained by the Nigerian military since 2015. Subsequently, the Government of Nigeria (GoN) created Operation Safe Corridor (OPSC) in 2015. OPSC is a presidential initiative promoting military and civilian government agency collaboration in a multi-governmental department approach, led by the Nigerian military, for processing surrendered Boko Haram combatants and associates; and determining who is classified as low-risk and eligible for participation in government-run rehabilitation programmes and eventual community reintegration. The initiative includes a 12-month deradicalization and rehabilitation programme in Gombe (Gombe State) for male low-risk NSAG defectors, during which they receive psychosocial support (PSS), livelihoods skills training, and basic medical attention. Upon "graduating" from the programme in Gombe, low-risk former associates are handed over to State authorities. They are initially transferred to a "halfway home" where they receive additional reinsertion services until the link with the community is established and they are fully prepared for the reintegration process in the community. Children encountered during military operations are then placed in the custody of the government, where they go through an initial screening by the security forces. Some are released through into host communities and camps; others are put in protective or administrative custody. Despite the recent deterioration of the security situation in North-East Nigeria, the initiative presents a notable step in providing off-ramping opportunities for low-risk former NSAGs that will enhance long-term peace prospects.

Children captured by or surrendering to the military are usually transferred to a transit centre managed by the Ministry of Women Affairs and Social Development in batches. Since 2016, 938 boys (60 per cent) and 612 girls (40 per cent) associated with armed groups were released from administrative custody and assisted through the transition centre in Maiduguri (Borno State), Bulumkutu Rehabilitation Centre, which is run by the Borno State Ministry of Women Affairs and Social Development (MoW) with the support from UNICEF and IOM. Exposure to violence carries the highest risk of life-long mental health problems for children, including an elevated risk of re-victimization, rejection and violent behaviour. Approximately 10% of the children that have been supported in the rehabilitation centre demonstrate acute psychosocial distress. As part of the programme in Bulumkutu Rehabilitation Centre, children receive socio-economic reintegration support including reinsertion into communities. Affected women, as well as some elderly and sick male, also receive basic reinsertion support at Bulumkutu Rehabilitation Centre, including PSS and basic medical care. Women are generally assumed to be low-risk associates or victims. While this may be true for many, some may actually be a perpetrator rather than a victim, or, in some cases, both. There is therefore a need for fair and transparent monitoring and risk assessments at the community level in case of anyone's categorisation being inaccurate. Currently, all former residents of Bulumkutu Rehabilitation Centre are back in their communities.

The transit centre in Maiduguri provides temporary care and pre-reintegration programmes for women and children following release from military detention or military screening of women and children deemed to have constraints in reintegration in their communities. The Borno State Ministry of Women Affairs and Social Development (MWASD), manages the transit centre, with technical and financial support of UNICEF. The MWASD forms partnerships with other state ministries and UNICEF to provide a wide range of services at the transit centre. Services include, but are not limited to: documentation, family tracing and reunion; medical screening, treatment and referrals; food and nutrition services; water, hygiene and sanitation; security and safety; psychosocial support and counselling sessions; emergency education (temporary learning spaces); non-food items, as well as livelihood and skills training. Each agency has clearly defined roles and responsibilities in accordance with the standards defined in the Standard Operating Procedures and Operational Framework for the transit centre.

Due to the lack of alternatives, Gombe graduates have so far been transferred to the Bulumkutu Rehabilitation Centre in Maiduguri. To avoid mixing of women and children with men, State authorities identified Shokari Centre in Maiduguri as an additional space to receive either low-risk former associates or victims. It was recently decided that the new centre will be used to support affected women and children while Bulumkutu Rehabilitation Centre will continue to be used to transfer Gombe graduates to the State authorities. The centre will be run by the Borno State MoW with support from UNICEF and IOM. Creative associates supported the rehabilitation of the Shokari Centre and IOM provided complementary support by procuring the necessary furniture and other equipment to host up to 150 individuals. The equipment will be installed once the centre is properly staffed and secured. The capacity of the centre is expected to increase to up to 360 individuals over the next few months. Those not considered low-risk are referred to the justice system.

2.2 Reconciliation and reintegration

There has been a lack of clear coordination between the military - in charge of the 'disengagement' part of the process - and the civilian authorities, expected to carry out activities related to the reconciliation and reintegration 'RR' part of the process. There are many instances where released associates have been rejected by their immediate families and communities, including women and children previously abducted. The method of these releases has added to the climate of fear and heightened tensions within communities towards the people released.

Community consultations across the Northeast of Nigeria conducted by the project partners in 2017 and 2018 confirm the need for a comprehensive approach that lays the foundations for successful reintegration through a community-driven and state-owned reconciliation process: "Communities across the Lake Chad Basin showed reluctance to the idea of welcoming Boko Haram fighters back, especially without a proper accountability and justice process. This resentment is stronger amongst youth than elders, but communities are generally in agreement. There is a sense of betrayal of what these fighters have done to their own communities, as well as a widespread fear for what their presence in the community could mean. In the absence of a conflict-sensitive and community-driven approach, including appropriate mechanisms for reconciliation and justice, the risk of revenge killings and further violence is high, as stated by several participants."⁶

The Federal and State Governments of Nigeria do recognise that a unique and comprehensive RR approach is required that encompasses multiple dimensions from accountability for severe human rights violations to community-level reintegration. The Nigerian government has called for this 'RR' programme to adopt

⁶ Perspectives from Local Communities on Stabilization and Building Peace in the Lake Chad Basin. Discussion Paper presented at the Lake Chad Basin Governors' Forum, 8 May 2018.

a human-rights approach in the design of inclusive programmes for reconciliation and community-based reintegration of low-risk former NSAG associates. At the same time, the State Government of Borno supported by UNDP has developed a comprehensive state policy for Reconciliation and Reintegration aligned with these principles and concerns⁷.

2.3 Development of DDRR policies in North-East Nigeria

Following the Recovery and Peacebuilding Assessment (RPBA) undertaken in 2016, the Government of Nigeria developed the 'Buhari Plan' as a comprehensive recovery and stabilisation framework for the northeast. Restoring peace, stability and civil authority in the North-East region is the foremost objective outlined in the plan. International financial institutions, including the World Bank, the African Development Bank, and the Islamic Development Bank, have approved loans adding up to more than \$1 billion. Bilateral donors have committed funding for the North-East worth more than \$500 million. A range of additional and complementary development frameworks – including the Government of Nigeria's Economic Recovery and Growth Plan (2017-2020) and the UN Sustainable Development Partnership Framework (2018-2022) – have also been developed. The North-East Development Commission (NEDC) assented into law on 26 October 2017 and is expected to be operational over the course of 2019 in assuming its functions as the central coordinating body for the implementation of rehabilitation, reconstruction and development activities in North-East Nigeria.

The Lake Chad Basin Commission (LCBC) in 2018 agreed on a 'Regional Stabilisation Strategy'. The process of disarmament to reintegration of people associated with Boko Haram is one of its strategic pillars. The Stabilisation Strategy paper calls for all future interventions to compliment the National Action Plans for the Preventing and Countering of Violent Extremism (PCVE). It also envisages conflict analyses, community security perception studies and climate change fragility assessments which, potentially through the regional governors forum or the intervention's steering committee can be shared between the LCBC and the intervention.

The goal of the Nigerian government's 2017 PCVE Policy Framework and National Action Plan is to build safer communities resilient to violent extremism. IOM supported the development of the Office of the National Security Adviser (ONSA)-led "Disengagement, Disassociation, Reintegration and Reconciliation (DDRR) Action Plan", which outlines the approach to address screening, rehabilitation, reintegration and reconciliation needs. It is aligned to the PCVE national action plan and other relevant national laws, such as 'National Security Strategy 2014' and 'National Counter-terrorism Strategy 2016', 'the Administration of Criminal Justice Act 2015', 'Child Rights Act 2003' and commits to abide by international human rights and humanitarian law.

The EU-IcSP supported DDRR 18-month pilot project, which began in the last quarter of 2018, provides the initial building blocks for the implementation of the Action Plan. It also aims to provide the S2R Action with real-time learning. The joint IOM-UNICEF pilot programme focuses on enhancing the authorities' registration, screening, categorization and referral process for low-risk former Boko Haram associates, supporting the OPSC rehabilitation programme in Gombe through initial infrastructure, including a health clinic and various livelihood facilities, PSS services, and providing individual case management through IOM's information, counselling, and referral services (ICRS) mechanism throughout the reintegration process. Therefore, the pilot project focuses primarily on the "disengagement and disassociation" of low-risk former associates, as well as some initial reintegration activities for those associates who have completed the trajectory at Gombe OPSC Centre. The current Action will build on these initial activities

⁷ A clean draft of the Borno Reconciliation and Reintegration Policy has been submitted to the Borno State Government and is expected to be signed in 2019 or latest by 2020.

by providing comprehensive reintegration and reconciliation support at the community level following low-risk former associates return to the community.

Following the N'Djamena Conference in June 2018, the State Governments in Borno and Adamawa in Nigeria requested the development of a policy for the community-based reconciliation and reintegration of former Boko Haram associates and a Peace and Unity policy, respectively. UNDP has supported the development of these policies. In this context, the Borno State Consultative and Validation Workshops on Community-based Reconciliation and Reintegration were successfully held on 16-18 June and 28-29 November 2018 and provided a dialogue platform for key stakeholders to interchange views, opinions and proposals on the specific issues of the reconciliation and reintegration policy and process in Borno State. State policies are aligned with the national DDRR Action Plan and provide the basis of Reconciliation and Reintegration related implementation in the states, including the proposed activities outlined in this Action.

The proposed intervention is in line with the national DDRR and PCVE plans, the Borno State Reconciliation and Reintegration policy, and a number of EU policies as follows:

- EU Consensus on Development 2017
- EU Global Strategy on Foreign and Security Policy (2016)
- EU Communication on Resilience of 2017
- Policy Framework for a Crisis Approach for the Lake Chad region (2015)
- Joint Humanitarian and Development Framework approach "for building resilience for protection, food and nutrition security in a fragile context" (Abuja, July 2015)
- EU Communication on Social Protection in Development Cooperation of 2012
- EU Gender Action Plan 2016-2020
- EU Strategic Framework and Action Plan on Human Rights and Democracy (2015)

In addition to a consistent approach to reconciliation and reintegration in Nigeria, it will be critical to develop common approaches and standards to disengagement, de-radicalisation and reintegration in the four countries of the Lake Chad Basin. These standards should be aligned to relevant international standards, especially the DDR legal framework, Security Council Resolutions and AUC Operational Guidance Notes, as well as to the specific needs in the Lake Chad Basin. Overall, it needs to be ensured that differences in approaches do not lead to incentives for displacement from one country to the other in order to benefit from better conditions and support. While this will not be within the scope of this intervention, the project however aims to be a successful model for potential contextualised replication / harmonisation / lessons learning in the Lake Chad Basin.

2.3.1 Reintegration of non-state security providers

The Government of Nigeria also recognises that reintegration must include non-state security providers, such as the Civilian Joint Task Force (CJTF) and other vigilante groups. With the absence of effective safety and security at the community level, vigilante groups have provided the link between the security agencies and communities. Their numbers have increased and their roles widened in response to the insurgency. They are operating without a clear legal framework while providing intelligence, checking civilians, screening internally displaced persons (IDPs) and in some cases resolving local-level disputes. Some vigilante groups may be able to reintegrate and return to civilian roles. However, there are concerns over cases of extrajudicial killings, sexual harassment, exploitation, abuse and extortion by vigilante groups.

Anecdotal evidence also suggests a high level of substance abuse. Vigilantes from these groups are viewed as a potential threat to longer term state stability if members are not demobilised and provided with sustainable civilian roles post-conflict.

There are over 3,000 children associated with CJTF identified for return to civilian life who may also have been exposed to high levels of violence. As of December 2018, under the Action Plan to end the use and recruitment of children, CJTF reported at least 3,708 children (294 girls and 3,414 boys) in their ranks. Out of a total of 3,708 children, the Country Task Force for Monitoring and Reporting interviewed 2,850 children (608 girls and 2,242 boys) and verified 1,646 children as being directly associated and used by the CJTF. UNICEF is supporting the formal separation of children from the CJTF.

A comprehensive policy dialogue is therefore needed as soon as the new government is established to explore and agree on approaches to improve community security and to develop viable ways to address the issues related to non-state security providers. At the same time, continuous engagement with non-state security providers will support the development of future options to be considered by policy-makers.

2.4 Lessons learned in the area of reconciliation and reintegration

Within the last decade the nature of internal conflicts has increasingly blurred the lines between what constitutes a soldier, rebel, insurgent or civilian. Programmes are now being implemented in non-permissive security environments with incomplete situational intelligence. The new wave of DDRR programming moves away from narrowly conceived interventions towards activities connected to national development plans. Experimental, multi-sectoral design in the context of highly localised political and economic expediencies coupled with real-time impact research is currently considered 'best practice'.

Building on its global experience in addressing the specific challenges of those defecting or disassociating from designated violent extremism groups, most notably in Somalia, IOM established a DDRR programme to support government efforts in Nigeria as part of a regional Lake Chad Basin strategy to address the effects of Boko Haram and Islamic State West Africa. It is focused on supporting the affected governments in strengthening disassociation incentives for individuals who were exposed to violent extremism. The programme has four pillars: 1) Assessment, Context Analysis, and National Planning; 2) Technical 'Upstream' Government Support; 3) Individual Case Management; and 4) Community-Based Reconciliation. Under the first pillar, the programme supported the Government of Nigeria develop a DDRR Action Plan. IOM will also support the Government of Nigeria implement five out of ten outcomes of the Action Plan. Under the second pillar, IOM is supporting the Government of Nigeria to strengthen the registration, screening, categorization, and referral process of suspected NSAG associates. This includes the development of a protocol, training, and establishment of a database structure for deep field locations and detention centres that will be managed by the Joint Investigation Committee (JIC). This will facilitate their release to communities or referral to the rehabilitation programme for eligible individuals or judicial system. This structure is complemented by the database structure that was established by IOM for the Gombe and Maiduguri transition centres. This will support registration and data collection from low-risk former NSAG associates to facilitate their rehabilitation and reintegration process. The rehabilitation programme is also strengthened through capacity building of staff at both transition centres and construction of the required infrastructure. In Gombe, IOM has constructed and equipped various livelihood facilities and a skills acquisition centre as well as a health clinic. Under the third pillar, IOM is supporting the reintegration process of individuals that have completed the rehabilitation programmes in Gombe and Maiduguri. Under the fourth pillar, IOM established a pilot reconciliation platform in Gwoza town, which is currently being rolled out in eight additional communities.

UNICEF has extensive experiences working in the geographical area as well as with the population affected by the conflict in North East Nigeria. Moreover, UNICEF also has technical expertise in the areas of mental health and psychosocial support service (MHPSS) as well as reintegration of children associated with armed groups including the survivors of conflict-related sexual violence. UNICEF has been providing humanitarian response since mid-2014. Since July 2014, UNICEF's Child Protection in Emergency (CPIE) programme has expanded both scope and scale of interventions. Interventions include resilience building of children and adolescents; providing community-based protection; psychosocial support services; family tracing and reunification or alternative care support for children separated from their families as well as social reintegration services to children released from armed forces or armed groups and survivors of conflict-related sexual violence. In 2017 and 2018, UNICEF and its implementing partners provided community-based reintegration services for 9,884 persons (6,082 in 2017 and 3,802 in 2018) formerly associated with non-state armed groups and other vulnerable children in the communities. UNICEF is also supporting the Borno State Ministry of Women Affairs and Social Development to run a transit centre for women and children exiting military detention, and survivors of physical and sexual violence. The centre has so far received children and women released from military detention. From September 2016 to date 1,163 children (734 boys, 429 girls) and 763 caregivers (340 women and 423 men) were received at the transit centre following their release from the Giwa military barracks detention facilities and accessed services including shelter, water, sanitation hygiene, psychosocial support, basic literacy, reproductive and other health services. The children were supported with individual and peer group support, small-scale economic empowerment initiatives and referral to available support services. The reintegration programme engaged with communities from the IDP camps and host communities to provide a constructive forum in which community leaders and members could discuss the challenges to reintegration, using local radio stations to help disseminate messages of tolerance and acceptance for returning girls and women.

UNDP's ongoing programming in Northeast Nigeria is built on conflict-sensitive interventions aiming to strengthen peace-building, reconciliation, community resilience & recovery as well as community security. Accordingly, the programme is structured into 2 main pillars gradually implemented since the beginning of 2017 in over 30 communities across Borno, Adamawa and Yobe. The community resilience pillar funded by the EU, Japan, USAID, Canada and Switzerland provides comprehensive community recovery packages ("Integrated Community Stabilization Packages") based on a carefully devised process of engagement with the communities, its various representative groups and local authorities. Supporting all households in the community, interventions include emergency employment & livelihoods, basic services, local governance and infrastructure reconstruction. The community stabilization and security pillar funded by the German government and implemented cross-border in the affected regions of the Lake Chad Basin supports – on a pilot basis – the reestablishment of rule of law and civilian policing mechanisms in target communities, strengthens traditional peace-building mechanisms and engages with non-state security providers (vigilantes) on questions of human rights and human rights abuses, sexual and gender-based violence, and conflict mitigation and mediation.⁸

In response to the increasing number of low-risk Boko Haram associates making their way back to the community at their own initiative, Neem Foundation launched the Yellow Ribbon Initiative. The initiative focuses on the de-radicalisation of children and youth used by Boko Haram and has four components. Firstly, psychological support services and counselling aims to enhance the emotional and social wellbeing of children, provide them with coping skills to relief psychological distress, and positively influence their

⁸ See: Training Manual for Capacity Building and Civic Engagement for Civilian JTF and Vigilante Groups, UNDP Nigeria, June 2018.

sense of belonging within their communities. Secondly, creative engagement music, dance, crafts, painting, and drama seeks to address psychological distress, challenge the radical ideology of extremist groups, and promote a greater sense of community and national identity. Thirdly, through weekly sports training and peace mentorship, football is used as a platform to strengthen social cohesion and resilience within the community, promote personal development and growth, encourage pro-social thinking and behaviour, and educate young men and women on non-violent strategies for responding to conflict. Finally, religious engagement throughout the programme is used to promote peace building and reconciliation. Other international partners working on reconciliation and reintegration in North-East Nigeria include International Alert, Search for Common Ground, and Mercy Corps.

The following paragraphs summarize some of the key lessons learned which have informed the participating agencies' programmatic approach to reconciliation and reintegration on North-East Nigeria and the Lake Chad Basin. The lessons were developed based on extensive community consultations in 2018, after roughly two years of gradual implementation of existing programmes.

- For reintegration to be successful it needs to go hand-in-hand with community-level reconciliation to promote an increased understanding for and acceptance of low-risk former associates and victims. This became particularly apparent when the first batch of Gombe graduates were transferred to the community without preparing the community for their arrival. They were rejected by the communities and forced to return to Bulumkutu Rehabilitation Centre until communities agreed to their return.
- Experience has shown that differences can be reconciled and a gradual increase in trust between parties can be achieved by allowing community structures, religious practices, local customs and values to guide the reconciliation process. This is particularly important in the Nigerian context, as harmful / exclusionary traditional practices may have been motivating factors for joining NSAGs. This needs to be assessed in more detail through localised political economy, gender-sensitive and conflict analysis. In addition, monitoring (warning) and reporting mechanisms are to be set up. Therefore, inclusive community-based reconciliation and reintegration committees need to be supported in deciding on the type of reconciliation approach, activities and timelines, assisted to choose approaches that adhere to international human rights law. Approaches may vary in the different areas of the three States.
- UNICEF experience in Nigeria highlighted a number of key lessons which confirm that with the package of sustained support, reintegration is possible. Peer group support sessions are highly effective in improving the well-being of girls and women, strengthening their resilience and building a protective environment for returnees. To ensure greater impact and community engagement, it is important to capacitate and work closely with religious, traditional and community leaders. To promote their chances of development and well-being in the longer term, these systematic linkages must be made with education, vocational training, social protection and income generation services and opportunities for all children, not only those directly affected by the conflict.
- Part of what is driving opposition against reintegration seems to be economic realities and a lack of perceived fairness or justice at the community level. The economic realities of many of the communities in North-East Nigeria are that there are very limited opportunities for making a living. With a lack of income-generating activities, the question many communities will ask themselves is what reintegrated combatants would do. Unemployment and food insecurity are two very real challenges that the region contends with, and the notion of bringing former fighters back into communities presents added competition for both livelihoods and food. In this context, reintegration of former fighters is in many communities, particularly in Nigeria, perceived as unjust,

given that efforts are targeted towards former Boko Haram members, whereas victims of the conflict and conflict affected communities are still suffering.

- The immediate concern of communities is – for obvious reasons - focussed on livelihoods and security. Therefore, reconciliation and reintegration interventions need to be embedded in a discussion also addressing these factors.
- Community engagement has proven to be a process of gradual trust-building between stakeholders which cannot be fast-tracked. Done in the right way, however, it can support the creation of a common vision for the future and lay foundations for reconciliation and reintegration interventions.
- Community vigilante groups are a critical stakeholder in the reintegration process, but not always perceived as needing reintegration at the community level. Across North-East Nigeria, calls for increased support in terms of training, equipment and finances, to these groups were abundant. They are in many cases perceived as the most effective, and sometimes the only, protection that communities have against Boko Haram. However, since these groups are critical to the counter-insurgency operations, there are also reports of them feeling increasingly frustrated by the lack of support from government for their efforts and sacrifices. Although their role continues to be important, as stated by focus group discussants across the region, some members of these groups are increasingly looking towards life after supporting the armed engagement against Boko Haram. This presents an opportunity, but also risks. There are expectations that these groups will be compensated in some way by the government, given their commitment and sacrifice in counter-insurgency operations. Increased vocational training, skills acquisition initiatives and possible integration efforts with formalized security structures should therefore be explored for members of vigilante groups. At the same time, a full disarmament and demobilization process would be impossible without jeopardizing community security. A balance needs to be struck between providing concrete assurances that these groups have a future in a post-insurgency setting, whilst allowing them to continue to play the crucial role they are reportedly playing in communities across the Lake Chad Basin.

Global lessons include:

- The adoption of the Security Council Resolution 1325 on women and peace and security on 31 October 2000, reaffirms the important role of women in the prevention and resolution of conflicts, peace negotiations, peacebuilding and post conflict reconciliation and stresses the importance of their equal participation in the peacebuilding process. It calls upon all parties to conflict to take special measures to protect women and girls from SBV, including rape during armed conflict and to end impunity for these crimes. The Government of Nigeria adopted the UNSCR SC1325 National Plan of Action on Women, Peace and Security in 2013. The Plan is framed against the so called 5Ps – prevention, participation, protection, promotion and prosecution. This plan is currently under review, with a view to updating the document to include current issues of peace and security in Nigeria, including in the North East, and violent extremism, into this framework. Justice for Children is one of the key priorities of UNICEF WCARO Regional Strategy 2018-2021⁹. The Strategy adopts a comprehensive access to justice-approach, with a special focus on the rights of child victims and witnesses (prevention, combatting impunity and the strengthening of victim assistance programmes), and on diversion and alternatives to detention for children in conflict with the law. Further, the protection of the rights of children engaged with armed groups, included those called “violent extremist” groups, poses a challenge to UNICEF, particularly in WCAR Lake Chad Basin. With respect to child justice the Government of Nigeria ratified the Convention on the Rights of the Child on 19 April 1991 and has used the standards contained in

⁹ See priority No. 5 – *Justice for Children*.

the Convention as the framework for the drafting of the Child Rights Act 2003. It has also adopted the optional protocol of the Convention on Child Rights related to the participation of children in armed conflicts.

- Experience in countries such as Rwanda, Uganda, Mozambique and Sierra Leone shows that cleansing rituals, and religious and traditional ceremonies can be effective in building trust and in promoting reconciliation and forgiveness. Experience in North-East Nigeria shows the importance of livelihoods. However, there is not one size that fits all due to the complex and highly contextualised nature of DDDR. Regardless, community-level reconciliation should be supported by transparent and accountable federal-led prosecution of the senior leadership and grave human rights violators.
- Temporary self-exile, oath taking (restrictive or adjudicative, in extreme cases swearing on the Holy Qur'an), dialogue, truth-telling, a public acknowledgement of guilt, denouncing one's crime and asking for forgiveness are among the possible approaches. The approach that will inform this intervention will be identified during the inception phase. Sensitisation and determining the activities/services that will support localised reconciliation and reintegration should start as soon as feasible at the community level, including camp or host community settings where communities have not been able to return to their village or place of origin due to security and movement restrictions.
- Other lessons show that reintegration initiatives need to be anchored in broader stabilisation and reconciliation efforts. The participating agencies acknowledge the primary role of national actors in such reconciliation and reintegration efforts and have often played the role of a convener and supporter of the process, supporting national actors and counterparts in integrated assessments and strategy development.
- Experience also shows that achieving sustainable reintegration remains the most crucial and challenging aspect of the disengagement process. This requires supporting reintegration at multiple levels - the individual, family, and community and paying attention to its multi-faceted dimensions – economic, social psychosocial and political. It also requires support to former low-risk associates *and* the receiving communities through a dual targeting approach. Programmes need to be time-bound and well-resourced, as well as consider context-specific factors and gender dimensions. Finally, in contexts without peace agreements and formally agreed transitional justice mechanisms, attention to the legal framework that will underpin reintegration efforts as well as careful risk analysis and mitigation measures are fundamental.

Table 1. Lessons on Reintegration of Former Fighters from UN programmes

Afghanistan	Haiti	Somalia	Sudan	Kosovo
Disbandment of Illegal Armed Groups (DIAG) and Afghanistan Peace and Reintegration Programme (APRP)	Community Violence Reduction (CVR) with the UN mission Community Security	Rule of Law/Youth for Change (Y4C) with ILO, UNICEF	Darfur Community-Based Reintegration and Stabilisation Programme (DCBRSP)	ICRS/Reintegration Fund & Kosovo Protection Corps Training Programme
APRP built on DIAG and focused on the Taliban, encouraging	The programme emerged from the acknowledgement that the context did not	The programme targeted youth-at-risk involved in violence, including with Al-	Following the reintegration of over 30,000 ex-combatants under	Following the UN Security Council Resolution 1244 in June 1999, reintegration assistance was provided to

members to renounce violence and terrorism, to live within the laws of Afghanistan and join a constructive process of reintegration and peace. Encompassed elements of mediation, reconciliation and community-based approaches.	require DDR but a community violence reduction approach bringing together gun control, anti-organized crime initiatives, catch up education and training, access to social services and justice, family engagement and community reconciliation.	Shabaab and in piracy. It contributed to rehabilitation through non-formal education, tools and trainings on social skills, rule of law and civic education. By the end of 2013, over 2,075 youth, including 329 women benefitted from social rehabilitation and integration.	the CPA, of which 17% were women, the Darfur programme now supports the reintegration of ex-combatants, including women and those with disabilities in Darfur through livelihoods and psychosocial support and community-based quick-impact projects.	former combatants of the Kosovo Liberation Army (KLA) through the ICRS approach and supported the newly created Kosovo Protection Corps (KPC) with vocational training.
LESSONS show that reintegration of ex-combatants does not need to take place solely in the context of a peace agreement and a formal DDR process, though security, reputational and other risks need to be carefully considered. Reintegration should not be a standalone programme. It requires solid anchoring in a broader stabilisation initiative, and linkages with peace-making, economic recovery, and justice mechanisms. Strong communication and public information are key to success.	LESSONS highlight that integration is currently best achieved through coordinated programming rather than structural integration. DDR implementation presupposes certain criteria in place such as the existence of a peace agreement and political commitment to end the violence that did not exist. CVR and CS are better suited to deal with fragmented, youth criminal groups found in the country using a community-based approach.	LESSONS demonstrate the importance of combining approaches such as restorative justice and reintegration: - Outreach, mediation and identification; - Rehabilitation and personal development (psychosocial and family/community reconciliation); - Community service, through labor intensive projects as reparation; - skills development (, literacy and numeracy) - Mentorship and case management are key, provided in a gender responsive manner.	LESSONS point to further action needed to stimulate rural economies and the importance of including natural resource management in projects. Challenges to assist those with disability can be overcome by pooling resources and capacities among civil society organisations and local NGOs. Preparatory assessments for the participation of women associated with armed groups, leading to understanding their vulnerabilities and capacities are fundamental.	LESSONS emphasize that Supporting former combatants as one of the specific beneficiary group during a post-conflict period is important and necessary for both security and human resource development considerations. Leaving some former combatants unassisted due to financial limitations can be one of the highest security risk to the peace process. Vocational training is truly effective only if there are adequate employment opportunities within the local labour market for absorbing the graduates of such courses. Micro-enterprise schemes are likely to have substantial knock-on impacts on the local economy through the provision not only of a regular income but also employment opportunities

				to former combatants' extended families.
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In 2017 the European Commission published an external evaluation of IcSP, which included developing good practice notes relevant to DDRR projects. This Action has been designed in relation to the lessons learned such as reframing programmes to the context and conflict analysis, providing sustainable exit strategies and addressing the root causes of the conflict, ensuring complementarity and linkages with other programmes.

Specific to Nigeria, the EU's 'Tomorrow is a New Day' project was designed to support community reconciliation in Nigeria's Delta region and influence wider conflict dynamics to support the 2009 Presidential Amnesty and DDR process. Key lessons learned include:

- Applying a fixed model in communities where there are major differences in the context, the conflict dynamics and the relations between the communities and ex-militants is not effective
- Reintegration is a process requiring sustained efforts from both the communities and ex-militants, with ongoing and effective communication with the wider constituency
- The bottom-up and context-specific approach demonstrated that community-led processes can effectively contribute to community cohesion and reintegration
- Local capacity needs nurturing and care employed to ensure local leaders and representatives engaged on the initiative are genuinely community representatives, not gatekeepers
- Strategic alliances with key stakeholders at the federal and state level are necessary for wider and sustainable impact
- In a context of underdevelopment and persistent poverty, a multi-sectoral approach is necessary with an increased focus on linking the participating communities into substantial economic development initiatives to see a real 'peace dividend'.

3. Action Strategy

3.1 Theory of Change

This Action aims to contribute to the stabilisation of selected areas in Adamawa, Borno and Yobe States by enhancing **community preparedness for reintegration and reducing rejection and stigmatisation of former associates** that will prepare the ground for **community-based healing and reconciliation**. This will be supported by restorative justice processes and social impact projects that will be formulated through a community-led approach, possibly including the reconstruction of social and productive infrastructure as a form of restitution and reparation.

In the “detention (through surrender or capture), screening, prosecution, rehabilitation and reintegration” (SPRR) cycle, **sustainable alternatives to violence and social cohesion** need to be strengthened through restoration of individual livelihoods of low-risk former associates, selected community members and non-state security providers under the multiple-targeting approach (in close coordination with other EU and donor programmes). Security will also be enhanced through **CJTF and vigilante groups disarmament and demobilization** in close coordination with other agencies and donors working on security /

community policies. In this process, **capacity development support** to the Federal and State Government, security forces and civil society to oversee reconciliation and reintegration will be key.

The **Theory of Change** of the Action is formulated as follows:

If communities are sensitised and psychologically and socio-economically prepared and supported, before and during the reintegration of low-risk associates, including children, *then* the rejection and stigmatisation of associates will reduce, *because* communities' access to reliable and transparent information on the process as well as their participation in dialogue will help to address fear and mistrust and foster deep listening.

If locally-appropriate transitional or restorative justice mechanisms are developed at the community level, *then* people's sense of grievance will be reduced and communities will begin to heal, *because* it creates an enabling environment for community grievances to become apparent and injustices to be addressed.

If a stratified community-led cluster approach is adopted to provide economic, psychological and socio-political alternatives to former associates, vigilantes and the most vulnerable in the community, *then* social cohesion will increase and the risk of recidivism and the ability of violent extremist organisations to recruit will decrease, *because* sustainable alternatives for violence are increased.

If a process is developed for non-state security providers to be disarmed, demobilised, and reintegrated then a conducive environment for reconciliation and reintegration is promoted because community security is further enhanced, additional alternatives to violence are created for a key-risk group, and legitimate state authority is strengthened in target areas.

If inclusive, responsive and accountable structures to manage DDRR activities are created between and across the various levels of government and communities, *then* the state's legitimacy will begin to be restored and prospects enhanced for a long-term peace dividend, *because* they enhance trust between the citizens and the government.

If reintegration and reconciliation of former armed non-state combatants and Boko Haram associates is community-driven and contributing to addressing the drivers of the conflict, *then* peace and stability in the North-East will be enhanced *because* the risk of recidivism and future recruitments into NSAGs is reduced, assuming that:

- The members of the communities in targeted geographic areas where reintegration is to take place have a minimum sense of safety and security (i.e. do not immediately fear attacks or abductions by NSAGs. Mitigation strategies will be put in place as this risk is high);
- The state supports responsive and accountable DDRR processes;
- A multi-targeted, community-based approach is adopted to address the needs of low-risk former NSAG associates, non-state security providers, and vulnerable community members;
- The cross-sectoral and multi-targeted approach from rehabilitation to community-led reintegration contributes to addressing the drivers of the conflict; and
- Communities in targeted geographic areas experience the return of local government service provision and support.

3.2 Action Approach

An important lesson learned from recent reintegration attempts is that a lack of community preparation greatly complicates reintegration of low-risk former NSAG associates. This Action, therefore, has been designed with various community preparation components, as follows:

- A widespread advocacy and awareness campaign;
- A comprehensive, integrated set of activities focusing on reconciliation and reintegration platforms and committees and volunteer groups (the latter specifically working on social cohesion activities);
- A focus on community-based and led reconciliation and restorative justice processes;
- A focus on the provision of community-level “peace dividends” in the form of community-led social impact project that help to build resilience to violence; and
- A multiple targeting approach, where selected community members received targeted assistance (along with low-risk former NSAG associates and CJTF/vigilante group members).

3.2.1 Simultaneous individual targeting and community focus

The Action will support community-based reintegration of former associates, and those CJTF and vigilantes who opt to return to civilian life. Prior to reintegration the Action will support communities to prepare for reintegration (particularly of former associates) through preparatory consultation, sensitisation campaigns; psychosocial support, social cohesion, reconciliation, and restorative justice processes; as well as social impact projects.

Multiple targeting approach

In addition to supporting the provision of targeted (or individual) reintegration services to low-risk former NSAG associates, the Action will ensure CJTF and vigilantes who opt to return to civilian life and selected vulnerable community members are also targeted, ensuring the most marginalised are included and the selection criteria is gender, disability and conflict sensitive. The core team will regularly coordinate action with the State Governments and other organisations working on the reintegration of IDPs and refugees.

Staggered approach

A staggered approach will be used for communities in selected geographic areas, selected based on criteria such as a) community readiness for reconciliation and reintegration and b) community safety and security.

Beneficiaries

There are various groups of beneficiaries. The first group benefits from targeted (individual) reintegration support and consists of low-risk former NSAG associates and CJTF / vigilante group members (described in more detail in the next paragraph) and selected community members. The second group is the population of the selected communities in targeted geographic areas who will benefit from social impact projects, livelihood support, and support for reconciliation and restorative justice processes. A third group consists of community volunteers and members of the reconciliation and reintegration committees or platforms who will receive training to effectively perform their roles. The fourth and last group consists of Federal, State and LGA functionaries who are primarily the partners of the Action, but they will also receive training and benefit from increased organisational effectiveness.

Adults targeted for reconciliation and reintegration support. Unless decided differently, with the EU and relevant authorities prior agreement, the following adults are eligible for reintegration support under this Action:

- Low-risk former NSAG associates who have been screened by authorities and immediately released or sent to centre-based rehabilitation and graduated from these programmes
- Former NSAG associates who returned directly to their community and are considered low-risk by the members of the relevant reconciliation and reintegration committee or platform, and other relevant bodies determined through consultation within the communities and local authorities. While conclusive data is missing, there is anecdotal evidence that a considerable group of former NSAG associates already has or will attempt to informally reintegrate. Low-risk associates could be targeted either directly or through the multiple-targeting approach (to be determined through discussions with the relevant partners and authorities during the Inception Phase);
- Select CJTF and vigilante group members who wish to pursue an alternative livelihood or whose group is disbanded in the vetting process.

Children targeted for reconciliation and reintegration support. The Action will target the following groups of child beneficiaries:

- Girls and boys associated with Boko Haram including child survivors of conflict related sexual violence;
- Girls and boys kept in administrative custody due to their alleged association with Boko Haram;
- Girls and boys associated with the CJTF.

The Action will ensure the provision of reintegration services consistent with international law governing children in armed conflict. Children should, at all times, be able to access their rights, including formal and non-formal education, family unity, dignified livelihoods and safety from harm. During the implementation phase, UNICEF shall promote Paris Principle section 8.7, which states that “children who have been associated with armed forces or armed groups should not be prosecuted or punished or threatened with prosecution or punishment solely for their membership of those forces or groups” and section 8.8 “children accused of crimes under international or national law allegedly committed while associated with armed forces or armed groups are entitled to be treated in accordance with international standards for juvenile justice”. The Action will directly and indirectly contribute to the realisation of fundamental children’s rights. Children have the right to be protected from recruitment and use by armed groups (Article 38 UN Convention on the Rights of the Child 1989 and the Optional Protocol on the Involvement of Children in of Armed Conflict 2000) and to be protected from sexual violence (Article 19 UNCRC). Children who have suffered these violations of their rights have a right to be supported to rehabilitate and reintegrate into their communities (Article 39 UNCRC).

Specific needs groups. The Action will ensure that girls, women, elderly, disabled and chronically ill who are low-risk former NSAG associates or CJTF / vigilante group members have full access to reintegration services, including skills development programmes. During the Inception Phase, the core team will identify specific reintegration requirements for specific needs groups, recognising the different experiences, roles and responsibilities of each group.

Caseload and indirect beneficiaries. The best estimate for the caseload for targeted assistance at the time of writing is around 10,000, including 2,000 adult low-risk former NSAG associates and 400 child former NSAG associates. In addition, 2,000 adult non-state security providers and 800 children associates with CJTF will be targeted. Furthermore, 4,800 other vulnerable community members will be targeted through the dual targeting approach, including 800 children (see table 2). These figures are inclusive of beneficiaries whose assistance is partially provided through referrals or other donor-funded projects.

The participating agencies are opting for an area-based approach to ensure complementarity and stronger cohesion between each agency’s contribution towards the overall Action. By focusing on a small number

of specific geographic areas, the Action is more likely to make an impact than if the resources were spread thinner. Successful area-based programmes could also serve as a pilot that will ultimately set the example for future interventions.

During the Action, the participating agencies foresee thus to work in 5 geographic areas to implement reconciliation and livelihoods activities as well as social impact projects. However, the project integrates the required flexibility to adjust or change target areas as required due to a change in the situation on the ground or a legitimate request from counterparts and / or beneficiaries.

Accordingly, the geographic areas will be selected during the Inception Phase. Factors that will determine the selection of geographic target areas include 1) the number of returning low-risk former NSAGs (adult and children), 2) number of reintegrating CJTFs, 3) community readiness, 4) security situation, and 5) government priorities. The geographic areas that will be targeted under the Action will be shared and discussed with the low-risk former associates in a timely manner to ensure they can make an informed decision with regards to their area of settlement.

Based on the estimated numbers of selected community members, low-risk former associates, vigilantes and their families who will be directly assisted by this Action, as well as members of the selected communities, the Action will reach a minimum of 250,000 indirect beneficiaries.

Table 2. Beneficiary breakdown by type and number

Beneficiary type	Beneficiary number
Direct beneficiaries	
Adult low-risk former NSAG associate	2,000
Child former NSAG associate	400
Adult CJTF / vigilantes	2,000
Child CJTF	800
Adult community members	4,000
Child community members	800
Indirect beneficiaries	
Reconciliation and reintegration committees or platforms, livelihoods, social impact projects, community outreach	250,000

3.2.2 Do-no-harm and conflict sensitivity

Widespread disunity and tensions in conflict-affected communities in the three States pose challenges for programmatic interventions. These dynamics risk undermining the outcome and overall attainability of results under this programme if not properly addressed. To ensure that this Action considers these dynamics and leverages the connectors in target communities for enhanced peace-building impact, the agencies' interventions will be based on a thorough gender-sensitive conflict and political economy analysis

during the inception phase and repeated regularly throughout the implementation of the Action to ensure local dynamics are thoroughly understood.

The participating agencies will uphold the 'do no harm' principle staying alert to the possible adverse impact of programme implementation. The Action will also ensure that the delivery of services does not further marginalise and stigmatise the beneficiaries and, by as far as possible, mainstream these services into general community support mechanisms. The delivery of services will also be subject to confidentiality, safety, respect, non-discrimination, and the best interests of each beneficiary, including those of the child when applicable. Conflict sensitivity and do-no-harm principles are built into this wider approach by continuously assessing risks and the changing conflict dynamics at the local, regional, and national level. Given the high sensitivity of demobilization and reintegration programmes, do-no-harm will be a cornerstone of this project.

As part of the community-based approach, the Action will also target community members (children and adults) that have not been associated with NSAGs or vigilantes/CJTF in all programme interventions and activities proposed. Any relevant implementing partners will also be sensitised of the Action's multiple targeting approach. This will aim to prevent the perception of community members that those who joined NSAGs vigilantes/CJTF are being "rewarded" for their negative behaviour, while they receive little to no assistance. The participating agencies are well-aware of the dangers associated with implementing reconciliation and reintegration activities in a conflict zone. The agencies will, therefore, take every necessary precaution to ensure that the implementation process is transparent, credible and based on merit. The Action will pay adequate attention to the sensitivity of the beneficiaries including gender dynamics, local and external partners, and consultants who will work on the programme to avoid harming the peace it seeks to achieve. Activities related to children will be guided by principles of the best interests of the child and non-discrimination. Robust and accountable safeguarding mechanisms will be put in place in participating agencies to ensure protection against sexual exploitation and abuse. Appropriate capacity building support will be provided for any sub-contacted local agencies to put safeguarding procedures in place, if absent.

3.2.3 Gender, youth, vulnerable groups and environment mainstreaming

Gender

Women are critical 'agents of change' and are able to generate multiplier effects for the promotion of non-violence, civic engagement or violent extremism, depending on their orientation. Activities across all Action areas will take gender sensitivity and gender mainstreaming into account. Recognising the widespread, gendered and deliberate use of sexual violence in the North-East of Nigeria and in line with Council Conclusions on the Gender Action Plan the Action activities will:

- Ensure girls' and women's physical and psychological integrity
- Promote social and economic rights
- Strengthen girls' and women's voice and participation
- Shift the institutional culture

Youth

The PCVE Policy Framework and National Action Plan explicitly recognise that youth are vulnerable to the drivers of violent extremism (VE) and insurgency recruitment and are victims of VE. In the North-East many youth have also lacked educational opportunities, employment or livelihood abilities. Therefore,

many youth who are former associates, demobilised vigilantes and vulnerable members of the community will be engaged in the Action's activities, including the economic and social cohesion initiatives.

Vulnerable groups

The most excluded or marginalised within communities, including the disabled, elderly and single-headed households, will be actively engaged in the Action to promote social cohesion. The Action will also engage those from at-risk groups identified as having 'conflict carrying capacity'.

Environment

Prior to the insurgency the increasing reduction of agricultural-based employment/livelihoods due to the spread of desertification and land degradation across the North East was already putting strain upon communities. The Action aims to ensure activities either mitigate or are adapted to the climatic stresses in the North-East. This is particularly relevant to livelihoods and social impact projects. Awareness and management of the local environment will be integrated into apprenticeship training as appropriate.

3.3 Action Objectives and Activities

3.3.1 Inception Phase

The Action will involve an Inception Phase of approximately 4-6 months. To ensure and measure progress toward the overall and immediate objectives, a comprehensive set of methodologies, selection criteria and assessments will be harmonised, designed and executed by the lead and partner agencies and community-based organisations (CBOs) / national and international non-governmental organisations (NGOs) who implement the activities. At the end of the Inception Phase, the core team will produce an Action Inception Report that includes detailed description of and planning for the M&E framework (with more detailed targets for monitoring), selection criteria, methodologies, case management systems and assessments. The report will be submitted to the EU and Action Steering Committee for approval. Below we provide a list of activities to be conducted during the Inception Phase, followed by more detail on the selection criteria, assessments, and case management system.

Table 2. Inception Phase Activities

Proposed Activities	Lead Agency
Support Research and Learning Approach	
- Designing selection criteria, methodology, and evidence gathering with a view toward replicating and scaling up	Core team
Support Definition of Selection Criteria	
- Support the relevant authorities in defining selection criteria for geographic locations where the Action will operate	Core team
- Define the selection criteria for vulnerable and at-risk community members to be included under the multiple targeting approach	Core team
Support Monitoring & Evaluation Framework	
- Set up a monitoring system, including logframe and relevant monitoring tools	Core team

Proposed Activities	Lead Agency
- Plan data collection and analysis for the Action cycle	Core team
Support Development of Methodology / SOPs	
- Define the detailed activities, roles and responsibilities of the Action to ensure alignment with existing relevant EU and other donor funded initiatives	Core team
- Develop a process/methodology to ensure an inclusive selection of members to represent the community in reconciliation and reintegration platforms (including the selection of representatives for the Ward or District platforms)	Core team
- Define methodology of reconciliation and reintegration process for adult and child former associates and CJTF / vigilantes group members	Core team
- Define the community engagement methodology for the reconciliation and reintegration process	Core team
- Advocate for the signing of the handover protocol for children encountered by the Nigerian Security Agencies to civilian authorities	UNICEF
- Develop a concept on linkages between traditional mediation systems and the formal justice chain, and on how to channel perpetrator cases to the appropriate formal justice institution.	UNDP
Support Development of Case Management Systems	
- Set up / strengthen relevant adult and child case management systems and databases for low-risk former NSAG associates, selected community members, and members of CJTF / vigilante groups	IOM (adults), UNICEF (children), UNDP (CJTF / vigilantes)
Support Baseline Assessments	
- Map and assess selected communities through comprehensive community assessments and baseline perceptions survey	Core team
Produce Action Inception Report	
- Write a report based on activities conducted during Inception Phase, including updated versions of the workplan and the logical results framework with more specific detail on indicators, number of beneficiaries and timeline	Core team

Selection Criteria

During the Inception Phase, the core team will work with the government in defining criteria for the selection of geographic areas where the Action will operate. Criteria may include level of safety and security, government commitment to the return of local authorities, community receptivity to reconciliation and reintegration, desired areas of return for former associates¹⁰, and non-duplication. The Action will employ a staggered approach to community selection, in order to ensure that available resources are not spread too thin. The core team will also define criteria for selecting vulnerable and at-risk community members who will be included in the Action's activities under the multiple targeting approach.

¹⁰ Based on the Case Management or ICRS database and provided by detention, transit and rehabilitation centres. In light of the limited access, livelihood opportunities, basic services and government control/security in rural areas, and on preliminary interview data, there is a clear possibility that many of the former associates will choose to integrate or resettle in urban areas.

Assessments and Mapping Exercises

The assessments and mapping exercises to be conducted during the Inception Phase will include the following:

- Mapping of existing activities of relevant international actors.
- **Community political economy and conflict and security analysis**
- Mapping existing community decision-making bodies and platforms
- Assessing existing and required social and productive infrastructure and absorption capacity of communities to identify potential opportunities and challenges of community-based reintegration
- **Community labour market and economic opportunity mapping, including the availability and quality of reintegration service providers**
- **Baseline (perception) surveys to assess reception readiness**

Some of these assessments are also being done under the **pilot DDDR project** and will therefore feed into the S2R Action. The findings and analysis of the assessments will be included in the inception phase report as annexes.

Case Management Systems

Over many years of experience in various countries, IOM has developed a comprehensive case management system known as the Information, Counselling, and Referral Services (ICRS) approach, which aims to facilitate the reintegration of former combatants and their dependents. In addition to enabling profiling, community sensitisation, and individual case management for each participant, ICRS aims to enhance the absorption capacity of the receiving communities to reduce tensions over scarce resources. In addition to ensuring more sustainable socio-economic reintegration, this also has a positive effect on the overall reconciliation process at the community level.

For this Action, the Case Management systems will be developed during the Inception Phase. IOM has already established and operationalised an ICRS database for the individual case management of low-risk former NSAG associates. Based on data provided by the detention, transition and rehabilitation centres, UNICEF will build on the existing Child Protection Information Management System (CPIMS) and will support the Government and I/NGOs in setting up a case management system and database for associated children. **UNDP will support relevant state authorities (presumably the Borno state Ministry of Justice, to be confirmed by the Governor)** to establish a similar system for non-state security providers such as the CJTF and vigilantes. The case management systems and ICRS database for associated children and adults will include selected children and adults from the receiving communities to be included in the activities under the multiple targeting approach. The different database systems will exchange general information and statistics which could be relevant for the implementation of this Action, ensuring data protection standards are always respected.

3.3.2 Objective 1: Reduced Rejection and Stigmatisation of Former Associates

Objective 1: Reduced rejection and stigmatisation of former associates

Output 1: Communities are sensitised and prepared for reconciliation and reintegration

Table 3. Objective 1 Activities

Proposed Activity	Lead Agency
Create or strengthen community platforms / committees to engage in dialogue, develop activities, and set up support mechanisms	UNDP and IOM
Assess and develop capacities of community platforms in priority skills such as conflict management and mediation and provide tailored support through CSOs	UNDP and IOM
Support the GoN in informing communities about the reconciliation and reintegration process through participatory radio round table discussions and children-led radio shows.	UNICEF
Conduct community outreach activities to prepare communities, families, and other stakeholders for reconciliation with and reintegration of adult and child former associates. Support age gender appropriate transformative dialogues sessions and participatory community theatre activities.	UNDP and IOM for adults; UNICEF for children

Create / strengthen community platforms

The Borno State policy on reconciliation and reintegration emphasizes the importance of communities having a lead role in the process. This requires consistent, dynamic and innovative community engagement and dialogue throughout the planning, implementation and decision-making process. Based on information gathered during the Inception Phase on whether community-based leadership platforms/committees that have reintegration and reconciliation absorption capacity and interest exist in selected communities, UNDP in close collaboration with IOM (as co-lead for this activity) will establish a conceptual framework for community-based reconciliation and subsequently work with community-based organisations (CBOs) and local NGOs to create and/or strengthen platforms to engage in Action-related consultation and decision making. They will also work with communities to ensure that the platforms are inclusive, with representation from groups such as credible traditional and religious leaders, women, youth, people with disabilities, CJTF and vigilante groups, hunters, and any other relevant groups in each community. Supporting this inclusive process will set the foundation for sustainable reconciliation and reintegration in the community. Guided by UNDP and IOM, the CBOs and local NGOs will help develop the capacity of the community platforms in conflict management and mediation through, for example, training workshops or on-going coaching, which will strengthen awareness of and capacity in preventing and countering violent extremist (PCVE), preventing and referring SGBV cases, PSS capacities, promoting reconciliation, among others.

These community platforms will provide the building blocks to support community-based reconciliation and reintegration. Furthermore, the strengthening of these platforms is part of a longer-term process to help communities develop the skills to manage dialogue and foster deep listening, which should create an enabling environment for other community grievances to become apparent and injustices to be addressed. Grievances linked to the drivers of the conflict or caused by the conflict will feed into community-led social capital and cohesiveness projects and transitional/restorative justice processes, which will be supported by Objectives 2, 3 and 4.

Information campaign

The foundations for reconciliation and reintegration need to be complemented by a widespread consultation, information, sensitisation and awareness-raising campaign to address fear and mistrust among low-risk former NSAG associates, persons who have remained in territory previously controlled by NSAGs, internally displaced persons and members of non-state security providers. The public information campaign, which will be led by UNICEF, will provide communities with information on the rehabilitation, reconciliation, and reintegration process, ensuring more transparency throughout the process and

proactively managing expectations. It will also emphasize the community-based nature of the reconciliation and reintegration activities and the multiple targeting approach. The campaign may involve identifying media to channel information through, developing content for radio programmes and traditional festivals, designing pamphlets, and targeting social media, clubs, associations, traditional ceremonies and religious gatherings. It will also involve creating a safe space for community members to obtain information and ask questions about the reconciliation and reintegration process.

Prepare communities for reconciliation

Before the reconciliation and reintegration process is implemented, it is important for communities to have discussions about forgiveness, tolerance, and acceptance. The reintegration process will only be successful if communities are prepared to accept low-risk former NSAG members back into the community. Guided by UNDP and IOM, the selected CBOs and local NGOs will support credible local actors to conduct community outreach initiatives to prepare communities, families and other stakeholders for reconciliation with and the reintegration of adult and child low-risk former NSAG associates. At the same time, UNICEF and its implementing partners will prepare the communities and families to receive children and women returning from captivity. Community-led participatory activities in selected communities will support reintegration of boys and girls associated with armed groups. Individual and family support and dialogue to mitigate against the risk of secondary trauma resulting from rejection, stigmatisation and violence by communities and families, and reduce the risk of future radicalization and consequently conflict. They will promote dialogue, develop community activities and establish support mechanisms to prepare and sensitise families, communities and vigilantes for reconciliation and reintegration. As suggested in the Borno State Reconciliation and Reintegration Policy, this will likely include working with religious institutions and leaders to support alternative narratives and inter-faith activities, and craft messages about the importance of tolerance and forgiveness, which will be disseminated through the media, radio broadcasts and call-in shows, preaching in the mosque, etc. In selected communities, it will likely also include setting up discussion forums and town hall meetings so community members feel like they have a voice in the process and a space to discuss their needs in preparing for reconciliation.

3.3.3 Objective 2: Community reconciliation and healing

Objective 2: Increased community healing and reconciliation and decreased sense of injustice
Output 2: Community-level transitional / restorative justice mechanisms are developed

Table 4. Objective 2 Activities

Proposed Activity	Lead Agency
Work with communities to develop transitional and restorative justice mechanisms for community healing and reconciliation	UNDP
Identify and train community members to undertake reconciliation and restorative justice processes	UNDP
Support the conduct of community reconciliation and restorative justice sessions	UNDP
Design and implement community healing activities	UNDP and IOM
Support the community platform to decide on social impact projects as a form of community reparations and incentives for reconciliation	UNDP and IOM

Development and implementation of transitional justice mechanisms

As described in the Borno State Reconciliation and Reintegration Policy, for reintegration to be successful it needs to go hand-in-hand with community-level reconciliation to promote an increased understanding for and acceptance of low-risk former associates and victims. Experience in other countries has also shown that differences can be reconciled and a gradual increase in trust between parties can be achieved by allowing community structures, religious practices, local customs and values to guide the reconciliation process. For example, experience in countries such as Rwanda, Uganda, Mozambique and Sierra Leone shows that cleansing rituals and religious and traditional ceremonies are effective in building trust and promoting reconciliation, and, in the long run, forgiveness.

Therefore, to facilitate reconciliation in communities prior to the reintegration of low-risk former NSAG associates, UNDP and IOM in partnership with selected CBOs and local NGOs will initiate a comprehensive community engagement process during which the team will support the development and strengthening of locally-appropriate reconciliation and transitional/restorative justice mechanisms. The CBOs / NGOs will also be guided to conduct, in partnership with community platforms set up in Objective 1, targeted capacity building efforts related to the development of locally-appropriate transitional/restorative justice mechanisms. The community platforms will decide on the type of reconciliation approach, activities and timelines they would like to implement in their community. Accordingly, support will be provided to platforms to ensure that the chosen approaches adhere to international human rights law and do not reinforce any traditional exclusionary, discriminatory or harmful practices.

Considering the local context and situation, the chosen reconciliation approach may vary across different areas of Borno, Yobe, and Adamawa States. Possible locally-appropriate approaches may include temporary oath taking (restrictive or adjudicative, swearing on the Holy Qur'an), self-exile, dialogue, truth-telling, a public acknowledgement of guilt, denouncing one's crime, asking for forgiveness, or conduct community-prioritised public services through restorative justice mechanisms. A dialogical approach to conflict resolution used by Kanuri in Borno, known as *Sawari* or *Ci kumo ye Duto*, has already been successfully used to reintegrate former Boko Haram members' wives. While these individuals are likely to fall outside of the scope of this project, if not based in the areas the project will operate in, these are important lessons to consider when planning for reconciliation activities in this Action.

Project partners will work with members of these community platforms to ensure that the reconciliation mechanisms are gender and conflict sensitive and will enhance community cohesiveness and victims' healing. Through capacity building in restorative justice principles, approaches and techniques, UNDP will also support community platforms to ensure that justice mechanisms adhere to national and international law and meet the specific needs and rights of juveniles. They will also ensure that the transitional/restorative justice approach at the community level has capacity to absorb the complexity of the victim/perpetrator dynamic, with mechanisms to channel any suspected or known primary perpetrators to the authorities/criminal justice system, potentially via the Human Rights Commission.

UNDP will provide support to the community platforms in carrying out the chosen transitional/restorative justice mechanisms when former low-risk NSAG associates begin reintegrating into the community. This may involve supporting platforms in preparing for and holding community events or dialogue sessions, where activities such as truth-telling, oath taking, and asking for forgiveness can take place.

Finally, reconciliation will only be sustained if "bottom-up" processes, as described here, and "top-down" processes, including efforts towards "political" reconciliation with willing NSAGs to end the violent conflict, take place simultaneously. Therefore, community-level reconciliation and mechanisms to refer

serious perpetrators to the Human Rights Commission will serve as a complement to Federal-led prosecution and other possible formal mechanisms, such as truth commissions and peace commissions (recognizing the limits of prosecution and the heavy burden on the formal courts system). It may also work alongside official Sulhu ‘Courts’ in Islamic communities, if and when they are established. However, whichever formal mechanisms the government may adopt the programme will aim to build strategic alliances with key stakeholders at the federal and state level which will be necessary for wider and sustainable impact.

Community healing activities

UNDP and IOM will work with community platforms to determine the type of broader healing activities that are needed to accompany the transitional / restorative justice process in each community. Depending on the community’s needs, this could take the form of supporting community healing dialogues, providing individual counselling after restorative justice ceremonies, training community “healers” to bring people together, among other activities identified by community platforms.

Identify community-led social impact projects

UNDP and IOM will also support a community reparations approach to addressing grievances. In collaboration with local NGOs and CBOs, they will support community platforms in developing an inclusive decision-making process to select social impact projects that will benefit the whole community as part of community reconciliation incentives. This will enable the achievement of objectives 3 and 4.

3.3.4 Objective 3: Increased Sustainable Alternatives to Violence and Increased Social Cohesion

Objective 3: Sustainable alternatives to violence increased

Output 3.1: Conflict-sensitive community-prioritised livelihoods are created for the most vulnerable, low risk associates and non-state security providers

Output 3.2: Stratified community-led activities increase community cohesiveness and coping mechanisms for the most vulnerable, low risk associates and non-state security providers

Table 5. Objective 3 Activities

Proposed Activity	Lead Agency
Ensure immediate identification, documentation, tracing, and reunification (IDTR) of all child former NSAG/CJTF associates’ families takes place	UNICEF
Support profiling of child former NSAG/CJTF associates for reconciliation and reintegration process	UNICEF
Ensure the provision of community-based (multiple targeting) economic reintegration services for children and adults: Vocational training; Business start-up support; Small grants, cash for work; among others	IOM for adults; UNICEF for children
Support the community to design and implement social impact projects.	IOM / UNICEF / UNDP, depending on the nature of the project
Support provision of community livelihood schemes (loan and savings associations, micro finance schemes, cooperatives creation, value-chain development, etc.)	UNDP

Provide community-based social reintegration services for adults and children: PSS, referral to formal/informal education, medical referrals, among others	IOM for adults; UNICEF for children
Define and support community-level activities to promote cohesion (drama, storytelling, sports, recreation activities, cultural events, arts, among others)	UNDP

Tracing Families and Operationalizing Case Management Systems

IOM and UNICEF will ensure that the immediate identification, documentation, tracing, and reunification (IDTR) of all adult and child former associates' families takes place. They will also strengthen the case management systems (ICRS and CPIMS) that were already set up previously. An important piece of the operationalization is ensuring the inclusion of selected community members in targeted geographic areas in the case management systems. Research indicates that communities view potential reintegration support as “reward” packages for insurgents. To mitigate the community’s perception in targeted geographic areas that perpetrators of the conflict are receiving more than the victims, IOM and UNICEF will ensure that the Action’s conflict-sensitive, multi-targeted approach is properly implemented. Particular care will be paid to the timing and preparedness of people to be placed together, low-risk former NSAG associates and vigilantes in particular. However, evidence from other conflict-affected countries has demonstrated that productively working together can motivate self-initiated reconciliation between former enemies.

Community-based economic and social reintegration

Under this Action, IOM and UNICEF aim to provide ICRS support to adult and child low-risk former NSAG associates. Former associates will be profiled by individuals who receive capacity building trainings from IOM and UNICEF in the use of the ICRS database for adults and CPIMS database for children. The profiling will gather information on individual capacities, past income generating activities, and reintegration needs. Based on the assessment of the profiles and existing opportunities in the communities in targeted geographic areas (informed by the economic, labour market, and service providers assessments conducted during the Inception Phase), IOM and UNICEF will support each case with the development of a tailored reintegration strategy and community-focused workplan. These strategies may include support for education, vocational training, skills and business training, apprenticeships and mentoring, business start-up kits, micro-finance programmes and group-based development services, and referral to income generating opportunities. These activities are currently ongoing for adults with funding under the EU pilot project as well as the UK and Netherlands-funded, and will be expanded under this Action.

IOM and UNICEF will also provide community-based social reintegration services for adults and children. Many low-risk former NSAG associates and victims have experienced trauma as a result of their interactions with the NSAGs and/or prolonged periods of detention. To ensure that these individuals can come to terms with their experiences in a safe environment with trained professionals, they will be provided with PSS services (which have been tested out during the rehabilitation process under the EU DDRR pilot). PSS services may include psychological first aid (PFA), bereavement support, individual and group counselling, support groups, conflict mediation, informal education, sensitisation (e.g. SGBV, life skills, personal hygiene and health), and recreational activities.

As part of individual case management support, former associates, their families and communities will continue to be provided with social reintegration services such as PSS, substance abuse treatment, counselling, formal/informal education, and medical attention / referrals. Services will be implemented by mobile teams or through referral to qualified other actors. Under this Action, the social reintegration activities will take a whole-of-society approach, acknowledging the mental distress among those living in

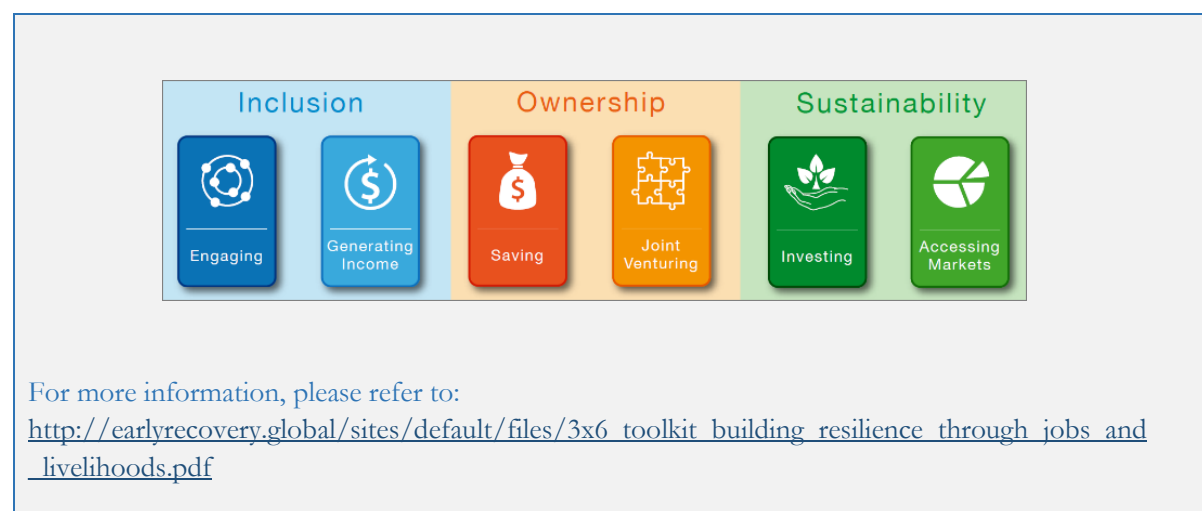
crisis. A particular focus will be on youth, to weaken the potential cycle of trauma-related violence. The Action will link, where relevant, to other EU and donor projects where PSS provision is already in place, or to new activities, for example in education, to include schools in trauma-related service provision. The participating agencies note that there is a strong link between psychological well-being and the ability to obtain and retain work opportunities.

The Action will also seek to leverage opportunities afforded by the wide range of EU and other donor projects with appropriate livelihood components, given the high levels of unemployment and lack of livelihood opportunities, including agricultural, in the North-East in general. Recent evaluations into pilot community cohesion projects in the North-East have demonstrated that livelihood schemes had the single largest beneficial effect on reducing the perception of community problems.

Community livelihoods programming

UNDP will also take the lead in supporting the provision of community livelihood schemes, for example savings and loan associations, micro-finance schemes, creation of cooperatives and value-chain development. Using the “3x6 approach”, emergency employment and development efforts (such as cash for work) will be linked to future sustainable livelihoods and self-employment opportunities. As shown in Figure 5, it consists of three organizing principles (inclusion, ownership, and sustainability) and six fundamental steps (engaging, generating income, saving, joint venturing, investing, and accessing markets), which are implemented in three distinct phases.

Figure 5. Overview of the 3x6 Approach



Community social cohesion activities

The stigma of association with NSAGs affects both men and women and has incentivised narratives of coercion and abduction, rather than address the structural violence in the North-East, the intergenerational breakdown, and the ideological appeal of an anti-state movement. This Action recognises that sustainable reintegration will require a wide range of activities, which will all contribute to building community social cohesiveness, in close and continual consultation with the communities in targeted geographic areas. Community cohesion activities, guided by UNDP in close collaboration with IOM and implemented by local NGOs and CBOs, will complement social impact activities and need to be inclusive of current and former vigilantes and low-risk former NSAG associates as well as community members, particularly the most vulnerable and “at risk”. Project partners will work with the reconciliation and reintegration

committees or platforms to develop and support community-level activities that will promote social cohesion and create inter-community linkages. Activities will be determined by the platforms based on what they think their community needs, but examples may include recreational activities, cultural events, art and drama programs, creation of sports teams and tournaments, storytelling events, etc.

3.3.6 Objective 4: Non-state Security Providers are Disarmed and Demobilised

Objective 4: Non-state security providers are disarmed and demobilised/disengaged
Output 4: Process developed for non-state security providers to be disarmed, demobilised and reintegrated (DDR)

Table 6. Objective 4 Activities

Proposed Activity	Lead Agency
Support profiling of adult and child former associates and CJTF members for reconciliation and reintegration	UNDP
Engage relevant stakeholders in a policy dialogue on community safety and security planning	UNDP
Support the design and implementation of a disarmament, (weapons collection / management) demobilisation and reintegration process for selected CJTF and vigilante groups.	UNDP
Develop a communication strategy dedicated to addressing awareness of SALW in the selected regions.	UNDP
Identify and support state level efforts to regulate producers of artisanal arms.	UNDP
Conduct weapons Registration, Tracing and marking of arms within the project targeted communities in line with ISACS Standards.	UNDP
Conduct training on stockpile management and armoury security for security agencies and vigilante groups within selected communities.	UNDP
Refer adults and children former CJTF / vigilante group members to reconciliation processes and reintegration support	UNDP for adults; UNICEF for children
Ensure inclusion of CJTF component in the DDDR Action Plan	IOM

Security policy research and discussions

As a first step in this intervention area, UNDP will support research as well as policy dialogue at the community, state and federal level on issues of community safety and security, particularly in reference to non-state security providers. This dialogue will address issues related to demobilising non-state security providers, including how to ensure that there is no security vacuum at the community level. Research and dialogue will also look into possibilities for the professionalization of these non-state security providers. In particular, UNDP will support discussions around the possible vetting of non-state security providers, and of whether and how vetted groups or individuals who have not committed grave human rights abuses can be reintegrated, including through professionalization to continue to provide security to communities, should research and dialogue indicate that this is necessary and desired.

This intervention area will require close liaison with security sector transformation and access to justice initiatives that are already ongoing or planned for the North-East. The UK, for example, is planning to support the development of community policing in the North-East. The EUTF's MCN programme has recently developed a number of Community Peace and Safety committees with an ambition to scale up in

other areas of the North-East. It is also supporting the development of Voluntary Policing Sector groups, which include vigilantes. This Action will liaise closely with the MCN project to incorporate lessons learned on non-state security provision. Close consultation will also be required with the authorities and communities in targeted geographic areas on whether a state level mandate needs to be developed outlining the role and oversight mechanisms of non-state security providers until their complete demobilisation is possible.

Weapons registration and Disarmament

In close collaboration with the Presidential Committee on Small Arms (PRESCOM) and the Ministry of Interior, UNDP will support the relevant state-level authorities in developing a communication strategy dedicated to addressing awareness of SALW in the geographic target areas. This strategy will be backed by targeted awareness and sensitization targeted at cross border communities, vigilantes and state security.

In addition, state level efforts to regulate producers of artisanal arms in targeted States will be supported in collaboration with the Presidential Committee on Small Arms (PRESCOM) and the Ministry of Interior. This includes registration, tracing and marking of arms within the project targeted communities in line with ISACS Standards. Where possible, the project will also conduct training on stockpile management and armoury security for security agencies and vigilante groups within selected communities.

DDR for non-state security providers

In consultation with communities and vigilante commanders in targeted geographic areas, UNDP will support the authorities to develop an efficient disarmament and demobilisation process and weapons collection/management system for selected CJTF and vigilante groups, in conjunction with wider community safety and security planning. Partial or entire demobilisation of non-state security providers will only be possible in government-controlled areas given that the insurgency is ongoing. Activities will therefore take place in the same locations as reconciliation and reintegration activities. Activities may need to be staggered in line with security needs; for example, initial activities may be focused more towards vigilante arms control and management than disarmament, depending on the context in each location.

UNDP will encourage the participation of former CJTF and vigilante group members in community-level restorative justice processes, and support their access to reintegration assistance, including through opportunities described in Objectives 2 and 3. Disengagement of children from the CJTF and other vigilante groups will be prioritised. UNICEF will take the lead on channelling children into the case management system and economic and social reintegration programming.

3.3.7 Objective 5: Trust Strengthened between Citizens and Government

Objective 5: “Strengthened trust between citizens and government”

Output 5: Inclusive, responsive and accountable structures to manage DDRR activities are created between and across the various levels of government and communities

Table 7. Objective 5 Activities

Proposed Activity	Lead Agency
Conduct annual community perceptions surveys	IOM

Conduct capacity gap analysis and needs mapping to develop a capacity strengthening plan at the Federal and State level for the successful steering of the DDRR process	IOM
Provide capacity development support as per the plan at the state and federal levels, including establishment of effective communication channels.	UNDP, IOM, and UNICEF
Support coordination and oversight bodies at state and community level.	UNDP
Support relevant government institutions in the conduct of monitoring activities to ensure DDRR interventions are mutually reinforcing	IOM
Support state authorities in the evaluation of DDRR interventions and identification of lessons learned to be shared with other relevant federal and regional bodies	IOM
Conduct workshops on lessons learned with relevant authorities and reconciliation and reintegration committees or platforms	IOM and UNICEF

The Action will support building capable and effective governance structures which will ensure a coherent and coordinated reconciliation and reintegration (RR) process at State and Federal levels under the overall guidance of ONSA. Activities will be aligned with the national DDRR Action Plan and the Borno State Reconciliation and Reintegration Policy. The Action will support the relevant State-level governance bodies in mapping out the reintegration and reconciliation intervention and monitoring activities to ensure they are mutually reinforcing, and results are evaluated for future planning. The overall goal of these efforts is to strengthen citizens' trust in the authorities and to increase state legitimacy. The governance bodies will be supported to share lessons learned with other relevant state, federal and regional bodies.

Strengthen Capacities for the management of the DDRR process

The participating agencies will support the government in conducting a capacity gap analysis and needs assessment to determine the required capacity development, substantive, human resource, logistical and capacity development needs of the relevant government authorities at the Federal, State, and local level, in coordination with other agencies with relevant assessments. Based on this analysis and assessment, the Action will support the development of a Capacity Strengthening Plan, which will outline topics and skills to be covered in workshops and trainings, any **critical** equipment that needs to be provided or refurbished for government counterparts involved in the reconciliation and reintegration process and a plan to support authorities in establishing any government structures necessary to develop and carry out the process. It is envisaged that the majority of support provided will be technical and be at the state and local level.

To support capacity development of Federal authorities, IOM will organise a series of Federal-level workshops to build capacity on oversight, guidance, and support of community-based reconciliation and reintegration. Based on the implementation framework of the national DDRR Action Plan, the workshops will be focussed on building the capacities of relevant national-level ministries, departments, and agencies (MDAs) that are part of the Action Plan's steering committee (Operation Project Team), in relation to supporting state level activities.

At the State and LGA level, the Action will strengthen coordination, oversight, guidance, and support capacities to community level reconciliation and reintegration procedures through a series of workshops and trainings.

Support transparent oversight of the DDRR process

The Action will support relevant government institutions, CBOs and local NGOs in the conduct of monitoring activities to ensure DDRR interventions are mutually reinforcing and in line with key principles guiding the process. Through these measures, the project aims at promoting transparency and gradually

building trust of stakeholders and the general public. In addition to monitoring the implementation of the Action, annual community perception surveys will be conducted to assess their readiness for reintegration and reconciliation.

Aiming at regularly analysing and documenting experiences and lessons, the project will support state authorities in the independent evaluation of DDRR interventions and identification of lessons learned. These lessons will be shared with relevant local, federal and regional stakeholders and will continuously inform the implementation of the Action.

Facilitate interaction between government and communities

To enhance the trust between communities in targeted geographic areas and different government levels, the Action will facilitate regular forums for civil society to interact with the different levels of government, such as town hall meetings, dialogues, and consultations. For example, they may organize regular consultations between civil society, the media, community representatives, traditional and religious leaders, and the governance mechanism established to implement the reconciliation and reintegration process. These interaction platforms will support civil society's ability to participate in the process, ensuring their voice is heard. Furthermore, it is important for civil society to feel like their concerns are taken seriously and are being addressed by the relevant government authorities. Therefore, the participating agencies will develop post-consultation action plans to address key issues coming out of the consultation process.

3.4 Action Sustainability

The Action is fully aligned to Federal and State legislation, policy, programmes and action plans. The Action is a means that helps reduce the current fragmentation of (and provide important good practice and lessons learned for) reconciliation and reintegration processes in North-East Nigeria.

The case management systems for former adult and child low-risk NSAG associates, and CJTF-vigilantes will be housed in the mandated State Ministries. While the role of the lead and partner agencies in setting-up and operationalising the systems will initially be significant, a strong focus will be placed on handing over the systems to the mandated Ministries and their staff which will be successful only with considerable capacity development activities (planned particularly under specific objectives 3 and 5).

The provision of reintegration services will be based, as much as feasible, on the needs and desires of the targeted individual. The ICRS, during the counselling phase (and based on solid opportunity, market and value chain assessments) will place emphasis on ensuring the needs and desires are aligned to existing or future economic opportunities to avoid trained individuals entering into a market where a) their small business will not prosper or b) employment cannot be found.

The efforts to set-up or strengthen reconciliation and reintegration committees or platforms will focus on the needs of the community-based reconciliation and reintegration processes. However, contracted implementing partners will ensure the committees and platforms are trained and supported with a view to decide on social capital and cohesiveness projects and transitional/restorative justice processes.

The social impact projects funded under this Action will be selected by the respective reconciliation and reintegration committees or platforms in close coordination with the Local and State Government.

4. Methodology

4.1 Description of Integrated Approach

Successful implementation of this Action will depend on a well-coordinated and sequenced implementation of activities. Implementation of this Action will be done through an integrated “inter-agency” approach that consists of joint planning, joint implementation and joint M&E. There will be one overall management mechanism, which will be made up of representatives from all three agencies. Lead agencies have been designated for specific areas within the proposal (described in more detail below) and are responsible for conceptual leadership in these areas. These lead agencies have been determined by assessing each agency’s experience in Nigeria and globally, but each agency’s expertise will be drawn on for all components of the Action. All agencies are equal partners with joint strategic decision-making. Additionally, all core and field teams will be integrated, consisting of staff from the three agencies.

This integrated approach is a new way of working on Reconciliation and Reintegration in Nigeria, as well as globally. This can serve as an example of productive agency collaboration, in which multiple agencies bring their areas of expertise and vast experience to the design and implementation of a crucial program. The Action will be stronger as a result of this integrated approach, since together the lead and partner agencies can draw on lessons learned by all three agencies in their work thus far in Nigeria and other relevant contexts. The proposed intervention is in line with the EU's Global Strategy for Foreign and Security Policy of 2016 and will support Nigeria's integrated approach and the Humanitarian-Development,-Peace Nexus work of the EU. This means a broad range of cross-cutting and mutually reinforcing activities will be necessary, in implementation of the Nexus approach to enhance the impact of the EU's current 600 million plus Euro comprehensive support for the North East. The intervention will create multi-sectoral and multi-programmatic synergy where geographically and thematically relevant.

4.2 Management arrangements

4.2.1 Steering Committee

The S2R Steering Committee (SC), based in Abuja, is the Action’s decision-making body and provides strategic leadership and oversight. In particular, the SC:

- Ensures the implementation is in accordance with the objectives, approach and scope of the Action as defined in this document;
- Ensures the Action is implemented in line with EU’s contractual requirements as set out in the present Contribution Agreement;
- Approves proposed strategic and operational changes to Action, based on the dynamic operating environment; and
- Reviews the annual work plans, budgets, quarterly reviews (*or briefings/summaries/updates-as relevant) and annual progress and final reports.

The members of the Steering Committee will be made up of the EU, relevant donors, agencies, and government representatives (including ONSA, Ministry of Budget and National Planning and representatives from Borno, Yobe and Adamawa states). Additional details will be defined in the terms of reference (to be developed during the Inception Phase).

The SC will meet at a minimum twice a year, more if required recognising this is a high risk programme with potential reputational damage to the EU and implementing agencies. The S2R Action manager and his or her team will provide the Secretariat to the Steering Committee.

4.2.2 Technical Committee

The Action will be guided through a Steering Committee that will be based in Abuja and consist of representatives of the EU as the donor of the Action, the Government of Nigeria, and Heads of Agencies. The Steering Committee will be supported by a Technical Committee that will be based in Maiduguri and consist of technical staff of the respective participating agencies. The Technical Committee will:

- Advise the Steering Committee on strategic matters; and
- Regularly interact with the core team to monitor the progress of the Action.

The terms of reference of the Steering Committee and Technical Committee will be developed during the inception phase of the Action.

4.2.3 Implementation arrangements

The rehabilitation, reconciliation and reintegration process in Nigeria is Federally and State-driven and owned. Any references to agency leadership, coordination or responsibility in this and other sections therefore refer solely to the division of labour between the lead and partner agencies' organisations. Whenever feasible, the Action will strive to promote and support community and Local Government leadership in decision-making and implementation.

The arrangements between UNICEF, UNDP and IOM to efficiently and effectively coordinate S2R implementation are as follows:

Type of Activity	Lead Agency
Assessments	Core team
Information campaign	UNICEF
Capacity development	
• Federal	IOM & UNICEF
• State, LGA, Communities	UNDP & UNICEF
Case management (ICRS)	
• Children	UNICEF
• Adult low-risk former NSAG associates	IOM
• Non-state security providers	UNDP
Targeted reintegration services & Individual livelihoods	
• Low-risk former NSAG associates	IOM (adults) & UNICEF (children)

Non-state security providers	UNDP (adults) & UNICEF (children)
Community engagement and support	
Housing rehabilitation & CFW for individual livelihoods	IOM
Rehabilitation/refurbishment of basic social services	UNICEF
Community service infrastructure construction	UNDP
Reconciliation, social cohesion and restorative justice	UNDP & IOM
Community livelihoods support - value chains & cooperatives, VSLAs, micro-credit livelihood schemes	UNDP

All three agencies aim to sub-contract the implementation of some or all activities to local Non-Governmental Organisations (NGOs) and Community-Based Organisations (CBOs). The agencies will budget for capacity development support of the selected NGOs and CBOs.

Subject to EU and Steering Committee approval, the implementation arrangements outlined in this section can be changed to reflect the Government of Nigeria's priorities as well as the dynamic political and operating environment in North-East Nigeria.

4.2.4 Organisational structure and team

The Action will have an indicative integrated core team, located in Maiduguri and led by a Project Coordinator, which will oversee the field-based implementation of the project. It will consist of¹¹:

Position	Agency	Staff Type
Project Coordinator	IOM	International
Monitoring & Evaluation and Reporting Officer	IOM	National
Finance/Admin Officer	IOM	National
ICRS Officer	IOM	International
Reconciliation / Social Cohesion Officer	IOM	National
Senior project Assistant	IOM	National
Driver	IOM	National
Project Assistant	UNDP	National
Community Security / Vigilantes Officer	UNDP	National
Driver	UNDP	National
Reconciliation / Social Cohesion Officer	UNDP	International

¹¹ Agencies will finalize the structure of the core team and Field Teams based on the final budget.

Child Protection Specialist	UNICEF	International
Communication Specialist (awareness raising)	UNICEF	International
Programme Associate	UNICEF	National

Project Coordinator: Carries overall responsibility for the management and implementation of the Action. He or she will be fully dedicated for 33 months of this Action. As such, the salary of the Project Coordinator will be financed entirely through this Action. The Project Coordinator will be recruited by IOM and have a direct reporting line to the IOM DDDR Coordinator (backoffice support), who oversees the entire IOM Nigeria DDDR portfolio.

Monitoring & Evaluation and Reporting Officer: Carries overall responsibility for monitoring, evaluation, and reporting activities related to this Action. He or she will be fully dedicated for 35 months of this Action. As such, the salary of the Monitoring & Evaluation and Reporting Officer will be fully financed through this Action. He or she will be recruited by IOM and have a direct reporting line to the Project Coordinator of this action.

Finance/Admin Officer: Carries overall responsibility for all financial and admin related activities of this Action. He or she will be fully dedicated for 35 months of this Action. As such, the salary of the Finance/Admin Officer will be fully financed through this Action. The Finance/Admin Officer will be recruited by IOM and have a direct reporting line to the Project Coordinator of this Action.

ICRS Officer: Carries overall responsibility for the management and implementation of the ICRS component of this Action, as specified under Outcome 3. He or she will be fully dedicated to this Action. The salary of the ICRS Officer will be fully financed for 32 months of this Action. The ICRS Officer will be recruited by IOM and have a direct reporting line to the Project Coordinator of this Action. He or she will also coordinate activities with the IOM Regional ICRS Manager (backoffice support) who oversees the entire IOM Regional ICRS portfolio.

Reconciliation/Social Cohesion Officer (IOM): Carries overall responsibility for the management and implementation of the IOM-specific reconciliation / social cohesion activities of this Action, as specified under Outcome 1-3. He or she will be fully dedicated for the duration this Action. As such, the salary of the Reconciliation/Social Cohesion Officer will be fully financed through this Action. The Reconciliation/Social Cohesion Officer will be recruited by IOM and have a direct reporting line to the Project Coordinator of this Action. He or she will also coordinate activities with the UNDP Reconciliation/Social Cohesion Officer.

Senior Project Assistant: Provides overall support for the implementation of the Action. He or she will be fully dedicated for the duration of this Action. As such, the salary of the Senior Project Assistant will be fully financed through this Action. He or she will be recruited by IOM and have a direct reporting line to the Project Coordinator of this Action.

Driver: Carries responsibility for transportation by road of the core team of this Action. He or she will be fully dedicated for the duration of this Action. As such, the salary of the driver will be fully financed through this Action. The Driver will be recruited by IOM and have a direct reporting line to the Senior Project Assistant of this Action.

Reconciliation/Social Cohesion Officer (UNDP): In collaboration with other partners, the Officer is responsible for the overall management of the UNDP-specific reconciliation and social cohesion component of the Action. The UNDP Reconciliation/Social Cohesion Officer will work closely with the IOM Reconciliation and Social Cohesion Officer to deliver on the day-to-day activities of the joint Action. He or she will coordinate all UNDP-specific reconciliation/social cohesion activities of the Action, ensuring effective implementation and achievement of all intended outputs and results relating to the UNDP-specific reconciliation and social cohesion component of the Action. S/he is fully dedicated for 30 months of this Action and draws 100% of her/his remunerations and allowances from the Action. The Reconciliation and Social Cohesion Officer will be recruited by UNDP and will be reporting directly to the Project Coordinator of the Action or as may be defined/agreed upon resumption of duty.

Community Security/Vigilante Officer: Carries out all functions and responsibilities related to effective coordination, design and management of all activities relating to community security/vigilante in the Action. He or she liaises with the relevant government authorities, commanders of CJTF/vigilantes and other community stakeholders to design and implement agreed activities in line with the objectives and intended outputs of the Action. The Officer will be recruited by UNDP for 30 months of the Action during which s/he will be 100% dedicated to this Action and as such, the Officer draws his or her salaries and allowances from the Action. He will be reporting directly to the Project Coordinator of the Action or as may be defined upon resumption of office.

Project Assistant: Carries out support functions for the Action and is responsible for all financial, operations and administrative related activities of this Action. He or she will be fully dedicated for 33 months of this Action. As such, the salary of the Project Assistant will be fully financed through this Action. The Project Assistant will be recruited by UNDP and will be reporting directly to the UNDP Reconciliation and Social Cohesion Officer of this Action

Driver: Carries responsibility for transportation by road of the core team of this Action. He or she will be fully dedicated for 30 months of this Action. As such, the salary of the driver will be fully financed through this Action. The Driver will be recruited by UNDP and have a direct reporting line to the Project Assistant of this Action.

Child Protection Specialist: Responsible for overall programme management of the UNICEF-specific activities of the joint action with the support of Chief of Child Protection and Child Protection in Emergencies (CPiE) Manager based in Maiduguri, Borno State. The Child Protection Specialist (CPS) will be the lead programme specialist for Children Associated with Armed Forces and Armed Groups (CAAFAG) and based in Maiduguri. He or she will have responsibility for the day-to-day overall management of the relevant activities with the support of the Communication Specialist and the Programme Associate. The CPS will ensure timely and quality implementation and achievement of the Action targets across all objectives including coordinating with other UN Agencies, grant management and reporting. The CPS will be fully dedicated for 33 months of this Action and he or she will be financed entirely through this Action. The CPS will report directly to Project Coordinator of the Action as well as the CPiE Manager based in Maiduguri, Borno State.

Communication Specialist (awareness raising): Responsible for the implementation of the social reintegration and advocacy component of the Action with the guidance of CPS and CPiE manager. The Communication Specialist will coordinate the advocacy efforts with relevant stakeholders including with the Nigerian Security Forces, State government and ONSA. He or she will also be responsible for coordinating and implementing joint communication and visibility plan developed with the support of the EU. He or she will be fully dedicated for 30 months of this Action.

Programme Associate (PA): Responsible for fund management including fund transfer to implementing partners of this joint Action. He or she will be responsible for budget preparation, procurement of supplies and services in line with UNICEF approved financial procedures including HACT. He or she will have the overall responsibility for all finance-related activities of this Action that are specific to UNICEF. He or she will be partly dedicated (50%) to this Action and part of the salary of the PA will be charged through this Action. The PA will directly report to the CPS.

In addition, **three field-based teams** will implement activities in communities in the targeted geographic areas. Each field team will consist of a field team coordinator (one of each participating agency) and two support staff (two of each participating agency). The field team staff members will have a community engagement profile. The primary responsibility of the field teams will be to ensure that the activities are implemented in a coordinated and coherent manner, either by agency-specific field staff or selected IPs.

In addition, backoffice support will be provided by the following indicative staff members that will be partially funded by this Action:

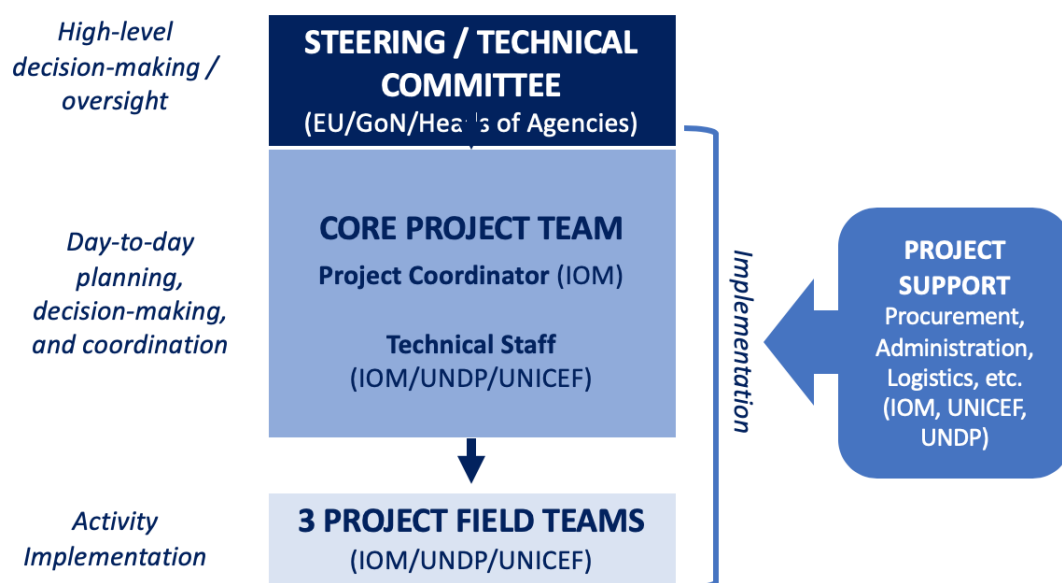
Position	Agency	Staff Type
IOM Chief of Mission	IOM	International
DDRR Coordinator	IOM	International
Programme Officer	IOM	International
DDRR Officer	IOM	International
M&E and Reporting Officer	IOM	International
Regional ICRS Manager	IOM	International
ICRS team	IOM	National
Database Officer	IOM	International
PSS Officer	IOM	International
Project assistant	IOM	National
Project assistant	IOM	National
IOM Nigeria core mission international staff	IOM	International
IOM Nigeria Core mission national staff	IOM	National
RO Brussel Support	IOM	Regional
Procurement Officer Abuja	UNDP	National
Deputy Country Director	UNDP	International

Deputy Country Director	UNDP	International
Head of Sub-Office Maiduguri	UNDP	International
Child Protection manager	UNICEF	International
Child Protection Specialist	UNICEF	International
Child Protection Specialist	UNICEF	International
Child Protection Specialist	UNICEF	International

In order to promote cost efficiency and economies of scales, IOM staff directly working on the project in the project offices will be physically placed in the existing offices and the charging of the actual direct office costs related to their functions (rental of premises, consumables, other office services, etc.), will be based on actual expenditures incurred during the period distributed in proportion to the amount of time spent by the staff on the activities directly linked to the project.

Other office costs will include furniture and computer equipment for 37 staff members, radios, phones and tabs for 53 staff members, two vehicles, per diem for staff travel abroad, within the State, and to Abuja, as well as staff coming from the IOM regional office in Brussels, international air fares and local transportation, office rent and maintenance, consumables/office supplies, communication, electricity and maintenance, security costs, miscellaneous, and vehicle costs, fuel, and maintenance.

Figure 6. Proposed organisational structure



4.3 Risks and risk mitigation measures

The overall risk level is high due to the general volatility of the situation, especially as it relates to security and access in a volatile environment; and the fact that the readiness for communities to engage in reconciliation and reintegration activities is still relatively low. Partner agencies will regularly assess risks and continuously implement a risk mitigation strategy. The donor and programme stakeholders (including communities) will be informed of changes in risks and consulted on mitigation actions. For more details, please refer to the risk identification and mitigation matrix below.

Risks	Risk Level	Mitigation Measures
The security situation is volatile and could delay implementation and activities	High	- An area-based approach will analyse security trends before selection. - Close coordination with the authorities, including the security sector to mitigate risk. - Flexible programming to allow scale up/down of activities and resources in different areas.
Stakeholders (including staff or low-risk associates) are targeted by those within communities resistant to reintegration and/or exposed to traumatic events	High	- Conflict sensitivity analysis of all activities by International Agent. - Regular political economy analysis to inform localised activities. - Monitoring (warning) and reporting mechanisms to be set up. - Appropriate psychosocial support services to be available.
International Organisation's staff targeted by insurgents	Medium	Monitoring and analysis of insurgency tactics and attacks in liaison with security specialist (I)NGOs, relevant community committees, the security sector and government officials.

		• High physical security standards such as compounds, vehicles, communications, including detailed security operating procedures. • Appropriate security training and resource support to any sub-contracted local agencies and high-risk stakeholders.
Insurgents target communities where social cohesion activities begin to reduce their influence or recruitment ability	Medium	• Mechanisms monitoring insurgents influence and trends must be developed to provide timely information to the governance structures, in liaison with security specialist (I)NGOs, relevant community committees, the security sector and government officials.
Misappropriation or misuse of resources	High	• International Organisation to have sufficient methods and resources to ensure efficient monitoring at field level. • Careful selection of sub-contracted agencies. • Appropriate financial and technical capacity building support to any sub-contracted local agencies. • Careful selection of community representatives.
Lack of political engagement or cooperation due to 2019 elections	High	• Wide stakeholder engagement including those in opposition at a variety of levels. • Consolidated peace and stability donor messaging.
Lack of cooperation or engagement by communities	Medium	• Regular political economy and conflict sensitivity analysis¹ to ensure activities are both appropriate and appropriately timed. • Activities to build resilience within the communities, with adequate coping mechanisms initially prioritised. • Careful selection of communities with continual monitoring to adapt activities as necessary.
Recidivism or criminal activity by project beneficiaries	Low	• Staggered approach to ensure support and monitoring mechanisms are in place. • Adaptive iterative programming to allow flexibility of activities in response to ongoing monitoring and analysis.
Sexual exploitation and abuse by (or of) agency staff at post	Low	• Robust and accountable safeguarding mechanisms are in place in the lead agency and all of their international partners. • Appropriate capacity building support to any sub-contracted local agencies to put safeguarding procedures in place, if absent.
Activities have unintended negative consequences or do not meet IHL or HR principles	Low	• All activities must be risk assessed and monitored to ensure human rights violations are not committed or divisions within communities are not exacerbated. • Adaptive programming ensures activities can be halted and amended as necessary.

4.4 Monitoring, reporting and evaluation

4.4.1 Monitoring

The participating agencies (led by IOM) will establish a permanent internal, technical and financial monitoring system for the Action and progress and financial reports. Every report shall provide an accurate

account of implementation of the Action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the log frame matrix (which will be further developed during the Inception Phase). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the Action. The final report, narrative and financial, will cover the entire period of the implementation of the Action.

The EU may undertake additional monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews). All monitoring exercises would be carried out in accordance with Article 10 of the Annex II to the present Contribution Agreement (General Conditions).

4.4.2 Evaluation

Mid-term and final evaluations will be carried out for this Action or its components via independent consultants contracted by the Commission and covered by the Commission outside the scope of the Annex III (Budget of the Action) to the present Contribution Agreement. The mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to a) the adaptive and iterative approach the Action will take to ensure the log frame and results matrix remain valid and b) the nexus approach. The mid-term evaluation report shall be shared with the partner country and other key stakeholders. The EU and Action Steering Committee shall analyse the conclusions and recommendations of the evaluations and, where appropriate, decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the Action.

The final evaluation will be carried out for accountability and learning purposes at various levels, taking into account in particular the fact that the log frame work will be further elaborated during the Inception Phase and after implementation has started on the ground, and there is a need to make sure through the final review that partners have achieved the targets indicated in their log frames. The Commission shall inform the lead agency at least 1 month in advance of the dates foreseen for the evaluation missions. The partner agencies shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the Action premises and activities.

All evaluations would be carried out in accordance with Article 10 of the Annex II to the present Contribution Agreement.

4.4.3 Reporting

Within the annual cycle

- Based on the initial risk analysis, a risk log will be activated in the IOM system and regularly updated by reviewing the external environment that may affect the programme implementation.
- A Programme lessons-learned log will be activated and regularly updated to ensure on-going learning and adaptation by the core and field teams, and to facilitate the preparation of the lessons-learned section in the Annual and Final Reports;
- Other activities as will be stipulated in the Monitoring Plan to be elaborated during the Inception Phase including comprehensive community pre-assessments, client and community perception

surveys for communities in all targeted geographic areas, and following these assessments and surveys programme interventions, identification and implementation monitoring; and

- The progress and final reports to the EU will be prepared in accordance with the standard reporting requirements set in Article 3 of the General Conditions (Annex II to EU-IOM-UNDP-UNICEF Contribution Agreement).

Annually

- On behalf of the participating agencies, an Annual Progress Report will be prepared by IOM and shared with the Action Steering Committee. As a minimum requirement, the Annual Review Report will follow the standard format, covering the whole year with updated information for each of the above elements, as well as a summary of results achieved against pre-defined annual targets and indicators at the output level; lessons learned and
- Based on the above report, an annual programme review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the programme and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be replaced by the final evaluation.

The Participating UN Organisations have agreed to forego any publication of programme documentation on the website of the UN/the Administrative Agent as referred to in several articles of the Memorandum of Understanding due to the circumstances in which this programme is being implemented. This is without prejudice to the Participating UN Organisations' internal rules on publication and the relevant obligations incumbent on the Participating UN Organisations under the EU Agreement funding this joint programme.

Joint Field Visits with Donors

Technical Committee will organise at least one joint field monitoring visit per year, involving representatives from UNICEF, UNDP, IOM as well as EU and government counterparts to:

- Follow progress of the Action activities on the ground and collect practical lessons to guide programme implementation and ensure sharing of experiences through dialogue with key stakeholders and beneficiaries.
- Assess relevance, effectiveness and impact of the reconciliation and reintegration process; and
- Assess the extent to which the Action responds to the Federal, State and local community needs.

4.5 EU Visibility

EU communication and visibility is a legal obligation for all EU funded external Actions. This Action therefore contains communication and visibility measures which shall be based on the specific Action Communication and Visibility Plan.

4.6 Partnership Strategy

The lead and partner agencies will partner with CBOs as much as possible to ensure that the Action has a strong grassroots ownership component. They will also support the development of the committees outlined in the Borno State Reconciliation and Reintegration Policy, including the District Community-

based Reconciliation and Reintegration Committees and the Borno State Community-based Reconciliation and Reintegration Committee. They will facilitate coordination between the Federal and State level, including: ONSA, the Chief of Army Staff, the North-East Development Commission and the Ministry of Budget and National planning at the Federal level; the Governor's office, Ministry of Justice and Ministry of the Interior at the State level; and the Borno State Ministry for Reconstruction, Rehabilitation, and Resettlement.

5. Logical Framework

Please refer to Annex C.

6. DDDR experience and capacities in Nigeria

6.1 IOM experience

Since its first engagement in DDR work in Mozambique in 1992, IOM has developed expertise in the disciplines of DDR and Security Sector Reform, specifically in supporting individual and community needs for socio-economic reintegration in countries such as Colombia, Somalia, Central African Republic, Democratic Republic of Congo, Kyrgyzstan, Serbia, Sierra Leone, South Sudan, Sri Lanka, Mali, Kenya, Bosnia and Herzegovina, Iraq, and Uganda. These operations have assisted thousands of former combatants and their dependents to return to civilian life after many years of conflict and have, as such, contributed to national and regional reconciliation and stabilization.

The DDDR programme in Nigeria was established in early 2017 as part of a regional Lake Chad Basin strategy to address the effects of Boko Haram and Islamic State West Africa. It is focused on supporting the affected governments in strengthening disassociation incentives for individuals who were exposed to violent extremism. The programme has four pillars: 1) Assessment, Context Analysis, and National Planning; 2) Technical 'Upstream' Government Support; 3) Individual Case Management; and 4) Community-Based Reintegration and Reconciliation. IOM is an active member of the Inter-Agency Working Group on DDR and has a strong presence in all affected regions in the North-East through a multitude of projects implemented by more than 400 staff in two sub-offices in Maiduguri, Borno and Yola, Adamawa, and permanent presence in Damaturu, Yobe State.

Under pillar 1, IOM supported the Government of Nigeria develop a National DDDR Action Plan, which was endorsed by the National Security Advisor in August 2018. In January 2019, an Operation Project Team (OPT), comprised of 15 ministries and government agencies, was launched for the overall implementation, monitoring and evaluation of the DDDR Action Plan. IOM will provide support for monitoring and evaluation and organise technical workshops with responsible agencies on the implementation of each Action Plan component.

IOM has been providing technical 'upstream' government support to the two government-run rehabilitation centres for low-risk former NSAG associates and victims in Gombe and Maiduguri. In the OPSC Gombe Centre, IOM has established livelihood facilities and built staff capacities in the delivery of psychosocial support and psychological first aid to improve socio-economic reintegration prospects for programme beneficiaries. Currently, IOM is strengthening the health care facilities at the centre and preparing the deployment of an ICRS team to further strengthen reintegration support. In Bulumkutu Rehabilitation Centre in Maiduguri, IOM has provided direct psychosocial support services and is currently preparing the provision capacity building support. In support of a Government-led profiling, screening,

categorization and referral system, IOM has developed a comprehensive registration and profiling database, which will receive inputs from various field-based data entry points. The first fully operational data centre was established by IOM in the OPSC Gombe Centre.

To strengthen individual case management, IOM provided ICRS support to the first batch of 85 graduates from the OPSC Gombe Centre, including registration and socio-economic profiling, medical screening, family tracing and reunification, individual and family psychosocial and psychological support, business plans counselling, and community awareness raising. IOM will continue to provide ICRS support as the caseload increases. Furthermore, IOM started conducting a labour market assessment in Borno State, as part of the information services that will be provided to ICRS beneficiaries.

To promote community-based reintegration and reconciliation, IOM is piloting a reconciliation process in Gwoza LGA, Borno State, to inform and strengthen future reintegration processes. Support for community-based reintegration and reconciliation will be further strengthened through this Action and other donor-funded projects.

6.2 UNDP experience

UNDP has been a key partner in reintegration / DDR since 1991, supporting national governments and stakeholders in formulating strategies, planning and managing programmes in both mission and non-mission contexts. By 2010, UNDP was supporting reintegration-DDR of ex-combatants with armed forces and groups in 22 countries around the world.

UNDP co-chairs with DPKO the Inter-Agency Working Group (IAWG) on DDR and has played a key role in the development of UN DDR frameworks as well as the concept of reintegration.. Although the UN guidance focuses on DDR in post-conflict contexts, UNDP has also flexibly supported reintegration efforts in conflict-affected contexts over the years. These were notably in Haiti through the joint development of the community violence reduction (CVR)/Community Security (CS) approach with the UN mission, Afghanistan through the Disbandment of Illegal Armed Groups (DIAG) and the Afghanistan Peace and Reintegration Programme (APRP), Somalia through Rule of Law/Youth for Change initiatives and Sudan Darfur Community-Based Reintegration and Stabilisation Programme (DCBRP) and non-mission areas through the Community Stabilisation and Security Programme (C2SP). To offer guidance and support for reintegration practitioners operating in the more protracted conflicts, where armed groups are linked to criminal networks and associated with violent extremism and radicalisation, UNDP has been leading the IAWG in devising new standards for these contexts and creating an integrated reintegration mechanism.

UNDP's Nigeria Country Office has been working with and supporting the Government of Nigeria with its efforts towards national development at all levels since the 1960s. Today, it is managing a total annual programme budget of US\$ 70 million. UNDP initiated its crisis response in North-East Nigeria in 2014 by launching a number of pilot initiatives for early recovery, stabilisation, livelihoods, conflict prevention and peacebuilding, reconciliation and social cohesion. It has worked in close partnership with the Ministry of Reconstruction, Rehabilitation and Resettlement (MRRR) in Borno, and the National/State Emergency Management Agency (NEMA/SEMA) in Adamawa and Yobe, with financial support from the European Union, the Governments of Japan, Germany, Norway, and Switzerland, USAID as well as Nigeria Humanitarian Fund. These pilots since have evolved into a programme for the North-East, with a US\$ 20 million annual budget, consisting of the following initiatives: Integrated Regional Stabilisation of the Lake Chad Basin, Integrated Community Stabilisation in North-East Nigeria, Preventing and responding to

violent extremism in Nigeria (Implemented in all of Nigeria, with a North-East chapter), Conflict Prevention and Peacebuilding programme (Implemented in all of Nigeria, with a North-East chapter) and Sustainable Waste Management and Environmental Protection in Borno State.

In March 2017, UNDP officially established a sub office in Maiduguri, Borno (the epicentre of the Boko haram crisis) coordinating and managing activities in Borno and the rest of the affected States in the North East. Currently, there is a team of six international and 10 national staff working from the office in Maiduguri and implementing UNDP's current activities in the North-East within UNDP Nigeria's overall programme of support on Governance & Peacebuilding; Inclusive Growth and Sustainable Development. With the establishment of this office, UNDP Nigeria has launched an integrated community stabilisation pilot in Ngwom, Mafa LGA and Kimba, Biu LGA. Processes and components described in the present document have been tested in these pilots, with the intention to further develop these into a regional response covering the Lake Chad Basin.

6.3 UNICEF experience

UNICEF is the global lead of the Child Protection Area of Responsibility (CP AoR) and has demonstrated worldwide leadership in supporting child protection actors in humanitarian settings with needs analysis, planning, programming, advocacy and resource mobilization. UNICEF co-chairs the Paris Principles Steering Group with Save the Children and is a member of the Inter-Agency Working Group (IAWG) on DDR. In 2013, UNICEF developed Primero™ an open source software platform that helps humanitarian and development workers manage protection-related data, more coherently and cost-effectively with tools that facilitate case management, incident monitoring and family tracing and reunification. Globally, UNICEF has supported the release of over 52,000 children in the last five years. UNICEF Headquarters co-chairs the Global Coalition for Reintegration with the OSRSG-CAAC, which seeks to mobilize sustained, predictable, and long-term resources for children in armed conflict.

UNICEF Nigeria is the third largest office in the world, with over thirty years of experience building partnerships with government and civil society to implement programmes that promote and protect children's rights throughout the country. Since July 2014, establishing a permanent and growing presence in Maiduguri in 2015 covering Adamawa, Borno and Yobe states. With funding support from the European Union (EU), EU Trust Fund, Swiss Development Fund, the Governments of Japan, Germany, Norway, US, USAID and UNICEF National Committees of Belgium, France, Spain, Swedish SIDA as well as Nigeria Humanitarian Fund, UNICEF's Child Protection in Emergency (CPiE) programme continues to expand both scope and scale of interventions. Support includes: resilience building of children and adolescents; providing community-based protection; psychosocial support services; family tracing and reunification or alternative care support for children separated from their families and social reintegration services to children released from non-state armed forces and groups as well as for survivors of conflict-related sexual violence. UNICEF also co-chairs the CTFMR with the Resident Coordinator to monitor and report on grave violations against children in line with UN Security Council resolutions on children and armed conflict, documenting of 1,288 incidents of killing and maiming, affecting 12,609 children (4,063 boys, 2,938 girls and 5608 of unknown sex) between 2015 – 2018, as well as provision of awareness and messages on dangers of landmines and improvised explosive devices.

UNICEF's CPiE programme is now operational across north-east Nigeria, largely focusing on 17 LGAs in Borno State, with plans to further expand geographic coverage in coming years to reach vulnerable and at-risk children in newly accessible LGAs. Since April 2017, UNICEF and the Nigerian Chief of Army Staff (COAS) have been engaged in high-level advocacy to reach an agreement to reduce the timeframe for the handover children captured and held in military detention on allegations of association with Boko Haram,

from currently stated six months to 72 hours, to civilian authorities to facilitate their safe returns and reintegration to their communities. While agreement has not been reached to date, sustained advocacy has resulted in the release of 1,162 children (743 boys, 419 girls) in 2017 and 2018.

In September 2017, UNICEF, in partnership with Borno State Ministry of Justice, signed an Action Plan with CJTF to put in place measures to end and prevent the recruitment and use of children by CJTF within 12 months. Under the signed Action Plan, UNICEF commits to provide financial and technical resources to support CJTF and Borno State government to implement the Action Plan, including: capacity building of CJTF on child rights and child protection; facilitating the release and reintegration of children associated with CJTF; monitoring and reporting the UN Security Council on compliance of CJTF with the provisions of the Action Plan, among others. To date 833 children (including, 139 girls) separated from the file and ranks of CJTF.

UNICEF is also supporting the Borno State Ministry of Women Affairs and Social Development to manage a transit centre for women and children exiting military detention, and survivors of physical and sexual violence, to support their return and reintegration into their communities. The centre has so far received 1,902 children and women released from administrative military detention since September 2016, this includes 1,587 children (971 boys, 616 girls) and 315 women. It continues to serve a critical role as ‘convergence hub’ for service delivery to women and children affected by conflict.

7. Definitions of Key Terms and Concepts

Boko Haram. Also known as Jama’atu Ahlus Sunnah Lidda’awati wal Jihad (JAS) or Islamic State in West Africa (ISWA), is a term commonly used to refer to the network of violent extremist cells, originally founded by Mohammed Yusuf, responsible for the insurgency in the North East of Nigeria, as well as scores of terrorist acts across the country and West Africa. “Boko Haram” is not a homogenous group. In this Action, therefore, the various factions of Boko Haram and other armed groups, are referred to as **“Non-State Armed Groups (NSAGs)”**.

Non-State Armed Group associates. In the context of screening, prosecution, rehabilitation and reintegration, it is critical to note that the term **“associate”, “association”** or **“associated to”** is used broadly to mean **all persons** (regardless of actual age, relationship, gender etc.) whom the Federal and State authorities have some responsibility or authority over (i.e. through custody or otherwise), and whom the authorities believe had some contact with an NSAG without presuming or prejudging the nature of their relationship to the armed group in question¹².

Screening. Screening refers to the initial process of determining the main profile of a person associated with an armed ‘terrorist’ group in the custody of authorities to recommend a particular treatment, such as detention for further prosecutor investigation, centre-based rehabilitation or reintegration back into communities.

Prosecution. Prosecution is the act of officially accusing someone of committing an illegal act by bringing a case against that person in a court of law¹³.

¹² In this respect, the term should be distinguished from usage in the context of Disarmament, Demobilization and Reintegration (DDR), where it applies only to persons involved with the armed force or group in a support capacity, including family members (versus a person who had a combat role).

¹³ There is a prima facie obligation to consider prosecution (i.e. “bringing terrorists to justice” in SCR 1373, SCR 2178, SCR 2396). Therefore, reintegration projects shall recognise this obligation and ensure its adherence to relevant legal frameworks while ensuring that reintegration needs are addressed early and contextually. Where

Rehabilitation. The set of measures undertaken in a prison or detention-like conditions and centres aimed to support the transition from being associated with NSAGs to a citizen of the community, abandoning the use of violent means to achieve change, generating income to cater for families' needs and avoiding recidivism. Rehabilitation interventions can also be supported or continued at the community level, through reintegration programmes.

Reconciliation. There is no universally accepted definition of reconciliation. There is some agreement on that it entails a complex set of processes that involve building or rebuilding relationships, often in the aftermath of massive and widespread human rights violations. It can occur at the individual, interpersonal, socio-political, and institutional levels and be described as “incipient” if it is based on coexistence with little or no trust, respect and shared values, or “consolidated” if it is based on the restoration of dignity, reversing structural causes of marginalization and discrimination, and restoring victims to their position as right bearers and citizens. In the context of this Action the following considerations are relevant:

- Reconciliation is a process, not an end-state - The primary emphasis of reconciliation should be as a process of relationship-building. Such de-emphasis of reconciliation as an end-state of harmonious existence avoids the risks of raising unreal expectations of harmony and perfect peace, and of putting pressure, especially on victims, to forgive for the sake of peace.
- Reconciliation and forgiveness - At the interpersonal level, a fuller and a more profound process of reconciliation is possible, which involves emotional interaction, and which may indeed lead to a meaningful end-state of a wholly reconciled and harmonious relationship. If this involves forgiveness, it is bestowed as the unforced gift of a victim, earned by the offender, and its timing is in the control of the victim.
- “Political” reconciliation - At the broader societal or political level, what is required is a more pragmatic, and less ambitious, process involving the development of effective working relations: “political reconciliation.” This does not require forgiveness or mutual love. It begins as grudging coexistence and, by gradually nurturing basic respect both for new institutions and for former enemies, aims to develop the habits of operating the shared processes and institutions of society and politics.
- Reconciliation and justice are not oppositional. Instead, justice is a core – perhaps, even the core – dimension of reconciliation, along with truth-seeking, healing, reparations and development. If justice is defined multidimensionally, to include not only crime-and-punishment but also the restoration of broken relationships and the underpinning of equality of treatment, of fairness, of access, of the rule of consensual law, then it is possible to relocate the so-called trade-off between reconciliation and justice as a less problematic calculus between different (and complementary) aspects of justice.
- Bottom-up and top-down! Bottom-up, “cultural” reconciliation processes operate at the small-scale interpersonal or grass-roots level, and have a complementary relationship to top-down, “structural” processes which take place within, and based on, the legitimacy of state-wide institutions. The complementarity between the two is essential and suggests that their interaction, rather than their merely parallel existence, might enhance the strength of both. Their interface can only be located in civil society.

Transitional Justice. Comprises the full range of processes and mechanism associated with a society's attempts to come to terms with a legacy of large-scale past abuses, to ensure accountability, serve justice and achieve reconciliation. These may include both judicial and non-judicial mechanisms, with differing

appropriate, projects may look beyond prosecution to explore transitional justice approaches, including informal justice systems such as indigenous courts and councils of elders.

levels of international involvement (or none at all) and individual prosecutions, reparations, truth-seeking, institutional reform, vetting and dismissals, or a combination thereof.

Reintegration. The set of economic, social, psychosocial/health, security measures undertaken at the community level, aimed to support those formerly associated with an armed ‘terrorist’ group to re-join their families or communities, becoming a member of society and a citizen and, gaining sustainable employment and income. Participants in reintegration programmes can be: surrendees, persons captured and or victimised or abducted, and family members (or dependents). Among these may be: children, women, youth, foreign fighters, and former detainees or prisoners¹⁴.

Community-based reintegration. In general, community-based reintegration programmes have the following components:

- Multiple targeting - Simultaneously targets individual low-risk former NSAG associates and members of their communities of return;
- low-risk former NSAG associates engage in socio-economic activities that benefit the community as a whole; and
- Area-based approaches where the whole community (instead of specific groups) is targeted (for example, with the (social impact projects, value chain and marketing support for community products)

Child reintegration. Securing the political, legal, economic and social conditions needed for children to maintain life, livelihood and dignity and ensuring that children can access their rights, including formal and non-formal education, family unity, dignified livelihoods and safety from harm. Special attention will be paid to girls particularly those who may have been survivors of conflict-related sexual violence.

Terrorism. There is no universally agreed definition of terrorism. The United Nations Security Council Resolution 1566 (2004) defines terrorism as: “Criminal acts, including against civilians, committed with the intent to cause death or serious bodily injury, or taking of hostages, with the purpose to provoke a state of terror in the general public or in a group of persons or particular persons, intimidate a population or compel a government or an international organisation to do or to abstain from doing any act.”

Violent extremism. There is no universally accepted definition of the term violent extremism. The term has most often been used to refer to the beliefs and actions of people who support or use ideologically motivated violence to further social, economic, or political objectives. The drivers of violent extremism are complex and multifaceted, shaped by “push factors” or conditions/contexts conducive to violent extremism and “pull factors” or pathways to radicalisation. Conditions/contexts conducive to violent extremism range from i) lack of socioeconomic opportunities; ii) marginalisation and discrimination; iii) poor (local and national) governance, violations of human rights and the rule of law; and iv) prolonged and unresolved conflicts. Pathways to radicalisation are shaped by several factors: i) individual backgrounds and

¹⁴ The term ‘reintegration’ as an all-encompassing term embraces all the different terms used by post-conflict DDR programmes around the world: ‘rehabilitation’, ‘resettlement’, ‘return’ and sometimes also ‘reconciliation’. More recently, the term ‘reintegration’ has also been used in preventing violent extremism strategies to support the reintegration of ‘former extremists’. In the international counter-terrorism framework, ‘reintegration’ is part of a comprehensive approach, including prosecution, rehabilitation and reintegration. There is a prima facie obligation to consider prosecution (i.e. bringing terrorists to justice” in SCR 1373, SCR 2178, SCR 2396). Therefore, reintegration projects shall recognise this obligation and ensure its adherence to relevant legal frameworks while ensuring that reintegration needs are addressed early and contextually. Where appropriate, projects may look beyond prosecution to explore transitional justice approaches, including informal justice systems such as indigenous courts and councils of elders.

motivations; ii) collective grievances and victimisation; iii) distortion and misuse of beliefs, political ideologies and ethnic and cultural differences; and iv) leadership and social networks.

Countering Violent Extremism and Preventing Violent Extremism. Although the terms Countering Violent Extremism (CVE) and Preventing Violent Extremism (PVE) are often used interchangeably, CVE is mostly used to refer to reducing terrorist threats through non-coercive approaches mainly on opposing the activities of existing violent extremists. On the other hand, PVE also includes preventative measures, such as tackling push and pull factors and often also comprises reintegration initiatives. In the United Nations, the term violent extremism has always been qualified by ‘as and when conducive to terrorism’.

Radicalisation (to violent extremism and terrorism). There is no universally accepted definition of radicalisation. The concept is often unclear, ambiguous and cannot be understood on its own. As an ideology, radicalism challenges the legitimacy of established norms and policies, but it does not, in itself, lead to violence or terrorism. Radicalism can, and often does, refer to a diverse range of people who are working for legitimate causes in their communities. It is also commonly accepted that there is no single driver of radicalisation. Radicalization does not equate with terrorism, but the terms violent radicalisation or religious radicalisation have become commonly used in the contexts of terrorism. In this context, the phrase radicalisation to terrorism and violent extremism has been introduced.

Disengagement (from violent extremism and terrorism). Disengagement refers to a behavioural change, such as leaving a group or changing one’s role within it. It does not necessitate a change in values or ideals but requires relinquishing the objective of achieving change through violence. A person who disengages is not necessarily radicalised (as can be the case, for example, of a person who was abducted by a terrorist group) or de-radicalised (i.e. while the person no longer engages in violent behaviour, he or she still believes in the ideology of the terrorist group he or she belonged to).

De-radicalisation (from violent extremism and terrorism). De-radicalisation centres around giving up or softening of an individual’s ideology and involves cognitive changes, i.e. a fundamental change in understanding. In practice, de-radicalisation programmes target radicalised individuals at different stages of the extremist “life cycle”: immediately before joining a group or network, as active members, or following their exit. There is no evidence so far of the effectiveness of the so-called ‘de-radicalisation’ programmes. Research indicates results are possible if ex-combatants receive support to abandon violent means to achieve change and are provided with alternative means to engage in political, social and economic transformation.

Psychosocial Support (PSS). PSS is a range of activities and interventions that aim to promote and support the mental and emotional well-being of individuals, families and communities and to help them build and maintain their self-esteem and reinforce resilience.