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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX III**

to the Commission Implementing Decision on the financing of the annual action plan in favour of the Republic of Nigeria for 2023 (Part 1)

**Action Document for Support for Disengagement, Review, Reintegration, and Reconciliation of Persons formerly associated with NSAGs in Northeast Nigeria (SD3R)**

**ANNUAL PLAN**

This document constitutes the annual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

**1 SYNOPSIS**

**1.1 Action Summary Table**

<p><b>1. Title</b> <b>CRIS/OPSYS</b> <b>business reference</b> <b>Basic Act</b></p>	<p>Support for the Disengagement, Review, Reintegration, and Reconciliation of Persons Formerly Associated with Non State Armed Groups (NSAGs) in Northeast Nigeria (SD3R) OPSYS number: ACT-61642 Financed under the Neighbourhood, Development and International Cooperation Instrument (<u>NDICI-Global Europe</u>).</p>
<p><b>2. Team Europe Initiative</b></p>	<p>Yes (TEI Peace and Governance)</p>
<p><b>3. Zone benefiting from the action</b></p>	<p>Nigeria</p>
<p><b>4. Programming document</b></p>	<p>Nigeria Multi-Annual Indicative Programme (MIP) of the NDICI 2021-2027</p>
<p><b>5. Link with relevant MIP(s) objectives / expected results</b></p>	<p>This Action intends to contribute to priority area 2 of the MIP on Governance, Peace and Migration, in its specific objective 2: improving human security (DAC code 152) and in particular, the following results:</p> <ol style="list-style-type: none"> <li>1. Strengthened prevention of armed conflict, including through building community resilience and successful reintegration of individuals formerly associated with Non State Armed Groups (NSAGs);</li> <li>2. Improved mechanisms to protect civilians and safe non-guard women's and children's rights in fragile and conflict-affected contexts.</li> </ol> <p>Strengthened prevention and repression of maritime insecurity, transnational organised crime and terrorism, combining local, national and regional actions.</p>
<p><b>PRIORITY AREAS AND SECTOR INFORMATION</b></p>	
<p><b>6. Priority Area(s), sectors</b></p>	<p>Priority area 2: Governance, Peace and Migration Sector: Peace</p>

<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG: 16 Peace, Justice and Strong Institutions Other significant SDGs and, where appropriate, targets: SDG 5 Gender Equality and empower all women and girls			
<b>8 a) DAC code(s)</b>	DAC Code 15220 - Civilian peace-building, conflict prevention and resolution			
<b>8 b) Main Delivery Channel</b>	IOM - 47066 UNICEF - 41122 UNODC - 41128 UNDP - 41114			
<b>9. Targets</b>	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers (from DAC form)</b>	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>11. Internal markers and Tags</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation @	<input checked="" type="checkbox"/>		
	digital connectivity		<input type="checkbox"/>	<input type="checkbox"/>
	digital governance		<input type="checkbox"/>	<input type="checkbox"/>
	digital entrepreneurship		<input type="checkbox"/>	<input type="checkbox"/>
	digital skills/literacy		<input type="checkbox"/>	<input type="checkbox"/>

	digital services		<input type="checkbox"/>	<input type="checkbox"/>
	Connectivity @	<input checked="" type="checkbox"/>		
	transport people2people energy digital connectivity		<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
		<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Migration @ (methodology for tagging under development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

### BUDGET INFORMATION

<b>12. Amounts concerned</b>	<p>Budget line(s) (article, item): BGUE-B2023-14.020120-C1-INTPA</p> <p>Total estimated cost: EUR 20 000 000</p> <p>The total amount of EU budget contribution EUR 20 000 000</p> <p>This action will contribute to the Peace and Governance TEI. Participating EU MS are DE, ES, FR, IE and NL.</p>
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### MANAGEMENT AND IMPLEMENTATION

<b>13. Type of financing<sup>1</sup></b>	<b>Indirect management</b> with the entity(ies) to be selected the criteria set out in section 4.4.1
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## 1.2 Summary of the Action

<p>This action aligns with the objectives of the EU – Federal Republic of Nigeria Multi-Annual Indicative Programme (MIP) 2022-2027, in particular its second priority, sector area focusing on Governance, Peace and Migration, in a particular specific objective, 2:</p> <ul style="list-style-type: none"> <li>- Strengthened prevention of armed conflict through community-building resilience and successful reintegration of individuals formerly associated with Non State Armed Groups (NSAGs).</li> <li>- Strengthened prevention of terrorism by combining local, national, and regional actions.</li> <li>- Improved mechanisms to protect civilians and safeguard women’s and children’s rights and conflict-affected contexts.</li> </ul> <p>This Action aims to contribute to the successful inclusive and gender responsive community-driven reintegration and reconciliation of former armed non-state combatants and Boko Haram associates (men, women, and children) in the Northeast of Nigeria. It supports the efforts of the Government of Nigeria to promote peace, security, and stability in the country and the broader Lake Chad Basin.</p> <p>Following the 11th EDF EU Support for Reconciliation and Re-integration of Former Armed non-state Combatants and Boko Haram Associates (S2R), this second phase “Support for Disengagement, Review Reintegration, and</p>
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<sup>1</sup> Art. 27 NDICI

Reconciliation of Persons formerly associated with Non State Armed Groups (NSAGs) in Northeast Nigeria” (SD3R), would be implemented throughout a minimum period of 36 months, starting in 2023.

In November 2019, the S2R programme (current EU Action) started to be implemented by the United Nations consortium composed of the International Organization for Migrations (IOM), the United Nations Development Programme (UNDP), and the United Nations International Children's Fund (UNICEF), for the benefit of conflict-affected persons in Borno, Yobe, and Adamawa States (BAY).

This Action is proposing a follow-up programme of EU support for the Disengagement, Review, Reintegration, and Reconciliation of Persons formerly associated with Non State Armed Groups (SD3R). This new phase, aims to promote peace and stability in North-East Nigeria through a community-driven reintegration and reconciliation process for former combatants and associated persons of Non State Armed Groups (NSAGs), the Civilian Joint Task Force (CTJF) and vigilante group members across BAY States.

This second phase includes the United Nations Office on Drugs and Crime (UNODC) as an additional implementing partner to strengthen the government strategies to combat terrorism, and support the judiciary among other actions previously implemented with the support of the EU. This action can also draw on achievements as well as identified gaps and needs of two previous Counter-Terrorism (CT) criminal justice projects funded under the Instrument contributing to Stability and Peace (IcSP) (2013 - 2015, 2016 - 2017)

Additionally, the Action will complement the project “Supporting the Efforts of the Nigerian Government on Preventing Violent Extremism (PVE) and promoting Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR),”<sup>2</sup> funded by the EU/NDICI. Coordination between both Actions will be included in components for strengthening the policy development and mechanisms for Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR) and Prevention and Countering of Violent Extremism (PCVE) between the Federal Government and the Borno, Yobe, and Adamawa States.

The SD3R will contribute to achieving SDG: 16 [Peace, Justice and Strong Institutions], SDG on Gender Equality and women and girls’ empowerment, and to DAC code 1: Civilian Peacebuilding, conflict prevention and resolution. Moreover, this Action will take place in the framework of the Peace and Governance Team Europe Initiative where the EU and several EUMS (France, Spain, Germany, the Netherlands and Ireland) are already involved.

The Action will additionally support authorities to effectively investigate and prosecute individuals accused of terrorist offences in the North-East, to ensure there is meaningful accountability and redress for serious crimes. Additionally, the SD3R will focus on Voluntary Security Outfits, such as the Borno State Civilian Joint Task Force (CJTF), and supports the Federal agenda on Small Arms and Weapons Management. Therefore, this Action will provide an appropriate and contextually structured process for the reintegration of selected CJTF and other vigilante groups, in conjunction with wider community safety and security planning.

The SD3R will build on the relevant laws and key policy reform processes<sup>3</sup> (electoral reform, administration of the criminal justice, security sector reform and Police reform, countering violent extremism policy, violence against persons (Prohibition) Act (including sexual and gender-based violence), Child Rights Act, and migration policies, for example) to ensure ownership and alignment with national and state priorities. But despite this processes, regarding gender inequality, the full respect and enjoyment of women’s rights is often worsened by a legal and governance system, which is often lacking enforcement, comprehensiveness and integration with other laws that do not provide

<sup>2</sup> Supporting the Efforts of the Nigerian Government on Preventing Violent Extremism (PVE) and promoting Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR)” (December 2021 – May 2023) Implemented by IOM.

<sup>3</sup> As highlighted in the Gender Country Profile Nigeria (2021-2024), Nigeria is also signatory to several international conventions and treaties that establish its commitment to the human rights of men and women, and to gender equality, in particular the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and its Optional Protocol in 2004 as well as the Protocol to the African Charter on Human and Peoples’ Rights on the Rights of Women in Africa (Maputo Protocol). Also, Nigeria adopted its most recent Women, Peace and Security National Action Plan in 2017 for the period 2017-2020. Nevertheless, the prevalence of various forms of violence against women in Nigeria, even in parts of the country where the Violence against Persons (Prohibition) Act has been adopted indicates that there is a dire need for concrete mechanisms for enforcement of existing laws in order to comply with its international and regional commitments to tackle gender-based violence.

support for gender equality. Furthermore, discriminatory and patriarchal gender norms influenced by culture and religion often further entrench the legal framework.

Based on the new dynamics of the context and the increase in the number of individuals who have left the areas of influence of the armed groups, including the former associates and their families, the SD3R will continue with various activities implemented under phase one of the Action (EU Support for Reconciliation and Re-integration of Former Armed non-state Combatants and Boko Haram Associates). In addition, it will strengthen and adapt others to support the recently developed “Borno Model”, including new activities to enhance registration and disengagement and a new component to scale up government capacities for transitional justice, adding criminal justice.

The SD3R emphasizes the importance of resolving the backlog of the cases of more than 4 200 former members of Boko Haram who are already in detention in a timely manner. Therefore, the Action will include activities to strengthen criminal justice for the most serious offenses, in line with UN and international standards. Moreover, and based on the lessons learnt and the previous actions, this Action will continue Strengthening Criminal Justice Responses for Terrorism, and also takes into account the experience from the project “Nigeria-EU-UNODC-CTED Partnership Project II: Strengthening Criminal Justice Responses to Terrorism” which ran from May 2016 to October 2017. And, an Independent Project Evaluation of the 2<sup>nd</sup> project, the “EU-Nigeria-UNODC-CTED Partnership Project II: Assisting Nigeria to strengthen rule of law-based criminal justice responses to terrorism”.

Finally, and as indicated in the Results Oriented Monitoring (ROM) report implemented by the EU in June 2022, there is space for continuing and strengthening multiple areas of the implementation across this Action, including enhancing the assessments and the inception phase activities for a more effective capacity building support provided to the Federal and State Governments. The SD3R ultimately aims to reduce the current division of DDR efforts in Nigeria, and ensure that there is operational alignment, coordination, and complementarity as it is implemented in line with international standards and best practices.

The intervention will align with the EU political and strategic documents on DDR as well as with Nigerian Federal and State policies, programmes, and action plans, in particular:

- The National Disengagement, Disassociation, Reintegration and Reconciliation (DDRR) Action Plan<sup>4</sup>
- Operation Safe Corridor (OPSC)<sup>5</sup>
- The Preventing and Countering Violent Extremism (PCVE) National Framework<sup>6</sup>

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<sup>4</sup> In September 2018 the Government of Nigeria endorsed a national Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR) Action Plan to operationalize national efforts through an internationally recognized legal and policy framework. The development and implementation of the national DDRR program is based in four pillars: (i) Legal and Policy Issues, (ii) Technical Support to the Government, (iii) Individual Case Management, and (iv) Community-based Reintegration and Reconciliation process.

<sup>5</sup> In 2016 the President of Nigeria launched a program called “Operation Safe Corridor” (OPSC), an initiative that provides off-ramping opportunities for eligible associates of NSAG who surrender to the security forces or were detained in combat. Once their eligibility to be part of this program is established, adult male former associates are transferred to a “transition centre” in Gombe where they participate in a de-radicalization and rehabilitation programme. On the other hand, since women and children are generally considered to be victims (even if in some cases they can be catalogued as perpetrators) with little to no association to NSAG, they are supposed to be transferred to different transition centres in Maiduguri, before they complete their reintegration process. Finally, the OPSC continues operating a rehabilitation centre that prepares low-risk individuals referred to the Joint Investigation Centre (JIC), or after prosecution and judicialisation by the Federal courts, after completing the rehabilitation program.

<sup>6</sup> In response to the challenges faced by the country, the Terrorism Prevention Act 2011 that was amended in 2013, was signed into law. The Office of the National Security Adviser (ONSA) is the Coordinating Office for Nigeria’s counter-terrorism efforts, and the mandates is to “ensure the formulation and implementation of a comprehensive counter-terrorism strategy and to build capacity for the effective discharge of the functions of relevant security, intelligence, law enforcement and military services.”

- The Borno State Reconciliation and Reintegration policy<sup>7</sup>
- The Adamawa State peace policy<sup>8</sup>
- The Yobe State Alternative Dispute Resolution Committee<sup>9</sup>
- The Lake Chad Basin Regional Stabilization strategy<sup>10</sup>

## 2 RATIONALE

### 2.1 Context

#### BACKGROUND

Since 2009, nearly 15 million people in Nigeria’s North-East have been affected by the conflict with Jama’atu Ahlis Sunna Lidda’awati Wal-Jihad (JAS), a Non-State Armed Group (NSAG)<sup>11</sup>, labelled by the media and commonly referred to as “Boko Haram”<sup>12</sup>, and the resulting military operations in North-East Nigeria. Activities of the Boko Haram terrorist group often involve the use of force, resulting in the violation of human rights. In August 2016, the group split into two factions, giving rise to the Islamic State in West Africa Province (ISWAP); in this context, the loss of a significant number of adherent fighters led Boko Haram to increase its suicide attacks on civilian gatherings, indiscriminate killings, raiding whole villages and abducting women and children. In contrast, ISWAP led more sophisticated, organized, and large-scale attacks on military camps and oil exploration

<sup>7</sup> The Borno Model was created in 2021 by the Borno State government with the purpose of managing the mass surrender situation of thousands of former associates to a Non-State Armed Group and vigilantes (with continuing numbers of exits on a daily basis). This mass exits were the result of a variety of factors including renewed military actions, the transition of military operations in the north-east to operation Hadin Kai, territorial control challenges within the insurgent groups and most of all, the death of the Boko Haram leaders, Abubakar Shekau and Abu Musab al- Barnawi in 2021. The Borno Model addresses the following components: 1. “Out of the bush” 2. Transportation; 3. Screening and categorization; 4. Centre based management; 5. Reintegration, Reconciliation, and Transitional Justice.

<sup>8</sup> As a response to violence, the Governor of the State of Adamawa signed the VAPP (Violence against Persons Prohibition Act), which was passed by the Adamawa house of assembly in March 2021. This Law prohibits all forms of violence against persons and maximum protection and effective remedies for victims, and punishment of offenders. However, one of the most important characteristics of the VAPP Act is the prohibition of all forms of violence against women and girls.

<sup>9</sup> In March 2021, the Yobe Government inaugurated a 26-man Alternative Dispute Resolution Committee to work for peaceful coexistence in the State. This committee has the responsibility of resolving crises involving farmer and herders, communal clashes, among other forms of conflicts. The committee is in charge of sensitisation and enlightenment of the public and the establishment and launch of the alternative dispute committees in all the 17 local government areas (LGAs) and 174 wards of the State.

<sup>10</sup> The violence perpetrated by Boko Haram and other extremist groups not only affects Nigeria but also other countries such as Cameroon, Chad and Niger. The results of this violence have a negative effect in economic growth and developmental challenges in the Lake Chad Basin region. On 30 August 2018, the Council of Ministers of LCBC adopted the Regional Strategy for the Stabilization, Recovery and Resilience (RSS) of the Boko Haram-affected areas of the Lake Basin Region, endorsed by the African Union. The strategy develops an approach in dealing with the causes of violent extremism and conflicts in the region. The pillars of the strategy are: Political Cooperation; Security and Human Rights; Disarmament, Demobilization, Rehabilitation, Reinsertion and Reintegration of Persons associated with Boko Haram; Humanitarian Assistance; Governance and the Social Contract; Socio-Economic Recovery and Environmental Sustainability; Education; Learning and Skills; Prevention of Violent Extremism and Building Peace; Empowerment and Inclusion of Women and Youth

<sup>11</sup> In this Project, JAS, Islamic State in West Africa Province (ISWAP), and other armed groups that oppose the Government of Nigeria through violent means will be referred to as “Non-State Armed Groups” (NSAG). This excludes vigilantes/CJTF members.

<sup>12</sup> Boko means ‘Western’ education; Haram refers to that which is forbidden by Islam. “Boko Haram” is a slogan that JAS members used to chant during rallies. In 2015 Boko Haram was named the deadliest global terrorist organisation.

sites. The conflict became particularly intense in 2013, leading to the loss of an estimated 30 000 lives and the displacement of over 1.8 million people.

Abduction of school children is one of the means by which the terrorist group attacks, apart from planting suicide bombers in densely populated areas. The group's abduction of 276 Chibok girls from a boarding school in Borno, in 2014 is well-known as it attracted international response. While 200 girls have been released so far, 100 still remain unaccounted for. Abductees are treated differently based on their gender. Boys are mainly indoctrinated in the group's ideologies and recruited to join the Boko Haram fighting force. On the other hand, abducted girls are often subjected to forced marriage and other forms of sexual exploitation including sexual slavery and forced pregnancies. This narrative also applies to women who are victims of Boko Haram<sup>13</sup>.

In this context, the humanitarian crisis worsened and have led to the mass displacement of civilians both within Nigeria, with over 2.9 million internally displaced people (IDPs), and to neighbouring countries, with some 360000 refugees that had fled to Niger, Chad, and Cameroon. According to the Humanitarian Response Plan for Nigeria (2022), the humanitarian crisis in North-Eastern States of Borno, Adamawa, and Yobe is expected to persist unabated in the long term with an estimated 8.4 million men, women, boys, and girls in acute need of multi-sectoral life-saving assistance across the North-East. Of these, 2.2 million are internally displaced; 1.5 million are returnees who lack essential services and livelihoods; and 3.9 million are members of communities affected by their hosting of internally displaced people.

Although the crisis and ongoing humanitarian emergency stem from the Boko Haram insurgency, the roots of crisis in North-East Nigeria can be traced much further back. Decades of underdevelopment of the North-East region has gradually eroded capacities to deliver public services, form effective and responsive governance, and prevent and respond to crises. Importantly, it has generated the perception of marginalisation of the region, which is supported by data as some of Nigeria's lowest human development indicators occur in the three North-Eastern States. The conflict itself has enormously exacerbated the pre-insurgency context of under-development and inequality in the North-East. Research points out that while recruitment into Non-State Armed Groups (NSAGs) has been a highly personalised process, often influenced by peers or family members, there are common motivating factors such as an acute sense of grievance against the government, a lack of trust in the police and security apparatus, unequal access to basic services, and a lack of economic opportunities.

Although during the past years the Nigerian armed forces have regained control of all the larger towns, the non-state armed groups continue to be active in large parts of rural Borno, carrying out many small-scale attacks, running courts and levying taxes. The change in Military approach to counterinsurgency in the North-East, the transition of military operations in North-East Nigeria to operation Hadin Kai, territorial control challenges within the insurgent groups and most of all, the death of the Boko Haram leaders, Abubakar Shekau and Abu Musab al-Barnawi in 2021, has led to a mass exits/movements from insecure areas. Since then, over 67 000 individuals, including ex-combatants and their families and others categorized as farmers and hunters by the State government, are in the process of returning to the communities.

### **CURRENT DDR ENVIRONMENT – OPERATION SAFE CORRIDOR (OPSC) AND THE BORNO MODEL**

The current DDR environment in Nigeria sees two parallel systems (Operation Safe Corridor (OPSC) and the Borno Model) that require coordinated development and evolution, with international expertise and support. With thousands of men, women, and children in either Federal detention or temporary secured camps waiting to be reintegrated, this Action will support important components of both systems ensuring that there is operational alignment, coordination, and complementarity as they are implemented in line with international standards and best practices:

In 2016 the Nigerian Government established a program called “Operation Safe Corridor” (OPSC), a Presidential initiative that provides off-ramping opportunities for eligible associates through surrender to the security forces. Once their eligibility has been established, adult male former associates are transferred to a “transition centre” in Gombe where they participate in a 6-month de-radicalization and rehabilitation programme. Since women and

<sup>13</sup> Gender Country Profile Nigeria (2021-2024)

children are generally considered to be victims with little to no association to Non-State Armed Groups, they are transferred to a different transition centre in Maiduguri called Bulumkutu Interim Care Centre (BICC), before they complete their reintegration process into the community, even if in some cases they can be catalogued as perpetrators. There are currently between 7 000 and 8 000 alleged terrorism-related detainees, waiting to be processed either through OPSC, or the criminal justice system.

OPSC, continues its activities in Mallam side Gombe<sup>14</sup>, a transit centre established in 2016 and that prepares low-risk individuals referred by the Joint Investigation Centre (JIC), or after prosecution and judicialization by the Federal courts, for their return to the communities after the rehabilitation program. To date, OPSC has profiled 1,702<sup>15</sup> individuals and transferred them to BAY States for reintegration into the receiving communities. Two additional centres in Maiduguri (Borno State) were also established in support of OPSC: 1) the BICC was initially established to provide transit rehabilitation services for children, women, and the elderly; and 2) the Shokari centre was established to provide transition services for men after graduating from the rehabilitation program in preparation for their reintegration and reconciliation.

The Borno State Government has recently set up an additional centre in Maiduguri (*Hajj Camp*) to accommodate the individuals arriving as part of the more recent mass exits process. By September 2022, the three camps are now hosting around 14 000 individuals, including men, women, and children, prior to their subsequent reintegration into their selected Local Government Areas (LGAs).

Currently, there are significant protection concerns and increasing humanitarian needs such as lack of food and medical attention in these centres. However, the Borno State authorities do not allow the humanitarian community to access the centres and to conduct comprehensive assessment of the needs and provide adequate humanitarian response. Mixed accommodation arrangements require urgent review to include reasonable and separate accommodation for men, women, and children, while addressing the overstretched infrastructure and services for the provision of water, sanitation, and hygiene (WASH), shelter/kits, as well as facilitating psychosocial, and referral to health services. But these living conditions within the camps are particularly harsh for women and girls and persons with disabilities who face further barriers particularly in regard to mobility as well as discrimination and stigmatisation due to cultural and societal norms.

Furthermore, women and girls who have been subjected to sexual violence are returning to their communities in the internally displaced camps and host communities or returning to their local government areas. Some are returning with their children who were born as a result of sexual violence. As they return, many face marginalisation, discrimination and rejection by family and community members due to social and cultural norms related to sexual violence. The children who have been born of sexual violence are at an even greater risk of rejection, abandonment and violence<sup>16</sup>.

In late 2021, the Borno State Government designed and started the implementation of what is referred to as the “Borno Model”, with the purpose of managing the mass exit situation in the State. This model is a three-year plan for more than 67 000 individuals, including those considered ex-combatants and their families. These mass exit numbers, although difficult to verify, also include those already categorized as farmers and hunters by the State government are potentially better characterised as IDPs from forced displacement and have already returned to the communities (about 35 000 men, and 22 000 women and children).

As part of a comprehensive plan to address this new context and support the Borno Model, four UN Agencies (UNODC, UNDP, UNICEF, and IOM) developed a UN Offer Note to operationalize the three-year model under the overall coordination of the UN Resident Coordinator. A UN advisor on Internal Displaced People Solutions has been appointed.

<sup>14</sup> Ongoing IOM/FCDO Support to OPSC regional Coordination, IOM/FPI project “Supporting the Efforts of the Nigerian Government on Preventing Violent Extremism (PVE) and promoting Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR)”, and the Regional Stabilization Strategy (RSS) activities.

<sup>15</sup> Retrieved from the Information Counselling and Referral Services (ICRS) system

<sup>16</sup> International alert (<https://www.international-alert.org/publications/bad-blood/>)

Although conversations with the State Government are still ongoing, the UN Offer Note includes support for the different pillars prioritized and gathers the expertise and previous experience in support of Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR) and Prevention and Countering of Violent Extremism (PCVE) processes at the Federal, State, and regional level (LCB) among the four agencies. Additionally, it distributes the activities each agency could implement in support of the Model, with additional funding or ongoing projects, such as the EU Support for Reconciliation and Re-integration of Former Armed non-state Combatants and Boko Haram Associates (S2R), the Peace-Building Fund (PBF), SD3R, and others<sup>17</sup>.

This Action cuts across the current DDR environment in Nigeria by supporting important components of both OPSC and the Borno Model (connected to the UN Offer Note), with a principle focus on sustainable, inclusive and gender responsive community-driven reintegration and reconciliation, and improving the government's capacities for transitional and criminal justice. Although this Action is not designed to support all aspects of DDR (e.g. disarmament, demobilisation, and camp management), the SD3R will strive to ensure operational alignment, coordination, and complementarity between the two parallel DDR systems in Nigeria – OPSC and the Borno Model – and contribute to an effective and sustainable rights-based management process for individuals leaving the conflict and vulnerable community members while supporting sustainable social, political, and economic reintegration. Lasting peace and stability in the region will likely be severely threatened unless the challenges of successfully reintegrating thousands of predominantly young people, including men, women, and children associated with Non-State Armed Groups (NSAGs), are met through effective and coordinated exit strategies providing sustainable and meaningful civilian roles.

## **COUNTER-TERRORISM AND CRIMINAL JUSTICE**

The militarization of the conflict in north-east Nigeria has inevitably given rise to a bias in government with an emphasis on the use of force. In the north-east, this has had a negative effect on many in the civilian population. There have been persistent and credible reports of human rights abuses and international humanitarian law violations by military, Civilian Joint Task Force (CJTF), security and law enforcement personnel. One particularly relevant and egregious area of concern in this area is the indefinite detentions, in some cases for more than five years without trial. Human rights abuses can also be a driver of terrorist recruitment. In this context of conflict, human rights violations include sexual violence, forced marriage, rape, deprivation of access to health or education, kidnapping or human trafficking, among other types of inhuman and degrading treatment. These human rights violations contravene Chapter IV of the Constitution which protects the fundamental rights of all citizens including the right to life, dignity of the human person, personal liberty, amongst other such rights. Therefore, the Nigerian government, as a duty bearer has an obligation to adopt measures to prevent, investigate, prosecute, and punish these human rights abuses.

Nigeria continues to face profound terrorism challenges from Boko Haram, which is one of the deadliest terrorist groups in the world. Since Boko Haram rose to prominence, the Nigeria Government has been working to address the challenges posed by the terrorist threat, having passed counter-terrorism legislation, the Terrorism Prevention Act 2011, and its amendment in 2013.

In 2014, the Nigerian Government developed a National Counter-Terrorism Strategy (NACTEST) which was revised in 2016 by President Muhammadu Buhari once needs and challenges were identified for combating insecurity and counter-terrorism as one of the main three priorities of his government. In 2017, a National Countering Violent Extremism Programme was developed with a Policy Framework and National Action Plan for Preventing and Countering Violent Extremism. Both documents address a broad range of areas which are important to countering terrorism and addressing the conditions conducive to terrorism. In particular, the NACTEST acknowledges that strengthening the criminal justice response to terrorism is a key component of an effective and comprehensive counter-terrorism strategy, both to prevent terrorist acts from being committed and to bring perpetrators to justice.

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<sup>17</sup> Ongoing IOM/FCDO Support to OPSC regional Coordination, IOM/FPI project “Supporting the Efforts of the Nigerian Government on Preventing Violent Extremism (PVE) and promoting Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR)”, and the Regional Stabilization Strategy (RSS) activities.

Currently, between 7 000 and 8 000 alleged terrorism-related detainees, are waiting to be processed either through OPSC, or the criminal justice system, for those who have committed federal crimes under the national anti-terror legislation. Since many of these detainees have been held for a very long period of time without a proper trial, and most of these persons were apprehended in conflict areas by the military, there is currently very limited evidence with which to prosecute them for terrorism crimes and thus a pressing need to properly investigate their cases as expeditiously as possible so that they can either be referred for trial or released.

The Nigerian Police Force is seriously underfunded and underequipped. Nigerian law enforcement and security agencies are plagued by a profound lack of interconnectivity, both within organizations and between them. Most databases are still paper-driven making data retention and retrieval both difficult and time-consuming. Investigators in the north-east also have little access to modern forensic capabilities; the main national forensic laboratory is located in Lagos, more than 750 miles from Maiduguri, and there is no mechanism for moving evidence securely around the country.

As a result, investigation remains largely interrogative in nature, and most cases brought to court still depend on confessional evidence. Such an emphasis on confessional evidence is a major driver of abuse in police custody. In addition, military personnel operating in support of law enforcement activities do not receive specialized training on evidence collection. On the rare occasions that physical evidence is recovered there are not sufficient mechanisms in place to process, store, and exploit it successfully for the purposes of supporting criminal trials. Any comprehensive intervention designed to improve the collection and handling of evidence submitted to the Nigerian judicial system must necessarily encompass every stage in the evidence pipeline from the frontline to the court room.

This Action recognises that criminal justice and specifically investigation, prosecution, and adjudication of terrorism cases, including preventive measures which will lead to changes in the governance structure of Nigeria, are the most critical aspects for strengthening the judicial system. This SD3R will build on the identified achievements as well as gaps and needs of two previous counter-terrorism (CT) criminal justice projects developed by UNODC, funded under the Instrument contributing to Stability and Peace (IcSP) (2013 - 2015, 2016 - 2017).

## **FORCED DISPLACEMENT**

Forced displacement and impact on human mobility are the main consequences of conflict, as recently evidenced by the mass movements of farmers and herders from insecure areas in the BAY States. In this context, developing strategies for the return of former associates and their families to their communities (many of them were actually forcibly displaced) in an informed, consent-based, safe and sustainable manner, in compliance with the Kampala Convention on the rights of Internally Displaced People (IDPs) is a way to promote a positive and organized mobility that, in the long term, establishes the foundations of reconciliation and peace.

By supporting the reintegration of former associates and the return of people who were in areas of influence of the Non-State Armed Groups, the social fabric of affected communities is in the process of reconstruction through socioeconomic recovery and an array of peacebuilding interventions that contribute to the restoration of trust, social cohesion, and stability, while taking into account the statelessness issue.

## **2.2 Problem Analysis**

Years of ongoing conflict have created divisions within communities. There remains resentment between those who stayed in the community and those who left the community either on their evolution to be part of the insurgent groups or as a result of the occupation of their communities and their coercion to participate in the conflict in a variety of ways. Many have now found the opportunity to exit from these situations as part of the large-scale exits witnessed in the Northeast. Scars of conflict have created trauma at the community level, which creates a complex situation concerning support and acceptance of various concerted efforts on reintegration.

One of the main issues in the conflict in the NE is that victims, perpetrators, and survivors continue to live in the same communities. This coexistence continues to be marked by legacies of the violence, including residual fear,

mistrust, stigmatization, and deepening community tensions. The former associates in the NE and the effects of operations of Civilian Joint Task Force (CJTF) have had a significant toll on the communities.

Achieving long-term peace will require significant efforts in building confidence at the community level and on the part of former associates. Communities must have a leading voice in the reconciliation process and have the opportunity to become aware of efforts being put in place by Government institutions to facilitate reconciliation and reintegration processes including a gender approach.

For reintegration and reconciliation to be successful, sensitization of the communities that will receive former associates of Non-State Armed Groups (NSAAGs) is necessary to guarantee that returnees will not be a new source of conflict inside the communities. In addition, the reintegration needs to be done in secured areas, with access to basic services.

A combination of escalating and protracted conflict, displacement, disruption, and loss of livelihoods for families has exacerbated the vulnerability, protection risks, insecurity, and violence against women and children. Women's and girls' lives become increasingly threatened, and they experience gender-based violence (GBV). Desperation drives women into "transactional sex" to survive due to the limited options for work. Women are victims of abduction by insurgents and subjected to gender-based violence such as rape and forced marriage. Those who have escaped or are released are not always welcome back to their communities. Additionally, boys and adolescent males risk forcible recruitment by NSAGs.

Reconciliation and reintegration efforts are premised on the perspective that those formerly associated with NSAGs will require support to return and reintegrate into communities negatively affected by the conflict that need assistance to accept their return and facilitate reintegration. Social cohesion, reconciliation, and a range of transitional justice measures will represent a sustainable approach to reintegration and peace.

Reconciliation implies trust between parties and can be achieved by working with community structures, religious practices, local customs, and values to guide the reconciliation process. To accomplish these challenges, community platforms will need to understand that the reconciliation mechanisms are gender responsive and conflict sensitive and enhance community cohesiveness and victims' healing through capacity building in transitional justice principles, approaches, and techniques compatible with national and international law.

The majority of the former associate and the victims of forced displacement are presently hosted by low-income IDPs and host communities, thus putting already-scarce services and resources under additional pressure. This is to be considered against the fact that the widespread destruction of cities, towns and villages has led to a collapse of public service provision as well as the breakdown of economic and social structures across most communities in the north-east.

Proliferation and illicit trafficking of Small Arms and Light Weapons (SALW) affects people and communities in a range of ways. Addressing it requires a multisectoral approach that provide for a wide variety of measures and approaches, including legislation and regulation, law enforcement, civil society cooperation, stockpile management, collection (including of unexploded ordinances) and their destruction. In an ongoing conflict context these approaches fall within the practice of Weapons and Ammunitions Management (WAM).

Operating under different names across different states, Volunteer Security Outfits (VSOs) include the Civilian Joint Task Force (CJTF), Hunters, Kesh and other Vigilante groupings. Joining these VSOs is voluntary. As the conflict transforms, there is a need to advance measures for effectively supporting the VSO members with pathways out of the conflict. Their role has been considered necessary in augmenting formal security institutions, and in some locations, may continue to be so. In order for there to be all rounded measures of deepening community security, an effective system of supporting the demobilization and reintegration of VSOs is necessary.

Trust in government institutions has declined in the wake of the conflict. Some citizens may even blame government authorities such as the State or local government, the military, and the police for exacerbating violence or causing harm in their communities. In this context, they need to effectively respond to the prevailing context occasioned by the increase in the number of voluntarily exiting from the conflict. Coordination, effectiveness, and

efficiency of such dual mechanisms for effective management of caseloads of those exiting are critical in building trust and openness in reception, rehabilitation, and reintegration of those received in government authority.

Many Nigerian investigators lack the required training and the necessary equipment and skills for undertaking a systematic and scientific investigation of terrorism offences, including cases involving sexual violence or child victims, witnesses and alleged offenders. This results in poor evidence collection and preparation of case files which are reliant mostly or solely on confessional statements as evidence. Nigerian prosecutors struggle with producing witnesses due to inadequate security measures. Most of the time, they receive case files with insufficient evidence or where the defendant cannot be located within the Nigerian prison system.

They often do not have the required advocacy skills and lack a thorough understanding of the Nigerian legislative framework related to terrorism. There is an absence of inter-agency operating procedures and a lack of clarity in roles. There are multiple agencies with jurisdiction to investigate terrorism cases, Nigerian prosecutors are still not sufficiently involved in guiding investigators in the preparation of case files and most of the time they receive case files at a very late stage. These challenges are also notable in Northeast Nigeria where the military still has the lead responsibility for many functions that would normally be controlled by investigative agencies and the roles and responsibilities of the Nigerian criminal justice entities is not general not clearly defined.

The main stakeholders as duty bearers and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action are as follows:

- **The Office of National Security Adviser (ONSA)** plays a key role in the coordination of the implementation of the Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR) Action Plan. It also provides strategic advice on counter terrorism related operations as well as on Prevention and Countering of Violent Extremism (PCVE) related subjects.
- **The Federal/State Ministry of Budget and Planning** is responsible for the formulation of medium term and long term economic and development plan of the country.
- **The Defence Headquarter and Defence Intelligence Agency.** The Chief of Defence Staff is the Chairman of Operation Safe Corridor that leads the de-radicalization and rehabilitation programme for male low-risk defectors. In addition, the coordinator of this body is a staff of the Defence Intelligence Agency.
- The **National Orientation Agency of Nigeria (NOA)** is a federal government agency under the Federal Ministry of Information that also has presence at the local level. It has the role of ensuring sensitization and awareness of the communities on the DDR process, as well as reconciliation and peacebuilding.
- **The North-East Development Commission (NEDC)** has the responsibility to manage funds for the settlement, rehabilitation and reconstruction of roads, houses, and business premises of victims of insurgency in the Northeast.
- **The Government of the Affected States (Borno, Adamawa and Yobe)** ensure effective reintegration and reconciliation among affected communities and a conducive atmosphere for a sustainable reintegration of the rehabilitated NSAGs associates into civilian life.
- **The Borno State Ministry of Women and Social Affairs** runs the transition centre in Bulumkutu (BICC) that aims to rehabilitate women, children, persons with disabilities and elderly considered both as victims and former NSAGs members.
- **The Joint Investigation Centre (JIC)** is the authority responsible for screening, vetting, categorisation, and referral in Giwa Barracks detention centre in line with Operation Safe Corridor. The JIC is composed of military and civilian government agencies under the leadership of the military. The JIC will determine whether detainees will go through the criminal justice system, Government-led rehabilitation programmes, or be released into the community.

- **The Borno State Agency for Coordination of Sustainable Development and Humanitarian Response** is the government agency in charge of harmonizing and coordinating government and humanitarian/development partners' activities and programming to align with the recovery, stabilization, and development plans of the state. The agency facilitates coordination with humanitarian and development partners and other stakeholders such as the military and other security agencies working in Borno State.
- **The Federal and State Ministries of Humanitarian Affairs, Disaster Management and Social Development** provides leadership and coordinate all matters relating to humanitarian challenges, disasters, and social development in Nigeria. It develops humanitarian policies and provides effective coordination of National and International humanitarian interventions. It ensures strategic disaster mitigation, preparedness and response and manages the formulation and implementation of social inclusion and protection programs in Nigeria.
- The **National Identity Management Commission** has the mandate to establish, own, operate, maintain and manage the National Identity Database in Nigeria.
- The **National Population Commission** is the principal data commission of Nigeria, responsible for collecting, analysing and publishing data about the Nigerian people and economy.
- **The Federal and State Ministries of Information and Culture** is in charge of dissemination of essential and vital information as well as strategic communication of Government Policies and Programmes.
- **The Ministries of Local Government & Emirate Affairs** plays a key coordinating role between Government and Local Government Councils. It also supervises, guides, and monitors the activities of Local Governments Areas. Other powers vested in the Ministry include coordinating the implementation of policy directives emanating from State and Federal Governments as well as coordinating the activities of Emirate Councils in the State.
- **The Ministry of Religious Affairs** is in charge of the religious services/policies programmes of the Government.
- **The Alternate Dispute Resolution Committee** is the local conflict resolution mechanism that mediates, mitigates, and resolves disputes among disagreeing parties in communities.
- **The State Emergence Management Agency** exercises general supervision over all matters relating to the environment.
- **The State Ministry of Youth, Sports Social and Community Development** promotes youth participation and youth training.
- **The National Directorate of Employment** is the government agency in charge of articulating policies aimed at developing work programmes with labour intensive potentials, to combat mass unemployment.
- **The Federal Ministry of Justice (MoJ):** Given that terrorism is a federal crime, the Office of Director of Public Prosecutions is the responsible Department of the Ministry of Justice for prosecuting all terrorism cases. The Central Authority Unit is the Department of the Ministry of Justice responsible for coordinating all mutual legal assistance and extradition requests for Nigeria.
- **The Department of State Services (DSS)** is the primary domestic intelligence agency of Nigeria. It is a federal agency with offices across Nigeria. It also is one of the designated investigation agencies, along with the Nigeria Police Force, with responsibility for investigating terrorism cases under the Terrorism Prevention Act of 2011, amended 2013. The DSS plays a lead role in the investigation of many of the terrorism cases.

- **The Nigerian Police Force (NPF)** is the principal law enforcement agency in Nigeria with staff strength of over 300 000 officers. It also is one of the designated investigation agencies with responsibility for investigating terrorism cases under the Terrorism Prevention Act of 2011, amended 2013.
- **The Federal High Court (FHC)** has the jurisdiction, under the Terrorism Prevention Act of 2011, amended 2013, to try all terrorism offences. The Chief Judge of Nigeria has further designated that there will be a select number of judges from the Federal High Court who are assigned to hear terrorism cases. The FHC has premises in the capital Abuja and in all States. However at the moment, there are 6 designated judges who are primarily based in Abuja for security reasons.
- **The Federal High Court, the Federal Court of Appeal and the Supreme Court of Nigeria** have jurisdiction to hear appeals of terrorism cases. Nigeria has training institutions that play an important role in providing training to the criminal justice community.
- The **National Judicial Institute (NJI)** is responsible for the training of all judges in the country.
- The **Nigerian Institute of Advanced Legal Studies (NIALS)** is a government-affiliated centre for research and legal training for the criminal justice community in Nigeria.
- The **Nigeria Bar Association** is the umbrella association for lawyers admitted to the Bar and a key influencer in the justice reform.
- The Nigeria and State level chapters of the international **Federation of Women Lawyers (FIDA)** are a key intermediary to mobilize leading female lawyers on women's rights issues.
- The **National Judicial Institute** delivers training courses for both state and federal officials, all categories of judicial officers and their supporting staff through **continuous education**. Its priority areas are to deliver training on virtual court proceedings and on emerging justice trends.
- The **Administration of Criminal Justice Monitoring Committee (ACJMC)** is a mechanism for inter-agency collaboration and oversight of the criminal justice sector. The ACJMC's functions are to ensure that criminal matters are dealt speedily; to reduce congestion of criminal cases in courts and awaiting trial persons (ATP) in prison custody; to ensure cooperation and coordination of agencies in the administration of justice; to collate, analyse and publish information on criminal justice administration and to submit quarterly reports to the Chief Justice of Nigeria.
- **The Nigeria Correctional Service's (NCS)** has priorities to decongest correctional centres and implement non-custodial measures to reduce the number of ATP, The NCS aims to strengthen the utilisation of technology such as mobile virtual court sessions to speed up trial, as well as to use tools to enhance coordination in the management of cases through the expansion of their Criminal Information Management System.
- **The Legal Aid Council (LACON)**, a parastatal of the FMoJ organises the provision of services to indigent offenders charged for capital offences and to vulnerable groups. LACON monitors and reviews cases of awaiting trial inmates, has access to persons detained in prisons and police station.
- **Volunteer Security Outfits (VSOs)** or Vigilante groups are non-state auxiliary security actors in the form of ethnic militias, hunter guards, and community self-defence groups that are mobilised by the Nigerian government against internal threats. The most well-known one in Borno State are the Civilian Joint Task Force (CJTF).
- From the point of view of rights holders, specific attention will be paid to women in all their diversity and those people living in the most vulnerable situations who could be positively or negatively affected by the action as well as the stakeholders representing them. From an intersectional approach, this includes, children, elderly, and people with disabilities. Among the women and children, there are those associated with NSAGs, including survivors of conflict related sexual violence; those kept in administrative custody

due to their alleged association with NSAGs; and those associated with the Civilian Joint Task Force (CJTF) and Volunteer Security Outfits (VSOs).

### 3 DESCRIPTION OF THE ACTION

#### 3.1 Objectives and Expected Outputs

The overall objective (impact) is improved community-driven reintegration and reconciliation of former armed non-state combatants and Boko Haram associates in Borno, Yobe and Adamawa, including those who were forcibly displaced.

The Specific Objectives/Outcomes of this action are:

SO1. Communities are sensitised and reconciled notably through inclusive and survivor-centered transitional justice mechanisms in order to reduce rejection and stigmatisation of former NSAGs associates.

SO2. Former armed non-state combatants and NSAGs associates, including those who were forcibly displaced are processed and receive a gender responsive support for sustainable alternatives to violence.

SO3. Weapons from NSAGs associates are collected and non-state security providers are professionalised, or disarmed and demobilised (CJTF and Volunteer Security Outfits).

SO4. Investigation and prosecution services are strengthened to combat terrorism in compliance with international human rights and women, peace and security standards.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives are:

- Contributing to SO1:

Output 1.1: Communities receive accessible and comprehensive information on rehabilitation, reconciliation, and reintegration processes.

Output 1.2: Support localised healing, reconciliation measures and transitional justice mechanisms, with a particular focus on women and children.

- Contributing to SO2:

Output 2.1: Borno State Government receives support for strengthening the screening of adults-children/registration/legal assistance and counselling, categorization, and profiling processes, in response to the mass exits process

Output 2.2: Specialised child and women protection services are provided, including psychosocial support services, Water and Sanitation Hygiene (WASH), medical assistance (including psychosocial support), nutrition, education, and shelter.

Output 2.3: A tailored-made conflict and gender sensitive reintegration strategy is developed and implemented including education, vocational training, skills apprenticeships and mentoring, business start-up kits, micro-finance programmes and group-based development services.

Output 2.4: Relevant State-level governance bodies are supported to map out reintegration and reconciliation efforts and monitor activities for future planning.

Output 2.5: Federal and State government coordination meetings, and working groups are implemented to support strengthening coordination for developing Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR) and Prevention and Countering of Violent Extremism (PCVE) policy.

- Contributing to SO3

Output 3.1: Volunteer security outfit members have improved capacities to meaningfully contribute to reconciliation and reintegration, and transitional justice measures in the NE are supported to access a variety of reintegration pathways.

Output 3.2: Development of an integrated strategy (including as applicable for the NE) for weapons and ammunitions management guided by the ONSA/National Centre for the Control of Small Arms and Light Weapons (SALW).

- Contributing to SO4

Output 4.1: Military and police investigators in the North East receive support for the human rights compliant investigation of terrorism offences (including Sexual and gender-based violence);

Output 4.2: Terrorism cases are effectively prosecuted and adjudicated, while constitutional and fundamental rights are safeguarded;

Output 4.3: National officials receive support to enhance their knowledge and skills in the development of rights-based and gender responsive strategies and processes to address the prosecution, rehabilitation and reintegration of persons associated with Boko Haram across the Lake Chad Basin region

### 3.2 Indicative Activities

#### **SO 1: Communities are sensitised and reconciled notably through an inclusive and survivor-centered transitional justice mechanisms in order to reduce rejection and stigmatisation of former NSAG associates.**

Activities related to output 1.1: Communities receive accessible and comprehensive information on rehabilitation, reconciliation, and reintegration processes.

- Create, establish, and strengthen inclusive community platforms / committees to engage in dialogue, develop activities, and set up support mechanisms by using dialogue-oriented, gender responsive and culturally sensitive approaches to promote peace, reconciliation and reintegration through participatory social mobilization and strategic communication.
- Support the GoN in informing communities about the reconciliation and reintegration process for both adults and children through a comprehensive, accessible and wide-spread information campaign.
- Prepare receiving communities for child and adult reintegration and reconciliation activities through multi-level outreach, inclusive engagement, and dialogue at Federal, State, LGA, and Community levels, differentiated by target groups, to promote community ownership and acceptance.
- Support community structures / committees to engage in dialogue and develop gender responsive monitoring and alert systems to determine gaps and assess differentiated needs for protective environments for girls and boys, with a particular focus on women victims of violence and children born of sexual violence.

Activities related to output 1.2: Support localised healing, reconciliation measures and transitional justice mechanisms, with a particular focus on women and children.

- Work with relevant actors (including community and religious leaders), receiving communities, platforms as well as civil society organisations (in particular women's, children and persons with disability organisations) to develop and apply a range of community level transitional justice measures to promote healing and reconciliation.
- Identify and train community members including youth and women to undertake a range of community cohesion and healing interventions.
- Support the community platform to decide on social impact projects as a form of reparations and incentives for reconciliation.
- Assess existing mechanisms and develop child sensitive and gender appropriate safeguards and rights guarantees for the participation of children and women in truth seeking, reconciliation, and restitution interventions.

**SO2: Former armed non-state combatants and NSAGs associates are processed and receive gender responsive support for sustainable alternatives to violence.**

Activities related to output 2.1: Borno State Government receives support for strengthening the civil registration, screening of adults-children/registration, categorization, and profiling processes, in response to the mass exits process.

- Enhancing of existing tools and methodology (SOPs, interview forms); provision of the necessary data management system and equipment; training and capacity building of DSS personnel on these systems.
- Supporting the set up of civil registry mechanisms to give a legal identity to returnees and host communities at risk of statelessness.

Activities related to output 2.2: Specialised child protection services are provided, including psychosocial support services, Water and Sanitation Hygiene (WASH), medical assistance (including psychosocial support), nutrition, education, and shelter.

- Provide specialised child protection interim care services for women including needs assessment, psychosocial support services, immediate identification, documentation, family tracing, and reunification (IDFTR), and essential humanitarian needs such as WASH, medical assistance, nutrition, etc. at the transit centres established by the Borno State government

Activities related to output 2.3: a tailored-made and gender responsive reintegration strategy is developed and implemented including education, vocational training, skills apprenticeships and mentoring, business start-up kits, micro-finance programmes and group-based development services.

- Provide community-based social and economic reintegration services for adults and children formerly associated through livelihood schemes (loan and savings associations, micro finance schemes, cooperatives creation, value-chain development, etc.)

Activities related to output 2.4: Relevant State-level governance bodies are supported to map out reintegration and reconciliation efforts and monitor activities for future planning.

- Strengthen the capacity of relevant government institutions, CSOs, and community structures in integrated programme case management, monitoring, reporting and response, deployment of child protection information system.
- Provide capacity development support in accordance with the plan at the State and Federal levels, including establishment of effective communication channels.
- Support coordination and oversight bodies at State and community levels.
- Conduct workshops on lessons learned with relevant authorities and reconciliation and reintegration committees or platforms.

Activities related to output 2.5: Federal and State government coordination meetings, and working groups are implemented to support strengthening coordination for developing Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR) and Prevention and Countering of Violent Extremism (PCVE) policy.

- Conduct annual community perceptions surveys, capacity gap analysis, and needs mapping to develop a capacity strengthening plan at the Federal and State level for the successful steering of the Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR) process.
- Support relevant government institutions in the conduct of monitoring activities to ensure Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR) interventions are mutually reinforcing.

**SO3: Weapons from NSAGs associates are collected and non-state security providers are professionalised, or disarmed and demobilised (CJTF and Volunteer Security Outfits)**

Activities related to output 3.1: volunteer security outfit members have improved capacities to meaningfully contribute to reconciliation and reintegration, and transitional justice measures in the NE are supported to access a variety of reintegration pathways.

- Support assessment of adult and child former associates and CJTF members for reconciliation and reintegration.
- Engage relevant stakeholders (including Volunteer Security Outfits) in a policy and programmatic dialogue on community safety and security, and strengthen their capacities and participation in a range of reconciliation and transitional justice measures.
- Refer adults and children former Volunteer Security Outfit (CJTF / vigilante and other such groups) members to reconciliation processes and reintegration support.

Activities related to output 3.2: Development of an integrated strategy (including as applicable for the NE) for weapons and ammunitions management guided by the ONSA/National Centre for the Control of SALW.

- Support the design, testing and implementation of Federal and State level strategies, processes and capacities that contribute to Weapons and Ammunitions Management in line with the emerging national policy and institutional framework and situational context in the NE of Nigeria.
- Undertake extensive studies on contamination of land with mines and inform action by relevant Government Institutions on mine's awareness and clearance.

#### **SO4: Strengthened investigation and prosecution services to combat terrorism in compliance with international human rights and women, peace and security standards.**

Activities related to output 4.1: Military and police investigators in the North East receive support for the human rights compliant investigation of terrorism offences (including Sexual and gender-based violence);

- Support to the Joint Investigation Centre (JIC) and Terrorism Investigation Branch (TIB) to enable the collection of witness testimony and physical evidence in the field and the development of the newly established Military Police Forensic Unit..

Activities related to output 4.2: Terrorism cases are effectively prosecuted and adjudicated, while constitutional and fundamental rights are safeguarded;

- Facilitate travel for prosecutors, defence attorneys, and judges to review case files and/or meet with clients and investigators as well as specialist investigators and forensic experts to collect and examine evidence.
- Capacity building support including mentoring and training for prosecutors, defence attorneys and judges working on terrorism cases from a human rights and gender perspective as well as for the resumption of terrorism hearings.

Activities related to output 4.3: National officials receive support to enhance their knowledge and skills in the development of rights-based and gender responsive strategies and processes to address the prosecution, rehabilitation and reintegration of persons associated with Boko Haram across the Lake Chad Basin region

- Capacity building support to ensure the implementation of complementary strategies and processes for the screening, prosecution, rehabilitation, and reintegration of persons associated with Boko Haram across the Lake Chad Basin.

The commitment of the EU's contribution to the Team Europe Initiative to which this action refers, will be complemented by other contributions from Team Europe members. It is subject to the formal confirmation of each respective member's meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise, the EU action may continue outside a TEI framework.

### 3.3 Mainstreaming

#### **Environmental Protection & Climate Change**

Although Nigeria ratified the Paris Agreement on climate change in 2017, and has a national policy on climate change, the country is still ranked as one of top ten most vulnerable countries to climate change, the extreme weather conditions in some parts of the country have resulted in displacement of affected communities and contributed to loss of livelihood. Prior to the insurgency, the increasing reduction of agricultural-based employment/livelihoods due to the spread of desertification and land degradation across the North-east was already putting strain upon communities. The action aims to ensure activities either mitigate or are adapted to the climatic stresses in the North-East. This is particularly relevant to livelihoods and social impact projects. Awareness and management of the local environment will be integrated into apprenticeship training as appropriate.

**Outcomes of the SEA screening** (relevant for budget support and strategic-level interventions)

The SEA screening concluded that no further action was required.

**Outcomes of the EIA (Environmental Impact Assessment) screening** (relevant for projects and/or specific interventions within a project)

**Outcome of the CRA (Climate Risk Assessment) screening** (relevant for projects and/or specific interventions within a project)

**Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that gender equality is a significant objective. The action has been and will adopt a gender-based and responsive approach throughout the design and implementation cycle. The action aligns with the objectives of the EU Gender Equality Strategy (2020-2025) and the Country Level Implementation Plan (CLIP) of the Gender Action Plan (GAP) III (2021-2025), in particular the thematic areas of engagement “Ensuring freedom from all forms of gender-based violence” and “Integrating the women, peace and security agenda” to ensure that women and children are better protected from all forms of gender-based violence, including in fragile and crisis situations.

**Human Right**

The action integrates a human rights-based approach throughout its outcomes and outputs and promotes application of all human rights, as well as access to reliable and transparent information and inclusiveness and participation of all programme stakeholders, in particular Nigerian institutions as duty bearers and men, women and children (in all their diversity) as rights holders in the planning and implementation process. Further, the action will align with the objectives of the Human Rights Strategy for Nigeria as well as the objectives laid out in the EU Action Plan on Human Rights and Democracy (2020-2024) and the Human Rights Action Plan for Nigeria.

**Disability**

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. Efforts will be made to ensure that structural interventions and direct assistance to persons with disabilities, provide equal and meaningful access to services from various IPs.

**Democracy**

Democracy is a significant objective in all components.

**Conflict sensitivity, peace and resilience**

Conflict sensitivity, peace and resilience is a significant objective in all components. The Action will take into account the recommendations of the Conflict Analysis Screening (CAS) for Nigeria undertaken in 2021.

**Disaster Risk Reduction**

Disaster Risk Reduction is not an objective of this action

**Other considerations if relevant**

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/	Impact (High/	Mitigating measures

		<b>Medium/ Low)</b>	<b>Medium/ Low)</b>	
<b>SAFETY &amp; SECURITY</b>	<p>Insurgents directly targeting communities of return, former insurgents and project staff to sabotage ongoing efforts by government on peacebuilding.</p> <p>Threat levels significantly change for project adaptability</p>	High	High	Conducting regular security and risk analysis that enables timely monitoring of threats besides strengthening coordination and collaboration among security actors and improving civil-military relations with communities to establish early warning mechanisms.
	Poor handling and discriminatory treatment of individuals returning to communities obstructing entry to the reintegration pathways and processes that could undermine viability of reintegration efforts	High	High	Project interventions shall be informed by lessons learnt from previous interventions and evidence based so that interventions focus on needs and gaps.
	Nigeria Security Forces (NSF) does not release children from military detention	Medium	High	Conduct advocacy efforts with the Chief of Army Staff and NSF for the signing of draft handover protocol to ensure prompt release of children who come into contact with them during military operations.
	Intensification of the ongoing attacks by NSAGs could render communities inaccessible. All planned activities could encounter delays if the security situation deteriorates in project locations.	High	High	The overall security related mitigation measures for UN will based on Security procedures in place for UN partners and its implementing partners to mitigate risks.
<b>POLITICAL &amp; LEGAL</b>	The on-going election period causes protests and civil disobedience that disrupts project delivery	Medium	High	Continuous risk assessments and development of strategic responses at the programmatic level that are discussed with Government at Steering Committees. Additionally, build up working arrangements with technical persons in Government for programmatic continuity.
	Political instability and worsening security prevent	Low	Medium	Alternative training arrangements in a more secure location to conduct training activities and other deliverables. However, with the

	project activities from taking place			recent mass defections from BH held territory we consider this risk to have reduced significantly in the past year.
<b>FINANCIAL &amp; LOGISTICAL</b>	Fluctuating costs and rising inflation	Medium	Medium	Conduct regular market surveys and contingency plans as part of the efforts to mitigate this risk.
	Value for money	Low	Medium	Strict adherence to procurement guidelines and conducting necessary due diligence and audits to be inbuilt in the project management to provide corrective measures including value for money assessments and quality control mechanisms.
	Adequate support to individuals ignored or missed during the reception, screening and rehabilitation processes making it difficult to support their reintegration in communities of return	Medium	Medium	Development and support to implementation of systems, processes and structures that provide a balance between human rights and security and that complies with international minimum standards.
<b>STRATEGIC</b>	Challenges to social cohesion, stability, trust, and healing in communities	Medium	High	Community cohesion activities and participation of community members in programming is key in mitigating this risk.
	The risk of recidivism among former associates already reintegrated into communities	Low	High	Follow-ups and monitoring system of reintegrated persons and equipping beneficiaries with skills is key in minimizing the risks of recidivism.
<b>PROGRAMMATIC/ COMMUNITY ACCEPTANCE</b>	Barriers to social acceptance for former combatants returning into communities impede opportunities for reconciliation and reintegration in communities	Medium	High	Supporting local communities in making ample preparation for returning individuals.
	Large surge in former associates and their families arriving, increasing pressure in project resources	High	High	Consultations and discussions with the Borno State authorities and the federal government to ensure contingency planning to handle the current mass exits and absorb the uptick
	A former reintegrated associate returns to the transit centre for livelihood support	Medium	Medium	Provision of adequate livelihood support for former associates and their families is crucial in mitigating this risk, including provision of appropriate skills in community skills centres and conduct regular market surveys in communities of reintegration.

	A former associate who has passed through the program is identified as being involved in insurgency.	Low	High	Mapping requirements for reintegration in existing and potential host communities and tailoring reintegration support to persons formerly associated with Boko Haram will enhance livelihood support to beneficiaries and promote social cohesion in communities.
	Lack of support to returning children by their communities due to fear of violent behaviour and possible attack	Medium	High	The project will work in partnership with religious and community leaders, building their capacity to advocate with and engage with communities and families.
	Discrimination against returning women survivors of sexual violence and their children	High	High	Within the project, awareness raising campaigns and capacity building activities will address the root causes of gender discriminatory social, religious and cultural norms in order to eliminate the stigma suffered by women' survivors of sexual violence and their children.
<b>CAPACITY BUILDING</b>	Officials in appropriate functions (i.e. those who could benefit most from knowledge development and skills training under this project) are not nominated by their institutions to participate in training activities.	Low	Medium	This project builds on established relationships in which this issue has already received considerable attention and has previously been effectively addressed by the GoN, so the risk is rather low.
	Continued availability of a select group of officials is not ensured by their institution officials to participate in the training curriculum (transfer of staff)	Medium	Medium	The nature of delivering projects in a conflict zone is that the operational tours of some beneficiaries based in the NE are more limited than others. However, specific guidance and criteria for suitable project participants will be included in the MoU. Evidence of unjustified transfers will be reported to the EUD.
	Knowledge and skills reach a limited number of beneficiaries.	Medium	Low	The partners will include some train-the-trainer interventions to empower those benefiting from project interventions to pass on their knowledge to their parent institutions in a sustainable fashion.
	Officials benefitting from training under the EU project are involved in violations of human rights, negatively affecting EU and UN partner reputation			SD3R partners will integrate a strong human right complaint approach, in line with the United Nations Global Counterterrorism Strategy's Pillar IV on promotion of respect for human rights. SD3R partners applies the UN-wide Human Rights Due Diligence Policy in addition to the other UN internal Guidance Note on Human Rights, both of which require human rights risk assessments (including

				sexual exploitation and abuse, sexual harassment and other forms of sexual gender based violence). and the adoption of mitigating measures . The project will also seek to involve relevant national human rights and gender equality advocates in project activities and incorporate key rights in the project delivery.
<b>HEALTH CRISIS/ NATURAL DISASTERS</b>	A health crisis or natural disaster prevents the in-person implementation of project activities	Medium	Low	Risks will be mitigated through the reprioritizing the work plan to focus on desk-based project outputs as well as the delivery of training activities through online platforms to ensure project implementation is able to be continued during a potential disruption.
	COVID19 Pandemic effect lingers	Medium	Low	SD3R partners and its implementing organizations will continue to implement remote sensitization on COVID-19 signs, symptoms, mitigation and prevention measures

#### **Lessons Learnt:**

##### **1. Coordination between EU Support for Reconciliation and Re-integration of Former Armed non-state Combatants and Boko Haram Associates (S2R) partners**

Effective synergy and coordination amongst consortium partners are crucial for efficient project implementation. A transparent approach to knowledge sharing and collective reflections on lessons learnt from various components, and at different stages, of project implementation is important for the harmonization towards achieving project objectives. Increasingly important when considering the various Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR) efforts across OPSC and the Borno Model, and the communities of return in three States.

##### **2. Inception Phase**

An Inception Phase is critical to ensure and measure progress toward the overall and immediate objectives. A comprehensive set of rights-based and gender responsive methodologies, selection criteria, and assessments are needed to harmonise, design, and execute a wide range of connected activities. This is now particularly important to ensure Disengagement, Disassociation, Reintegration, and Reconciliation (DDRR) efforts across OPSC and the Borno Model are coordinated and complimentary.

##### **3. Strategic Communications**

Strong strategic communications and accessible public information campaigns are key to success. Implementing strategic rights-based and gender responsive communications and community sensitization strategies, through radio programmes, townhall meetings, religious counselling, among others, is an efficient way to guarantee acceptance and reconciliation of associates and victims/survivors. It is necessary to work with the communities of return and State Governments when designing information campaigns to ensure they are context specific and have the greatest impact. Additionally, linking families and Community Leaders to Former Associates during the rehabilitation stage is a critical first step towards sensitization and sustainable reconciliation.

##### **4. Federal and State Government Coordination and Capacity Building**

Strategic alliances with key stakeholders as duty bearers at the federal and state level are necessary for a wider and sustainable impact. Effective coordination between the federal and state levels for implementing policies is of the utmost importance, and strengthen the government's capacity to implement DDRR programming is crucial for sustainability. Hominization across State governments (Borno, Yobe and Adamawa) conducting DDRR programming

is equally necessary for sustainability, where states must develop complimentary but context specific policies on rehabilitation, reintegration, and reconciliation processes, and the prevention of recruitment and recidivism.

#### **5. Bottom-up and context specific reintegration and reconciliation**

For reintegration to be successful it needs to go hand-in-hand with community-level reconciliation to promote an increased understanding for and acceptance of low-risk former associates and victims/survivors. Experience has shown that differences can be reconciled and a gradual increase in trust between parties can be achieved by allowing community structures, civil society organisations (in particular, those representing women, children and people with disabilities' rights and needs) religious practices, and local customs and values to guide the reconciliation process. In locations of interventions, there is a significant demand and motivation for community-level self-sustenance via a variety of viable livelihood opportunities. The results of a series of engagements with the community members revealed the dynamic nature of what an individual or community members can engage in at a specific time as a means of self-sustenance, despite economic/trade surveys and engagement with returnees as rights holders providing an overview of the best possible means of self-sustenance before interventions are provided.

#### **6. Mentoring and Peer Group Support**

Mentorship and case management are key to sustainability when provided in a gender responsive manner. Peer group support sessions, for example, are highly effective in improving the well-being of girls and women, strengthening their resilience, and building a protective environment for returnees. To ensure greater impact and community engagement, it is important to capacitate and work closely with religious, traditional and community leaders. Furthermore, to promote their chances of development and well-being in the longer term, these systematic linkages must be made with education, vocational training, social protection and income generation services and equal opportunities for all men, women and children – in all their diversity-, not only those directly affected by the conflict.

#### **7. Multiple Targeting Approach to Reintegration**

In addition to supporting the provision of targeted (or individual) reintegration services to low-risk former NSAG associates, the EU Support for Reconciliation and Re-integration of Former Armed non-state Combatants and Boko Haram Associates programme (S2R) has also supported vulnerable community members and Volunteer Security Outfits in a multiple targeting approach to reintegration. Evidence from the Action has shown that if CJTF and vigilantes who opt to return to civilian life, and selected vulnerable community members, are also targeted with socioeconomic support, DDDR efforts are broadly accepted and welcomed. By ensuring that those people living in the most marginalised situations are included, and the selection criteria is gender, disability, and conflict sensitive, greater reintegration and reconciliation success can be achieved.

#### **8. Volunteer Security Outfits (VSO) Reintegration and Reconciliation**

Disassociation and reintegration of VSO members is contextual. It requires significant political engagement. VSO's are still considered important mechanisms of community security, and the reintegration of large caseloads has a potential to create a destabilising non-intended effect. Gradual approaches, accompanied by information outreach and sensitisation campaigns have proved important in creating confidence amongst membership of the VSO's and the State institutions.

#### **9. Reintegration linked to broader stabilisation and peace-building efforts**

Reintegration should not be a standalone programme. It requires solid anchoring in broader peacebuilding and stabilisation initiatives, and linkages with economic recovery, and transitional justice mechanisms. It has been demonstrated that having a variety of partnerships (with the government, sister UN Agencies, non-governmental organisations, community leadership, and other institutions) is a crucial approach to reinforcing deeper and broader effectiveness of the reintegration programme. It has been particularly effective when coordinating and complimenting other EU funded efforts and wider transition, recovery, and developmental programming.

#### **10. Criminal Justice**

The two previous EU-UNODC CT criminal justice projects have been successful mainly because they have remained focused on strengthening the capacity of a selected group of Nigerian criminal justice officers and have closely partnered with the agencies who have responsibility for terrorism. The continuation of this successful model will build strong partnerships that have been established, while also expanding incrementally to address emerging issues such as the challenges in developing an approach to prosecuting, rehabilitating and reintegrating persons

associated with Boko Haram as well as the other unique challenges in the criminal justice response to terrorism in Northeast Nigeria.

### 3.5 The Intervention Logic

The underlying intervention logic for this Action is based on a main assumption that a holistic approach covers the disengagement and reintegration of former associates, reconciliation between them and the communities, and reviewing the cases related to actions of extreme violent organisations. Accordingly, this Action will contribute to stabilising selected areas in Borno, Adamawa, and Yobe States by enhancing community preparedness for reintegration. Furthermore, reducing the rejection and stigmatisation of former associates will prepare the ground for community-based healing and reconciliation. This assumption will be supported by restorative justice processes and social impact projects that will be formulated through a human rights-based and community-led approach, possibly including the reconstruction of social and productive infrastructure as a form of restitution and reparation. Additionally, this Action assumes that with the activities proposed, criminal justice will be strengthened.

*Therefore*, if reintegration and reconciliation of former armed non-state combatants and Boko Haram associates is community-driven and contributes to addressing the drivers of the conflict, then peace and stability in the Northeast will be enhanced because the risk of recidivism and future recruitments into NSAGs is reduced.

*If* communities are sensitised, psychologically and socio-economically prepared, and supported before and during the reintegration of fully rehabilitated, low-risk associates, then rejection and stigmatisation of former associates will reduce because of communities' access to reliable and transparent information on the process.

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

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

Additionally, according to the experience gained with implementing the EU Support for Reconciliation and Reintegration of Former Armed non-state Combatants and Boko Haram Associates (S2R), *if* local transitional or restorative rights-based and gender responsive justice mechanisms are developed at the community level, then the community's sense of injustice will be reduced and societies will begin to heal, because it creates an enabling environment for reconciliation between low-risk former associates and victims/survivors of the conflict.

And, *if* there is sufficient political commitment at the federal, state, and community levels to implementing policy actions to guarantee community safety and security, then the capacity to investigate terrorism cases and maintain the Joint Investigation Centre (JIC) and Terrorism Investigation Branch (TIB) will be reinforced, because the judiciary will be foundationally strengthened in the long term.

Finally, *if* comprehensive, inclusive, gender responsive, and accountable structures to manage DDDR activities are created between and across the various levels of government and communities, then the Federal and State's legitimacy will begin to be restored and prospects enhanced for a long-term peace dividend, because it will improve levels of trust between citizens as rights holders and government as duty bearer.

### 3.6 Logical Framework Matrix

Results	Results chain (@): Main expected results (maximum 10)	Indicators (@): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
<b>Overall objective:</b>  <b>Impact</b>	<b>Improved Community-driven reintegration and reconciliation of former armed non-state combatants and Boko Haram associates in Borno, Yobe and Adamawa, including those who were forcibly displaced.</b>	The Extent to which surveyed communities in each of the three states (Borno, Adamawa, Yobe) feel satisfied with community-driven reintegration and reconciliation	TBD	4 <sup>1</sup> (M/F) (2022) 2026	UNU/MEAC <sup>2</sup> to conduct, integrated project partner surveys, annual project reports, assessments of state action / investment in peacebuilding and reconciliation, NGO reports.	Not applicable
<b>Outcome 1</b>	Communities are sensitised and reconciled notably through an inclusive and survivor-centred transitional justice mechanisms in order to reduce rejection and stigmatisation of former Non-State Armed Groups associates.	1.1 Percentage of surveyed community members who are willing to accept persons formerly associated with the armed groups cleared by authorities of any association to the insurgency to settle (disaggregated at least by sex and age)	97% (78%M, 19%F) 2021	97% (%M, %F) 2026	Community readiness survey. Pre and post application. UNU/MEAC to conduct	-Election outcomes do not substantially change State and National DDDR <sup>3</sup> plans  -Political support for resettlement of communities remains high  -The security situation remains at a similar level
		1.2 Percentage of former associates reporting reduced stigmatization (disaggregated by sex, age and dissability)	93% (72%M, 21%F) 2021	93% (%M, %F) 2026	ICRS survey. Pre and post application. UNU/MEAC to conduct	

<p><b>Output 1</b></p> <p><b>Relating to Outcome 1</b></p>		<p>1.1.1 Percentage of communities (Including proportion of persons cleared by authorities of any association to the insurgency targeted) supporting rehabilitation, reconciliation and reintegration processes</p>	<p>&gt;50% (50%M, 50%F)</p> <p>Source: UNU Nigeria issue no 7 &amp; 12 2021</p>	<p>80% (%M, %F) 2026</p>	<p>Community survey. Pre and post application. UNU/MEAC to conduct</p>	<p>The communities are capable of being involved in transitional / restorative justice activities</p>
<p><b>Output 2</b></p> <p><b>Relating to Outcome 1</b></p>		<p>1.2.1 Proportion of communities (Including proportion of persons cleared by authorities of any association to the insurgency targeted) supporting community-led reconciliatory efforts and transitional justice mechanisms (dissagregated by sex, age and dissability)</p>	<p>&gt;60% (45%M, 55%F)</p> <p>Source: UNDP Mini surveys (Banki, Bama, Gwoza) 2021</p>	<p>80% (%M, %F) 2026</p>	<p>Community survey. Pre and post application. UNU/MEAC to conduct</p>	
<p><b>Outcome 2</b></p>	<p>Former armed non-state combatants and Non-State Armed Groups associates are processed and receive gender responsive support for sustainable alternatives to violence.</p>	<p>2.1 Number of former associates to Non-State Armed Groups and non-state security actors, including women and children, accessing social and economic services (disaggre</p>	<p>1 350 Adult former associates to NSAGs (257 F, 553 M) 2022</p> <p>2 200 Civilian Joint Task Force/Vigilantes (Volunteer</p>	<p>4 000 Adult former associates.</p> <p>1 200 (Volunteer Security Outfits)</p> <p>2 500 Children 2026</p>	<p>Min of Women and Affairs and Social Development child protection case management information management system Satisfaction Survey. IOM ICRS, UNDP DREAM databases, UNU/MEAC to conduct</p>	<p>Continued community engagement and dialogue generated conducive environment</p>

		gated by age, sex and disability).	Security Outfits) 2022  2 537 Children (1 466 boys, 1071 girls) 2022			
<b>Output 1</b>  <b>Relating to Outcome 2</b>		2.1.1 Proportion of community members expressing satisfaction with the results of interventions on alternatives to violence (disaggregated by age, sex and dissability)	96% (77%M, 19%F) 2021	96% (%M, %F) 2026	Satisfaction surveys and research Case management information system reports UNU/MEAC to conduct; -Project monitoring reports.	
<b>Output 2</b>  <b>Relating to Outcome 2</b>		2.2.1 Number of children and youth and women former Non-State Armed Groups associates, and vulnerable children in the community that receive tailored reintegration services (Disaggregated by age and sex)	2 396 children 1 363 Boys 1 033 Girls 2021	4 500: (Children & women) 3 500 children 60% boys 40% girls 1 000 Women  2026	Implementing partners reports CPiMS Min. of Women Affairs and Social Development CP case management information management system	The communities and local/ regional authorities support the educational and reintegration services

		2.2.2 Number of children former low risk NSAG, and vulnerable community children, enrolled into formal and informal education (Disaggregated by sex)	921 children 441 Girls 480 Boys 2021	1 300: 650 Girls 650 Boys 2026	Implementing partners reports CPiMS	The children are supported with individual development plans by the communities and relevant services
		2.2.3 Number of children exiting armed groups accessing interim center-based protection and humanitarian services  (Disaggregated by age sex)	599 children 408 Boys 191 Girls  2021	800 children: 40% Girls 60% Boys  2026	Min. of Women Affairs and Social Development CP case management information management system  Implementing partners reports CPiMS	The children are supported with individual development plans by the communities and relevant services
<b>Output 3</b>  <b>Relating to Outcome 2</b>		2.3.1 Number of community members (Community and former NSAG associates) in livelihoods schemes in priority project communities (Disaggregated by age, sex, locations and type of livelihood schemes)	500 (64%F, 36%M) Gwoza (200 – 62%F) Banki (100 – 60%F) Bama (200 – 71%F) 2021	1 500 individuals 2026	Project progress reports, project monitoring reports, integrated database reports	The livelihood beneficiaries are trained and able to maintain and develop the livelihoods  The communities and employment support services and employers do not stigmatize the former associates and support them in finding a job or engaging income-generating activities
		2.3.2 Number of former NSAG associates, and non-state security providers, trained to generate income and received start-up kits	1 290 Adult former associates to NSAGs (257 F, 1033 M)  2 200 Adult male	4 000 Adult former associates  1 200 Volunteer Security Outfits  2026	ICRS Database, DREAM database	

		(Disaggregated by sex)	CJTF/Vigilante 2022			
		2.3.1 Number of community vulnerable members trained to generate income and received start-up kits (Disaggregated by sex)	4 000 Adults 2022	4 000 2026	ICRS database	The Community are willing to participate in the intervention
<b>Output 4</b> <b>Relating to Outcome 2</b>		2.4.1. Status of the design of the model of coordination and oversight	Structure and ToR inbuilt into Borno Model 2022	Target 3 Functional State led oversight system coordinating (Disengagement, Disassociation, Reintegration, and Reconciliation) DDRR implementation 2026	Project reports; Government reports Meeting minutes;	
<b>Output 5</b> <b>Relating to Outcome 2</b>		2.5.1 Status of a capacity and coordination strengthening plan at the Federal and State levels for the successful steering of the Disengagement, Disassociation, Reintegration, and	Draft plan is designed 2021	System under implementation 2023	Project activity reports  Governmental records and databases? (For 2020)	

		Reconciliation (DDRR) and PVCE process				
<b>Outcome 3</b>	Weapons from Non State Armed Groups (NSAGs) associates are collected and non-state security providers are professionalised, or disarmed and demobilised (CJTF and Volunteer Security Outfits).	3.1 Status of Strategy for small arms and light weapons management aligned with the emerging National Policy Framework	Under discussion – including completion of relevant research 2021	Adopted 2023	Satisfaction surveys and research Case management information system reports CSO Project monitoring reports Reports from Ministry of Interior and/or Defence ONSA and National Centre on Small Arms -Reports from each state government -Regional Small Arms and Light Weapons (SALW) reports	The DDR operations and services jointly with the project serves for the sufficient capacity, knowledge and staffing of the local authorities to continue and accomplish the process in a well-planned way (the strategy)
<b>Output 1 Relating to outcome 3</b>		3.1.1 Appropriate Database of Weapons and Ammunitions Management are developed and regularly updated in selected communities by the project	Developed 2021	Adapted for use in providing reintegration services (Use in 3.1.2)  2026	Reports from development partners	
		3.1.2 Number of community safety and security research informing further programming with the support of the project	2 2022	4 2026	Reports from development partners -Academic paper briefs -NGO reports	

<p><b>Output 2</b></p> <p><b>Relating to outcome 3</b></p>		<p>3.2.1 Number of weapons linked to the changing conflict environment collected In line with established guidance with the support of the project disaggregated by sex, location and type of weapons disaggregated by sex</p>	<p>TBC 2022</p>	<p>TBD (Inception phase)</p>	<p>Reports from Ministry of Interior and/or Defense</p> <p>-Reports from each state government -Regional Small Arms and Light Weapons (SALW) reports</p>	
<p><b>Outcome 4</b></p>	<p>Investigation and prosecution services are strengthened to combat terrorism in compliance with international human rights and women, peace and security standards.</p>	<p>4.1. Percentage of officials who are actively applying the knowledge and skills gained through the project activities in their counter-terrorism work (disaggregated by sex and age)</p>	<p>0% 2022</p>	<p>80% (%M: %F) 2026</p>	<p>Project M&amp;E system.</p>	<p>The Nigerian government is committed to providing the equipment and staff resources to support the criminal justice response to terrorism.</p> <p>Knowledge and skills gained by beneficiaries are used during and sustained after implementation of the project.</p>
<p><b>Output 1</b></p> <p><b>Relating to outcome 4</b></p>		<p>4.1.1 Number of terrorism cases concluded (including those related to sexual and gender based violence) with existence of a systematic monitoring and reporting in place for the prevention of human rights violations against women and girls, including sexual exploitation and</p>	<p>765 2022</p>	<p>200 2026</p>	<p>Public sector administrative data to be requested by the project at least at the beginning and end of implementation</p>	<p>The continued existence of national government political will and prioritization of these issues.</p> <p>The Nigerian government is committed to providing the equipment and staff resources to support the criminal justice response to terrorism.</p>

		abuse, harassment including sexual harassment , and other forms of gender based violence.				
<b>Output 2</b>  <b>Relating to outcome 4</b>		4.2.1 Number of casefiles (including those of sexual and gender based violence) which are prepared by the relevant agencies relying on physical evidence	22 cases filed with the federal court in 2021	80 cases filed with the federal court for prosecution	Public sector administrative data to be requested by the project at least at the beginning and end of implementation	The continued existence of national government political will and prioritization of these issues.  The Nigerian government is committed to providing the equipment and staff resources to support the criminal justice response to terrorism.
		4.2.2. Number of terrorism case files prosecuted by Nigerian prosecutors	13 terrorism case files successfully prosecuted by Nigerian prosecutors in 2021	40 terrorism case files successfully prosecuted by Nigerian prosecutors	Public sector administrative data to be requested by the project at least at the beginning and end of implementation	
		4.2.3. Number of terrorism suspects cases resolved without full prosecution	7 terrorism cases resolved without conviction in 2021	At least 40 terrorism cases resolved without conviction	Public sector administrative data to be requested by the project at least at the beginning and end of implementation	
<b>Output 3</b>  <b>Relating to outcome 4</b>		4.3.1. Number of law enforcement and military officers trained and skills gained through the project activities in their counter-terrorism work (disaggregated by gender and agency)	0 trained participants through 0 trainings, with 0% of trained officers reporting excellent, very good, or good knowledge gained	630 trained participants through 36 trainings, with 80% of trained officers reporting excellent, very good, or good knowledge gained	Project M&E system: (disaggregated by sex, training topic, agency and location)	

## 4 IMPLEMENTATION ARRANGEMENTS

### 4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the Republic of Nigeria.

### 4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section will be carried out and the corresponding contracts and agreements implemented, is of a minimum period of **36 months** from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

### 4.3 Implementation of the Budget Support Component

N/A

### 4.4 Implementation Modalities

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

#### 4.4.1 Indirect Management with an entrusted entity

This action may be implemented in indirect management with United Nations agencies composed of IOM, UNDP, UNICEF and UNODC:

- The implementation by IOM involves outputs 1.1, 1.2 of specific objective 1 and outputs 2.1, 2.2, 2.3, 2.4, 2.5 of specific objective 2 mentioned in section 3 of this document.
- The implementation by UNDP involves outputs 1.1, 1.2, 1.3, 1.4, 1.5 of specific objective 1 mentioned in section 3 of this document.
- The implementation by UNICEF involves outputs 1.1, 1.2 of specific objective 1, outputs 2.2, 2.3, 2.4 of specific objective 2 and output 3.1 of specific objective 3 mentioned in section 3 of this document.
- The implementation by UNODC involves outputs 4.1, 4.2, 4.3 of specific objective 4 mentioned in section 3 of this document.

These envisaged entities have been selected using the following criteria: successful cooperation with the EU on Disengagement, Disassociation, Reintegration, and Reconciliation (since 2017 with IOM, since 2019 with UNDP and UNICEF) and criminal justice response to terrorism (since 2013 with UNODC) through the EU-funded Support to Reconciliation and Reintegration of low-risk NSAGs programme. These UN agencies are best positioned to implement the Action due to their long-standing presence in Northeast Nigeria. For several years now, IOM has positioned itself as the lead UN agency working on Disengagement, Disassociation, Reintegration, and Reconciliation. UNDP has a solid presence on the ground, particularly in Northeast Nigeria and the wider region, taking into account the complementary activities of the UNDP Regional Stabilisation Facility in the Lake Chad countries, including Nigeria. UNICEF is the lead UN agency working on addressing humanitarian needs for women and children. UNODC has a recognised expertise on law-enforcement and counter-terrorism issues.

As it was the case with the EU Support for Reconciliation and Re-integration of Former Armed non-state Combatants and Boko Haram Associates (S2R) programme, signature of one single Contribution Agreement for the 4 UN agencies that will be managed by IOM as the lead UN agency is the preferred option for the Action.

The Commission authorises that the costs incurred may be recognised as eligible as of 1<sup>st</sup> May 2023 to avoid a funding gap between the difference phases of the programme.

#### 4.5 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 subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

#### 4.6 Indicative Budget

<b>Indicative Budget components</b>	<b>EU contribution (amount in EUR)</b>
<b>Indirect modalities – cf. section 4.4.1</b>	<b>19 100 000</b>
<b>Objective 1</b> - Communities are sensitised and reconciled notably through inclusive and survivor-centred transitional justice mechanisms in order to reduce rejection and stigmatisation of former NSAG associates.	5 300 000
Indirect management with UNDP, IOM and UNICEF – cf. section 4.4.1	5 300 000
<b>Objective 2</b> - Former armed non-state combatants and Non State Armed Groups (NSAGs) associates are processed and receive a gender responsive support for sustainable alternatives to violence.	7 000 000
Indirect management with UNDP, IOM and UNICEF – cf. section 4.4.1	7 000 000
<b>Objective 3</b> - Weapons from non-state combatants and Non State Armed Groups (NSAGs) associates are collected and non-state security providers are professionalised, or disarmed and demobilised (CJTF and Volunteer Security Outfits).	2 200 000
Indirect management with UNDP and UNICEF – cf. section 4.4.1	2 200 000
<b>Objective/Output 4</b> - Investigation and prosecution services are strengthened to combat terrorism in compliance with international human rights and women, peace and security standards.	4 600 000
Indirect management with UNODC	4 600 000
<b>Evaluation</b> – cf. section 5.2	<b>400 000</b>
<b>Audit</b> – cf. section 5.3	
<b>Contingencies</b>	<b>500 000</b>
<b>Totals</b>	<b>20 000 000</b>

#### 4.7 Organisational Set-up and Responsibilities

The Management of the SD3R Project requires the establishment of two structures that would oversee project implementation and high-level decision making and guidance. These will be the Steering and Technical Committees. Their description, roles and responsibilities are outlined below, and a more detailed description will be defined in the Inception Phase:

##### **Steering Committee:**

The SD3R Steering Committee (SC), based in Abuja, is the Action's decision-making body and provides strategic leadership and oversight. In particular, the SC:

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

The members of the Steering Committee will be made up of the EU, relevant donors, agencies, and government representatives. The SC will meet at a minimum twice a year, more if required, recognising this is a high-risk programme with potential reputational damage to the EU and implementing agencies. The SD3R action manager and her team will provide the Secretariat to the Steering Committee.

#### **Technical Committee:**

The Steering Committee will be supported by a Technical Committee (including human rights and gender expertise) that will be based in Maiduguri and consist of technical staff of the respective participating agencies.

The Technical Committee will:

- Advise the Steering Committee on strategic matters;
- Ensure a coherent programmatic implementation;
- Generation/review of research, strategic content, and shaping advisory notes for projects’ integration, with SC direction;
- Identification of specific elements for resource mobilization;
- Serve as the secretariat to the SD3R project steering committee; and
- Regularly interact with the core team to monitor the progress of the Action.

#### **Implementation arrangements:**

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

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

## **5 PERFORMANCE MEASUREMENT**

### **5.1 Monitoring and Reporting**

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 final 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 (for project modality) and the partner’s strategy, policy or reform action plan list (for budget support).

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). Roles and responsibilities for data collection, analysis and monitoring: The Programme Coordination Unit will develop a monitoring system relying on a structured data collection process informing progress against indicators referred in the logframe matrix, on an annual basis.

This system will rely on the information provided by institutions on the achievements several national and external sources, such as national statistics, data provided in the annual (performance) reports of the beneficiary institutions and coordinating bodies.

Baselines and targets will be established primarily based on the data collected in the course of the SD3R programme and the inception phase of this Action. This monitoring system will also integrate SDGs indicators and targets set by the Nigeria Government. Likewise, all monitoring and reporting shall assess how the action is considering the principle of gender equality, human rights-based approach and rights of persons with disabilities including inclusion and diversity Indicators shall be disaggregated at least by sex, age and disability.

## 5.2 Evaluation

Having regard to the importance of the action, a mid-term and a final evaluation(s) 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 assessment of the progress achieved and weaknesses observed and proceed with eventual adjustments of the intervention and / or the approach to be undertaken during the second phase.

A final evaluation is envisaged will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the efficiency and effectiveness of the intervention as well as an early impact analysis of its results to guide future decision on the continuous support of the EU in the justice and AC sectors. The Commission shall inform the implementing partner at least 30 days in advance of the dates envisaged 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 may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

Evaluation services may be contracted under a framework contract.

## 5.3 Audit and Verifications

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 audit or verification assignments for one or several contracts or agreements.

# 6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources. It will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states. However, action documents for specific sector programmes are in principle no longer required to include a

provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

## Appendix 1 REPORTING IN OPSYS

An Intervention (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: ‘a given contract can only contribute to one primary intervention and not more than one’. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a ‘support entities’. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

The present Action identifies as

<b>Action level</b>		
<input checked="" type="checkbox"/>	Single action	Present action: all contracts in the present action