

Project Title: The UN Offer to Support the Federal and State Government in the Implementation of the Borno Model in the Northeast of Nigeria

Project Number:

Implementing Partner: UNDP Direct Implementation (DIM)

Start Date: 12 October 2023

End Date: 12 October 2028

PAC Meeting date:

Brief Description

Since 2021, the North-East of Nigeria started witnessing a large-scale exit of individuals from areas controlled in one way or another to Jama'atu Ahlis Sunna Lidda'awati Wal-Jihad (JAS) and Islamic State of West Africa Province (ISWAP), the two main insurgency groups operating in the sub-region, also referred together as Boko Haram. The situation this has created is unprecedented and managing this sudden mass of exit of individuals Boko Haram comes with many challenges and risks. In January 2023, the State Government of Borno reported that over 93,000 individuals consisting of fighters and their families, famers and their families and others classified by the authorities as "minors, GBV victims, widows, unaccompanied and separated children" have voluntarily exited areas controlled by Boko Haram and handed themselves to authorities in Borno State. The trend remaining, a trajectory of the number of individuals exiting the areas of influence was estimated to reach over 120,000 and more through the next few months. As more and more choose the exit pathway, more territory is coming back to the authorities. The mass exits, unprecedented in scale and nature in the decades long conflict is created significant challenges linked to management of all that are under the authority of government. At the same time, it presents significant opportunities that need to be capitalized on, to change the evolution of the longstanding conflict.

The programme seeks to support the Federal and State Government response rapidly and urgently to the growing challenges of operationalizing an effective rights-based system of receiving, providing temporary care, processing and treatment of exits; supporting community-based social and economic reintegration initiatives, entrenching conflict and crime prevention, transitional justice, a victim-centered approach, peacebuilding and sustainable peace interventions and catalysing release of weapons and removal of remnants of war/conflict. If effectively managed, supported and operationalized, the project would make significant impact on this phase of the conflict potentially catalysing more exits, expanding and extending opportunities at the community level which also break the radicalization pathways, deepen public trust in institutions of governance, while advancing options for accountability for victims following the longstanding effects of the conflict.

Contributing Outcome United Nations Sustainable Development Cooperation Framework (UNSDCF 2023-2027): Outcome 4.1; Outcome 4.2; Outcome 4.3

Key Programme Area: Crisis Prevention and Recovery

Indicative Output(s) with gender marker:

Output 1: Systems and capacities for strategic communications strengthened [GEN2];

Output 2: Technical capacities and logistics for child protection at reception strengthened [GEN2];

Output 3: Systems for screening, categorization and referral pathways for the handling and treatment of formerly associated persons strengthened [GEN2];

Output 4: Institutions and community systems and capacities for rehabilitation of formerly associated persons strengthened and functional [GEN2];

Output 5: Community-sensitive political, economic, social reintegration of persons formerly associated with armed groups is enhanced;

Output 6: Reconciliation, healing and accountability for long-term peace and stability strengthened [GEN2].

Total resources required:	
Total resources allocated:	
UN	
Government	
Donor	
In-Kind	

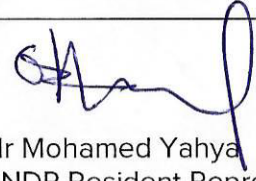
Government of Nigeria	UNDP
 Senator Abubakar Atiku Bagudu CON Honourable Minister of Budget and Economic Planning	 Mr Mohamed Yahya UNDP Resident Representative in Nigeria
Date: 31/10/23	Date: 18/11/2023

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Acronyms:

BSG	Borno State Government
CJTF	Civilian Joint Task Force
GBV	Gender Based Violence
ISWAP	Islamic State of West Africa Province
LCBC	Lake Chad Basin Commission
IOM	International Organisation for Migration
LGA	Local Government Authority
JAS	<i>Jama'atu Ahlis Sunna Lidda'awati Wal-Jihad</i>
JIC	Joint Investigation centre
JCTF	Civilian Joint Task Force
OPSC	Operation Safe Corridor
PUNOs	Participating United Nations Organizations
SEA	Sexual Exploitation and Abuse
SH	Sexual Health
SGBV	Sexual and Gender Based Violence
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime

I. DEVELOPMENT CHALLENGE

Insecurity and conflict in the North-East of Nigeria, linked to the insurgency have persisted since 2010 and are a critical challenge to the stability of the region in specific and the country in particular. The overarching effects, whether immediate, secondary, or long-lasting, visible or hidden are many and multifaceted. The more protracted the challenge of the conflict, the more time it would take to address the immediate and longer-term needs of the population effectively. The 2022 Humanitarian Response Plan summarized that the totality of the population in need was over 8 million coming into the 13th year of the conflict. Of this population, over 2.2 million remained internally displaced. Additionally, over 200,000 were living as refugees across the three Lake Chad Basin Countries. While close to 4 million community members remained vulnerable and fragile, similarly requiring significant attention.

A more visible effect of the conflict is its level of destruction on infrastructure, whether those providing basic services or government functions, or shelter for the communities. To be able to influence planning and the socio-economic recovery agenda, federal and state institutions completed assessments that have sought to examine and quantify the level of destruction.

In mid 2021, the North-East of Nigeria started witnessing a large-scale exit of individuals from areas controlled in one way or another by *Jama'atu Ahlis Sunna Lidda'awati Wal-Jihad* (JAS) and Islamic State of West Africa Province (ISWAP), the two main insurgency groups operating in the sub-region, also referred together as Boko Haram. The situation this has created is unprecedented and managing this sudden mass of exits comes not only with many challenges and risks but also brings opportunities for building back better, improved security and conflict transformation, stabilisation and deepening human development.

Voluntary exits and capture via military operations have been ongoing throughout the conflict recorded beyond the borders of Nigeria, with the largest number of over 1,200 having been recorded in Cameroon. However, the mass exits, and the additionally significant sizeable exit of combatants remains at a scale not previously witnessed as from August-September 2021, but more spontaneously in recent times. The largest numbers of exits have been happening in Borno State considering also the State has been the epicentre of the crisis. The State Government of Borno has reported that over 93,000¹ individuals consisting of fighters, their families, farmers and their families and others classified by the authorities as “minors, GBV victims, widows, unaccompanied and separated children” have voluntarily surrendered themselves to authorities in Borno State. The trend remaining, a trajectory of the number of formal surrenders was estimated to reach over 120,000² and more through the next few months. Clusters of young men, women, children and other individuals from areas controlled by the insurgency continuing to present themselves to authorities in “entry points” in Bama, Gwoza, Mafa, Monguno, Konduga, Ngala, Marte and other locations on the fringes of the Sambisa Forest, in the hinterlands and also along the shores of the Lake Chad.

In 2022, Nigeria has experienced the worst flooding in a decade with more than 3.2 million people affected in 34 of Nigeria's 36 states. Flooding has forced 1.4 million people to flee their homes, adding to the already high levels of displacement in the country. Over 300,000 homes have been destroyed or damaged, creating a shelter crisis for hundreds of thousands of people. The flooding is projected to have a devastating impact on food security.³

From the foregoing, there are a variety of factors that are key to the unfolding situation. Nonetheless, these three factors – (i) the sustained response by the military and the civilian security actors gradually regaining territorial control across the communities of Borno State, (ii) the Borno State Government's energetic community-based reconciliation approach supported by the United Nations agencies and development partners and, (iii) the deaths of the leaders of the two insurgent groups – have provided some significant contributory factors to the never-before-seen mass exits from the insurgent groups, (iv) Ongoing peacebuilding projects in Northeast that have significantly supported and strengthened the Nigeria government capacity in its prevention and response efforts to disengagement.

¹ November 2022, Borno State Government

² Borno State October 2022 estimates

³ <https://reports.unocha.org/en/country/nigeria/> updated 19th Dec 2022

Development Challenges Addressed by the Borno Model for Integrated Management of the Mass Exits

To respond to the phenomenon of the Mass Exits the State Government developed the Borno Model for Integrated Management of the Mass Exits. The Borno Model is a state-led programme that contributes to and is supported by a variety of state policies and programs and operates on the premise of five key processes, from reception to release, reintegration and reconciliation or further treatment, including investigation and potential prosecution. The model applies a set of processes, institutions, and structures to manage the immediate and long-standing issues emanating from the mass exits. The Model is aligned with the State Government's vision for long-term development and foresight on peace and security and its sustained efforts to address the crisis, stabilize the region, and build peace in the mid and long-term. Appropriately, managed, supported and well-coordinated approaches (at the federal and state levels, and with international partners) can create significant contributions to a larger and longstanding stabilization, recovery, peacebuilding and development agenda which can offer significant dividends for the sub-region and Nigeria in the long-run.

The exits represent a unique opportunity, but also come with major challenges, which the Borno State Government seeks to navigate with the Borno Model and support from the international community. These challenges include:

a. An effective system of receiving, processing and treatment of exits:

A key challenge is how to strengthen the Borno Model in order to ensure rapid evolution of processes, systems, tools and procedures and institutional arrangements to manage the caseloads of persons exiting the insurgent groups effectively, and systematically.

b. Entrenching conflict and crime prevention, peacebuilding and sustainable peace:

Even before the onset of conflict, citizen trust in formal security forces had reduced due to perceived corruption, inefficiency, and weak accountability. Insufficient coordination between security actors often resulted in delayed and heavy-handed responses to local security threats—a problem not unique to the northeast, but prevalent across Nigeria.

The insurgency exacerbated these challenges. The military's efforts in protecting civilians in the early years of the conflict generated resentment. Some communities accused security forces of targeting the population, collaborating with the insurgents, and prolonging the fighting for financial gain. As Boko Haram has been pushed back, relations between citizens and security forces have improved.

c. Release of weapons and removal of remnants of the conflict:

As the first waves of mass exits started happening in 2021, the community is noted as having expressed apprehension with regard to 'surrender without arms'. Additionally, regular reports demonstrate incidents of explosions and related accidents as people and animals trigger detonations of unexploded ordinances out in locations that have previously been centers of the conflict. An effective system of encouraging exits with weapons and information on locations where weapons might have been intentionally left by those exiting the conflict remains an important dimension for successful progress in respect to the conflict. It is also necessary to prevent movement of these weapons to other parts of the country (some of which are already faced with the increasing challenges of organized crimes and banditry), as well as to other countries in the sub-region.

d. Managing the mass exit – capitalizing on the opportunity:

Different analyses of conflict trends in North-east Nigeria, shows the conflict incidences changes over the years. It also reinforces the criticality of this moment in this protracted conflict, and the significant opportunity presented as a potential tipping point for this conflict as previously analysed by the Institute for Security Studies⁴ that needs to be capitalized upon, with speed and a systematic process of the interrelated dimensions, building on the increased confidence for departures by formerly associated persons and more significantly recorded increases in the mass exits by those previously subscribing to the ISWAP faction. These exits continue to be witnessed to date.

Sustaining the momentum of these exits presents several major challenges. On one hand, the processing, management and proffering rehabilitation⁵ of persons who have exited, and reintegration of those needing to be released into communities, and on the other hand, doing so amidst an ongoing conflict, an internal displacement situation and significant intergenerational grievances stemming from the protracted conflict is essential for

⁴ <https://issafrica.org/iss-today/boko-haram-desertions-could-be-the-tipping-point>
Accessed 10 October 2022

⁵ Aligned to, in compliance with, and in accordance with various United Nations Security Council Resolutions on the LCB terrorism issue

peacebuilding. The immediate response to the mass exit situation with sustainable solutions presents an opportunity through which the other key outstanding challenges can be mutually responded to including as one of a variety of solutions to a set of durable solutions to internal displacement.⁶

e. The legal status of persons associated with Boko Haram

The Borno Model will need to reconcile its reintegration and justice efforts with the latest Nigerian Terrorism (Prevention and Prohibition) Act of 2022 which criminalizes “support” in very broad terms.⁷ Membership, undefined by the Act, is also a crime and subject to the same minimum punishment of twenty years in prison. The Federal Act of 2022 implies that those associated with Boko Haram, including those who collaborated with Boko Haram while their village was occupied by the group, committed a criminal offence and should – under domestic criminal law – be “brought to justice”. This sweeping categorization of those who are considered in need of justice may undermine the approach and implementation of the Borno Model itself.

In this context, the UN’s Normative Counter Terrorism Framework, the Screening Prosecution Rehabilitation and Reintegration (SPRR) Guidelines, could be leveraged for the Borno Model implementation to ensure that all persons returning from designated terrorist organization undergo screening to determine their innocence or if they have a *prima facie* case.

f. Remaining uncertainties on the legal status of persons in rehabilitation and integrated centres

The legal framework for participation could be clarified in such a way that either participation in the rehabilitation programme is voluntary and does not constitute arbitrary detention in accordance with human rights principles or that the detention is carried out in accordance with IHL principles, particularly those related to humane treatment, due process, and the rights of detainees. The process and duration of the detention must be clearly defined by the State as an alternative to prosecution or prison for persons identified as being suitable candidates for such a programme.

g. Addressing the gaps in community-based approaches to sexual and gender-based violence (SGBV) prevention, risk mitigation and response:

The risk of SGBV in conflict context such as the North-East, is exacerbated by several factors. These include breakdown of family and community support systems; the presence of armed forces or combatants in displaced settlements; weak legal systems and law enforcement; abuse of power by individuals in positions of authority; laws and practices that reinforce gender discrimination; inadequate access to shelter, food, water, and fuel; and inadequate access to livelihood opportunities. The issue of pregnant women in the transit camps is also a challenge for the reintegration process.

Reference to a five-year period, (2018-2022) as documented by the GBV Area of Responsibility that women and girls are disproportionately affected by the crisis in the North-East, and girls and boys are at risk of sexual exploitation, abuse or violence by persons who care for or have unhindered access to them, including in schools.

In 2021, 98% of the reported incidents of GBV were perpetrated against female survivors and 2% against males across Adamawa, Borno, and Yobe state, with 81% of incidents of GBV perpetrated against adults (over the age of 18) and 19% against children (below the age of 18 years) compared to 2020 where, 99% of the reported incidents of GBV were perpetrated against females survivors across Adamawa, Borno, and Yobe states, with 80% of incidents of GBV perpetrated against adults over the age of 18 and 20% against children (below the age of 18 years).

Similarly, the GBV 2022 annual report data suggests 24% of the incidents of Rape or sexual assault occur while the survivor was being trafficked, forced into conscription, held against their will, abducted, or kidnapped. Incidents of sexual violence (rape and sexual assault) were reported in Yobe (38%), Borno (24%), and the Adamawa (3%). According to the 2022 Adamawa State Multisectoral Rapid Needs Assessment done by the Protection Sector, as a result of the Cameroonian Refugee Influx in December 2022, 80% of adolescent girls and 60% of women

⁶ UN and Government of Nigeria Draft Compact on Durable solutions.

⁷ Article 13 provides that “A person who knowingly and directly or indirectly, solicits or renders support to -

(b) to a terrorist group, commits an offence, and is liable on conviction to imprisonment for a term of at least 20 years and up to a maximum of life imprisonment. “support” includes— (b) receiving or providing material assistance, training, transportation, false documentation or identification to a terrorist or terrorist group; (c) receiving or providing information or moral assistance to a terrorist act or terrorist group, including invitation to adhere to a terrorist or terrorist group;”.

identified sexual violence and domestic violence as the most significant safety and security concern.

Under-reporting of SGBV is often a serious issue. Survivors may not speak out because they are ashamed, stigmatized, blame themselves, fear reprisals or re-victimization, or mistrust the authorities. As a result, survivors may not make use of services to which they are entitled. The difficult social and economic conditions that people experience during displacement may drive women, boys or girls to adopt negative coping strategies, such as survival sex.

Borno State Government Response to the Mass Exits – Integrated Borno Model

The Borno State Government has developed and is implementing the ‘Borno Model’ – a state-led programme for the management of those that have exited the insurgency. The model encompasses five phases from reception to release, or further treatment - investigation and potential prosecution of individuals based on case management in rehabilitation centres. Here, the individuals receive rehabilitation services in parallel to the screening and verification process. The model sets out to apply a set of processes, institutions and structures (facilities, supportive infrastructure and services) that will enable it to effectively manage the immediate as well as the longstanding issues emanating from the mass exits.

Presently, a large share of persons categorized as leaving the insurgency are received at the LGA level, in military garrisons, then transported to Maiduguri, where they are managed at three centers Hajj Camp; Bulumkutu and Shokari Transitional centers. Key services are provided to these individuals once they are received in Maiduguri, include provision of clothing, food, water and sanitation services, health services and social reorientation services through traditional and religious leaders (Bulamas and Ulamas). An underlying reason for managing all those that are in the authority of government in three locations. is also their safety and security as they remain vulnerable to attacks following their desertion. The significantly high numbers of those exiting on a daily basis and the size of the current facilities means that they are stretched beyond their capacity. Their ability to provide services and protection focusing on key populations especially children and women remains critically challenged.

Related Ongoing Support:

UNDP, IOM, UNICEF, UNODC have been supporting reconciliation and reintegration efforts of the Borno State government through its various structures. In partnership with civil society organisations interim care support services for children and women exiting armed groups including those released from detention by the military, have been provided as part of 3 different programmatic intervention areas:

1. Supporting Criminal Justice Responses to Terrorism and Violent Extremism with Respect for the Rule of Law, to strengthen Nigeria’s capacity to address terrorism and violent extremism by rendering investigation, prosecution, and adjudication of terrorism-related offences more effective and accountable.
2. Support to Interim Care, Family Tracing and Reunification services for children and women released from detention and those encountered during military operations, including those exiting armed groups. Other components of the programme include Reconciliation and Reintegration of children and women, former Armed Non-State Combatants and Boko Haram Associates (S2R) in line with international standards on human rights to improve community-driven reintegration and reconciliation in Borno, Yobe and Adamawa (BAY) States. Its focus was mainly on the other caseloads of the programme that include those leaving the Operation Safe Corridor rehabilitation and deradicalization process with direct reintegration support as well as for communities in locations of their reintegration. It also included transitional justice components for children focusing on protection and reconciliation through community dialogue and restorative justice activities.
3. The Nigeria Window of the Regional Stabilization Facility (RSF) for the Lake Chad Basin – Nigeria Window providing immediate technical support to design and implement the Borno Model.

II. STRATEGY

To address the challenges of responding to the mass exits of individuals formerly associated with the insurgency and those affected by it, Borno State has invited UN agencies to support the Government as one system. No agency can respond alone to all these challenges. This programme constitutes a platform for multiple UN entities to support the Government with its different key initiatives, including the Borno State Government’s Vision for Long-Term Development and Foresight on Peace and Security and the Borno State Community-Based Reconciliation and Reintegration Policy.

The programme further aligns with the United Nations Sustainable Development Partnership Framework

(UNSDPF) (2023-2027) that builds upon the Common Country Analysis. The programme will contribute direct to the UNSDPF, which incorporates a significant focus on prevention, durable solutions and development solutions to internal displacement and development solutions for sustainable peace.

This programme constitutes a platform through which multiple UN entities will support the implementation of the Borno Model based on this agreed programme document as well as an agreed governance and fund transfer mechanism. Whilst 4 UN agencies (UNDP, IOM, UNICEF and UNODC) have commenced preliminary support activities, other agencies and partners will subsequently participate under the same framework depending on the needs and opportunities.

Overall objective and main outputs of the UN Offer

The overall objective of the UN Offer supporting the implementation of the Borno Model is to contribute to a substantial reduction of armed violence and conflict related fatalities and to the creation of conditions conducive to resilience, early recovery, development, and peacebuilding interventions in the Northeast of Nigeria.

The expected impact of the UN Offer as a comprehensive support programme foresees that:

- The Borno State Government has effective and proven systems, procedures, and institutional arrangements to effectively, and systematically manage the caseload of persons exiting the insurgent groups or areas affected by them following international and federal norms.
- Communities are resilient and have the capacities to building trust, promoting reconciliation, healing and conflict transformation, and to successfully reintegrating persons exiting the insurgent groups or areas affected by them.
- Victims of the insurgency, their communities and of persons exiting the insurgent groups or areas affected by them benefit from social and productive infrastructures, enjoy improved livelihoods and sustainable social cohesion effectively preventing the resurgence of violent conflict.

The programme is designed to address the above development challenges through three phases of interventions, within a 5-year action. The first phase will support the Borno State Government to put in place and strengthen systems and structures and to ensure alignment between cultural norms and practices and international norms and requirements comprising international human rights law, international refugee law and international humanitarian law amongst others. It will further, support the implementation of the Borno Model according to priority areas agreed upon between the Borno State Government and the UN agencies.

The second phase will focus on evaluating impact and results, identifying lessons, and re-assessing risks to support the strategic adaptation of the Borno Model and course correct and adapt the UN Offer. Based on this in-depth review support to the Borno Model will emphasis consolidation and sustainability of the Model.

The third phase will be dedicated to preparing the exit of UN support to the Borno Model.

In line with the ongoing cooperation between the Federal Government and Borno State Government, the programme will promote greater harmonisation between State and Federal approaches on the handling and treatment of persons exiting insurgent groups and areas under their control and leverage on existing frameworks for disengagement and deradicalization like Operation Safe Corridor (OPSC), and the National DDDR Action Plan. In cognisance of the reality that the Borno Model is a state-led process, the proposed interventions under this programme are based on the context-specificity and political agreements surrounding the mass exits. The programme will coordinate with the Presidential Committee on Repatriation, Return and Settlement of Displaced Persons in the Northeast created in 2022 to consolidate and strengthen existing programmes for repentant Boko Haram members both captured and voluntary surrenders.

The coordination mechanism shall be multi-layered and led by the Borno State Government to ensure ownership and context-specificity in the design and implementation of activities. UNDP will facilitate the dialogue with the UN agencies while the Borno State Government is responsible for the implementation of the Borno Model and will provide the overall coordination framework with the federal authorities and with the UN agencies to strengthen existing structures. State capacity building shall be informed by a gap analysis and tailored to the needs of the state.

Based on consultations between the Borno State Government and UN agencies contributing to the efforts to address to the challenges posed by the mass exits of persons formerly associated with the insurgency or living

in areas under influence of insurgent groups, 6 key outputs were formulated to contribute to the overarching objective of promoting safe and dignified reintegration pathways that strengthen community reintegration, safety and social cohesion within the framework of the 5 Components of the Borno Model:

Output 1: Systems and capacities for strategic communications strengthened

Output 2: Technical capacities and logistics for child protection at reception strengthened

Output 3: Systems for identification, screening, categorization and referral pathways for the handling, victim centred accountability, and treatment of persons exiting insurgent groups and areas controlled by them are established and functional.

Output 4: Capacities of government centres and community systems for reception, management, and rapid rehabilitation of individuals and families exiting areas controlled by insurgent groups are developed and effective.

Output 5: Community-sensitive and victim-centred political, economic, and social reintegration of individuals exiting areas controlled by insurgent groups is enhanced.

Output 6: Reconciliation, and healing and conflict and crime prevention for sustainable peace and stability are strengthened.

2.1 Implementation Strategy

Risk-centred approach:

At the core of the implementation strategy of the UN Offer is a phased approach centred around risk assessment milestones. DDR processes entail major risks notably around the possibility of re-traumatising communities, fuelling grievances of victims or demobilised fighters as well as other factors accelerating the recurrence of armed violence and conflict. Nigeria is embarked in a far more complex process than DDR, because the insurgent are internationally listed terrorist entities, and their members fall primarily under anti-terrorism laws and may not benefit from treatment as combatants under IHL. There are many potential legal uncertainties around the status of the persons that voluntarily surrender to the authorities and remain in detention without decisions on criminal charges, rehabilitation, or release. From these factors amongst other arise serious risks for UN agencies and financial partners. Therefore, there are many parts of the Borno Model where the UN can only provide support to the Borno authorities and institutions after essential legal frameworks are established and risk assessment satisfactorily conducted. What is more, victims and communities are particularly exposed to risks associated with poorly implemented reintegration of persons exiting the insurgency groups or areas affected by them.

For that reason, the implementation strategy follows a staggered process whereby the UN Offer supports the BSC and other stakeholders to establish norms and practices in every specific risk area to ensure legal compliance, the protection of human rights and the promotion of rule of law. Only once a practice is established will the UN Offer provide support with the implementation of the related aspect of the Borno Model.

The staggered process will be developed in detail through coordination and accountability mechanisms. Major risk mitigation measures in three phases are indicatively the following:

Inception Phase: *Setting up Basket Fund for UN Offer*

- MoU between UN agencies and the Borno State Government on risk management
- Detailed definition of the scope of the UN Offer support to the Borno model delimiting areas that cannot be supported by the UN based on UNDP's social and environmental screening procedure (SESP), and international legal frameworks.

Phase one: *Setting up the foundations of the Borno Model*

- Establishing norms and practices of child protection
- Establishing norms and practices for women rehabilitation and reintegration
- Strengthening existing norms and practices of identification, screening, vetting and prosecution
- Establishing norms and practices of preparing communities and protection of victims
- Establishing norms and practices of informed consent and voluntary participation

Phase two: *Extending the Borno Model*

- Reviewing and assessing results and impact of screening and rehabilitation
- Establishing norms and practices for the management of integrated villages
- Reviewing reintegration and reconciliation results and impact

- Documenting best practices, success stories and lessons learnt

Phase three: Exiting the UN Offer and sustainability of the Borno Model

- Assessment of capacities implementing Borno Model
- Exit plan agreed with Borno authorities

Capacity-building for referral pathways:

The Borno State authorities own the process and are responsible for the implementation of the Borno Model notably the registrations, transportation, screening, and management of rehabilitation centres. The UN Offer supports the Nigerian authorities in establishing the concomitant norms and practices but does not directly implement referral pathways. The UN Offer is aimed at supporting the authorities' capacities to develop and implement referral pathways in accordance with international norms and best practices. The UN partners will further support the adequate monitoring and evaluation of the implementation of referral pathways and coordinate the assessment of its impact and results considering compliance with international norms, and adequacy for creating conditions conducive to community-based reintegration.

Sustaining community-based reintegration and social cohesion efforts:

The Borno Model is premised on a community-based reintegration approach. The reintegrating of considerable numbers of individuals affiliated with violent extremist groups and of persons who lived in areas controlled by insurgent groups is the major and pressing challenge facing the Nigerian authorities. Poor integration poses a major risk of destabilising communities, driving violent conflicts, and adversely affecting socio-economic dynamics in the areas of return. The UN Offer focuses on assisting the authorities and local communities in implementing the community-based reintegration of persons exiting insurgent groups and areas and controlled by them. Other UN programmes will continue to focus on the reintegration of local defence groups and will benefit from synergies through tight coordination and cooperation.

UN partners have gained experience in community engagement in the Northeast notably in Borno. They have set up diverse forms of inclusive community platforms promoting community safety, human rights, social cohesion, and accountability. The community platforms are an important resource ensuring the peaceful mediation of local disputes. Reintegration and reconciliation must be accompanied with livelihood support securing opportunities for youth who joined armed community defence groups like the CJTF during the conflict. Individuals must be supported to find their way back into civilian life, thereby reducing the likelihood of a return to violence or criminality and preventing the emergence of future conflicts.

In parallel, the community platforms are important vectors for strategic communication around the reintegration and reconciliation process. Communication is not sufficient to create a conducive space for reintegration, there is the need to make sure that communities are not overburdened by their efforts and benefit from socio-economic opportunities. The effective reintegration of persons exiting armed groups is hindered by the impact of armed conflict on societies, such as the absence of livelihood opportunities, weak economies and markets, and a breakdown of social infrastructure, including schools and health facilities. Communities are the primary victims of the armed extremist violence and reintegration cannot result in further socio-economic hardship.

Given the terrorist nature of the insurgency political options for a peace agreement are limited. The Borno Model is built upon the premise that rehabilitation of persons exiting armed groups is a mechanism to weaken the capacity of armed groups. Communities are understandably reluctant to welcome back those associated with violent extremist groups into their fold, particularly if the victims of the conflict have yet to receive adequate support. A community-based reintegration is essential and the only way to ensure that communities and persons that exited the insurgency receive trauma and socio-psychological support to prevent re-traumatization and/or allow for healing. The UN Offer, therefore, assists the Nigerian authorities, civil-society, CBOs and communities to develop capacities to reconciliation.

Accelerating reintegration opportunities for women and girls:

Stigmatization affects not only former combatants but also relatives of suspected fighters, women and girls abducted by Boko Haram, those who were living in Boko Haram-controlled areas, as well as children born out of forced marriages within the group. Children, youth and women exiting from armed groups face major reintegration challenges in highly fragile and unstable environments with weak state institutions, deteriorating rule of law, and insufficient resources to support reintegration. The success of the Borno Model will hinge on the successful reintegration and protection of women and children. The UN Offer's focus on community-based reintegration is key to ensure that the protection needs of women and children are met. Coordinated efforts are

required by the States, donors, humanitarian organizations, civil society, and community leaders to provide children with adequate livelihood and other equitable opportunities for successful reintegration that ends the cycle of recruitment and re-recruitment of children.

Prioritizing and Sequencing

UNDP and partner agencies (UNICEF, IOM & UNODC) focus on areas that are not (or so far not sufficiently) covered by previous interventions or agencies. Activities will be implemented in close collaboration with the relevant local counterparts, as a critical basis for ownership and to contribute to longer-term reconciliation and reintegration of the targeted communities. The One UN Offer complements and builds on the previous achievements of the Borno Model activities carried out by UN agencies and other partners through this multi-sectoral, integrated programme strategy.

The overarching development objectives for this project is to consolidate the ongoing support efforts by UN agencies and other implementing partners for the reintegration activities to cover the following major component: 1) Coordination, 2) Rehabilitation of social and economic infrastructure, and accountability, 3) livelihoods recovery, 4) skills development and training 5) Transitional justice and reintegration framework and system, to achieve a substantial reduction of armed violence and conflict-related fatalities and to the creation of conditions conducive to resilience, early recovery, development, and peacebuilding interventions in the North East of Nigeria. The programme will have a strong gender focus and aim to address the specific needs and opportunities of affected women.

The table below depicts an initial indication of what might be achievable over time through the 3 phases designed programme, to help set collective expectations appropriately. It provides an indication of the kinds of outputs that could be achieved over timelines indicated. However, it should be noted that outputs indicated is a 'best case' scenario, subject to variables and further refinement. The outputs will be in reality conditions based on and only achievable if the enabling factors mentioned below are kept at optimal. It is probable that some outputs may only be achieved on a longer time frame.

Inception Phase: MoU between UN agencies and the Borno State Government						
Pro-gramme Phases	Output 1 (Out of the Bush)	Output2 (Transportation)	Output3 (Identification and evaluation)	Output4 (Centre-Based Management – Continued government processing))	Output5 (Release from Government and return to community)	Output6 (Reconciliation)
Phase 1 Setting up the Model – 2 Years	-Communication strategy -Communication capacity building	-Child protection rapid registration - prevention of family separation - protection from violence and abuse -Child protection capacity building	-Identification, Screening, vetting system -Transitional justice framework and system - provision of case management including family tracing and reunification - Input data of children into CPIMS+v2 - Provision of mental health PSS and GBV services	-Development of legal framework for centre-based management -Transition centre support -Food support -Assessment for phase 2	-Development of community-based reintegration approach and implementation -Baseline data collection - Update labour market assessments analysis	-Reconciliation risk assessment -Development of community-based reconciliation approach and implementation -Baseline data

Phase 2 Consolidation of phase 1 and Extending the Model – 2 Years	-Assessment of communication strategy and implementation -Updated strategy	-Review and assessment -Continued child protection and consolidation and mentorship	-Monitoring & Evaluation -Review and risk assessment -update of identification, screening, vetting, and prosecution screening Transitional justice framework and system	-Support to Integrated villages Rehabilitation Livelihoods Reintegration -Child protection support -Placement of adolescents into independent living -Transition centre running and maintenance -Food support -Training and Vocational Support to accelerated education -Assessment for phase 3	- Evaluation and impact assessment -Community based reintegration consolidation	-Evaluation and impact assessment -Learning based upgrading and consolidation of community-based reconciliation system
Phase 3 Exit and sustainability – 1 Year	-Exit strategy for communication	-Monitoring, Evaluation -Exit support to community-based organisations	- End of support	-Preparation for reintegration and support to reintegration process -Transition center support including food support (Needs based)	-Monitoring, Evaluation -Exit support to community-based organisations	-Monitoring & Evaluation -Exit support to community-based organisations

2.2 Programme Guiding Principles

The following principles will guide the implementation of this joint programme to achieve its aim and objectives:

a. National (State) and local ownership:

The UN Offer to Support the Borno Model is designed on the explicit principle that the Borno State Government has the lead in the strategy and implementation of the Model and that the Federal Government owns and supports the programme. The UN's support to the "Borno Model" is designed to sustain the State/relevant stakeholders ownership of the programme. National ownership will ensure that international support is informed by local needs and demands, and enjoys credibility and legitimacy among national and States' stakeholders.

b. Community engagement and people-centred approach

The Boko Haram and ISWAP insurgency developed from, and is sustained by, communities alienated by decades of development neglect and marginalisation. Stabilisation efforts in the Northeast has proven the importance of actively engaging communities and using people-centred programming to contribute to a renewal of the social contract between the State and the populations around Lake Chad. This programme will draw on this experience and will actively engage communities in the design and implementation of activities, through participatory accountability mechanisms. To ensure that reintegration of persons formerly associated with the insurgency is

community-driven, identifying, strengthening, and working through inclusive and participatory dialogue mechanisms at the community level. Specific attention will be given to understanding and responding to the needs of the most excluded, marginalized and furthest behind, including women and girls, persons with disabilities, youth, displaced people living in conflict and insecurity to ensure that people are empowered to know and realize their rights, use, and shape the law, and participate in decision-making that affects them.

Following the Borno State Government's efforts to date, the programme will continue to promote locally led, demand-driven and evidence-based interventions that support strengthening and transforming justice and security systems, services, and institutions to better understand and respond to people's problems and needs and enable greater access and inclusion. People-centred justice means empowering people to understand and use the law, and to receive redress for their injuries; providing services that enable fair outcomes and remedies. These services consider the role of community-level justice services including traditional and non-formal dispute mechanisms, the lowest tier of formal state courts, and community-oriented police action as appropriate. The design of people-centred legal and justice services integrates a focus on the ends or outcomes to be achieved, acknowledging that what amounts to a fair resolution of a dispute may not always directly connect to the law, even in the context of legal services. However, it should also be noted that holding violent criminal actors to account and removing them from the public sphere through criminal justice action can also contribute to peace-building and stability.

c. Conflict sensitivity and Do No Harm

In advance of support activities, a rapid local conflict analysis will be undertaken, to map the situation at the granular level necessary to ensure that proposed support is appropriate and fully conforms with the principle of "do no harm". It is vital to avoid exacerbating any existing tensions, or – wherever possible – being seen to work through, or otherwise favour, those who have previously abused power. Under this programme, existing tools, processes, and communities of practice supported by different UN partners will be called upon to apply conflict analysis tools for use by the programme, especially tracking the progress of the mass exits and its implications on stability. Specific tools could include:

- A checklist for analysing drivers of conflict and insecurity
- A one-page diagram which brings together conflict drivers and other information; across different themes and geographical tiers, helping to show how they interact
- A 'tracker table' of key drivers.

Programmatically, the United Nations agencies supporting the efforts of the Borno model will integrate key indicators of divisions and tensions in the regular monitoring activities to ensure that exacerbating tensions and trends can quickly be detected with a conflict analysis approach. The integration of these indicators will also ensure feedback into the project and allow for review and modification of activities to address changing dynamics within affected communities. The human rights monitoring activities supported by the project will also inform this analysis. Finally, information received from the UNDSS Nigeria analytical cell also helps to identify conflict trends in the North-East and informs the project's own conflict analysis.

d. Human rights focus

The treatment of the mass exit requires to apply a human rights focus, which includes the right to redress guaranteed to victims of serious crimes. The project will support human rights training, monitoring, and reporting in key facilities and targeted communities as part of a broader effort to promote all stakeholders' understanding of accountability for and compliance with international human rights norms and standards. This supports the building of trust and confidence of communities of return in the referral process. The United Nations agencies supporting the Borno model will cooperate with the National Human Rights Commission (NHRC) to institute prevention and response measures that will ensure that violations of human rights are not only prevented from occurring but that they also inform the community-based early warning system.

The United Nations agencies implements the United Nations Human Rights Due Diligence Policy (HRDDP) and ensures proper mitigation mechanisms to identified human rights-related risks are in place. It is vital that project implementation does not legitimize institutions or leaders that have been associated with egregious violations of human rights. The HRDDP framework is used to assess national security actors prior to engagement and establishes the concrete involvement of local human rights actors and actions necessary to build their capacities.

Coherence and linkages: This joint UN programme will be implemented in a holistic and coherent manner that ensures activities complement rather than duplicate existing programmes and initiatives. The programme will

avoid isolated and fragmented interventions by ensuring that all activities are coordinated with relevant institutions at the state and locality level. The programme will build on the comparative advantages of UN Agencies and all stakeholders involved in programme implementation at all levels.

A Strategy Aligned with the International, Regional, Federal and State Frameworks/Efforts:

Alignment with International/Regional frameworks:

a. United Nations Normative Frameworks

The treatment or handling of persons exiting armed insurgencies are undertaken within the context of a broader international legal framework of rights and obligations that may be relevant to their implementation. This includes international humanitarian law, international human rights law, international criminal law, international refugee law, and the international counterterrorism and arms control frameworks.

Because Boko Haram is a designated terrorist organization by the United Nations Security Council Committee pursuant to resolutions 1267 (1999), 1989 (2011) and 2253 (2015) concerning ISIL (Da'esh), Al-Qaida, and associated individuals, groups, undertakings and entities,⁸ Member States have an international legal obligation to comply with relevant Security Council resolutions on counter-terrorism adopted in binding terms and the international counter-terrorism instruments to which it is a party. Key United Nations Security Council resolutions require Member States to develop comprehensive approaches that encompass multiple dimensions: one aspect concerns accountability for terrorist offences and the requirement to “bring terrorists to justice” (Chapter VII resolution 1373 (2001).

Collectively, United Nations Security Council resolutions 2178 (2014) and 2396 (2017) establish requirements for Member States to develop and implement comprehensive and tailored prosecution, rehabilitation, and reintegration (PRR) strategies for individuals who they have reasonable grounds to believe are terrorists, including suspected foreign terrorist fighters (FTFs) and their accompanying family members, including spouses and children. These PRR strategies need to be gender-responsive and human rights-based and address the diverse circumstances of those with links to terrorist groups, who may be women, men, boys or girls.

b. The Regional Strategy for the Stabilization, Recovery and Resilience of the Boko Haram-affected areas of the Lake Chad Basin Region

The Council of Ministers of the Lake Chad Basin Commission (LCBC) adopted the Regional Strategy for the Stabilization, Recovery and Resilience (RSS) of the Boko Haram-affected areas of the Lake Basin Region on 30 August 2018.⁹ The RSS was also endorsed by the Peace and Security Council (PSC) of the African Union. Being a critical component of the Agenda 2063. The strategy provides a regional approach in addressing the deep-rooted causes of under-development and the drivers of violent extremism and conflicts in the Lake Chad region. It is being implemented in eight targeted areas of the four Member States: 1) Borno, Yobe and Adamawa states in Nigeria; 2) Diffa Region in Niger; 3) Region du Lac and Hajder-Lamis Region in Chad; and 4) The Far North and North Region of Cameroon.

The RSS is structured around nine inter-related strategic pillars of intervention that define the broad scope of work to achieve its objectives. These include military support, provision of humanitarian assistance and key interventions to secure early recovery and longer-term resilience. Pillar 3 focuses on Disarmament, Demobilization, Rehabilitation, Reinsertion and Reintegration of Persons associated with Boko Haram reframed as Screening, Prosecution, Rehabilitation and Reintegration because Boko Haram is an insurgent group which has been designated by the UN Security Council as a terrorist organization.¹⁰ The Borno model seeks to advance the implementation of RSS Pillar 3 in Nigeria in line also with the LCBC Regional Community-based Reconciliation and Reintegration Policy, which is in advance stages of adoption regionally to guide LCB Governments on the issue.

c. Alignment with Federal level initiatives:

⁸ The Sanctions Committee for ISIL (Da'esh) and Al Qaida) listed Jama'atu Ahlis-sunna Lidda'awati (Boko Haram) (QDe.138) on 22 May 2014; Abubakar Mohammed Shekau (QDi.322) on 26 June 2014; and the Islamic State in the West Africa Province (ISWAP) (QDe.162) on 20 February 2020, as a splinter group of Boko Haram.

⁹ LCBC, Regional Strategy for the Stabilization, Recovery and Resilience (RSS) of the Boko Haram-affected areas of the Lake Basin Region, August 2018.

¹⁰ LCBC, Regional Stabilization Strategy, Pillar Paper 3 for Screening, Prosecution, Rehabilitation and Reintegration, August 2018.

National PCVE Policy framework, DDDR National Action Plan, and Presidential Committee on Repatriation, Return and Settlement of Displaced Persons in the Northeast

In 2016 the Government of Nigeria established Operation Safe Corridor (OPSC) an operational programme to support the disassociation, rehabilitation, and preparation for reintegration, of low-risk former NSAG associates and in 2019 launched under the National Policy Framework for Prevention and Countering of Violent extremism (PCVE), the DDDR National Action Plan (DDRR NAP), led by the Office of the National Security Adviser (ONSA) and endorsed by the Ministry of Justice.

ONSA in coordination with different stakeholders started the development of policy related documents to operationalize the DDDR NAP. DDDR programming in Nigeria has thus been characterized, not only by its implementation during ongoing conflict and humanitarian crisis, but also by DDDR operational programmes running at the same time as the development of DDDR legal and policy related frameworks and medium and long-term planning.

In light of the challenges stemming from the sudden large influx of persons exiting the insurgency, H.E. the President of Nigeria established on the 2nd of February 2022, the Presidential Committee on Repatriation, Return and Settlement of Displaced Persons in the Northeast¹¹. Under the Chairpersonship of H.E., the Vice President of Nigeria and co-chairpersonship by H.E. the Governor of Borno. The Presidential Committee aims to consolidate and strengthen the activities of the States, relevant ministries, departments and agencies towards improved coordination, efficiency and effectiveness.

The committee has elaborated a 3-year action plan with a financing and partnership framework that would include:

- a) A strategic roadmap which outlines a clear exit strategy for the protracted crises in the North-East and the restoration of sustainable peace and development in the Northeast;
- b) An immediate plan for repatriation, returns, resettlement (of approximately 218,000 refugees in Nigeria, Cameroon and Chad) displaced persons and restoration of livelihoods;
- c) A plan to strengthen existing programmes for repentant Boko Haram members (OPSC on one hand & Borno Model on the other).

A significant result in respect of the work of the committee would be to present an exit strategy to guide the region's transition from the current conflict setting to a post-conflict phase.

Differentiated focus and targeting – Operation Safe Corridor (OPSC)

Since 2015 the Operation Safe Corridor Programme, a Presidential initiative, has been running, offering a 24-week Deradicalization and Rehabilitation programme for male individuals with the Insurgency. The programme is managed by the Military and coordinated with 17 MDAs as well as State Governments. It has implemented a rehabilitation programme including Mental Health and Psychosocial support, vocational training, family reunification, and community sensitization for over 2,000 male individuals processed through its transit rehabilitation centre facilities in Mallam Sidi Gombe State and a number have been reintegrated into various communities.

Operation Safe Corridor (OPSC)	Ongoing Mass Exits	Deradicalisation (DERAD) programme (Nigeria Correctional Service)
An initiative that started implementation in 2015 implemented by the Federal Government of Nigeria; in coordination with the State governments.	- Partnership between State Govt, Military, DSS, other security agencies, Traditional leaders, and Religious Leaders; - Voluntary surrender a key tenet; - Continuous Trust building a central pillar to encourage more exits	Established in 2015 by the Federal Government implemented through the Nigeria Correctional Service in 4 correctional facilities (Mallam Sidi, Kuje, Kirikiri (Lagos) Maiduguri, Gusau)

¹¹ Membership of the committee includes: State Governments of Borno, Yobe, Adamawa and Gombe, Federal Government (Including the following MDAs: Presidency; Ministries of Finance, Budget & National Planning, Justice, Humanitarian Affairs, Disaster Management & Social Development, Foreign Affairs, Interior, Defence; Military; Police; State Security Services; National Intelligence Agency; National Security Adviser; National Emergency Management Agency; North-East Development Commission; National Commission for Refugees, Migrants & Internally Displaced Persons. UNDP, IOM, UNICEF and OCHA have participated at the technical working group level.

• Aims at facilitating the deradicalization and rehabilitation of individuals categorized by the Joint Investigation Centre (JIC) as low-risk after investigation, screening and categorization. • Became fully operational in 2016; • Includes the participation of over 17 Federal and State MDAs and other partners; • Undertakes documentation, advance profiling, de-radicalization and rehabilitation of the following categories of persons: - All released former members of Non-state armed groups referred by a court order; - All associated persons discharged by a court of competent jurisdiction; - Associated persons admitted through Sulhu arrangements; - The individuals targeted by OPSC are those categorized as low-risk by the JIC, with a court order, and that have been investigated, no family members, and not "all investigated, for other crimes". - Implements family and government officials sensitization meetings. - Engaged with community, religious, local government officials and social cohesion and reconciliation platforms for facilitation of reintegration and reconciliation processes.	• Traditional and religious leader's critical participants; • State driven, federally supported; • Has received over 93,000 persons; between associates and individuals categorized as farmers. • Opens significant possibilities for more to exit; • Responsive to and aligns with State long-term development priorities and, peace and stability objectives; • Includes center-based management of all those who have exited as part of a twin track on a) management and reintegration of all cleared persons b) continued management for further processing of those needing to remain in Government authority; • Largely integrated and focused on communities of reintegration linked to sustaining peace and addressing victim's needs (reparative sense);	• Provides rehabilitation and reintegration support to prisoners convicted under the Suppression of Terrorism Act as well as those awaiting trial • Is delivered by specialized NCoS staff of the DERAD Unit (teachers, social workers, • Organizationally the DERAD unit forms part of the NCoS department of health and has 150 staff; • Presently the DERAD unit has approximately 4000 clients. DERAD unit staff also supports the implementation of OPSC as well as rehabilitation and reintegration support presently being provided to terrorist suspects held in Giwa barracks
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Pre-existing Criminal Justice Action

Since 2011 all terrorism-related crimes committed in Nigeria have fallen under the exclusive jurisdiction of the Federal High Court, with cases prepared for trial by the Complex Case Group (CCG) of the Department of Public Prosecutions. Investigations related to these cases are primarily conducted by the military-led Joint Investigation Centre in Maiduguri, although both DSS and the NPF have also independently brought cases to court. Since 2018 Nigerian officials have processed more than 3,000 terrorism cases with support from UNODC, resulting in over 650 terrorism convictions. At present there are at least 5,000 individuals suspected of terrorism offences still being held in federal detention facilities, and a new series of Federal High Court hearings involving outstanding cases have been scheduled to take place in Wawa Cantonment, Kainji, in March 2023. To avoid the creation of a two-track justice system, which discriminates between individuals who have surrendered to the authorities during the recent Mass Exits and those who have come, and continue come, into the custody of the authorities through other means, it is important that there is a consistent approach to criminal culpability across both processes.

Borno State Government Response to the Mass Exits – Integrated Borno Model

a. ‘The Borno Model’

The Borno State Government has developed and is implementing the ‘Borno Model’ – a state-led programme for the management of those that have exited the insurgency. The model encompasses five phases from reception to release, or further treatment - investigation and potential prosecution of individuals based on case management in centres. Here, the individuals receive rehabilitation services in parallel to the screening and verification process. The model sets out to apply a set of processes, institutions and structures (facilities, supportive infrastructure and services) that will enable it to effectively manage the immediate as well as the longstanding issues emanating from the mass exits.

Presently, a large share of persons categorized as leaving the insurgency are received at the LGA level, in military garrisons, then transported to Maiduguri, where there are managed at three centers Hajj Camp (established for the management of the mass exits and currently hosting men, women, and children); Bulumkutu (established under the OPSC model for hosting women and children, and currently hosting male associates categorized as high risk by DSS and the State Government and their families, along with unaccompanied children), and Shokari Transitional centers (initially established for hosting men associates, graduated from OPSC, and currently hosting individuals of the mass exits in a mix accommodation).

Key services are provided to these individuals once they are received in Maiduguri, include provision of clothing, food, water and sanitation services, health services, social orientation, mental and psychological support services through traditional and religious leaders (Bulamas and Ulamas). Presently, the management of all those that are under the State’s authority are residing in the three locations. This is also for their safety and security as they remain vulnerable to attacks following their desertion. The significantly high numbers of those exiting on a daily basis and the size of the current facilities means that they are stretched beyond their capacity. Their ability to provide services focusing on the key populations especially focusing on protection for children and women remain critically challenged.

For instance, the Bulumkutu Interim Care center was only intended to respond to the needs of children and women released from administrative custody of the military through operation safe corridor. As it is, adult male combatants and commanders are also hosted at the center, further stretching service provision and exacerbating the protection risks children and women face. The Hajj camp is over-stretched with more than 14,000 people at any given time needing assistance and service provision while the Shokari accommodates 900 people on average at any time.

The Borno Model contributes to and is supported by a variety of State policies and programmes and complements a variety of Federal level programmes operating in this area. The model operates on the premise of 5 key processes; UNDP together with local media, and community organizations, will support the first stage of the “out of the bush” process. The Borno Model foresees a strategic communication effort seeking to examine the opportunity for dialogue, invite more exits in view of the current circumstances, and inform communities about the Model and its reconciliation and reintegration approach to increase their buy in to it. Dialogue and communication are key elements as no reward is promised for exit.

Next at the “Transportation stage”, this will be the responsibility of the Borno State Government. UNICEF will provide support and services for the protection of children, women and families.

Under the third component of the Borno Model, UNODC will be the lead agency, with support from UNDP and IOM, will build capacities of the State authorities to establish and implement the process of identification, screening and categorizations according to international norms and best practices. Initial processes of identification are conducted to all persons while they are received and transported to the Brigade headquarters, and different points of control. Food and health assistance are provided while they await movement to Maiduguri. Before any person is categorized by the government, they are assessed through administrative screening procedures developed by the State Government.

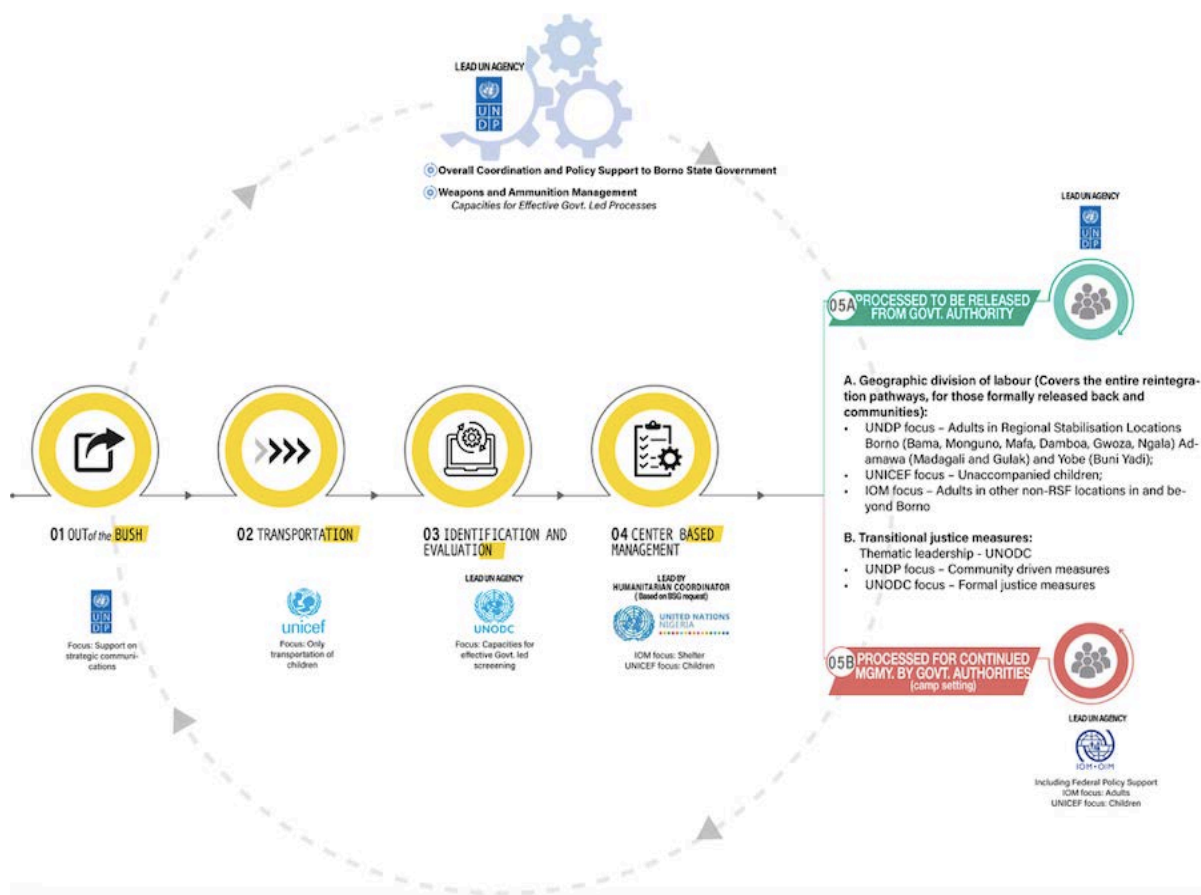
Screening aims in this regard to assess liability for crimes that may have been committed, assess risks the individuals may still pose to society and profile the individual to assess various needs in view of rehabilitation and reintegration services. Screening could entail a series of processes undertaken by a variety of actors, civilian and affiliated with security institutions with a view to providing a comprehensive assessment of an individual. It becomes a foundation for the determination of the required treatment. Given the number of people to be screened, and to ensure it is implemented effectively, screening may be better understood as a continuous process. Therefore, screening starts at the Brigade headquarters, or points of control, continues at the transition centers presently supporting this process - Hajj Camp, Bulumkutu and Shokari Transitional Centres and may continue while a person is in the custody of authorities and while additional investigations are being conducted. It may result initially in clearance and eventual release to community-based rehabilitation and reintegration and may continue at the community level through established case management systems.

UNDP, IOM, and UNICEF contribute to supporting the center-based management step through the Borno state Government. The division of labour will be based on their mandate, and under the coordination of the UN Humanitarian Coordinator and agreement between Heads of Agencies. These facilities shall provide services of medical, skills training, mental well-being, education, counselling and social re-orientation to mention but a few. These services will continue to prepare the men, women, children, and families for community reintegration at the point of exit. Presently, three such centers - Hajj Camp, Bulumkutu and Shokari Transitional Centres, are providing these services, but the increasing number of those individuals in these facilities makes it overcrowded and presents significant risks related to running an effective system. It further presents significant challenges to the protection of women and children owing to mix accommodation arrangements. Three additional integrated villages to decongest the present facilities will be established at locations that are presently being determined.

Additionally, capacities for economic reintegration requires to be created or strengthened and government services (security, health, education, water, housing, religious infrastructure, community support systems, commerce and market systems, and others) need to be restored or strengthened.

UN agencies support the Borno State Government at the release from the government authority stage, which also actively integrates the strengthening of a system that facilitates confidence building, capacities, and arms control measures to reduce the risk related to the mass exit of the proliferation of SALW in the communities and the region. Further, the component also recognizes the pressing underlying condition for decontamination of land from abandoned unexploded ordinances (UXO) and improvised explosive devices (IEDs), a condition necessary for effective whole-of-community interventions in this context.

Below with proposed division of labour among the UN agencies:



b. Borno State Government's Vision for Long-Term Development and Foresight on Peace and Security

The implementation of the Borno Model is aligned with the Borno Government's vision and policies, shaping its sustained efforts to address the crisis, stabilize the region and build peace in the mid and long-term. For that purpose, the Borno State Government is implementing the first 10-year plan of its long-term transformational agenda. Pillar 9 of the plan envisions to *facilitate and sustain security and peace in the State*. It seeks to do so through an integrated approach that complements a variety of components of the model, including:

- Strengthen community security services through traditional surveillance mechanisms and the CJTF;
- Develop a comprehensive, community-driven, workable and self-sustaining Early Warning Response mechanism;
- Facilitate reconciliation for peaceful and cohesive communities and promote reintegration programmes;
- Leverage existing local and international peace infrastructures in the zone by consolidating on the gains recorded by these peace initiatives for conflict mitigation and peace enhancement.

In alignment to the 10-year's plan and vision on transforming the State, the Borno State Government is promoting community stabilization through rehabilitation, reconstruction and resettlement. In support of these efforts, together with partners, the State Government has already been implementing an integrated set of responses seeking to improve and reinforce access to public services, offer livelihoods opportunities, and foster an enabling environment for all host communities the enable them to receive returning populations including formerly associated persons. The NEDC has also been working with the State Government from all the NE states in developing a Northeast masterplan, seeking to transform the geo-political zone through stabilization efforts complementing the State actions as outlined in their development strategies. In this way addressing some of the root causes and create lasting foundations for stability.

c. Borno State Community-Based Reconciliation and Reintegration Policy

In November 2021, in response to the mass exit, the Borno State Government passed the Borno State Community-Based Reconciliation and Reintegration Policy. The policy seeks to:

- Engage communities and sensitize them through dialogue and confidence building to the reintegration challenges posed by mass exit;
- Promote reconciliation by increasing trust between the community and seeking to reintegrate, and by utilizing community structures and local customs and in line with international norms;

- *Support transitional justice* through locally appropriate transitional justice and restorative justice mechanisms, that support healing and transformation;
- *Restoring and building social and productive infrastructure and community livelihoods systems* for communities reintegrating formerly associated persons.

2.3 Theory of Change (ToC)

The theory of change highlights how key results and outputs will lead towards the overall aim of the programme.

If the UN Offer supporting the Borno Model realises the following six outputs:

Output 1: Systems and capacities for strategic communications strengthened

Output 2: Technical capacities and logistics for child protection at reception strengthened

Output 3: Systems for screening, categorization and referral pathways for the handling, victim centred accountability, and treatment of persons exiting insurgent groups and areas controlled by them are established and functional.

Output 4: Capacities of government centres and community systems for reception, management, and rapid rehabilitation of individuals and families exiting areas controlled by insurgent groups are developed and effective.

Output 5: Community-sensitive and victim-centred political, economic, and social reintegration of individuals exiting areas controlled by insurgent groups is enhanced.

Output 6: Reconciliation, and healing and conflict and crime prevention for sustainable peace and stability are strengthened.

Then armed violence and conflict related fatalities will reduce substantially and will create conditions conducive resilience, early recovery, development, and peacebuilding interventions in the Northeast of Nigeria.

If...

... a comprehensive and simultaneous set of interventions addressing the whole process from exit of persons associated with the insurgency to their sustainable reintegration into civilian life and communities is provided... and

If authorities at the Federal, State level, local, traditional and religious leaders as well as communities of reintegration are informed and sensitized about the aim and objectives of the Borno model and its implications... and

If the Borno Model builds and utilises an evidence-based approaches to inform the design and delivery of interventions... and

If the UN Offer reviews and assesses the legality and risks associated with each step and process of the Borno Model ... and

If screening and vetting systems and procedures applied to persons exiting the insurgent groups and areas controlled by them comply with international norms and human rights norms... and

If State and Federal mechanisms for receiving, profiling and categorization have the capacity to effectively process the large numbers of those exiting in mass... and

If reception centres are well-managed, appropriately equipped and resourced to provide comprehensive child-care, health and rehabilitation services... and

If children receive adequate protection and are accompanied with the necessary care services from the point of exit to the completion of reintegration... and

If mechanisms exist for inclusive community participation in establishing transitional justice, reconciliation and early warning systems... and

If pathways to radicalization are minimized through social economic interventions... and

If the capacity of state authorities and communities to facilitate the reintegration and reconciliation and of former associates of non-state armed groups is strengthened and coordination is additionally strengthened... and

If new livelihoods and economic opportunities are created for the majority in communities of return in a manner that is sensitive to the needs of victims of the insurgency... and

If victims notably children and women and communities receive adequate mental and psychosocial support... and

If accountability measures for the victims are instituted for them to come to terms with the effects of the conflict... and

If sufficient and adequate shelter in the communities of reintegration are provided... and

If national and localised arms control systems are operationalised to drive the collection and destruction of SALW and reduce risks of diversion from security forces' stockpiles... and

If areas formerly controlled or affected by insurgent groups are demined following international best practices of humanitarian demining ... and

And assuming that ...

- national security forces maintain security in the intervention areas
- the government allocates and maintains sufficient resources
- enough financial resources are available to deliver the programme at-scale
- strategic communication increases the readiness of the communities and victims to accept reintegration
- rehabilitation in the centres is preparing the persons exiting the insurgency with the right tools to be reintegrated in their communities
- Consultations, dialogue, community engagement, transitional justice practices, and psychosocial support are adequate means to allow communities and victims to overcome trauma and inspire forgiveness
- Social impact projects promote co-existence between communities, victims and persons exiting the insurgent groups and areas controlled by them

Then...

- ... the UN Offer can support the Borno Model and the basis of shared risks with all partners...
- ... screening and identification capacities can absorb and manage fairly and equitably the mass exits of persons formerly associated with the insurgency ...
- ... screening and transitional justice processes lead to the prosecution of a number of high-risk former fighters, who have committed grave atrocities ...
- ... individuals formerly associated with the insurgency can be rehabilitated in accordance with international, national and human rights norms and be prepared for reintegration...
- ... communities will enjoy short- and medium-term livelihood opportunities and have the capacities to peacefully reintegrate persons who exited insurgent groups and areas controlled by

them...

- ... community-driven mechanisms to detect, address and appropriately refer multidimensional tensions and disputes (early warning and conflict prevention) will be strengthened...
- ... communities will be able to create space for reconciliation ...
- ... gradual but sustainable healing will take place at all levels...
- ... reintegration pathways will be fair and equitable for both the individuals and communities involved...
- ... risks associated with UXO and the proliferation of SALW will be mitigated strengthening community safety.

This Theory of Change rests on a set of assumptions that are crucial for the successful realization of the proposed interventions:

- The security context remains suitable for the implementation of the Borno Model;
- Key national & international partners, UN PUNOs remain supportive of the Borno Model;
- Strong Federal and State political will for the implementation of the Borno Model;
- Participating UN entities and other stakeholders support the Borno Model response plan in a coordinated and locally owned manner;
- Key BSG counterparts remain motivated to receive technical assistance, guidance and training with the aim of enhancing their ability to manage community-based reintegration.

2.4 Description of Programme Components, Outputs and Activities

Overall Aim: The aim of this programme is to support the Borno State Government in the implementation of the Borno Model, and to contribute to a substantial reduction of armed violence and conflict related fatalities, creating conditions conducive to resilience, early recovery, development, and peacebuilding interventions in the Northeast of Nigeria.

This will be achieved through the undermentioned closely interrelated components and objectives:

- The Borno State Government has effective and proven systems, procedures, and institutional arrangements to effectively, and systematically manage the caseload of persons exiting the insurgent groups or areas affected by them, following international and federal norms.
- Communities are resilient and have the capacities to building trust, promoting reconciliation, healing and conflict transformation, and to successfully reintegrating persons exiting the insurgent groups or areas affected by them.
- Victims of the insurgency, their communities and of persons exiting the insurgent groups or areas affected by them benefit from social and productive infrastructures, enjoy improved livelihoods and sustainable social cohesion effectively preventing the resurgence of violent conflict.

UN Offer Support to Borno Model Pillar 1

Output 1: Systems and capacities for strategic communications strengthened.

Implementing Partners: Borno State Government with the support of UNDP/IOM/UNODC

The treatment of persons formerly associated with the insurgency is a political and extremely delicate undertaking that can become a destabilising factor if not communicated properly. The insurgency in the North-East has led to deep trauma, displaced people on a large scale, deepened communities' grievances, and negatively impacted the economy and poverty rates. While the mass exits come with opportunities and suggests a turning point in the conflict, affected communities are particularly concerned and suspicious of the return of persons, who they potentially perceive as supporters of the insurgency that caused extreme harm to them. It is imperative that public information strategies continue to be implemented to help promote peace and reconciliation in the communities.

This outcome will also support the Borno State Ministry of information and communication and other relevant stakeholders to develop and implement an effective, gender and conflict-sensitive communication, public information and outreach strategy in order to help build trust and manage the expectations of the different stakeholders including those exiting, traditional leaders and communities of reintegration. This strategy will also promote alternative narratives to attract further exits and support community-based reconciliation, reintegration and transitional justice processes, while promoting dialogue, healing, reconciliation and reintegration in receiving communities of reintegration.

This joint UN programme will build on the positive lessons from other ongoing and planned support provided to the State Government in communication and public awareness campaigns and outreach including knowledge documentation and management using different channels and methodologies such as human-interest stories, interviews, case studies, scripts, pictures and video clips for public dissemination and consumption. Where necessary, contracts will be provided to film and radio production companies to prepare video and audio material that can be placed with a view to gaining communities confidence in the referral and reintegration pathways including understanding the degree and 'genuineness of repentance' by those leaving the conflict. The communication materials will among others document experience sharing on reconciliation and reintegration vis a vis community perception and social acceptance of former associates in the host communities and monitoring of community reaction to their reintegration on social media.

More specifically the following activities will be implemented under this output:

Activity 1.1: Provide support to the Borno State Government in leveraging successful strategic communications and outreach programs to encourage more exits and enhance social acceptance within communities. This will include conducting needs assessments and surveys.

Activity 1.2: Work with the Borno State Government to raise community awareness about the challenges posed by mass exits and the opportunities for collective responsibility in fostering peace, security, co-existence, and development.

Activity 1.3: Strengthen the development of early warning mechanisms in communities by implementing strategic communications that target voluntary security outfits and individuals.

UN Offer Support to Borno Model Pillar 2

Output 2: Processes and systems to protect children exiting the insurgent groups or areas affected are strengthened in line with international standards and federal laws.

Implementing Partners: Borno State Government with the support of UNICEF/IOM

To prevent and reduce risks and vulnerabilities for children at the immediate reception centres after surrendering to the military with their parents, this programme will support the consolidation of capacities of the authorities at the reception centers to strengthen child friendly practices in line with international standards and children's rights. This programme will refine and improve on the tools and instruments including SOPs being used by the Borno Government institutions at the reception centers to ensure they are consistent with international law, in particular international human rights law, international refugee law and international humanitarian law, including relevant international instruments.

In consideration of the signed "Agreement between the Government of the Federal Republic of Nigeria, United Nations Systems in Nigeria and the UNICEF country office in Nigeria, on the Handover Protocol for Children encountered in the course of armed conflict in Nigeria and the Lake Chad Basin Region" in September 2022, all children exiting armed groups will be assessed by the security child protection focal points and handed over to the State Ministry of Women Affairs and Social Development as per agreed procedures.

More specifically the following activities will be implemented under this output:

Activity 2.1: Promote technical capacity development of child protection personnel at reception sites to undertake the proper and timely documentation of children and women, to prevent family separation whilst in transit from point of exit to interim care facilities.

Activity 2.2: Support the full implementation of previously agreed *Handover Protocol for Children* encountered during armed conflict including their assessment by the security child protection focal points and hand over to the State Ministry of Women Affairs and Social Development as per agreed procedures.

Activity 2.3: Support revision of existing SOPs and development of new ones suitable to context for the protection and safety exiting individuals to transitional facilities.

UN Offer Support to Borno Model Pillar 3

Output 3: Systems for screening, categorization and referral pathways for the handling, victim centred accountability, and treatment of persons exiting insurgent groups and areas controlled by them are established and functional.

Implementing Partners: Borno State Government with the support of UNICEF/UNODC/IOM

This programme will support the Borno State Government in strengthening systems for screening, categorization and referral pathways for the handling, victim centred accountability, and treatment of persons exiting insurgent groups and areas controlled by them at the State and LGA level to ensure they are consistent with international law, in particular international human rights law, international refugee law and international humanitarian law, including relevant international instruments.

The support will be conducted under the lead of the Borno State Government and in respect with cultural norms and religious beliefs and the Constitution of the Federal Republic of Nigeria. It will ensure that the tools, instruments and processes are in line with the LCBC Regional Strategy as well as Federal Government processes, such as the activities implemented by the Joint Investigation Committee (JIC), Operation Safe Corridor (OPSC) and reintegration and reconciliation processes implemented by the States. This programme will also ensure alignment between local transitional justice system and relevant international law and standards while emphasising the cultural context and the need for local acceptance of the process.

The programme support will support the Borno State Government in the preparation or update of operational plans to guide the implementation of the Borno Model and the Community Based Reconciliation and Reintegration (CBRR) policy in coordination and harmonization with Federal policies and strategic documents, such as the National PCVE policy framework and the DDDR action plan, as well as several activities implemented by the State governments on conflict prevention, peacebuilding and community sensitization and reconciliation.

At the LGA level, this programme will also support strengthening the capacities of Local Government institutions in selected LGAs in Borno State, for enhanced capacities to support socio-economic reintegration as well as reconciliation interventions, promote community engagement and sensitization initiatives that are aligned with perspectives for healing, social cohesion and reconciliation. This programme will enhance the capacities of LGA level committees and agencies including the CRR and those directly involved in operationalizing the Borno Model will be strengthened to coordinate Government planning, monitoring and reporting of programme and policy implementation at the local level. At the same time, this programme will strengthen their capacities to coordinate the activities of development partners, including UN Agencies to ensure that their support is in compliance with Borno State policies and priorities which are grounded on the principles of local ownership and sustainability of the results.

The programme will support assessments to identify gaps in the current identification and evaluation processes including the screening, categorization, and profiling processes and release of individuals at transit facilities, to ensure that they comply with international standards and best practices for gender, screening criteria and procedures for adults, age sensitive and child-friendly processes. On the basis of the findings the programme will provide technical support to address the gaps including the development and use of procedures and standard operating protocols on the prioritization, management and transfer of children and women from Hajj camp to BIC interim care facilities.

More specifically the following activities will be implemented under this output:

Activity 3.1: Support Borno State Government to conduct a situational and legal analyses on existing Federal and State level approaches, practices, infrastructures, and capacities for screening to assess implications and inform interventions.

Activity 3.2: Support Borno State Government to strengthen existing State level approaches for management of screening, profiling, and categorization including the implementation of a case management system for adults, and the development/deployment of a comprehensive Government-owned database as requested by Government.

Activity 3.3: Strengthen child protection best practices and existing case management systems including the

development of a robust child protection information management system.

Activity 3.4: Capacity enhancement of relevant officials and institutions on child specific, gender/age sensitive screening, data management, establishment and administration of child protection data management, and related skills.

Activity 3.5: Re-assess tools and systems for screening and categorization including through the development of an efficient and sustainable system.

UN Offer Support to Borno Model Pillar 4

Output 4: Capacities of government centres and community systems for reception, management, and rapid rehabilitation of individuals and families exiting areas controlled by insurgent groups are developed and effective.

Implementing Partners: Borno State Government with support of UNDP/IOM/UNICEF

The programme will support the Borno State Government and other relevant Nigerian authorities to establish norms and practices for the restrictions of movement related to rehabilitation centres and norms and practices around informed consent and voluntary participation in the reintegration process. UN agencies will not be involved in the management of any rehabilitation or reintegration center. This is exclusively and strictly under the purview of the Borno State Government and access to all rehabilitation centres are controlled by the Borno State Government.

The programme will support the provision of interim care services to children and women arriving at the transit centers. Based on the guidelines from the Steering Committee, it can include age and gender specific services, temporary accommodation, food, medication, psychosocial first aid, literacy and numeracy lessons, vocational lessons, recreation, psychosocial support, referrals, family tracing and reunification. This would also include the support with profiling of cases to identify short and mid-term needs, as well as to initiate longer term tracing and reunification activities.

More specifically the following activities will be implemented under this output:

Activity 4.1: Support Borno state government to conduct a desk analyses to assess: a) the legal framework governing the management of rehabilitation centers in relation to restrictions on movement, and b) the standard operating procedures, norms, and practices concerning informed consent and voluntary participation in the reintegration process. The purpose of this analysis is to inform program interventions.

Activity 4.2: Provision on basic humanitarian needs such as food, shelter, water provided at transitional facilities and refurbishment facilities and structures for better provision of basic services including health, education and skills.

Activity 4.3: Support interim care placements of children and women exiting armed groups, conduct documentation of unaccompanied and separated children, including women and their children, promote access to interim care support services, family tracing and reunification and reinsertion support after returning to their communities.

Activity 4.4: Provision of mental health and psychosocial needs through agreed Standard Operation Procedures (SOPs) for psychosocial support, basic drug counselling, and referral services.

Activity 4.5: Develop specific SOP for rehabilitation processes within the transit centres and coordination among Ministries, Departments and Agencies (MDAs)

Activity 4.6: Provide civic education, adult literacy, numeracy and life skills training to former BH associates, women and others to build their capacities and confidence to participate in civic life, citizenship, understand their roles, rights and responsibilities as members of the local community and citizens of Nigeria.

Activity 4.7: Support social groups and networks including family members, peer groups, groups formed during vocational and life skills training etc. which play a key to the return and social acceptance of former BH associated and women into civilian life.

UN Offer Support to Borno Model Pillar 5

Output 5: Community-sensitive and victim-centred political, economic, and social reintegration of individuals exiting areas controlled by insurgent groups is enhanced.

Implementing Partners: Borno State Government with the support of UNDP/IOM/UNICEF

More specifically the following activities will be implemented under this output:

Activity 5.1: Support Borno State's technical capacity for to deliver community-led and victim-centered reintegration processes in a gender and age sensitive manner.

Activity 5.2: Support development of the prevention and reintegration programme for conflict affected children, youth and women designed to meet the specific social and economic needs of the different age groups and gender.

Activity 5.3: Provide an inclusive dual targeting approach and facilitate gender sensitive and age-appropriate community-based reintegration services for those exiting groups, including other conflict affected persons and enhance capacities to access health services, quality education, digital literacy, livelihoods, life skills, vocational and skills training, employment services, entrepreneurship, and household economic strengthening.

Activity 5.4: Promote economic empowerment programmes alongside skills acquisition for women to empower them economically and reduce risk of exposure to sexual exploitation and abuse.

Activity 5.5: Provide support to provision of Government Mental Health and Psychosocial Support Services (MHPSS), and medical and education services.

Activity 5.6: Support State Government in extending and expanding the development of Infrastructure responding to increased demand for public services (Health (Primary, secondary, mental health support, others), Education (All levels – Islamiyah, primary, secondary, vocational), water, sanitation, protection, community dispute management)

Activity 5.7: Support to Borno State Government to train LGAs and ward/community level individuals on oversight mechanisms for community-based reconciliation and reintegration including continued capacity building for religious leaders, implementation and establishment of additional social cohesion platforms and infrastructures for peace to facilitate reintegration processes and community sensitization on peace building.

Activity 5.8: Strengthen community capacity to anticipate, resolve, de-escalate, refer reintegration related (and other) community conflicts; to monitor, identify, report and respond to child protection risks and promote a coherent, comprehensive and coordinated approach to sexual and gender-based violence (SGBV) including prevention/risk mitigation.

Activity 5.9: Support capacity strengthening of inclusive and collaborative platforms that brings together local communities and local government to promote stabilization, reconciliation, social cohesion and reintegration. Ensure women, youth, CBOs, religious and community leaders are included to ensure participatory governance, impact and effectiveness.

Activity 5.10: Support initiatives to increase participation of women in decision making on issues related to governance, natural resource management, reconciliation, and peace building.

Activity 5.11: Support initiatives to reduce the rejection and stigmatization of former BH associates including women and other groups in communities of reintegration.

Activity 5.12: Support the establishment and/or strengthening the capacity of existing dispute resolution mechanism to addresses conflicts related to housing, land, property etc., that emanates between returning IDPs, refugees, ex-associates, and host communities.

Activity 5.13: Support men and youth initiatives that promote gender inclusion and addressing gender-based violence/roles and streamline security, governance, and peace building.

UN Offer Support to Borno Model Pillar 6

Output 6: Reconciliation, and healing and conflict and crime prevention for sustainable peace and stability are strengthened.

Implementing Partners: Borno State Government and UNDP/UNODC/IOM/UNICEF

More specifically the following activities will be implemented under this output:

A) Transitional justice support

Activity 6.1: Support the Borno State Government in strengthening gender-responsive and victim-centred disengagement, reintegration and reconciliation and transitional justice processes and strategies to overcome the barriers of women and girls' participation and contribute to a framework of restorative justice and alternatives to judicial proceedings. It will also have important implications for long term sustainable reconciliation and peace building, and for promoting gender equality and women's empowerment in a post conflict society.

Activity 6.2: Support establishment of a rights-based approach, truth-seeking and reconciliation mechanisms that contribute to the reintegration of persons exiting armed groups including strengthening local authorities and civil society organisations representing victims, marginalized groups and women-led organisations in the reintegration and reconciliation programmes and transitional justice processes.

Activity 6.3: Develop strategies to enhance the protective environment for children and youth in community-based crime prevention measures and on community-oriented policing for security personnel.

Activity 6.4: Support BSG capacity on documenting lessons learned, best practices, and success stories on the implementation of the Borno Model.

Activity 6.5: Promote research-based development of a progressive transitional justice model, with an emphasis on community-based reconciliation and alternative dispute resolution model to dispose of the majority of cases involving rank and file Boko Haram members who are not accused of specific crimes beyond their membership or support for the group, which will be administered by community leaders under the overall accountability of the State Ministry of Justice and the Council of Traditional Leaders, including where appropriate a referral system for atrocity crimes to responsible federal justice institutions.

Activity 6.6: Support state and federal law enforcement and judicial authorities including the Joint Investigation Centre in Maiduguri and the Complex case Group of the FMOJ, to streamline the review and (where appropriate) prosecution of Boko Haram-associated suspects detained during police or military operations.

Activity 6.7: Support the development of a roadmap for the creation of a Victim Reparation Programme and a Truth-seeking and Reconciliation Platform through extensive and robust participatory approaches that emphasizes victim perspectives and regional approach considering the LCB region dynamics.

Activity 6.8: support the Borno State Government in the development of guidelines for transitional justice and truth-seeking approaches and community-based reconciliation processes including safeguards and protection of children and women participate in transitional justice mechanisms in coordination with the Federal government and the four countries of the Lake Chad Basin Region.

B) Humanitarian Demining and Removal of UXO, and Weapons and Ammunition Management

Activity 6.9: In alignment with Office of the National Security Advisor (ONSA) strategy on Small Arms and Light Weapons (SALW), support the development of an integrated strategy for Weapons and Ammunition Management (WAM) guided by the ONSA/National Centre for the Control of SALW and the appropriate institutional arrangements.

Activity 6.10: Support development of processes for addressing abandoned unexploded ordinances (UXO) and improvised explosive devices (IEDs) from all dimensions.

2.5 Programme Scope

The UN offer recognizes the scale of the mass exit from the conflict areas is significant and more exits are predicted to be witnessed as per the rate of daily arrivals and predictions. The scope of this programme is limited to enable the continued development of the practice that would facilitate an expansionist process supported by Federal and State allocations as well as bilateral partnerships with other UN and other donors in Nigeria and implemented as a reinforcing package. This UN Offer is complimentary also to other existing interventions including those linked to ongoing Operation Safe Corridor (OSC) process. This UN Offer will also compliment, consolidate and replicate the foundations that will be built by the UN PBF (pipeline) that will benefit the nearly 100 000 fighters who have so far defected to the Government¹² and those that continue exiting the bush. The capacity development support to Government partners and community-based organizations will help refine and strengthen existing processes, tools, SOPs, manuals, selection criteria of direct beneficiaries in the communities and other guidelines that are inclusive and meet international best practices in community-based reconciliation transitional justice and reintegration related interventions in an ongoing and post conflict situation.

Programme location and beneficiaries

1. Locations: This programme will be implemented mainly in Borno State with few activities also being implemented in coordination with the Federal level. The selection of LGAs and communities for programming targeting will be guided by agreed criteria with the Borno State Government. Among others it will include: i) LGAs with high influx of exits/defectors, who have been screened and released by the Government from transit camps; ii) LGA communities where existing programmes such as Regional Stabilisation Facility (RSF), Support to Reintegration (S2R) and Support to Disengagement, Rehabilitation, Reintegration and Reconciliation (SD3R), Peacebuilding Fund and others are being implemented to enhance synergies and complementarities, and also to ensure better coordination with the relevant State Ministries and Departments and LGAs.

2. Regional scope: The PBF project provides an opportunity for scaling up of positive lessons learned in the operationalization of the Borno model to new locations. As a catalytic investment, its experiences will help deepened the understanding of an area-based approach, as well as collaboration and understanding in working

¹² Borno State Government estimates including those living in the three camps (Haji, Shokari and Bulumkutu)

with State and local communities, CSOs and community-based mechanisms with a view of immediate replication and scaling up into new locations by this UN Offer and other UN programmes through Government processes to ensure sustainability.

Meanwhile, mass exits have been happening the past 24 months and cooperation between the State and Federal Government in this process needs to be strengthened, which is why some activities will be implemented in co-ordination with Federal Government. Noteworthy, individuals exiting and surrendering are being transferred to the Borno State Government by the military for further identification and categorization done by the DSS, community leaders and religious leaders in transit camps in Maiduguri and local communities.

It is also worth noting that other LCB countries (Cameroon, Chad and Niger) will benefit indirectly through support provided to sub regional network of NGOs. LCB will also benefit the PBF cross border project (pipeline) that will provide opportunities for experience sharing among LCB countries including mass exits.

3. Direct and Indirect Beneficiaries: (Numbers to be determined after finalizing the RRF by each agency)

The number and category of beneficiaries to be targeted by this programme is strongly interlinked between the different programme outcomes, to ensure that all outputs and activities implemented at the different stages of the model are ultimately linked to community-based reconciliation and reintegration of the exits in the communities.

More specifically, they are following categories institutions and persons will directly or indirectly benefit from this programme:

- **State Level:** State Government, relevant Ministries and Departments, LGA and other relevant bodies. At the individual level, staff will directly benefit from training and other capacity development support. At the institutional/committee level they will benefit from improved screening processes, procedures, systems, manuals and tools that are consistent with international best practices that will be used for the benefit of thousands of former BH associates and civilians in future and other UN Programmes.
- **Direct Beneficiaries:** These include screened and categorized former BH associates, vulnerable women, children, disable and other civilians in the communities. Based on identified needs, they will be provided with a variety of assistance including socio-economic reintegration assistance, psychosocial support, vocational and skills training etc.
- **Traditional and religious leaders:** They will benefit from the different training programmes, knowledge sharing experiences, application community-based screening tools and methodologies etc.
- **CSOs including CBOs and NGOs:** They will benefit from the training, experience sharing and other forms of capacity development activities with a view to strengthening Borno state government capacities for sustainable reconciliation approach.
- **Federal Bodies:** The Office of the National Security Adviser (ONSA) leading agency for the implementation of the PCVE policy and the DDRR National Action Plan, the Presidential Committee on Repatriation, Return and Resettlement of Displaced Persons in the Northeast, the Ministry of Information and Communication, Military etc. They will benefit directly from training and other forms of support depending on the findings of the capacity needs assessments which will be conducted at the outset and complemented with additional assessments implemented under the PBF and S2R phase two projects.

Indirect Beneficiaries: These include family members of direct beneficiaries, individuals and their households, in the communities of implementation (at least 30% should be women and disabled), traditional and religious leaders.

III. Project Management

1. Implementation Modality

The project will be implemented at state, and LGAs levels and owing to the nature of the issues involving critical federal level connections. UNDP and UN partners will be implementers in line with UNDP policy provisions for Direct Implementation Modality (DIM). UNDP will take on full responsibility and accountability for the effective use of resources and the delivery of outputs, as set forth in the project document. The project will adopt a mix of area-based, sector-based and target group-based implementation approaches. The project will be vertically and horizontally integrated to maximize impact. Outside the UNDP Country Office in Abuja, UNDP will implement this project through the Sub-Office in Maiduguri serving the North-East region. As outlined in the Value for Money (VfM) section and in line with this, UNDP will closely work with UN agencies and/or other development partners on cost-sharing arrangement to utilize their operational and security assets and avoid establishing parallel field operations. This will significantly reduce the

cost of maintaining field presence in a highly insecure environment. In areas that remain prohibitively expensive or too insecure to operate, UNDP works through to implement project activities relevant to such areas, thereby reducing on the capital and operating expenditure required to establish secure field sites. In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans: [Note: monitoring and evaluation plans should be adapted to project context, as needed]

Quality Assurance - The Quality Assurance role supports the Executive function Partner Platform and is assumed jointly by UNDP Nigeria. The role ensures independent oversight and monitoring functions on behalf of the Project Board. This role ensures that appropriate programme management milestones are managed and completed.

Partnerships “Delivering as One” Approach

- The mass exits of persons formerly associated with the insurgency poses challenges in a fragile and conflict-affected context and entails multi-dimensional and complex priorities. The different visions, strategies, and policies of the Nigerian authorities address different dimensions relevant to different stages and issues arising from displacement, rehabilitation, reintegration and reconciliation. This project offers a comprehensive and integrated approach that encompasses all relevant Nigerian and regional strategic policies, in line with international law and standards. This requires combining the specialized expertise of several UN Entities to help convene and put the national and local governments, civil society organizations, communities, and private sector to work together. Therefore, the project applies a “Delivering as One” approach that refers to a concept at the core of the UN, i.e. harnessing the capacities of different entities based on their competitive advantages and avoiding duplication. Community level: The implementation of the Borno Model focusing on community-based reintegration approaches put host communities at the centre of reintegration process, and therefore existing relevant community structures will be utilized to support the implementation of the policy. Through a community mapping exercise, existing local community structures shall be identified and become part of an extensive system of local support. moreover, other platforms like the Social Cohesion and Reconciliation Platforms, and the peace committee established to support OPSC graduates reintegration processes, and overall reconciliation and social cohesion activities in the communities will be strengthened.

- Federal and state level: At the Federal level, the Office of the National Security Adviser (ONSA) is the government coordinating agency for the PCVE and DDRR National Action Plan Policy framework, at the State level **the Borno State Committee on the Repatriation/Return of the Repentant Insurgents and the Management of the Boko Haram Returnees** and the respective relevant Ministries, Departments and Agencies (MDA's) shall play a crucial role in implementation of the Borno model. Components of it will be done in close collaboration and partnership with federal government, to update and aligned the DDRR national plan to the ongoing process in Borno State, but also coordinate with other states affected by the Boko Haram and ISWAOP crisis.

The Borno model implementation will cascade to the LGA level such that LGA structures are equally supported in capacity enhancement, planning, implementation and monitoring key activities that meets the needs of the communities. The State shall also be supported through provision of technical assistance in policy design and monitoring activities as a whole as part of managing and documenting the process.

- **Civil society:** Aligned with the localization agenda of advancing community level interventions that are locally appropriate and owned, civil society organizations will be an important partner to the entire cycle of reconciliation and reintegration. This includes academia and other research institutions.
- **Media Organizations:** The project aims for stronger capacities of local media organizations, to drive peace and social cohesion in NE Nigeria and help in understanding, reintegration and rebuilding trust between different social groups, citizens, and the state. The programme is designed for strengthening strategic coherence and institutional and individual competencies for reconciliation and reintegration, facilitating locally- driven solutions to reconciliation and sustainable reintegration, thus, Media organizations can play a crucial role in community outreach and raising awareness to support sustainable reintegration.
- **International community:** The project recognizes that there is ongoing support to the Borno Model that engages Federal and State level MDAs and focuses on different areas of the Borno Model. The present project will support the mapping, harmonization, prioritization, and coordination of these interventions with a view of building coordination as well as strengthening opportunities for joint interventions, and optimization of the resources provided by the different partners.

The project will be a mechanism for bringing together a variety of UN agencies with proven experience and expertise in different areas of the DDRR related processes in Nigeria, Lake Chad Basin Region and

best practices across the world for knowledge sharing and possible adaptation. These will be enhanced through a coordinated framework established under this project. UN agencies that are presently engaged in the multiple areas presented under this project include: UNDP, IOM, UNICEF and UNODC, the proposal will secure that all the development partners potential donors, and stakeholders for the Basket Fund through the UN and outside will similarly be critical partners in this process.

Stakeholder Engagement

- The reconciliation and reintegration efforts shall be carefully designed to take into consideration the aspects of equity, inclusivity and participatory community-driven approaches. Here recognizing that the situation prevailing in the subregion needs to continue to reflect on aspects of accountability to the victims whilst ensuring suitable conditions for safe return of both IDPs and those reintegrating in a manner that promotes equitable access to livelihood support structures. An integrated strategy for communication with the public is an important tool in facilitating engagement with the public, opinion shapers and those that have a say in the issue. Women peace and security aspiration shall be integrated with this process and so shall voice, inclusion and participation of the youth. They shall not only be participants to processes but also important decision makers. This programme will enhance the acceptance of stigmatized women who were forced into marriages to Boko Haram fighters by creating opportunities and engaging family members to understand their social responsibilities and benefits in accepting and reuniting them into the family.
- Youths, who comprise the majority population in northeast Nigeria have been vulnerable and lured into joining insurgent groups for a variety of reasons. Targeting them and developing peace initiatives e.g. through sports for peace and crime prevention initiatives¹³ and provision of skills centres directly targeting them will be prioritized. The youth will also be engaged in conflict prevention activities. Promote and strengthen the demobilization of vigilante youths who can be transformed as community security safe nets.
- Internally displaced persons are also key targets. Engaging them in programmes for the restoration of basic services in their respective communities will promote social cohesion and reconciliation at their community levels.

South-South and Triangular Cooperation (SSC/TrC)

- Through the Lake Chad Basin Commission and the subsequent strategies developed to address the conflict region, the interventions will focus on the guiding principles and strategies to add value and contribute to efforts that promote cross-border initiatives and mitigate the conflict within the region.
- The Cairo International Center for Conflict Resolution, Peacekeeping and Peacebuilding (CCCCPA) contribute to research and technical capacity enhancement of the Borno State Government within the Screening, Prosecution, Rehabilitation and Reintegration (SPRR) Framework.
- The African Union (AU) Commission and ECOWAS both contribute to strengthening cross-border and regional cooperation in development initiatives around the region and ties will be promoted for this cooperation that maximize the efforts of community-based rehabilitation and reintegration. The AU/LCBC policy guidance on the application of rehabilitation and reintegration interventions presents an integral regional policy framework to continue to inform the work of states under the AU/LCBC Regional Stabilisation Strategy These pillars are clearly stated in guiding the territorial action plans for three involved states in the NE and their implementation in the context of this project will further foster the South-South Cooperation at the level of application.

2. Funding Arrangements

Financial resources will be received into this programme to allow for the programme activities to deliver a comprehensive response. UNDP with the implementing partners continue to explore opportunities for expansion both substantively and financially, to allow it to respond to the priorities and needs based on the national priority needs.

3. Relationships to ongoing Reconciliation and Reintegration projects

Risks and Assumptions

- The proposed activities will be phased and sequenced with expected outputs and underlying assumptions to reflect the realities on the ground and how they may affect project delivery, building on existing interventions and States priorities. Developing a comprehensive workplan as matter of priority will not only benefit

¹³ UNODC's Line Up Live Up programme provides a sports-based life skill training to youth at risks of violent extremism, crime and drug use. [Line Up Live Up \(unodc.org\)](https://www.unodc.org/lineupliveup/)

the project, but also inform prioritization of interventions e.g. first dealing with the current challenge of managing those in Government Authority whilst preparing conditions suitable in host communities of return and reintegration;

- Undertaking reconciliation, healing and transformation are processes that lead to meaningful reintegration. Using Alternative Dispute Resolution frameworks that exist in local communities will be critical to promote reconciliation and social cohesion;
- Strengthening case management to manage, track and administer integrated needs of all those being received and processed will be an important element of understanding progress success and course correction. The separation, separate management of the different groups (women, children and disabled), including establishing protection mechanisms for the different categories and informing reintegration pathways for returning individuals will contribute positively to sustainable reintegration. The development/strengthening of Standard Operating Procedures (SOPs) to anchor the principles and functionality of these processes, to complement the SOPs for screening and rehabilitation is critical success factor as well as a key risk mitigation area;
- Public trust building and information sharing on processes, tools, policies and actions will reduce anxiety, encourage public support and promote healing and participation. Also foundational in managing current and future direct reintegration from the bush;
- Risks identified at community level need mitigation to create an enabling environment for reintegration that fosters co-existence, trust, stabilisation to meet the expectations of the communities and also address the fears of the returning insurgents. This should take into consideration existing functional systems and structures in these communities that makes utilization of local resources possible;
- The issue of displaced persons needs concerted approach while also reintegration of persons associated with non-state armed groups is happening. This, has to be well coordinated within and among stakeholders in a way that addresses the issue of accountability to conflict-affected communities whilst providing a safe pathway return of those cleared for return to the communities and at the same time roots realization of durable solutions to internal displacement;
- A State centric, state driven comprehensive risk management system needs to be built in to factor in identified and residual risks that threaten the achievement of the goals for the interventions – successful management of all leaving the conflict;
- A monitoring and evaluation system (linked also with the case management system) needs to be embedded in the plan for delivery together with continued knowledge generation and management to fully understand the changing dimensions as a result of exits and reintegration. Also, a critical preventive action to further recruitments and recidivism.

The following enabling factors will determine the pace and depth of the implementation of the programme phased approach:

- Adequate security in the target and operational locations with declining insurgency campaign in the State
- Manageable number of surrenderers, i.e. numbers of mass exits that will not overwhelm the capacity of Government to handle
- Ongoing financial and technical support of the Government and donors alike
- Sustained support of Government efforts in the communities of reintegration
- Capacity of state, LGA, and local communities to implement and sustain the UN Offer support

Knowledge Management

- Knowledge generation is paramount in designing evidence-based programmes. Research and knowledge generation will be at the center of this process. Relationships established already with academic institutions such as the Cairo International Center for Conflict Resolution, Peacekeeping and Peacebuilding (CCCCPA) and the Folke Bernadotte Academy (FBA) in the Northeast of Nigeria will be key in building and generating knowledge. A series of “deep dive” research to understand needs, motivations and aspirations of individuals and community perceptions that inform a need-based intervention that strengthen local community capacities to design and participate in reconciliation and reintegration programming will be undertaken.
- Documentation of best practices and success stories from the community approach to reintegration shall be conducted and widely shared through different platforms and fora to further promote outreach and alternative messaging that encourage further defections from JAS and ISWAP; and promote reconciliation, social cohesion and reintegration in communities. Strategic assessments implemented under other projects developed to support the Borno Model, will be harmonized and included in this process.

Communication and Visibility:

The communication and visibility objectives of the project will be: i) To raise awareness and knowledge among

local communities and target groups on the importance of peace and reconciliation for long term peace and stability in Borno State and Northeast Nigeria; ii) to establish and maintain a favourable perception and disposition among local communities, state authorities and other stakeholders in Borno State towards the implementation of the Borno model and other local related activities. Also, it will highlight role and contribution of the Government, donor countries and UN, as well as other partners which will be communicated to the public, beneficiaries and other stakeholders through production of PI materials, such as stickers, t-shirts, training materials, banners, etc. It will also involve media releases produced for the programme, such as press release in line with agreed Government and donor guidelines. More specifically, the following actions will be taken to promote visibility and communication, inter alia:

- 1) Public visibility events: In collaboration with Government partners and donors, regular public events will be organised to sensitize and inform the population, development partners and other stakeholders about programme activities and achievements.
- 2) Stickers: All beneficiaries including youth, women, state institutions that will be part of the project will be given stickers that feature the Government, where required donor logos to stick on their project related activities and equipment.
- 3) T-shirts and Working Uniforms: All those who will be employed by the programme or volunteers serving with the projects will be provided with t-shirts, with the slogan of the project (to be determined) on the front and back.
- 4) Training materials: All training materials will have the common work identity, slogan and relevant logos clearly printed on the front and back covers of documents.
- 5) Press releases: Where necessary and in the interest of the project, UN in collaboration with government and donors will jointly issue press releases and organize media events that publicize the aims and objectives of the Borno model.

Sustainability and Scaling Up

The issue of sustainability is enshrined in the principles that guide all interventions envisaged under this project. Aside from interventions to be implemented to build the capacity of state institutions, the project looks at long-term interventions that strengthen peace building efforts in Northeast and Nigeria in general. Regarding sustainability and scaling up, the project plans to institute the following:

- **Enabling environment level.** The Borno Model is a localized initiative that takes into account the needs for the community-based approach to reconciliation and reintegration of both Internally Displaced Persons (IDPs) and formerly associated persons, the existing national and local technical capacities to implement this policy shall be strengthened through direct technical assistance to the State MDA's and LGA's with the aim of having a desired positive spill-over effect to local communities to manage the aspects of the community-driven reconciliation and reintegration initiatives. From the onset, local capacity enhancement shall be key throughout the process with emphasis on community-based reintegration.
- **Societal levels:** Local communities shall be trained on reconciliation, transitional justice, small arms management and reintegration including on the management and utilization of local vigilante groups to support the peace building process.
- **Building foundations for long term peace and development:** All activities outlined in this proposal will be planned and designed to ensure the provision of strong foundations for subsequent long term development interventions. Hence, the initial phase will focus mainly on needs assessment and the preparation of operational plans for capacity building of State Government and LGAs as well as local partners and institutions for enhanced community engagement and participation in the planning, implementation and monitoring of Programme activities. Importantly, the focus on awareness campaigns raising, community dialogue, social healing, co-existence, forgiveness and reconciliation will have long-lasting impacts and help consolidate peace building and social cohesion efforts in otherwise fragile communities.

Linkages with Government Institutions and Funding: In the absence of local and state government co-funding, the end of donor funding can signal the end of some community led initiatives/projects. Therefore, the programme will strive to ensure community and Government contribution to the local initiatives. It will build linkages with government structures to ensure some system of handoff is established in advance, so that the government takes over for donor funding at the end of the programme to ensure sustainability. At the same time, the programme will engage the services of relevant line State ministries in the implementation process for example as implementing partners/ trainers. This will not only provide them with financial incentive and promote ownership but will also enhance their capacities and learning 'by doing'. It will also allow for the replication of best practices in community-based reconciliation and reintegration approaches that ensure broader impact and sustainability of the results.

The sustainability strategy of the Basket Fund is built on promoting national ownership. In this case, the project does not create new structures and mechanisms that will not be sustainable after the project, rather works with existing state agencies. Further the equipment bought under this project will be fully transferred to the Borno state government relevant agencies to support their response capacity.

Scaling up and consolidation: The programme will be implemented in phases. The preparatory/ phase one will focus mainly on preparatory activities to test some of the concepts, methodologies and tools of the programme. It is expected that lessons learned from the first /preparatory phase will be refined and replicated to other LGAs in Borno state in order to achieve broader impact. Also scaling up will allow for the mitigation of the risks and also possible tensions because of the initial selection of particular communities as beneficiaries while others are left out. A gradual process of scaling up also gives time for communities to be willing to work in partnership with local and State government as part of the consolidation and sustainability of results.

4. Cost Efficiency and Effectiveness

- **Value for Money (VfM)** is about maximizing the impact of every money spent to improve people's lives. The programme adopts the 3-E framework where elements of economy, efficiency, effectiveness and cost-effectiveness will be duly applied. In this regard, the project will undertake measures to maximize Value for Money (VfM)", while ensuring maximum community benefits and sustainability in the long run:
- **Leveraging Partnerships and Comparative Capacities/Expertise:** The project will work with key Government and non-government partners as strategic partners at the State and Federal level. Partners consist of government institutions, UN agencies, I/NGOs/CSOs and the private sector where relevant. In effect, these partnerships leverage existing capacities within specific institutions that have a direct expertise, capacity and/or a leading stake in achieving one or more of sustainable reintegration pathways outcomes.
- **Using Competitive Procurement Processes:** The core governing principle of procurement in UN is to obtain the best Value for Money (VfM)". In the procurement process, obtaining "best Value for Money (VfM)" means selection of the offer, which presents the optimum combination of life-cycle costs and benefits, which meet the needs of beneficiaries.
- **Investing in Up-front Planning, Documentation and Evidence-Based Programming:** The project will invest in evidenced-based planning to allocate and target resources as strategically and efficiently as possible including identifying and addressing main drivers of costs. This, alongside working very closely with key government institutions will also ensure a responsive, strategic and fast approach to implementation.

Cross Cutting Issues

- **Joint UN Agencies assessments, conflict analysis and planning:** The UN agencies will work collaboratively to undertake joint assessments and conflict sensitive analysis. The UN agencies will create multi-disciplinary teams to conduct joint assessments as part of the preparatory activities/ Phase. The findings will guide from the quantitative and qualitative assessment will guide and support the design of all interventions. By conducting joint assessments and developing joint strategies it will help overcome some of conflict and political sensitive challenges that will be facing the programme. The approach will also promote the concept of 'delivery as one', which is essential to promote integration and unity of efforts within the UN system.
- **Gender Mainstreaming:** As highlighted earlier women and girls have been disproportionately impacted by the insurgency, and in most cases are seen as victims, believing that they represented less of a threat to their communities than men and that their reintegration would be easier¹⁴, because of this the programme will seek to promote women's meaningful participation in the DDDR processes. Women and adolescent girls exiting armed groups will receive tailored socio-economic reintegration services that addresses their specific needs that include community-based mental health and psychosocial support services (MHPSS), comprehensive case management, S/GBV services, education support, vocational/apprenticeship training and income generation, referrals for specialized services.
- The One UN Offer will support continuation of rehabilitation services, including health services to the extent possible, peacebuilding activities will prioritize violence against women, whereas livelihoods opportunities will prioritize women-headed households including cash grants and restoration of livelihoods. In addition, Women's leadership at all levels of response interventions and resourcing is necessary for attaining sustainable outcomes and will help to ensure that women also have an opportunity to shape important peacebuilding and social cohesion decisions. In addition, the project will ensure that gender and

¹⁴ Retrieved from: https://www.iom.int/sites/g/files/tmzbd1486/files/documents/Gendered-DDRR_o.pdf

age disaggregated monitoring data is collected to track progress of the project and to ensure it is reaching the intended target groups. It will also ensure the mainstreaming of gender equality in projects funded from the Basket Fund. The programme will assess the needs of victims, including victims of sexual violence, and ensured that on the programme assessments gendered perceptions of former associates and their reintegration are included.

- **Human Rights Mainstreaming:** The project will mainstream human rights and have a human rights-based approach. This means ensuring the poor, IDPs and other groups who are going to be at heightened risk such as persons with disabilities, elderly, PLHIV, informal workers as well as women/girls are prioritized for livelihood support, that messaging targets hard to reach groups, that containment measures are pro-poor and considers the needs of vulnerable groups. In addition, the Basket Fund ensures that security forces enforcing restrictions, locked downs and quarantines will be provided with human rights and gender sensitivity training.
- **Anti-Corruption:** The recent NBS/UNODC 2019 corruption survey found that while the Government has made considerable strides in preventing and combatting corruption, bribery and other forms of corruption remain a considerable challenge, with 30% of all Nigerian coming into contact with public officials ending up paying a bribe. The project will contribute to anti-corruption efforts including through:
 - Ensuring that all procurements activities are executed in strict adherence to UNDP's & UN's procurement policies which has embedded characters of cost effectiveness, transparency and relevant control mechanism
 - Ensuring zero tolerance on corruption including through adhering to national and international standards and statues
 - Managing corruption and fraud related risks through the conduct of a respective risk mapping exercise, the delivery of policy advises, training and awareness raising among relevant stakeholders.
- **Environment Considerations:** The Programme is unlikely to have adverse impact on environment. The project will ensure that its activities proactively embed messages targeted at protection of environmental resources and in adherence to all relevant the UN's commitment to climate change and environmental protection issues. The project will also consider emergency procurement process where there is the need to do so.
- **Monitoring and Evaluation:** As a starting point for effective results-based management will be to agree with Government partners, community members and other stakeholders on the concrete objectives and expected results of the programme. After clearly defining the results, the programme will work with Government and other stakeholders to agree on the indicators to help measure progress towards achieving the results and objectives. This process will not only promote local ownership but also ensure accountability for the results. The programme will also develop a matrix that also reflects sources of verification, method of data collection, etc. As a rule of thumb around 3-7 percent of the budget of this programme will be allocated for monitoring.
- **Community based monitoring:** To promote participation, local ownership and sustainability of the results, the programme will train a team of local community members to monitor their own progress in the implementation of reconciliation and social cohesion related component activities. The monitoring process will be based on indicators selected by the community members themselves (e.g., participation of women, youth, ex-associates, former fighters etc.) in the implementation of the programme and community decision making processes.

IV. Results Framework

[illegible]

[illegible]

OUTPUT 1: Systems and capacities for strategic communications strengthened	1.1 # of needs assessment conducted for strategic communications and labour market surveys. 1.2 # of communities reached through awareness sessions on challenges posed by the mass exits 1.3 # of community early warning mechanisms created including strategic communications targeting voluntary security outfits.	- Project report - Workshop /capacity development report/participant lists - Project report								
OUTPUT 2: Technical capacities and logistics for child protection at reception strengthened	2.1 technical capacity of child protection personnel at reception sites is operational with support of the UNDP/UNICEF 2.2 # of revised and new developed SOPs suitable for the protection and safety exiting individuals to transitional facilities	- Project report - Workshop /capacity development report/participant lists - Project report								
OUTPUT 3: Systems for identification, screening, categorization and referral pathways for the handling, victim centred accountability, and treatment of persons exiting insurgent groups and areas controlled by them are established and functional.	3.1 # of situational and legal analyses studies conducted on existing Federal and State level approaches, practices, infrastructures and capacities for screening and perception studies to assess implications and inform interventions 3.2 # of Government Federal and State government officials reached through capacity development for management of screening,	-								

	and coordination among relevant Ministries, Departments and Agencies (MDAs)									
	4.5 # of state officials reached for technical capacity development for the provision of Individual's and families' Case Management Services at the transit centres									
	4.6 # of families received alternative care services, including life skills, provision of alternative care, education, psychosocial support and health services.									
OUTPUT 5: Community-sensitive and victim-centred political, economic, and social reintegration of individuals exiting areas controlled by insurgent groups is enhanced.	5.1 # of Borno State's officials reached out through technical capacity development to deliver community-led and victim-centered reintegration processes	- Project report								
	5.2 # of prevention and reintegration programme developed for conflict affected children, youth and women	- Workshop /capacity development report/participant lists								
	5.3 # of gender sensitive and age-appropriate community-based reintegration services provided for those exiting groups, including other conflict affected persons	- Project report								
	5.4 # of women engaged in economic empowerment programmes alongside skills acquisition	- Report on pre and post test data								

[illegible]

6.3 One guideline for transitional justice and truth-seeking approaches and community-based reconciliation processes developed.								
6.4 One an integrated strategy for WAM guided by the ONSA/National Centre for the Control of Small Arms and Light Weapons developed								
6.5 One state specific strategy and corresponding programmes for weapons and ammunitions management developed.								
6.6 One processes for addressing abandoned unexploded ordinances (UXO) and improvised explosive devices (IEDs) from all dimensions developed.								
6.7 # of state officials reached out for capacity development on firearms identification, detection and seizures, and related investigations and prosecutions in the context of the mass exits								

V. Monitoring and Evaluation

Monitoring and Evaluating Progress

It is anticipated that a comprehensive review strategy and subsequent implementation plan will be revised and updated on a regular basis to factor the changing, dynamic situation that may likely emerge during implementation. If there are no profound changes to the situation in Borno state, a yearly review and update of implementation level plans (to include the courses of action, specific activities, monitoring framework, as well as assumptions) is recommended. This will allow the Borno State Government to review alignment of both human and financial resources against specific activities as well as to ensure that all activities continue to support the overall goal and objectives of the Borno model.

Meanwhile, if significant change is observed on Government approach and policy, security situation, and/or to any changes of the variables mentioned above section on assumptions and risks, including significant lack of progress toward phases 1, 2 and 3 indicators mentioned above, this should trigger a review of the feasibility of the UN offer objectives, the strategies and activities that support them in the implementation.

The monitoring and evaluation process will ensure that a conflict sensitive approach is utilized throughout all the phases of the programme. Important elements include: strategic monitoring of how unpredictable and varied security context affects for example in cases where the release of high risk BH fighters into the communities will affect reconciliation, transitional justice and other community based activities over time; ensuring that specific steps are taken to listen to the needs and concerns of the host communities, as well as the concerns of staff implementing the programme; ensuring regular communication in order to keep communities of reintegration informed and to respond to their needs; and assessing over time how the UN offer contribute to goal of promoting sustainable peace and stability Borno State.

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans: [Note: *monitoring and evaluation plans should be adapted to project context, as needed*]

6.1 Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (If joint)	Cost (If any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by programme management.		
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.		
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.		

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (If joint)	Cost (If any)
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.		
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.		
Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)			
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Specify frequency (i.e., at least annually)	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.		

6.1 Evaluation Plan⁴⁶

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNSDCF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Mid-term evaluation and a Final project evaluation	UN Participating agencies				Third Party	

⁴⁶ Optional, if needed

1. Multi Year workplan

All anticipated programmatic and operational costs to support the project, including development effectiveness and implementation support arrangements, need to be identified, estimated and fully costed in the project budget under the relevant output(s). This includes activities that directly support the project, such as communication, human resources, procurement, finance, audit, policy advisory, quality assurance, reporting, management, etc. All services which are directly related to the project need to be disclosed transparently in the project document.

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year					RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1	Y2	Y3	Y4	Y5		Fund- ing Source	Budget Descrip- tion	Amount
Output 1: Systems and capacities for strategic communications strengthened Gender marker:	1.1: Provide support to the Borno State Government in leveraging successful strategic communications and outreach programs to encourage more exits and enhance social acceptance within communities. This will include conducting needs assessments and surveys.	x	x	x			UNDP/IOM			
	1.2: Work with the Borno State Government to raise community awareness about the challenges posed by mass exits and the opportunities for collective responsibility in fostering peace, security, co-existence, and development.	x	x	X			UNDP/IOM			
	1.3: Strengthen the development of early warning mechanisms in communities by implementing strategic communications that target voluntary security outfits and individuals.	x	x	x			UNDP/IOM			
	MONITORING	x	x	x	x	x				
		Sub-Total for Output 1								

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year					RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1	Y2	Y3	Y4	Y5		Funding Source	Budget Description	Amount
Output 2: Processes and systems to protect children exiting the insurgent groups or areas affected are strengthened in line with international standards and federal laws Gender marker:	2.1: Promote technical capacity development of child protection personnel at reception sites to undertake the proper and timely documentation of children and women, to prevent family separation whilst in transit from point of exit to interim care facilities	X	X	X			UNICEF			
	2.2: Support full implementation of previously agreed <i>Handover Protocol for Children</i> encountered during armed conflict including their assessment by the security child protection focal points and hand over to the State Ministry of Women Affairs and Social Development as per agreed procedures.	X	X				UNICEF			
	2.3: Support revision of existing SOPs and development of new ones suitable to context for the protection and safety exiting individuals to transitional facilities	X					UNICEF/IOM			
	MONITORING	X	X	X	X	X				
	Sub-Total for Output 2									
Output 3: Systems for screening, categorization and referral pathways for the handling, victim centred accountability, and treatment of persons exiting insurgent groups and areas controlled by them are established and functional. Gender marker:	3.1: Support Borno State Government to conduct a situational and legal analyses on existing Federal and State level approaches, practices, infrastructures, and capacities for screening to assess implications and inform interventions.	X					UNODC/IOM			
	3.2: Support Borno State Government to strengthen existing State level approaches for management of screening, profiling, and categorization including the implementation of a case management system for adults, and the development/deployment of a comprehensive Government-owned database as requested by Government.	X	X	X			UNODC/IOM			

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year					RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1	Y2	Y3	Y4	Y5		Funding Source	Budget Description	Amount
	3-3: Strengthen child protection best practices and existing case management systems including develop robust child protection information management system	X	X	X			UNICEF			
	3-4: Capacity enhancement of relevant officials and institutions on child specific, gender/age sensitive screening, data management, establishment and administration of child protection data management, and related skills	X	X				UNICEF/UNODC			
	3-5: Review tools and systems for screening and categorization including development of tension monitoring tracker to inform political and programme interventions	X		X	X		UNODC/IOM			
	MONITORING	X	X	X	X	X				
	Sub-Total for Output 3									
Output 4: Capacities of government centres and community systems for reception, management, and rapid rehabilitation of individuals and families exiting areas controlled by insurgent groups are developed and effective.	4.1: In consultation with the Borno State Government, conduct desk analyses to assess: a) the legal framework governing the management of rehabilitation centers in relation to restrictions on movement, and b) the standard operating procedures, norms, and practices concerning informed consent and voluntary participation in the reintegration process. The purpose of this analysis is to inform program interventions.	X					UN Humanitarian Coordinator UN partners			
	4.2: Provision on basic humanitarian needs such as food, shelter, water provided at transitional facilities and refurbishment facilities and structures for better provision of basic services including health, education and skills.	X	X	X	X	X	IOM/UNICEF			

Gender marker:

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year					RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1	Y2	Y3	Y4	Y5		Funding Source	Budget Description	Amount
	4.3: Support interim care placements of children and women exiting armed groups, conduct documentation of unaccompanied and separated children, including women and their children, promote access to interim care support services, family tracing and reunification and reinsertion support after returning to their communities	X	X	X	X	X	UNICEF/IOM			
	4.4: Provision of mental health and psychosocial needs through agreed Standard Operation Procedures (SOPs) for psychosocial support, basic drug counselling, and referral services	X	X	X	X	X	IOM			
	4.5: Develop specific SOP for rehabilitation processes within the transit centres and coordination among Ministries, Departments and Agencies (MDAs)	X	X				IOM/UNICEF			
	4.6: Provide civic education, adult literacy, numeracy, and life skills training to former BH associates, women and others to build their capacities and confidence to participate in civic life, citizenship, understand their roles, rights and responsibilities as members of the local community and citizens of Nigeria.	X	X	X	X	X	IOM/UNDP			
	4.7: Support social groups and networks including family members, peer groups, groups formed during vocational and life skills training etc. which play a key role to the return and social acceptance of former BH associated and women into civilian life.	X	X	X	X	X	IOM/UNICEF			
	MONITORING	X	X	X	X	X				
		Sub-Total for Output 4								
Output 5: Community-sensitive and victim-centred political, economic,	5.1: Support Borno State's technical capacity for to deliver community-led and victim-centered reintegration processes	X	X	X	X		UNDP/IOM			

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year					RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1	Y2	Y3	Y4	Y5		Funding Source	Budget Description	Amount
and social reintegration of individuals exiting areas controlled by insurgent groups is enhanced. Gender marker:	5.2: Support development of the prevention and reintegration programme for conflict affected children, youth and women designed to meet the specific social and economic needs of the different age groups and gender	x	x	x	x		UNICEF			
	5.3: Provide an inclusive dual targeting approach and facilitate gender sensitive and age-appropriate community-based reintegration services for those exiting groups, including other conflict affected persons and enhance capacities to access health services, quality education, digital literacy, livelihoods, life skills, vocational and skills training, employment services, entrepreneurship, and household economic strengthening	x	x	x	x		UNDP/IOM			
	5.4: Promote economic empowerment programmes alongside skills acquisition for women to empower them economically and reduce risk of exposure to sexual exploitation and abuse.	x	x	x	x		UNICEF/IOM/UNDP			
	5.5: Provide support to provision of Government Mental Health and Psychosocial Support Services (MHPS), and medical and education services	x	x	x	x	x	UNDP/IOM			
	5.6: Support State Government in extending and expanding the development of Infrastructure responding to increased demand for public services (Health (Primary, secondary, mental health support, others), Education (All levels – Islamicyah, primary, secondary, vocational), water, sanitation, protection, community dispute management)	x	x	x	x		UNDP/IOM			

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year					RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1	Y2	Y3	Y4	Y5		Funding Source	Budget Description	Amount
	5-7: Support to Borno State Government to train LGAs and ward/community level individuals on oversight mechanisms for community-based reconciliation and reintegration including continued capacity building for religious leaders, implementation and establishment of additional social cohesion platforms and infrastructures for peace to facilitate reintegration processes and community sensitization on peace building.	x	x	x	x		UNDP/IOM			
	5-8: Strengthen community capacity to anticipate, resolve, de-escalate, refer reintegration related (and other) community conflicts; to monitor, identify, report and respond to child protection risks and promote a coherent, comprehensive and coordinated approach to sexual and gender-based violence (SGBV) including prevention/risk mitigation	x	x	x	x		UNDP/IOM			
	5-9 Support capacity strengthening of inclusive and collaborative platforms that brings together local communities and local government to promote stabilization, reconciliation, social cohesion and reintegration. Ensure women, youth, CBOs, religious and community leaders are included to ensure participatory governance, impact and effectiveness.	x	x	x	x	x	UNDP/IOM			
	5-10 Support initiatives to increase participation of women in decision making on issues related to governance, natural resource management, reconciliation, and peace building.	x	x	x	x	x				

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year					RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1	Y2	Y3	Y4	Y5		Funding Source	Budget Description	Amount
	6.3: Develop strategies to enhance the protective environment for children and youth in community-based crime prevention measures and on community-oriented policing for security personnel	x	x	x			UNICEF			
	6.4: Support BSG capacity on documenting lessons learned, best practices, and success stories on the implementation of the Borno Model			x	x	x	UNDP			
	6.5: : Promote research-based development of a progressive three-tiered transitional justice model, with an emphasis on community-based reconciliation and alternative dispute resolution model to dispose of the majority of cases involving rank and file Boko Haram members who are not accused of specific crimes beyond their membership or support for the group, which will be administered by community leaders under the overall accountability of the State Ministry of Justice and the Council of Traditional Leaders.	x	x				UNDP			
	6.6: Support state and federal law enforcement and judicial authorities including the Joint Investigation Centre in Maiduguri and the Complex case Group of the FMOJ, to streamline the review and (where appropriate) prosecution of Boko Haram-associated suspects detained during police or military operations	x	x	x			UNDP/UNODC/IOM			
	6.7: Support the development of a roadmap for the creation of a Victim Reparation Programme and a Truth-seeking and Reconciliation Platform through extensive and robust participatory approaches that emphasizes victim perspectives and regional approach considering the LCB region dynamics.	x	x				UNDP/UNODC			

I. Governance and Management Arrangements;

1. Programme Governance

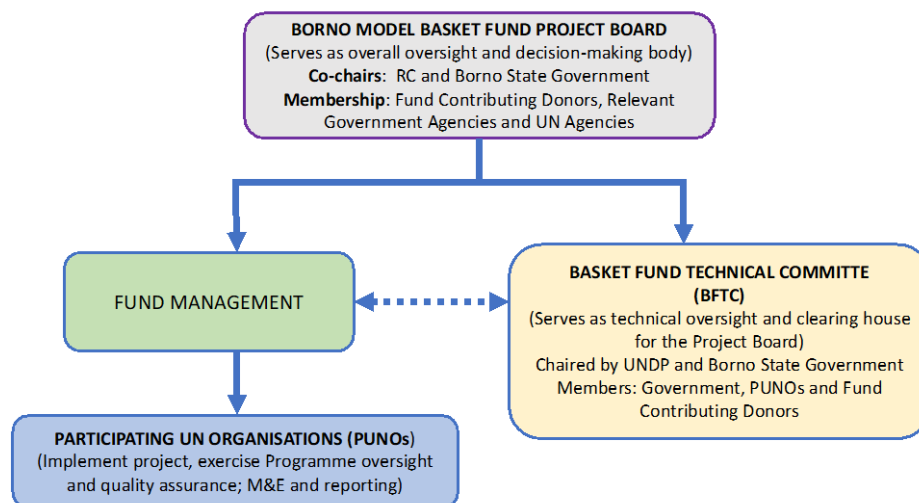
Overall Coordination Mechanism:

- The **UN Offer Basket Fund Project Board** is established as the highest policy and decision-making organ for the Fund with overall authority for **policy and decision-making** and will be co-chaired by Borno State Government (BSG) Representative and the UN-Resident Coordinator, and will consist of members from relevant Government agencies, Fund contributing partners, and the UN participating entities. The Board will play the executive function of ensuring that the programme is focused throughout its lifecycle on achieving its expected results and delivering outputs that will contribute to long-term impact. The board will also ensure that the joint programme gives value for money, ensuring a cost-conscious approach, balancing the demands of beneficiary and supplier.
- The Project Board will **approve the work plan and budget** of the project; and provide overall strategic guidance on the management, coordination, allocation and use of the Basket Fund.
- The **Senior Beneficiary** – The Borno State Government will take the role of Senior Beneficiary and will be responsible for validating the needs and for monitoring that the solution will meet those needs within the lifecycle of the joint programme. The role represents the interests of all those who will benefit from the joint programme and monitor progress against targets and quality criteria.

Technical Coordination Mechanism:

- A **Basket Fund Technical Committee (BFTC)** will be established and chaired by UNDP with UN participation entities, Government and fund contributing partners.
- A BFTC will perform, among others, the following functions:
 - Provide technical oversight for the implementation of decisions by the Basket Fund Project Board;
 - Review the UN participating entity's proposals, work plans and budgets and recommend to the Project Board for approval;
 - Review project implementation tools (such as AWP, ToRs) as required;
 - Clear the Basket Fund Project Board meeting agenda proposed by the Fund Management Unit
 -

Governance Structure:



2. Project Management:

- A **Fund Management Unit** will be established by UNDP in accordance with its regulations and rules to manage the project on a day-to-day basis.
- The **FMU** will act as the Secretariat to the Project Board - and manage accountability, disbursement, procurement of goods and services, if required.

- The **FMU** will submit periodical narrative and financial reports to the Basket Fund Technical Committee, Basket Fund Project Board, Borno State Government and the donors.
- The **Project board** will regularly assess the progress of the activities supported by the Basket Fund.

Disbursement of Funds and Accountability:

- The **Annual Work Plan** of the Basket Fund project document will establish the basis for fund disbursements.
- UNDP has prepared the **Basket Fund ToR** and the **Fund Allocation Procedure** and will present it to the Project Board for the approval.
- The Project Board will decide the **allocation among the pillars, government institutions, and locations** using the criteria developed for the Basket Fund allocation.
- UNDP shall be accountable for managing the whole Basket Fund and Pillar-lead UN entities for their respective allocations
- The contributions to the Basket Fund shall be subject to the **internal and external auditing** procedures provided for in the financial regulations, rules and directives of UNDP.

Progress Reporting:

- All participating entities will submit progress reports according to the requirements of the Basket Fund Project Document and the agreement with contributing donors UNDP for review, consolidation and onward submission to the Project Board for approval.
- The FMU will prepare and submit monitoring, progress and financial reports to the Basket Fund Project Board.

Visibility and Communication:

- UNDP will manage the Basket Fund in collaboration with participating entities who will develop communication and visibility strategy covering pre, during, and post project visibility needs.
- UNDP in collaboration with the UN participating entities, shall take all appropriate measures to publicize the donor contributions to the basket fund and project outputs.
- Posters, infographics, publications, and multimedia contents including website will be produced to ensure high visibility of the contribution made by the donors to the Basket Fund.

Alignment and Synergy:

- The Basket Fund is fully aligned with Borno State Government Policy for Community Based Reconciliation for ownership.
- **Basket Fund as a One UN platform:** The Basket Fund is a joint investment platform that brings together actors supporting the Borno State response plan. The endorsement of the establishment of the Basket Fund will be launched together with the government and development partners.
- **Decision making processes:** The Project Board will be the ultimate decision-making authority for the Basket Fund and decisions will be made on consensus.
- **Focus of the Basket Fund:** The Basket Fund is structured along the 5 Components of the Borno Model.
- **Basket Fund coordination with ongoing investments in Borno State Peace Building Framework:** In this regard, the Basket Fund will compliment other ongoing efforts by the Borno State Government, UN and other development partners to support the handling and treatment of the mass exits.

I. RISK MANAGEMENT

1. UNDP and the UN partner agencies will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)
2. UNDP and the Implementing Partners will undertake all reasonable efforts to ensure that none of the [project funds]¹⁵ [UNDP funds received pursuant to the Project Document]' are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. Social and environmental sustainability will be enhanced through application of the UNDP and the implementing partners Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/sccu-snn>).
4. UNDP and the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. In the implementation of the activities under this Project Document, UNDP and the Implementing Partner will handle any sexual exploitation and abuse ("SEA") and sexual harassment ("SH") allegations in accordance with its regulations, rules, policies and procedures.
6. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP and the implementing partners Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.
7. UNDP and the Implementing Partners will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
 - a. Consistent with the Article III of the SBAA [or the Supplemental Provisions to the Project Document], the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's and the implementing partners property in such responsible parties, subcontractor's and sub-recipient's custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:
 - put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
 - assume all risks and liabilities related to such responsible parties, subcontractor's and sub-recipient's security, and the full implementation of the security plan.
 - b. UNDP and the implementing reserve the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible parties, subcontractor's and sub-recipient's obligations under this Project Document.
 - c. In the performance of the activities under this Project, UNDP and the Implementing Partners shall ensure, with respect to the activities of any of its responsible parties, sub-recipients and other entities engaged under the Project, either as contractors or subcontractors, their personnel and any individuals performing services for them, that those entities have in place adequate and proper procedures, processes and policies to prevent and/or address

¹⁵ To be used where UNDP is the Implementing Partner

SEA and SH.

d. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP and the implementing partners funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP and the implementing partners.

c. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP and the implementing partners Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.

f. In the event that an investigation is required, UNDP and the implementing partners will conduct investigations relating to any aspect of UNDP and the implementing partners programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP and the implementing shall consult with it to find a solution.

g. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP and the Implementing Partners in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

h. Choose one of the three following options:

Option 1: UNDP and the Implementing Partners will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible parties, subcontractor's or sub-recipient's obligations under this Project Document.

Option 2: Each responsible party, subcontractor or sub-recipient agrees that, where applicable, donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities which are the subject of the Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Option 3: UNDP and the Implementing Partners will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement.

Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP and the Implementing Partners (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by

UNDP and the Implementing Partners to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

i. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.

J. Should UNDP and the Implementing Partners refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.

k. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled "Risk Management Standard Clauses" are adequately reflected, mutatis mutandis, in all its sub-contracts or sub-agreements entered into further to this Project Document.

l. UNICEF has adopted the HACT framework, which is a risk-based approach in the implementation of programmes with Implementing partners. The objective of the policy is to ensure that UNICEF adopts a planned and informed approach to HACT Implementation. The HACT framework are the mechanisms through which UNICEF maintains assurance that the funds provided to each implementing partner were received, expended, and reported following the Implementing Partner's system of Internal Controls for activities agreed with UNICEF. These include periodic on-site reviews, spot checks, audits, review of documentation at partner's site/office and programmatic assurance. The objective of this policy is to ensure that UNICEF adopts a planned and informed approach to HACT Implementation and uniform practices and procedures are applied across all our offices during this process.

II. ANNEXES

Basket Fund Terms of Reference for the ONE UN RESPONSE PLAN TO THE IMPLEMENTATION OF THE Borno Model

A. Introduction

1. The insurgency in the Lake Chad Basin, including Northeast of Nigeria has been longstanding and has caused undesirable consequences in terms of loss of lives, multi-tiered intergenerational grievances, destroyed socio-cultural and socio-economic systems, and remains a threat to immediate, medium, and long-term transformation of the affected territories in Nigeria, including Borno, Adamawa, and Yobe States. Borno has seen a significantly higher impact and the insurgency there has gone through a variety of phases and is marked by cycles that are connected with several factors.
2. Persistence of the conflict into the SDGs decade of action may affect the ability of key human development indicators to improve, let alone to return to the levels witnessed before the conflict (UNDP, 2021). Additionally, there is a risk that a significant number of SDGs indicators may not be achieved by 2030. The overall impact on peace and stability from a perspective of limitations of development solutions remains high.
3. By September 2021, the insurgency in Northeast of Nigeria had taken an unprecedented turn leading to large number of individuals exiting the conflict and presenting themselves to security authorities, largely in Borno State, but also in neighbouring countries. Moreover, sustaining this momentum of exits presents challenges to effective process of handling and treatment of the individuals led by government authorities and ensuring their reintegration into communities amidst an ongoing conflict, an internal displacement situation and significant intergenerational grievances stemming from the longstanding conflict.
4. All the while, State Governments in the Northeast were midpoint in the implementation of their first four-year development aspirations (Since the 2019 elections) seeking to intervene with integrated stabilisation, rehabilitation, reconstruction and resettlement programmes, women and youth focused development social programmes, health and agriculture and other socio-economic interventions seeking to address the longstanding direct and indirect consequences of the conflict.
5. The Borno State Government, has been implementing an aggressive community-based approach involving continuous engagements with traditional rulers and communities, restoring the social contract between the Government and the community and building confidence in service delivery institutions and Government. The underpinning being the 25-year Borno State transformation/development plan. As a response to the mass exits, in November 2021, the State Government of Borno, passed a “*Policy on Community-Based Reconciliation and Reintegration*” premised on the Vision for long term transformation of the State to contribute to peace and stability.
6. This is a multi-pronged process, featuring State and Federal Government cooperation’s (Including with Military and Security Institutions) in receiving, processing, managing the caseload of those in the hands of authorities. The policy presents several mutually reinforcing directions for a State-driven process namely: a) a locally driven political process; b) screening, profiling deradicalization and rehabilitation; c) a community-oriented reintegration process and d) reconciliation, healing and the long-term transformation plan and regional priorities under the Regional Stabilization Strategy for the Lake Chad Basin. The Borno Model contributes to and is supported by a variety of State policies and programmes and complements a variety of Federal level Programmes operating in this area.
7. The recent gains in counterinsurgency efforts in the North-East of Nigeria heightened the need to leverage these gains to develop a clear and coordinated strategy to bring a final end to the protracted crises in the North-East within the next 3 years. In light of this, the Presidential Committee on the Repatriation, Returns and Resettlement of Displaced Persons in the North-East was inaugurated in February 2022. The mandate of the Committee is:
 - The development of a strategy/road map for the restoration of peace and development in the North-East;
 - The repatriation, returns, resettlement and restoration of livelihoods for internally displaced persons; and
 - To strengthen existing programmes for the absorption of repentant Boko Haram members.

8. Consequently, the **One UN Offer to the Borno Model** has been designed to serve as the **Financing and Investment Platform**, through which the different stakeholders (including UN, other multilateral and bilateral donors, as well as private sector donors, foundations and philanthropists) can channel their financial contributions to the multisectoral efforts towards implementation of the Borno Model.
9. This document, therefore, presents the key principles behind the One UN Offer to the Implementation of the Borno Model Basket Fund, following the principles of the 'Delivering as One' approach.

B. Description of the One UN Offer to the Borno Model

10. Funds will be received by UNDP on behalf of all participating UN agency and will be, subsequently, disbursed to respective agency for approved Borno Model specific activities.
11. As agreed by the UNCT, the One UN Offer to the Borno Model Basket Fund shall be managed by UNDP Nigeria Country Office as Coordinating Agent (CA), on behalf of the agency's and in accordance with UNDP's regulations and rules.

C. Contributions to the One UN Offer to the Borno Model

12. Contributions to the One UN Offer to the Borno Model Basket Fund may be accepted from governments of Member States of the United Nations, from intergovernmental or non-governmental organizations, or from private sources (in this document, collectively described as 'donors'). Acceptance of funds from the private sector will be guided by criteria stipulated in the UN system-wide guidelines for cooperation between the UN and the business community.
13. In support of the aim of the One UN Offer to the Borno Model Basket Fund, and to ensure maximum flexibility and adaptation to national priorities, donors are encouraged to contribute with multi-year, un-earmarked resources. If this is not possible, donors may earmark funds for a specific thematic area aligned with the priorities of the Borno Model and consistent with the One UN Offer agreements. Any funds earmarked for a specific agency will be given to the concerned agency directly without them passing through the One UN Offer to the Borno Model Basket Fund. Such funds will not be approved or monitored by the Project Board, but rather will be managed using the standard planning, implementation, and review procedures employed by the agency in their interaction with the Government.
14. Contributions to the One UN Offer to the Borno Model Basket Fund may be accepted in fully convertible currency. Such contributions shall be deposited in bank account of UNDP in favour of the One UN Offer to the Borno Model Basket Fund in Borno State. The value of a contribution-payment, if made in other than United States dollars, shall be determined by applying the United Nations operational rate of exchange in effect on the date of payment.
15. UNDP will establish a project under its financial regulations and rules for the receipt and administration of the funds received from donors who wish to provide financial support to the One UN Offer to the Borno Model Basket Fund through UNDP as the CA.
16. UNDP will be responsible for concluding Memorandum of Understanding (MOU) with involved UN agencies and standard cost-sharing arrangements with donors. It will receive, administer and disburse funds to the agencies upon clearance by the Technical Committee and approval from the Project Board and submit periodic consolidated narrative and financial reports to the Project Board before further submission to contributing donors.
17. A single, standard MOU will be signed between UNDP and each agency that articulates areas of cooperation between parties.
18. Each donor contributes to the One UN Offer to the Borno Model Basket Fund by signing bilateral financing agreement with the CA that sets out the terms and conditions governing the receipt and administration of the contribution.
19. Subject to the availability of funds, the CA will normally make each disbursement to the agency within five (5) to seven (7) business days after receipt of instructions from the Project Board.

D. Utilization of the One UN Offer to the Borno Model Basket Fund

20. The One UN Offer to the Borno Model Basket Fund will be utilized for the purpose of implementing the Borno Model activities as specified in the Basket Fund Project Document.

21. Resources from the One UN Offer to the Borno Model Basket Fund will be utilized for the purpose of meeting the direct and indirect costs of projects selected for funding and managed by the agencies. Details of such projects, including respective budgets and implementation partners (national entities, NGOs, civil society organizations, non-state actors and intergovernmental organizations) will be set out in the relevant Concept Notes. Indirect costs of the participating agencies will be seven percent (7% including 1% UNDP Coordination Fee). The indirect costs will be reflected in the Concept Note approved by the Project Board.

E. Governance Arrangements

22. The overall management of the One UN Offer to the Borno Model Basket Fund will be led and coordinated by the Project Board. A Project Board with representation from the Federal and Borno State Governments, relevant State Government departments, fund contributing donors and UN will be established. The Project Board shall oversee the UN Offer to the Borno Model Basket Fund. The Basket Fund is to be managed by the CA Fund Management Unit (FMU) based on Concept Notes approved by the Basket Fund Project Board. The Project Board will be supported by a Technical Committee established to review project implementation tools (AWPs, ToRs).

F. Participating UN Agencies

23. The agencies will be responsible for the implementation of the agency-specific projects. Each agency shall assume full programmatic and financial accountability for implementing activities for which the funds have been transferred to them by the CA.

G. The Coordinating Agent (CA)

24. As the Coordinating Agent, UNDP will:
- Receive contributions from donors that wish to provide financial support to the One UN Offer to the Borno Model Basket Fund;
 - Administer funds received, in accordance with a Memorandum of Understanding signed between the agencies and UNDP and bilateral cost-sharing agreement between the donors and UNDP;
 - Subject to availability of funds, disburse such funds to each of the agencies in accordance with decisions from the Project Board. The CA will normally make each disbursement within five (5) to seven (7) business days after having received instructions from the Project Board along with the relevant Concept Notes signed by all participants concerned;
 - Consolidate narrative and financial periodic progress reports for the One UN Offer to the Borno Model Basket Fund based on submissions provided to the CA by each agency and provide the consolidated progress reports to the Project Board for onward submission to donors;
 - Provide final financial reporting, including notification that the One UN Offer to the Borno Model Basket Fund has been operationally completed;
 - Disburse funds to a participating agency for any additional costs of the task that the Project Board may decide in accordance with the One UN Offer to the Borno Model Basket Fund;
 - Maintain the One UN Offer to the Borno Model Basket Fund webpage on the Country Office website of the CA where periodic information, including consolidated reports and related documents will be posted.

H. Criteria for Allocation of the One UN Offer to the Borno Model Basket Fund Resources

25. Allocation of the One UN Offer to the Borno Model Basket Fund resources will be made based on the following criteria:
- Reflect objectives of the “**One UN Plan**” with measurable indicators and targets;
 - Alignment with the **Borno Model plan**;
 - Reflect strategic locations/site choices agreed to by the project board;
 - Reflect transition of implementation between outputs (immediate/post Borno Model actions);
 - Linkage with the objectives of the Basket Fund and Borno Model priorities;
 - Measurable indicators for successful implementation and to demonstrate improved result;
 - Address the gender implications of Borno Model including supporting gendered approaches that respond to the heavy burden the pandemic has placed on women, such as heightened

exposure to domestic violence, loss of livelihoods, and rising rates of unpaid labour, demonstrated through use of the Gender Marker in proposals submitted to the Basket Fund¹⁶;

- Ensure gender, youth and disability mainstreaming through the equal participation and/or inclusion of women, youth, and other marginalized and vulnerable groups;
 - Demonstrate good value for money;
 - Comparative and collaborative advantages, technical capacity and operational field presence, capacity, networks, infrastructure, agility etc.
26. After approval by the Project Board, participating agencies will be invited to prepare a Concept Note as per template to be provided by the CA.
 27. All agency-specific Concept Note will be reviewed by the Technical Committee and will submit its recommendations to the Project Board for approval. Allocations from the One UN Offer to the Borno Model Basket Fund resources will be based on the joint decision of the Project Board.
 28. The initial allocation will be made for the twelve (12) to eighteen (18) months period. The success of the implementation of the first budget allocation will be taken into consideration when a second budget allocation is being requested.
 29. The total amount of funds available in the One UN Offer to the Borno Model Basket Fund will be programmed by the Project Board and transferred to participating agencies, as per the approved agency specific Concept Note.

I. Monitoring and Evaluation

30. Monitoring and Evaluation of the agency-specific Concept Note funded under the One UN Offer to the Borno Model Basket Fund will be undertaken in accordance with the provision contained in the agency-specific Concept Note submitted by concerned participating agency, which are consistent with the respective rules, regulations and procedures of the agency.
31. Monitoring and evaluation of the agency-specific Concept Note funded under the One UN Offer to the Borno Model Basket Fund will follow Standard Monitoring and Evaluation procedures described in the agreement.
32. In addition, the Project Board may commission a regular, independent lessons-learned and review exercise on the operations and management of the One UN Offer to the Borno Model Basket Fund.

J. Audit

33. Auditing shall be subject exclusively to the internal and external auditing procedures provided for in the financial regulations, rules and directives of the respective participating agency in line with harmonized procedures applicable to the agency.
34. The activities of the CA shall be subject exclusively to the internal and external auditing procedures provided for in the financial regulations, rules and directives of CA.

K. Reporting

35. For each Concept Note approved for funding from the One UN Offer to the Borno Model Basket Fund, each participating agency shall provide the CA with the statements and reports prepared in accordance with the accounting and reporting procedures applicable to the agency concerned:
 - (a) Quarterly narrative progress reports, to be provided no later than one month after the end of the quarter;
 - (b) Quarterly financial statements and reports, to be provided no later than one month after the end of the quarter;
 - (c) Annual narrative progress reports, to be provided no later than three months after the end of the calendar year;
 - (d) Annual financial statements and reports with respect to the funds disbursed to it from the One UN Offer to the Borno Model Basket Fund, to be provided no later than three months after the end of the calendar year;
 - (e) Final narrative reports, after the completion of the activities in the approved Concept Note and including the final year of the activities in the approved Concept Note, to be provided no

¹⁶ The Gender Marker measures how much a project invests in gender equality and women's empowerment. Select one for each output: GEN3 (Gender equality as a principal objective); GEN2 (Gender equality as a significant objective); GEN1 (Limited contribution to gender equality); GEN0 (No contribution to gender quality)

later than four months of the year following the financial closing of the One UN Offer to the Borno Model Basket Fund; and

- (f) Certified final financial statements and final financial reports after the completion of the activities in the approved Concept Note and including the final year of the activities in the approved Concept Note, to be provided no later than six months of the year following the financial closing of the One UN Offer to the Borno Model Basket Fund.
36. The CA will provide the Donors, through the Project board with the following statements and reports, based on submissions provided to the CA by each participating agency prepared in accordance with the accounting and reporting procedures applicable to it, as set forth in this ToR:
- (a) Annual consolidated narrative progress reports, based on annual narrative progress reports received from participating agencies, to be provided no later than three months after the end of the calendar year;
 - (b) Annual consolidated financial reports, based on annual financial statements and reports, to be received from the participating agencies, with respect to the funds disbursed to them from the One UN Offer to the Borno Model Basket Fund, to be provided no later than three months after the end of the calendar year;
 - (c) Final consolidated narrative report, based on final narrative reports received from participating agencies after the completion of the activities in the approved Concept Note including the final year of the activities in the approved Concept Note, to be provided no later than six months of the year following the financial closing of the One UN Offer to the Borno Model Basket Fund; and,
 - (d) Final consolidated financial report, based on certified final financial statements and final financial reports received from participating agencies after the completion of the activities in the approved Concept Notes and including the final year of the activities in the approved programmatic document, to be provided no later than six months of the year following the financial closing of the One UN Offer to the Borno Model Basket Fund.
37. The CA will provide the Donors, the Project Board and participating agencies with the following reports on its activities as CA:
- (a) Certified annual financial statement ("Source and Use of Funds" as defined by UNDG guidelines) to be provided no later than five months after the end of the calendar year; and
 - (b) Certified final financial statement ("Source and Use of Funds") to be provided no later than seven months of the year following the financial closing of the One UN Offer to the Borno Model Basket Fund.
 - (c) Consolidated reports and related documents will be posted on the websites of the and the One UN Website
38. The participants have zero tolerance for and are firmly committed to take all necessary measures to prevent and address instances of sexual exploitation and sexual abuse in programming activities, and sexual harassment. The Administrative Agent and the Partner Organizations recognize that it is important that all United Nations staff, individual contractors, implementing partners, vendors and any third parties which are involved either in joint activities will adhere to the highest standards of integrity and conduct as defined by UN organization. Investigations of allegations of Sexual Exploitation and/or Sexual Abuse arising in programmatic activities funded by the Fund, will, where appropriate, be carried out by the Investigation Service of the relevant Participating UN Organization in accordance with its rules, regulations, policies and procedures.

L. Termination of the One UN Offer to the Borno Model Basket Fund

39. The One UN Offer to the Borno Model Basket Fund will be launched by the Borno State Government, the UN and participating partners. The Basket Fund will be operational upon signing of the Memorandum of Understanding between participating agencies and the CA and with the signature of the first bilateral cost-sharing agreement between a donor and the CA. The One UN Offer to the Borno Model Basket Fund will terminate upon completion of all individual Concept Notes funded through the One UN Offer to the Borno Model Basket Fund and after satisfaction of all commitments and liabilities as well as audit processes. Notwithstanding the completion of the initiatives financed from the One UN Offer to the Borno Model Basket Fund, any unutilized balances will continue to be held in the One UN Offer to the Borno Model Basket Fund until all commitments and

liabilities incurred in implementation of the Concept Notes have been satisfied and project activities have been brought to an orderly conclusion. Any balance remaining in the One UN Offer to the Borno Model Basket Fund or in the individual agency's accounts shall be used as decided by the Project Board in consultation with the contributing donors. Any funds that may be returned to donors will be in proportion to their contributions to the One UN Offer to the Borno Model Basket Fund. Any assets procured by participating agencies will be handed over to national and state government in accordance with UN asset disposal procedures.

M. Public Disclosure

40. The Project Board, Technical Committee and CA will ensure that decisions regarding the review and approval of Concept Notes funded under the One UN Offer to the Borno Model Basket Fund as well as periodic reports on the progress of implementation of such Concept Notes and associated external evaluation reports are posted for public information on the website of the CA's Website postings may also include a record of decisions of the Project board as appropriate, summary sheets of approved individual Concept Notes, financial and progress reports, and external evaluation reports, including relevant information on the operations of the One UN Offer to the Borno Model Basket Fund in Nigeria.
41. In the event that the terms contained in these Terms of Reference are incompatible with those contained in the MoU between the CA and participating agency, then the latter shall govern and prevail.