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This action is funded by the European Union

## ANNEX

of the Commission Decision on the Annual Action Programme 2018 in favour of Nigeria to be financed from the 11<sup>th</sup> European Development Fund

### Action Document for Support for early recovery from conflict and resilience building in Yobe State

#### INFORMATION FOR POTENTIAL GRANT APPLICANTS

##### WORK PROGRAMME FOR GRANTS

This document constitutes the work programme for grants in the sense of Article 110(2) of the Financial Regulation, applicable to the EDF in accordance with Article 37 of Regulation (EU) 2015/323 in the following section concerning grants awarded directly without a call for proposals: 5.4.1

<b>1. Title/basic act/ CRIS number</b>	EU Support for early recovery from conflict and resilience building in Yobe State CRIS number: NG/FED/041-261 financed under the 11 <sup>th</sup> European Development Fund (EDF)			
<b>2. Zone benefiting from the action/location</b>	Nigeria, Yobe State			
<b>3. Programming document</b>	National Indicative Programme (NIP) of the 11 <sup>th</sup> EDF - 2014-2020 for Nigeria			
<b>4. Sector of concentration/ thematic area</b>	Sector 3: Health, Nutrition & Resilience		DEV. Aid: YES	
<b>5. Amounts concerned</b>	Total estimated cost: EUR 30 000 000 Total amount of EDF-NIP contribution: EUR 30 000 000			
<b>6. Aid modality(ies) and implementation modality(ies)</b>	Project Modality: <ul style="list-style-type: none"><li>• Direct Management – Grants: direct award</li><li>• Indirect Management with the World Bank</li></ul>			
<b>7 a) DAC code(s)</b>	16010 – Social/welfare services; 40 % 31120 – Agricultural development; 40 % 15110 – Public sector policy and administrative management; 20 %			
<b>b) Main Delivery Channel</b>	21000 – International Non-governmental organisation (NGO)			
<b>8. Markers (from CRS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Participation development/good	<input type="checkbox"/>	X	<input type="checkbox"/>

	governance			
	Aid to environment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input type="checkbox"/>	X	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input type="checkbox"/>	X	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input type="checkbox"/>	X	<input type="checkbox"/>
<b>9. Global Public Goods and Challenges (GPGC) thematic flagships</b>	N/A			
<b>10. SDGs</b>	<b>SDG 1:</b> End poverty in all its forms everywhere <b>SDG 2:</b> End hunger, achieve food security and improved nutrition and promote sustainable agriculture <b>SDG 3:</b> Ensure healthy lives and promote well-being for all at all ages <b>SDG4:</b> Ensure inclusive and equitable quality education and promote life-long learning opportunities for all <b>SDG 5:</b> Achieve gender equality and empower all women and girls <b>SDG 6:</b> Ensure access to water and sanitation for all <b>SDG 10:</b> Reduce inequality within and among countries <b>SDG 11:</b> Make cities inclusive, safe, resilient and sustainable <b>SDG13:</b> Take urgent action to combat climate change and its impacts <b>SDG 15:</b> Sustainably manage forests, combat desertification, halt and reverse land degradation, halt biodiversity loss <b>SDG 16:</b> Promote just, peaceful and inclusive societies			

## SUMMARY

Now in its ninth year, the humanitarian crisis in north east Nigeria remains one of the largest in the world. Whilst Yobe State has been impacted to a lesser extent than neighbouring Borno, the losses are significant, with 2332 reported deaths, and approximately 105,000 people remain internally displaced (although the figure reached 196,000 at the height of the conflict). In January 2018 at least 50 % of households in some Local Government Areas (LGA)s were food insecure. Damages and recovery costs are estimated at US\$720 million according to the Recovery and Peace Building Assessment. The abduction in February 2018 of 110 schoolgirls from Dapchi demonstrated that insurgents are still active and targeting locations in Yobe.

Most of the recovery and relief effort from development partners is currently focussed on Borno, including the EU's humanitarian support, support from the EU Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa (EUTF), and the recently launched package of *Support to Response, Recovery and Resilience in Borno State*. Yobe is relatively safe and accessible for development partners, and there is proven commitment by the government authorities to implement reforms alongside recovery efforts. The State Government is implementing reconstruction programmes and the formal

camps for Internally Displaced People are being closed as people are being resettled. However, various social and political tensions still exist, and there is a risk of escalation to violence.

The EU proposes, therefore, to support early recovery from, and build resilience to, conflict in affected and vulnerable communities in Yobe. This will build on the successes of the existing package of support to response, recovery and resilience in Borno, and strengthen the EU's position as a key donor addressing the conflict in north east Nigeria. The EU has committed to apply the humanitarian-development nexus approach to EU support to Yobe, to ensure coherence between all political, security, development and humanitarian instruments at our disposal. As the first step along the Humanitarian-Development nexus this proposed intervention is focussed on meeting the immediate needs of conflict-affected and vulnerable groups, but aims to also engage in policy dialogue that would lay the foundations for further long term development support, by the state and others, and would address some of the underlying system failures and drivers of the conflict. However, the extent to which structural changes can be affected would be limited by the budget and time frame available.

In line with the EU Global Strategy, which adopts an integrated approach to conflicts and crises, the activities will:

- Support affected and vulnerable communities to meet basic needs through providing cash transfers, building State capacity to deliver its own social safety nets programme, and supporting strengthening of education, health and nutrition and water, sanitation and hygiene services (WASH) in selected areas;
- Help affected and vulnerable communities restore or create viable livelihoods through providing training and technical support, linked with recovery of local markets;
- Strengthen capacity for public financial management, statistics and monitoring, and increase state responsiveness, transparency and accountability;
- Facilitate dialogue amongst all stakeholders to understand and address some of the environmental changes, system failures, religious differences, and grievances that have facilitated the rise of extremist groups, rebuild trust in the State, and build resilience to violence and extremism.

An integral component of the activities will be peace-building and conflict prevention and resolution activities at community level, to facilitate reconciliation, reintegration and building more resilience to violence and extremism.

## **1. CONTEXT**

### **1.1 Sector/Country/Regional context/Thematic area**

Nigeria is a lower middle-income country in West Africa with a total land area of 924 sq. km and an estimated population of 190,000,000 people<sup>1</sup> (predicted to rise to 400 million by 2050). The population is young, with about 40 % under the age of 25 years. Nigeria has undertaken important reforms in public financial management, in particular to fight corruption, yet socio-economic and human development challenges persist and Nigeria currently experiences a series of conflicts and security and governance threats across the

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<sup>1</sup> <http://data.un.org/en/iso/ng.html>

country, including the Boko Haram insurgency in north east Nigeria, which is now in its ninth year.

Development in Yobe State in the north east of Nigeria has been impeded by several factors, including over-dependence on dwindling Federal funding, rising recurrent expenditure, notably personnel costs, narrow economic base of the State, environmental problems including degradation and desertification of land, [REDACTED], inter-ethnic rivalries, and lack of infrastructure. [REDACTED]

[REDACTED] For example, Yobe State had one of the highest burdens of Severe Acute Malnutrition (9.2 %) according to the National Demographic Health Survey in 2008, and the highest level of chronic malnutrition, with stunting as high as 57 %. Yobe's literacy rate was just 19 % for all adults, and only 14 % among women in 2010, with 60 % of children aged 5-16 having never attended school (National Education Data Survey, 2010). The conflict has hampered progress against these indicators; chronic malnutrition is still a widespread problem, (in 2016 57.2 % of children under 5 years were estimated to be stunted) requiring longer term support. Gross enrolment rates for primary schools in 2015 were 53 % for boys and 47 % for girls (Yobe Socio-Economic Reform Agenda (YOSERA) 2016-2020)<sup>2</sup>. Agricultural development, which was already suffering as a result of land degradation and desertification, in part due to climate change, has been further impeded by widespread displacement of people and abandonment of lands.

These low levels of human development compared to the national average are set against a backdrop of religious and sectarian strife within the north east, and have given rise to the Boko Haram-related conflict. Boko Haram has exploited the loss of hope amongst communities failed by the Government, and facing challenges to traditional ways of life from climate change, desertification, competition for scarce resources and loss of traditional livelihoods to influence and bolster its forces. It is possible that people displaced from Niger Republic due to environmental degradation have also been attracted to Boko Haram. Whilst Yobe has been impacted to a lesser extent than Borno, the losses are significant, with 2332 reported deaths, and more than 196,000 people internally displaced at the height of the conflict<sup>3</sup>. Damages and recovery costs are estimated at USD 720 million, according to the Recovery and Peace Building Assessment. The security situation is still dynamic, although reconstruction is already underway in 12 of the 17 Local Government Areas (LGA)s. Since 2016 the State has made concerted efforts to resettle people from the formal internally displaced people (IDPs) camps. The State now has less than 1200 IDPs in the only remaining IDP camp in Damaturu. However, around 105,000 remain displaced, most of whom are in host communities or informal camps rather than formal camps.

The complexity of the conflict, both in terms of underlying drivers and more immediate triggers, not only justifies, but necessitates the application of an integrated approach to EU's engagement, as set out in the EU's Global Strategy on Foreign and Security Policy. This then requires that we build on our support through humanitarian aid and political dialogue, bringing in development funding in harmonisation with other actors, and lay the foundations for economic recovery and social cohesion to build lasting peace.

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<sup>2</sup> Yobe State Government 2016

<sup>3</sup> According to the **IOM Displacement Tracking Matrix August 2017**. The State Government puts estimates above 300 000.

### ***1.1.1 Public Policy Assessment and EU Policy Framework***

Following the Recovery and Peacebuilding Assessment (RPBA) undertaken in 2016, the Government of Nigeria developed the Buhari Plan as a comprehensive recovery and stabilisation framework for the north east. Since 2016, the international financial institutions, including the World Bank, the African Development Bank, and the Islamic Development Bank, have approved loans adding up to more than USD 1 billion. Bilateral donors have committed funding for the north east worth more than USD 500 million. A range of additional and complementary development frameworks – including the Government of Nigeria’s Economic Recovery and Growth Plan (2017-2020)<sup>4</sup> and the UN Sustainable Development Partnership Framework (2018-2022)<sup>5</sup> – have also been developed. The north east Development Commission (NEDC) assented into law on 26 October 2017, and is expected to be operational over the course of 2018 in assuming its functions as the central coordinating body for the implementation of rehabilitation, reconstruction and development activities in north east Nigeria.

The Yobe State Governor has been participating in initiatives for the Northeast including the Presidential Committee on the Northeast Initiative (PCNI) and has driven reforms including improvements in transparency of revenue accounts, reviews of taxation, implementation of workforce planning in the State, economic planning and management including Medium Term Sector Strategies for health and education, and public procurement. Yobe State has a Socio-Economic Reform Agenda 2016-2020 (YOSERA) championed and coordinated by the State Ministry of Budget and Economic Planning (MoBEP). A State Committee for Reconstruction, Rehabilitation and Resettlement is in place since November 2017, and a Special Committee on IDPs and Social Development is also in place. Reconstruction of roads, hospitals and schools is underway, almost exclusively financed by the State.

The proposed intervention is based on and fully supports the YOSERA 2016-2020, particularly its priorities for restoration of basic services, agriculture and food security, social protection, rehabilitation of livelihoods and employment, governance reforms, including in budgeting and planning, and rebuilding trust and social cohesion.

The proposed intervention is in line with the 11<sup>th</sup> EDF National Indicative Programme (NIP) 2014-2020, signed in 2014 for a total amount of EUR 512 million, which identifies Health, Nutrition and Resilience as a sector of concentration. It also forms part of the EU’s comprehensive approach to the situation in the north east of Nigeria, drawing on support from various EU instruments, including humanitarian funding, development funding within the NIP, including the flagship support to Response, Recovery and Resilience in Borno programme, and support under the EUTF.

Humanitarian partners aim to reach 1.4 million people in Yobe in 2018. The Humanitarian Response Plan for 2018 aims to deepen integration of early recovery approaches and collaboration with development partners on joint analysis, planning and programming. Hence this early recovery intervention, which has been planned together with the Directorate-General for European Civil Protection and Humanitarian Aid Operations (ECHO), will fully complement ongoing humanitarian activities.

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<sup>4</sup> Ministry of Budget & National Planning February 2017. Available from this link: <https://yourbudget.com/wp-content/uploads/2017/03/Economic-Recovery-Growth-Plan-2017-2020.pdf>

<sup>5</sup> UNDP 2017. Available from this link: <http://www.ng.undp.org/content/nigeria/en/home/library/knowledgeproducts/un-sustainable-development-partnership-framework-2018-2022.html>

In addition, the proposed intervention is in line with a number of EU policies as follows:

- EU Consensus on Development 2017<sup>6</sup>
- EU Global Strategy on Foreign and Security Policy (2016)<sup>7</sup>
- EU Communication on Resilience of 2017<sup>8</sup>
- Joint Humanitarian and Development Framework approach "for building resilience for protection, food and nutrition security in a fragile context" (Abuja, July 2015)
- EU Communication on Social Protection in Development Cooperation of 2012<sup>9</sup>
- EU Gender Action Plan 2016-2020<sup>10</sup>

In June 2009 the EU and the Federal Government of Nigeria signed the Nigeria-EU Joint Way Forward which gives an overview of the guidelines on principles, modalities and subjects for enhanced political dialogue and cooperation on a range of issues, including good governance, human rights, security and migration, followed on a yearly basis through ministerial and senior official dialogues. In March 2016, it was agreed to expand the level of engagement to include a local level political dialogue between the Federal Government of Nigeria, the EU Delegation and EU Member States.

### ***1.1.2 Stakeholder analysis***

The main stakeholders are the Federal Government and the Yobe State Government (in particular the Ministry of Budget and Economic Planning and selected LGAs), other relevant State and civil society organisations (including women's groups) and targeted groups of conflict-affected population.

The primary beneficiaries are IDPs in formal and informal settlements, host communities, voluntary returnees to their places of origin in rural areas and community members in affected or vulnerable areas. Current estimates put the total number of IDPs in Yobe to 105,000, however many more people are affected and vulnerable. A conflict sensitivity analysis will form part of beneficiary selection, in order to help build social cohesion and lay foundations for peace-building. This will be conducted at two levels: firstly in selection of LGAs in which to implement the interventions, and secondly in selection of beneficiaries within those LGAs. Criteria will be established drawing on existing EU criteria and other tested criteria, to identify who are most vulnerable (men, women, children, particular ethnic groups, ex-combatants, people with disabilities etc) as a result of conflict, or to potential future conflict. The empowerment of women, including the provision of coping mechanisms as heads of

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<sup>6</sup> The New European Consensus On Development 'Our World, Our Dignity, Our Future': Joint Statement By The Council And The Representatives Of The Governments Of The Member States Meeting Within The Council, The European Parliament And The European Commission. June 2017. Available from this link: [https://ec.europa.eu/europeaid/new-european-consensus-development-our-world-our-dignity-our-future\\_en](https://ec.europa.eu/europeaid/new-european-consensus-development-our-world-our-dignity-our-future_en)

<sup>7</sup> A Global Strategy for the European Union's Foreign and Security Policy: "Shared Vision, Common Action: A Stronger Europe". European Union June 2016. Available from this link: [http://europa.eu/globalstrategy/sites/globalstrategy/files/pages/files/eugs\\_review\\_web\\_13.pdf](http://europa.eu/globalstrategy/sites/globalstrategy/files/pages/files/eugs_review_web_13.pdf)

<sup>8</sup> Joint Communication To The European Parliament And The Council: A Strategic Approach to Resilience in the EU's external action. JOIN(2017) 21 Available from this link: [https://eeas.europa.eu/sites/eeas/files/join\\_2017\\_21\\_f1\\_communication\\_from\\_commission\\_to\\_inst\\_en\\_v7\\_p1\\_916039.pdf](https://eeas.europa.eu/sites/eeas/files/join_2017_21_f1_communication_from_commission_to_inst_en_v7_p1_916039.pdf)

<sup>9</sup> Social Protection in European Union Development Cooperation - COM(2012)446: Available from this link: <https://ec.europa.eu/europeaid/node/80694>

<sup>10</sup> Joint Staff Working Document Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020. SWD (2015) 182. Available from this link: [https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-20150922\\_en.pdf](https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-20150922_en.pdf)

households, and the protection of children will be central elements in the proposed activities. Building trust between stakeholders is critical. Activities will also take a rights-based approach, building the capacity of duty bearers to fulfil their obligations and for rights holders to exercise their rights.

The programme conceptualisation took into consideration comments from other development partners (World Bank, the UK Department for International Development (DFID) and USAID) as well as agencies of the UN family, and international non-governmental organisations (INGOs) working in the north east.

### ***1.1.3 Priority areas for support/problem analysis***

According to Yobe State Government, the worst affected LGAs are Gujba, Gulani, Damaturu, Geidam, Yunusari and Potiskum. The RPBA and the YOSERA 2016-2020 list the following priorities:

- **Reconstruction and restoration of basic services:** Damage to schools has been extensive and many teachers have been killed or fled. However, even pre-crisis, the levels of attendance and literacy were low, particularly for girls, signalling a need to improve educational quality through teacher training, improvements to pedagogical methods and to monitoring of school performance. Particular attention should be paid to supporting the formal and informal schools, including religious schools. Health facilities have also been targeted in the conflict and many were totally destroyed. Chronic malnutrition is still a widespread problem, requiring longer term support. The conflict has seriously damaged water and sanitation infrastructure, and there is a need for more boreholes and hand pumps in rural areas as well as rehabilitation of water supply schemes in urban centres. Irrigation systems were in decline long before the conflict and a factor in limiting economic expansion of the agricultural economy.
- **Support for livelihoods rehabilitation:** More than 80 % of the citizens were engaged in small-scale subsistence farming before the conflict, but many have fled their lands and cannot return as a result of disputes, risk of landmines, and/or lack of cash or materials to start up again. Land degradation and desertification is affecting large parts of Yobe State and support is needed to restore the productive potential and adapt to climate change. Training and provision of inputs is needed to improve agricultural output and support to rural enterprises and cooperatives to go beyond subsistence agriculture to develop value chains. Humanitarian assistance, in the form of food and non-food items (rather than cash or vouchers), has also damaged local markets and supply chains. A recent livelihoods and market recovery assessment for north east Nigeria<sup>11</sup> concluded that cash transfers are having positive impacts on small businesses, whereas food and non-food item distribution is having a neutral or negative impact on traders and financial institutions. Technical and vocational training is needed, especially for youth who have not had access to quality education and remain vulnerable to influence by insurgents. Particular attention should be paid to supporting the economic empowerment of women.
- **Social protection:** Over 100,000 people remain internally displaced, mostly in host communities. Food insecurity remains critical. Loss of property and assets, as well as closure of banks and collapse of savings groups, has left people poor and dependent on humanitarian assistance. Youth are particularly affected by the conflict, having missed schooling and training opportunities, and now many are unemployed. The

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<sup>11</sup> Northeast Nigeria Joint Livelihoods and market Recovery Assessment 2017. Mercy Corps and USAID.

conflict has left huge numbers of people, particularly women and girls, traumatised and in need of psychosocial care and support.

- **Governance reforms, including in budgeting and planning** and capacity building for State and Local Government officials are needed to build on progress to date (supported by EU and Member States-funded programmes) and improve transparency and accountability of the state, and to restore citizens' faith in the government, and to empower communities to take decisions around their own futures.

**There is a significant risk of (re)emergence of conflict**, either as Boko Haram is revived, or similar groups emerge, if the state is unable to address poor governance and other political and religious grievances that drove people to support the movement. Human rights violations by both formal and informal security services have been reported. Reintegration of people formerly associated with Boko Haram is also a factor in potential for further conflict given community attitudes towards those who have caused suffering to them and their families. There are also simmering tensions and grievances over housing, land and resources, particularly as a result of large scale settlement of internally displaced people. Community conflict prevention, management and peace building structures exist but need strengthening.

The objective of this intervention is to support early recovery from, and build resilience to, conflict in (selected) affected and vulnerable communities in Yobe. The intervention is focussed on meeting immediate needs of targeted communities but, in line with the Joint Communication on Resilience and associated Council Conclusions, it aims to build the foundations for a better alternative to either the previous situation (state failure and fragmented, marginalised society), or the current regime (violence, destruction and extortion). As time and financial resources are relatively limited, it is not possible to fully address all the inequalities and failures that fuelled the conflict, so the intervention proposes a policy dialogue component to promote reforms which will, in the longer term, result in improvements to health, education, incomes and empowerment of citizens of Yobe. The intervention is also designed to support activities by other EU Member States and other donors to achieve synergies and greater impact.

An integral component of the activities will be peace-building and conflict prevention and resolution activities at community level, to facilitation reconciliation, reintegration and building resilience to violence and extremism.

In particular, the project will build on successes of the recently launched EU package of support to Response, Recovery and Resilience in Borno, and strengthen its overall response to the conflict in the Northeast. Stabilisation of Yobe is particularly important, and complementary to the recovery work in Borno, as Boko Haram may be driven out of Borno and exploit spaces in Yobe. The two packages combined also give the EU a strengthened hand in political dialogue around long term reforms.

## 2. RISKS AND ASSUMPTIONS

Risks	Risk Level	Mitigation Measures
Fragility of the security situation leading to reduced effectiveness and delays in the implementation of activities	High	<ul style="list-style-type: none"> <li>• Adopting a flexible conceptual framework allowing for adapting the target LGAs to changes in context, and adjusting resources between the components of the action as required</li> <li>• Implementing Do No Harm priorities,</li> </ul>



		<p>effective communication with implementing partners, communities and security agencies</p> <ul style="list-style-type: none"> <li>• Working closely with the State and local government authorities to provide additional security support and access</li> </ul>
International and regional co-workers becoming targets of terrorist attacks	Medium	<ul style="list-style-type: none"> <li>• High security standards, including secure compounds, secure vehicles, security advisors, escorts for field missions, regular security and risk analyses and elaboration of appropriate response plans</li> <li>• Subcontracting parts of the action to local and State level NGOs with presence and implementation experience in the Northeast</li> </ul>
Limited oversight and coordination of the proposed Action could lead to delays in implementation	Medium	<ul style="list-style-type: none"> <li>• Enhance collaboration and partnerships amongst stakeholders in Yobe on the basis of enhanced frequency of field visits and improved oversight and communication by a national programme steering committee</li> </ul>
Sudden increase in the number of IDPs or other vulnerable groups	Medium	<ul style="list-style-type: none"> <li>• Review priorities and consolidate existing plans to free up resources to address immediate and short term needs of the newly liberated areas</li> </ul>
Lack of cooperation by local government institutions and State Authorities	Low	<ul style="list-style-type: none"> <li>• Engagement of Yobe State Government in design and implementation of the intervention</li> <li>• Engage in high-level policy dialogue and support strengthening of the system at LGA/State levels</li> <li>• Build on good relationships established under related projects</li> </ul>
Vulnerability of IDPs and host communities is increased due to adverse climatic conditions (droughts, flash floods)	Medium	<ul style="list-style-type: none"> <li>• Increased awareness of climate change impacts and design of climate-proofing investments and productive activities</li> <li>• Promotion of climate-resilient planning and rehabilitation activities, including increased diversification of productive activities and incomes through training</li> </ul>
<b>Assumptions</b>		
1. The government and other development partners will implement plans and provide financial support for the rehabilitation in Yobe in an efficient and coordinated manner as per their plans.		
2. The security situation will allow for access and implementation of activities and the achievement of results in Yobe particularly and the rest of the region.		
3. Regular monitoring of implementation by international and regional programme staff will generally be possible.		
4. Communities cooperate with the proposed action.		

### **3. LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES**

#### **3.1 Lessons learnt**

Whilst early recovery activities are already underway, the situation in Yobe is highly complex and still volatile. Access to some areas is restrained due to potential insecurity. It is therefore crucial that all interventions are based on lessons learnt from work supported by EU and others in north east Nigeria and elsewhere in the Lake Chad basin. These include:

- Using the RPBA and other tools, bearing in mind unmet humanitarian needs, and developing an integrated approach that aims to address some of the root causes of the conflict while consolidating the recovery process;
- Building on and linking with existing humanitarian interventions, supporting the gradual transition into early recovery;
- Aligning with ongoing support from major development partners supporting recovery and resilience, in particular with those of other EU Member States, to achieve greater impact in political, diplomatic, security, humanitarian and developmental interventions;
- Replicating approaches and activities that have a successful track record elsewhere in Northern Nigeria, but developing new projects on specific sectors that are essential to consolidate the recovery process;
- Developing a robust monitoring and evaluation (M&E) framework which has the buy-in from all development partners and the Yobe State Government;
- Adopting a conflict-sensitive approach throughout (but particularly in the selection of beneficiaries) to maximise stabilisation impacts of development activities and reduce risk of conflict escalation;
- Liaising closely with the coordinating government bodies and joining efforts with other development partners working on the response for the north east;
- Ensuring flexibility in the approach to be able to scale up or down activities in certain areas;

To this end, the objectives and activities in section 4 below are based on:

- Detailed analysis of the context and conflict situation in Yobe, and the specific risks and vulnerabilities;
- Needs and priorities identified by the Government and development partners (as listed above);
- Extensive discussions with other development partners active in the region;
- The approach taken in the recently approved Support to Response, Recovery and Resilience in Borno State;
- Experiences from the EU's response in other recent crisis situations such as the Central African Republic and Mali;

Building resilient households, communities and systems require effective and inclusive governments at various levels that are responsive to the needs of the citizens and accountable for results. ECHO and the Directorate-General for International Cooperation and Development (DEVCO) will use existing strong relationships with Government agencies, international bodies and other partners to strengthen policy dialogue on reforms to address systemic challenges in governance, which will help reduce potential for further conflict.

### 3.2 Complementarity, synergy and donor coordination

This intervention is planned and will be implemented in full complementarity with existing activities funded by the EU including:

- **ECHO's assistance** providing food and nutrition assistance, shelter and non-food items, WASH, access to primary health care, targeting primarily the most vulnerable conflict-affected populations and promoting integrated approaches.
- **11<sup>th</sup> EDF Resilience projects supporting Response, Recovery and Resilience in Borno and Adamawa States**
- **EUTF** funded projects supporting recovery of basic services, livelihoods creation, community resilience and social cohesion, provision of psycho-social support and building conflict management capacity;
- Support to **State and Local Governance Reform Programme (SLOGOR)**, being implemented by the World Bank on behalf of the EU.

The **World Bank** is responding with a proposed USD 200 million Multi-Sector Crisis Recovery Project (MCRP) for north east Nigeria, of which 22.5 % is envisaged for Yobe (approximately EUR 36 million). MCRP targets short- and medium-term recovery, stabilisation, and peace building through: reconstruction and restoration of basic services, peace-building and psychosocial support to affected communities, and assistance to help people rebuild their livelihoods.

**DFID's** North East Nigeria Transition to Development programme (NENTAD, £300m 2017-2022) delivers humanitarian assistance in nutrition and food security; protection and Education in Emergencies; support to health, water, shelter and livelihoods interventions; as well as strengthened government planning, budgeting and coordination; and risk management. DFID also funds the Partnership to Engage, Reform & Learn (PERL) programme, which strengthens accountability and responsiveness of government, and engagement of civil society engagement and media reporting to hold government accountable. DFID is also planning expansion of its agricultural value chain development programme, Propcom MaiKarfi into the Northeast, including Yobe State.

Gesellschaft für Internationale Zusammenarbeit (GIZ) is an active EU Member State agency in the Northeast with several early recovery and resilience building interventions in Borno and Adamawa. They are also piloting technical and vocational training approaches in the Northeast. The German Ministry for International Cooperation and Development has expressed interest in collaborating with the EU in potential interventions in Yobe.

The EU participates actively in a number of relevant humanitarian and development partners working groups at HQ level (Abuja). The Early Recovery Sector Working Group coordinates recovery interventions in Borno, Adamawa and Yobe States and is the platform for transitioning from humanitarian to reconstruction and development interventions. An Intervention Tracking Tool is under development which will be based on information at community level, so can identify where there could be overlaps or where communities could be missed.

### 3.3 Cross-cutting issues

#### **Women & youth, gender specific actions**

The discriminatory customary and religious laws and traditions, in combination with ineffective and partly corrupt governance systems are the main causes of the huge inequalities for women in Nigeria. For instance, in spite of constituting half of the population, women are mostly excluded from participating in public life and political decision making. [REDACTED]

In the two most affected local government areas of Yobe state, more than 50 % of the IDPs are female, many of them heading households, including girls younger than 14 years. In areas formerly held by Boko Haram and also partly in informal settlements, many women and girls have to resort to harmful coping mechanisms; sexual exploitation and abuse are reportedly used as a precondition for access to food and other assistance.

The proposed action will therefore encourage, in particular, women's participation and engagement at predominantly community and local authority level decision-making, addressing gender mainstreaming and the current lack of transparency and accountability in this regard. Through the inclusion of conflict prevention and peace-building activities, the intervention will also make a contribution to reducing violence against women and girls.

Adolescents and youth have also been directly impacted by the conflict and remain highly vulnerable. Many have missed educational or training opportunities, and unemployment is high. Young men, in particular, are vulnerable to influence by armed groups, offering alternative opportunities for income generation. Many who have returned (either voluntarily or released from captivity) have difficulties being trusted and reintegrating into the community. Youth training and employment creation schemes are supported by the package, alongside provision of psychosocial support and community reintegration work.

### **Environmental sustainability and climate change**

There is evidence that large-scale environmental and climatic change contributes to creating an environment in which non-state armed groups (like Boko Haram) can thrive and opens spaces that facilitate the pursuit of their strategies. In Northern Nigeria, climate change contributes to resource scarcities that increase local competition for land and water. Resources' scarcity erodes livelihoods, aggravates poverty and unemployment, leads to population displacement, and fuels social tensions and violent conflicts. Any intervention focusing in livelihoods of displaced people should take into consideration resources' scarcity, environmental degradation and climate change variability and impacts. Access to water and combating land degradation are crucial for ensuring sustainable farming and herder production. The programme, under its component 2, will promote low-inputs, climate-resilient agricultural activities, taking into consideration the importance of reducing potential conflicts among farmers, fishers and herders. The vocational trainings will help diversify incomes, reducing the dependence of young people and women on natural resources.

### **Conflict sensitivity**

The conflict in Yobe state is a result of a complex interaction of long term systemic changes and failures, medium term stresses and shorter term shocks. A range of tensions and disputes are simmering, with the potential to escalate to violence. It is therefore critical that conflict sensitivity is seen as cross cutting to all the actions, and that an analysis of conflict potential precedes all interventions. In particular, this should consider the different impacts of the conflict, and vulnerability of men, women, children, people from different ethnic backgrounds, people with disabilities, etc. Wherever possible, peace-building and conflict resilience activities should be included as part of each of the main activities.

## **4. DESCRIPTION OF THE ACTION**

### **4.1 Objectives/results**

This programme is relevant for the United Nations 2030 Agenda. It contributes primarily to the progressive achievement of SDGs 1 and 2 on eliminating all forms of poverty everywhere and ending hunger, achieving food security and improved nutrition and promoting sustainable agriculture, but also promotes progress towards SDGs 5 and 16 on achieving gender equality and empowering all women and girls, and promoting just, peaceful and inclusive societies. This does not imply a commitment by The Federal Government of Nigeria nor the Yobe State Government.

The funding available would not allow substantial intervention in all the areas of need. As detailed above, other donors are also working in Yobe on early recovery activities, including other EU Member States. So coordination is critical to ensure complementarity and maximisation of impact; deeper collaboration such as joint implementation will be sought wherever possible. For example, reconstruction has been highlighted as a significant need (by Yobe State Government and the Recovery and Peacebuilding Assessment (RPBA), and is targeted for funding from the World Bank under the Multi-sector Crisis Response Plan. The EU will therefore not prioritise reconstruction of public facilities (schools, hospitals and other buildings), but may provide complementary activities, such as training of staff to meet specific needs in the selected areas. Thus we may provide training of teachers in an area where others are rebuilding schools, in order to meet the immediate needs of education. We would not expect this to have long term impacts on literacy and numeracy rates however. We aim to bring about these reforms through our policy dialogue component, again working in conjunction with other donors to address systemic weaknesses and identify reforms needed in the education system. Similarly, we may provide support to nutrition schemes in selected areas, but do not expect to see significant changes in chronic malnutrition rates over the lifetime of this project. However, by working with health care providers, as well as agricultural businesses and farmers, we can raise awareness and strengthen capacity both to demand and to supply goods and services that will have a lasting impact on nutrition. We will also use all available entry points – with government and with other donors, as well as with stakeholders - to raise awareness, provide training and access to climate-smart technologies and approaches both in local and state government and by beneficiaries.

It is also strongly encouraged that partners work in consortia in order to cover the range of expertise and specialist skills required by the diverse activities, and to go beyond coordination and ensure maximisation of synergies in these interlinked activities. Furthermore, involvement of local NGOs or other partner organisations and, in particular, use of local labour in construction activities would significantly improve the capacity building and sustainability aspects of the intervention.

It is also likely that the interventions would have to be limited to a few LGAs. The selection of LGAs will be made in consultation with Yobe State Government and other development partners, according to agreed criteria. As the aims are both early recovery from conflict and resilience to conflict, not only those currently badly affected, but also those vulnerable to conflict may be selected. Criteria could include: extent of unmet recovery needs, vulnerability to future conflict, number of people being (re)settled, accessibility, location of other development activities, amongst other factors. Critical to success will be the integrated approach to implementation, bringing in expertise from different actors as necessary and linking with other activities in the same geographic locations in order to build synergies.

### **Specific Objective 1: Enhanced social protection**

Facilitating a transition from humanitarian assistance to state-led safety nets programmes will help the most vulnerable meet their needs for food and other essential items, stimulate demand for quality basic services, and reduce the risk of social unrest by demonstrating the State's credibility (where it is able to provide such services). Shifting from distribution of food and non-food items to cash-based transfers can also give people more choice in the goods and services they purchase to meet individual needs, and will aid recovery of local markets, as demonstrated so far in humanitarian assistance programmes. The regularisation of income, even small amounts, can enable people to save and invest in rebuilding their livelihoods. Social protection systems are an effective tool in building a country's resilience and capacities to respond to crisis. The Yobe State Government has already established the Youth Employment and Social Services programme which is a safety nets programme encompassing: cash transfers for the poorest and most vulnerable; a cash-for-works programme; and a youth training programme. Support to strengthening the capacity for administration of this system would ensure sustainability beyond the timeframe of the project. The EU could support piloting of a broad social protection scheme, or could provide targeted cash transfers to achieve specific outcomes (e.g. in nutrition or school attendance). This will be determined by the proposals received, which are expected to reflect the experience of related activities. Some additional support to strengthening basic services may be required in order to complement the safety net programme, by ensuring beneficiaries of social protection are able to access services locally. The budget is insufficient to provide full coverage of all basic services, therefore targeting would need to be specific, based on the needs, as reflected in the proposals received. This could include technical support to schools and health facilities, to meet immediate needs, as detailed above.

### **Specific Objective 2: Improved livelihoods**

There is significant agricultural potential in Yobe (for cultivation, livestock rearing and aquaculture), and this would be a focal sector. EU support in this area could build on interventions by other donors (DFID, World Bank), helping farmers to regain their livelihoods, but also helping people start new agricultural related businesses, which could be a more attractive option for large numbers of currently unemployed youth. The World Bank is providing start-up kits for farmers returning to the land, so technical support could be provided by the EU to increase awareness of new technologies and techniques, new varieties and improved inputs that can help farmers to cope with resource scarcity, environmental degradation and climate variability, and improve food security and nutritional outcomes. Support could also be provided to help farmers form cooperatives and small enterprises, spreading their risks, and enabling small-scale commercialisation, crop diversification, and cultivation of more nutritious foods. DFID is supporting value chain development and recovery of markets, and EU support to farmers could help them take advantage of new market opportunities. The EU could also increase awareness about climate impacts and promote climate-smart practices such as agroforestry and efficient irrigation, to help farmers adapt to climate change. Other technical and vocational training opportunities could also be considered, particularly for women and youth, including apprenticeships with master craftsmen, training in business skills, and support for rural enterprises. This should be determined through a needs analysis.

### **Specific Objective 3: Strengthened public financial management at State and local government levels**

In parallel to interventions aimed at economic empowerment of conflict-affected and vulnerable communities, activities are needed to strengthen the public sector at State and local level to ensure lasting recovery and resilience. As perceived levels of corruption were a key grievance against the State, tackling public financial management, and being able to report more accurately on its expenditure, will help restore the trust of communities.

Although the State Government has made good progress through EU-funded and other donor-funded programmes, further support is required to strengthen and fully implement systems for better management, reporting and monitoring of public finances, including support to the State for establishing the State Bureau of Statistics and the State Fiscal Responsibility Board and the State Public Procurement Board.

#### **The expected results are that:**

- Up to 20,000 conflict-affected and vulnerable households receive financial support to access food and basic needs each year;
- Up to 30,000 vulnerable and displaced households are supported with training, inputs and other support to restart agricultural livelihoods and businesses;
- Approximately 20,000 youth and women are provided with skills linked to diversification of incomes and market opportunities;
- Public administration capacity is strengthened to deliver a safety nets programme State-wide;
- Basic services in the areas of intervention are accessible, affordable, sustainable and good quality, through the provision of technical assistance and training of staff;
- Public financial systems, monitoring and reporting systems are strengthened, including through greater civil society engagement with authorities to deliver appropriate and adequate basic services;
- Multi-stakeholder dialogue is opened for increasing state legitimacy, responsiveness, transparency and accountability to its citizens, and for building cohesive, resilient societies that are able to prevent and resolve conflicts. Dialogue is also strengthened at federal level to press for reforms that address some of the underlying drivers of violent extremism in Nigeria.

## **4.2 Main activities**

### **Specific Objective 1: Enhanced social protection:**

Key activities would include:

- Selection of LGAs according to criteria agreed in consultation with State authorities and other development partners;
- Support to local authorities to identify and register vulnerable individuals and groups (building on work already underway by humanitarian partners and State authorities, and subject to a conflict sensitivity analysis and gender sensitivity analysis);
- Identification of goods and services available (provided by the LGA or other development partners);
- Development and implementation of a plan for technical support and training to improve the quality of basic services where these are not available or not sufficient, and where other actors are supporting reconstruction (according to the identified needs in that community and conditionality, if any, of the transfers);

- Needs assessment to determine the amount required to help people meet their basic needs and to cope with shocks and stresses, as well as to access longer term livelihood opportunities (such as training schemes);
- Agreement on conditionality (if transfers are to be used for a certain purpose and if they are linked to activities such as participation in health and nutrition programmes, enrolment in school or in training schemes, or involvement in public works programmes);
- Selection of payment system – payment mechanism, amount and frequency of payments, securitisation of payments, verification of payments;
- Development of monitoring system – type, number and location of beneficiaries, expenditure categories, perceived benefits, challenges and risks;
- Support the establishment of a dispute resolution mechanism (to ensure grievances within communities are aired and resolved transparently);
- Building capacity in government institutions to administer and expand the programme;
- Work with other donors (including development banks) to ensure availability of funds in the medium term.

### **Specific Objective 2: Improved livelihoods:**

Key activities would include:

- Technical support to farmers restarting agricultural livelihoods, through provision of quality extension services including environmental and climate awareness, promotion of climate-smart and resilient agricultural practices such as agroforestry, development of new farming techniques and products, and support recovery of financial services for agricultural inputs, establishment of community cooperatives and linking with market recovery activities, and promotion of nutritional awareness, agricultural diversity and nutrient-enriched crops;
- Market analysis of income-generating opportunities and engagement of local businesses;
- Consultation with communities, in particular youth and women to identify and prioritise learning and training needs;
- Support to development and implementation of training programmes (linked to opportunities identified), including through rehabilitation of technical schools and vocational training centres where these are constraints;
- Selection and enrolment of beneficiaries (based on a needs assessment and conflict sensitivity analysis and gender sensitivity analysis);
- Linking of training to income-generating and innovation opportunities (e.g. through apprenticeships, start-up kits, support to small enterprises, support for climate-smart technology applications);
- Coordinating with other donors to ensure complementarity in enhancing productivity in a climate-smart and environmentally friendly way.



### **Specific Objective 3: Strengthened public financial management at State and local government levels**

Key activities would include:

- Identification of key areas where transformative and sustainable reforms are possible but require further support – based on experiences to date and needs of government
- Identification of key areas for reform or system strengthening – based on engagement with civil society groups;
- Identification of key entry points for engagement at state and local level and capacity building needs;
- Design and implement programmes to implement reforms and build capacity to further enhance financial management and reporting;
- Establish/build on channels for dialogue with civil society organisations to feedback on progress.

#### **Policy dialogue**

To maximise effectiveness of early recovery and stabilisation activities there should be a strong component of establishing channels for, and engaging in, policy dialogue, that uses evidence from development projects to press for change, and also presses for change that facilitates further development activities. In line with the integrated approach, policy dialogue should be at all levels and with all stakeholders, so this will require using high-level political channels at Federal and State level, but also working at local and community level. It also requires facilitation of dialogue with and between religious and traditional leaders, religious schools, and government authorities. The main purpose of such dialogue should be to help tackle some of the root causes of violent extremism and conflict, including through building identity and trust, overcoming injustices and increasing accountability. This would empower communities and help change the perception that the state is unresponsive or repressive, and could also help air differences and avoid escalation of new extremist movements, and possibly move towards amnesty measures for existing combatants.

#### **4.3 Intervention logic**

The logic of this proposed intervention is that:

**If** affected and vulnerable communities can be empowered through having agency over their resources and can access goods and services for themselves; and

**If** affected and vulnerable communities, especially youth and women, can be empowered through (re)generating livelihoods and creating income-generating opportunities; and

**If** affected and vulnerable communities are supported in overcoming grievances and building peace; and

**If** the state is responsive and accountable to its people;

**Then** people will be better off, less vulnerable to influence or conscription by violent groups, and the State's legitimacy will start to be restored, creating a more stable environment for economic development.

## **5. IMPLEMENTATION**

### **5.1 Financing agreement**

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country.

### **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

### **5.3 Implementation of the budget support component**

N/A

### **5.4 Implementation modalities**

Both in indirect and direct management, the Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures affecting the respective countries of operation<sup>12</sup>.

#### **5.4.1 Grant: direct award (direct management)**

(a) Objectives of the grant, fields of intervention, priorities of the year and expected results

Implementation of activities related to components A: piloting of social protection, and B: provision of support to livelihoods, as detailed in section 4.2, including administrative and financial reporting.

(b) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because Nigeria is in a crisis situation (Art. 190(2) RAP). Given the extremely fragile security situation in large parts of Yobe State, the specialised nature of most of the interventions and the need for implementing partners with sufficient terrain knowledge and the ability to quickly mobilise and deliver, direct awarding of grants is deemed to be the modality with the best chance of success, provided that the flexible procedures following a crisis declaration are applicable at the moment of the award.

(c) Eligibility conditions

In order to be eligible for a grant, the lead applicant must:

- be a legal person **and**
- be non-profit-making **and**
- be a non-governmental organisation, public sector operator, local authority or international (inter-governmental) organisation **and**

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<sup>12</sup> [https://eeas.europa.eu/sites/eeas/files/restrictive\\_measures-2017-04-26-clean.pdf](https://eeas.europa.eu/sites/eeas/files/restrictive_measures-2017-04-26-clean.pdf)

- be established in a Member State of the European Union or Nigeria **and**
- be directly responsible for the preparation and management of the action with the co-applicant(s) and affiliated entity(ies), not acting as an intermediary.

(d) Essential selection and award criteria

The essential selection criteria are the financial and operational capacity of the applicant. The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(e) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is full funding.

If full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100 %. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(f) Indicative trimester to conclude the grant agreement

First trimester 2019.

#### **5.4.2 Indirect management with the World Bank**

A part of this action **objective 3, Support for strengthening PFM, statistics, M&E systems at State and local government levels**, may be implemented in indirect management with the World Bank. This implementation entails a contribution to the World Bank administered Multi-Donor Post-RPBA Trust Fund. In this case, the corresponding contribution agreement will be signed by the European Commission. This implementation is justified because of the crucial role the World Bank plays in providing assistance to the Nigerian Government in public sector reform and public financial management, its capacity to mobilise the required expertise and technical assistance and its fiduciary rules for managing such a Trust Fund. The World Bank Trust Fund is an already existing instrument with the potential to attract more participating donors and this would facilitate coordination and coherence in an important area of response to the crisis. DFID is already contributing financial resources to it.

The entrusted entity would carry out the following budget-implementation tasks: contracting and carrying out payments.

In alternative, this component could be implemented in direct management through a service contract. Indeed, part of the World Bank-Trust Fund activities, funded by the EU in Borno, will be implemented by a Technical Assistance (TA). Should the company in charge of the TA in Borno be also present in Yobe, the EU may decide to enter in direct agreement with the TA.

#### **5.5 Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1) (b) of Annex IV to the ACP-EU Partnership Agreement on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

## 5.6 Indicative budget

	EU contribution (EUR)
<b>Specific Objective 1: Social protection system piloting</b> 5.4.1 Grants: direct award (direct management)	<b>15 000 000</b>
<b>Specific Objective 2: Support to livelihoods</b> 5.4.1 Grants: direct award (direct management)	<b>11 000 000</b>
<b>Specific Objective 3: Support for strengthening public financial management at State and local government levels</b> 5.4.2 Indirect management with the World Bank or Direct Management with Service Contract	<b>2 450 000</b>
5.9 Evaluation / 5.10 Audit	<b>250 000</b>
5.11 Communication and Visibility	<b>100 000</b>
Contingencies	<b>1 200 000</b>
<b>GRAND TOTAL</b>	<b>30 000 000</b>

## 5.7 Organisational set-up and responsibilities

The overall responsibility for the coordination and implementation of the programme lies with the Federal Government of Nigeria, represented by the National Authorising Officer (NAO) (Ministry of Budget and National Planning), the Inter-Ministerial Task Force and the Presidential Committee on the Northeast Initiative, as well as with the Yobe State Government. The European Union Delegation to the Federal Republic of Nigeria will have permanent oversight on the overall progress of implemented activities under the project.

### Governance structure

- (i) **A Project Appraisal Committee**, consisting of NAO, PCNI, Yobe State Government, ECHO and the EU Delegation will select the projects to be funded on the basis of applications received.
- (ii) **A Programme Steering Committee**, co-chaired by the NAO and the Governor of Yobe State, with the following membership: the Yobe State Budget and Economic Planning Ministry, PCNI, ECHO, and EU Delegation will meet at least twice a year during the implementation period to discuss and take decisions related to strategic orientation, progress and bottlenecks in implementation.
- (iii) **A Technical Implementation Committee** co-chaired by the NAO and the Yobe Budget and Economic Planning Commissioner, comprising the EU Delegation, ECHO, National Emergency Management Agency/State Emergency Management Agency, and the implementing partners will meet quarterly to ensure coherence between interventions, discuss technical issues on the implementation of the project (e.g. the targeting of beneficiaries), share information on security issues and identify and respond to new and emerging challenges.

**A Donor Coordination Committee**, comprising international development partners including bilateral and multilateral agencies, certain diplomatic missions and key international non-governmental organisations will meet quarterly or as required to ensure coordination and complementarity within and among development partners to improve effectiveness of democratic support and prevent duplication and/or overlap in activities among the community of the donors.

## **5.8 Performance monitoring and reporting**

All contracts implementing this action will have a specific results framework that will be monitored by dedicated monitoring and evaluation specialists on an ongoing basis with the EU Delegation and the NAO overseeing the compilation of the information at programme level. Intervention specific baselines will mainly be established during the inception phases of the various programme elements and will be updated on a regular basis during the implementation. The target values established will reflect an accurate assessment of the feasibility of the activities and achievements within the timeframe. The monitoring will provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outcomes and direct outputs) as measured by corresponding indicators, using the log frame matrix as reference.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and financial reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

## **5.9 Evaluation**

Having regard to the importance and nature of the action, mid-term and final evaluations will be carried out for this action or its components via independent consultants contracted by the Commission.

A mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to the volatile and rapidly evolving security situation, which might hinder full project implementation. A final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the logframe work will be further elaborated after actions have started on the ground, and there is a need to make sure through the final review that partners have achieved the targets indicated in their logframes.

The Commission shall inform the implementing partners at least 1 month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner

country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, two contracts for evaluation services shall be concluded under a framework contract in 2020 and 2021/2.

#### **5.10 Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, one contract for audit services shall be concluded under a framework contract in the second semester of 2020.

#### **5.11 Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

## APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY) <sup>13</sup>

NB: This will be updated once proposals from implementing partners have been reviewed. The baselines will be verified (in some cases established) during the inception period of the project.

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	Poor and vulnerable people in selected communities will be more resilient to conflict	1. State poverty rate Proportion of population living below the national poverty line, by sex and age 2. Food Consumption Scores SDG indicator: Prevalence of moderate or severe food insecurity in the population, based on the Food Insecurity Experience Scale (FIES) 3. Citizen satisfaction with public service delivery Proportion of population living in households with access to basic services 4. Security incidents	1. 60 % poverty (2017) 2. 50 % of IDP households with low FCS (2017) 3. 75 % satisfaction (2015) 4. 174 incidents (2017)	1. 50 % reduction in poverty rate by 2020 2. <30 % of all households have low FCS 3. 90 % citizen satisfaction by 2020 4. <100 incidents per year	1. Yobe State Poverty Mapping; 2. Yobe State Development Plan monitoring report; 3. WFP Nigeria Situation reports; 4. Development partners security reports	These data are collected by these sources on a regular basis and are reliably reflecting progress in the supported communities. If not, the project will include its own monitoring in selected communities
Specific objective 1: Outcome(s)	Enhanced social protection for the most vulnerable households in selected communities	1.1 Number of men/women registered in safety nets programme in selected communities SDG indicator: Proportion of population covered by social protection floors/systems,	TBC in inception phase	TBC in inception phase	Yobe State Youth Employment and Social Services Programme reports;	No increase in insurgent attacks, increasing number of people in need
Specific objective 2:	Improved livelihoods in selected communities	2.1 Number of men/women cultivating crops 2.2 Number of men/women rearing livestock SDG indicator: Proportion of	TBC in inception phase (at State level in 2017 figures were 47 % of IDP households cultivating and 22 % rearing	TBC in inception phase	Multi-Sector Needs Assessment, Yobe State (REACH)	No increase in insurgent attacks, which would prevent people from returning to

<sup>13</sup> Mark indicators aligned with the relevant programming document mark with '\*' and indicators aligned to the EU Results Framework with '\*\*'.

		agricultural area under productive and sustainable agriculture	livestock)			agriculture
<b>Specific objective 3: Outcome(s)</b>	Strengthened public financial management at State and Local Government levels	3.1 % of State budget allocation to basic services 3.2 Number of expenditure audits 3.3 Budget execution rate SDG indicators: Primary government expenditures as a proportion of original approved budget, by sector (or by budget codes or similar) Proportion of population satisfied with their last experience of public services Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group	3.1 15 % to health in 2018 3.2 TBC in inception phase	TBC in inception phase	Yobe State Ministry of Budget & Planning	Election outcomes do not substantially change State reform programmes
<b>Outputs</b>	Monthly cash payments are delivered to vulnerable households in selected communities	Number of households (men/women)receiving regular payments	0	Up to 20,000 additional households per year	YESSO monitoring report; registration databases	Security situation permits working in targeted LGAs
	Enhanced capacity of vulnerable households to restart agricultural livelihoods and businesses;	Number of men and women receiving environmentally-friendly, climate smart agricultural training and access to improved technologies	0	Up to 30,000 additional households per year # hectares in targeted communities where male/female farmers perform sustainable agriculture and climate resilient practices	Reports from development partners delivering training	
	Enhanced skills of youth and	Number of youth (15+ years,	TBC during inception	Approximately	Reports from	



	women linked to market opportunities;	male and female) trained in new skills	phase	20,000 individuals per year	development partners delivering training	
	Public administration capacity is strengthened to deliver a safety nets programme;	Number of communities and LGAs in which YESSO is active due to support of this action	TBC during inception phase	TBC during inception phase	YESSO monitoring report	
	Improved capacity of State and local government to provide adequate basic services	Number of teachers provided with training in selected communities Number of health care staff provided with training in selected communities	TBC during inception phase which will identify training needs	TBC following needs assessment	Reports from development partners delivering training	
	Strengthened capacity of State and local government institutions in public financial systems, statistics, monitoring and reporting systems;	Number of civil servants trained in public financial management, statistics and monitoring	0	At least 100 at State and Local level; SBS fully functional by 2020	Reports from development partners delivering training	