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ANNEX

Neighbourhood, Development and International Cooperation Instrument (NDICI) – Global Europe

Exceptional Assistance Measure regarding Nigeria

1. IDENTIFICATION

Action: Supporting the Disengagement, Disassociation, Reintegration and Reconciliation process as well as protection of civilians in North East Nigeria

Action Reference: NDICI CR 2021 / 20

Cost: EUR 4 600 000 (European Union contribution).

Budget Line: 14 02 03 10

Duration: Maximum 18 months. The authorising officer responsible may decide to extend this period twice by a further period of up to six months, up to a total maximum duration of 30 months, under the conditions laid down in Article 23(6) of Regulation (EU) No 2021/947.

Lead service: FPI

2. ACTION SUMMARY

After more than ten years of widespread violence, the conflict in North East Nigeria is currently escalating further, putting civilian populations under serious strain. Different factions of Boko Haram have gradually gained ground as shown by the recent waves of attacks in Borno, Yobe and Adamawa States. Entire parts of the territory are currently under the control of insurgents. Military operations have resulted in the arrest and detention of thousands of suspected fighters and associates, including civilians and victims in some instances. The government's "Operation Safe Corridor" launched in 2016 has been the main initiative to address low risk ex-combatants and associates and to encourage defections from insurgent groups. This 18-months measure will build on previous engagement to support efforts by Nigerian actors to protect civilians and to engage former combatants and associates of insurgent groups and reintegrate them into communities.

3. BACKGROUND AND RATIONALE

3.1 BACKGROUND

After more than ten years of security and humanitarian crisis, the situation in North East Nigeria is deteriorating further, putting civilian populations under serious strain. According to the United Nations more than 15,000 civilians have been killed in Nigeria's Borno, Adamawa, and Yobe states since 2009, with thousands more missing and unaccounted for. In addition, 13.1 million people are considered to be living in areas affected by conflicts which have also displaced more than 3 millions across the wider Lake Chad region. Non State Armed groups' spectrum and strategies have become more complex with Boko Haram now split in different factions with different allegiances. They have nevertheless gradually gained ground as shown by the regular attacks across Borno, Yobe and Adamawa States against garrisons towns, humanitarian hubs and civilian population, making the situation in the North East increasingly volatile.

The so-called "super camp strategy" that was launched in 2019 in order to better cope with the insurgents attacks had an important impact on the security and protection of civilian populations. The army initially sought to regroup its manpower and assets in fortified garrison towns that would also host rural communities and Internally Displaced Peoples. However, army withdrawal from smaller forward operating bases has left entire parts of the territory under the control of insurgents. In addition, the proliferation of community militias, contributing to counter-insurgency efforts, has had some controversial effects on the security of civilians as militias are often untrained and may represent an additional threat. As a result, communities face increasing insecurity, and struggle to access basic services as well as humanitarian aid, prompting more civilians to flee these areas.

Military operations have resulted in the arrest and detention of thousands of suspected fighters and associates, including civilians and victims in some instances. The government's "Operation Safe Corridor" launched in 2016 has been the main initiative to address those ex-combatants considered as low risk and to encourage defections from insurgent groups. EU support to the process has focused on rehabilitation of individuals and their reintegration into communities, which has proved to be effective for hundreds of former combatants and associates so far. However, as the situation deteriorates, there is a need to strengthen the Nigerian authorities' ownership and overall level of capacity in this process. There is a need, for different Ministries, Departments and Agencies at state and federal levels to be better capacitated and coordinated in order to better respond to the evolving situation and to communities needs and concerns. Stronger links must be established with strategies aiming to prevent violent extremism so as to maximise efforts on all sides.

This 18-month measure will build on previous Instrument contributing to Stability and Peace engagement to support efforts by Nigerian actors to protect civilians and to engage former combatants and associates of insurgent groups and reintegrate them into communities. One component will focus on promoting the protection of civilians by focusing on the policies, practices and actions of the Nigerian Government, including the army, internal security forces and community militias. A second component will aim to strengthen Nigeria's ability to plan and implement further actions on Disengagement, Disassociation, Reintegration and Reconciliation (DDRR) of former combatants and associates and the Prevention of Violent

Extremism (PVE) through institutional capacity building and through more proactive strategic communication.

3.2 RATIONALE FOR CRISIS RESPONSE ACTIONS UNDER THE RAPID RESPONSE PILLAR OF THE NEIGHBOURHOOD, DEVELOPMENT AND INTERNATIONAL COOPERATION INSTRUMENT

The deteriorating security and humanitarian situation in North East Nigeria constituting an exceptional and unforeseen situation in the sense of Article 4(4) of the NDICI Regulation. An adequate response cannot be provided under any other European Union Instrument due to the urgency with which the funds are required and due to available resources already being firmly committed.

Annex IV, paragraph 1, points (a), (b), (h), (l), (m), (n), and (p) of Regulation (EU) No 2021/947 specifically provides for the use of the NDICI rapid response pillar to (a) support, through the provision of technical and logistical assistance, for the efforts undertaken by international, regional and local organisations and by State and civil society actors in promoting confidence-building, mediation, dialogue and reconciliation, transitional justice, women’s and youth empowerment, in particular with regard to community tensions and protracted conflicts; (b) support for the implementation of UNSCRs on women, youth, peace and security; (h) support for civilian measures related to the demobilisation and reintegration of former combatants and their families into civil society, and where appropriate their repatriation, as well as measures to address the situation of child soldiers and female combatants; (l) support for measures to ensure that the specific needs of women and children in crisis and conflict situations, including preventing their exposure to gender-based violence, are adequately met; (m) support for the rehabilitation and reintegration of the victims of armed conflict, including measures to address the specific needs of women and children; (n) support for measures to promote and defend respect for human rights and fundamental freedoms, democracy and the rule of law, and the related international instruments; and (p) support for measures to address the potential impact of sudden population movements with relevance to the political and security situation, including measures addressing the needs of host communities.

3.3 RISKS AND ASSUMPTIONS

Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigation strategy
The security situation deteriorates, presenting a risk to the safety of personnel	High	High	All implementing partners have put in place regular risks assessments and situation monitoring mechanisms and comply with the necessary duty of care policies and protocols allowing for swift mitigation measures and adequate staff protection.
The security situation	High	High	All implementing partners have built

deteriorates, preventing the timely implementation of activities and restricting movements			in adaptative work plans to cope with sudden changes in contexts. Close and regular interactions with authorities and security actors will ensure access to remote areas and the involvement of local staff and associates will make up for any access restriction to international project staff.
Lack of involvement and commitment of relevant stakeholders (authorities, communities, etc.) in projects activities	Low	Medium	All implementing partners have already built strong partnerships with key stakeholders, direct and indirect beneficiaries, and have designed projects based on needs and interest. Prior engagement with new stakeholders will maximize their ownership of the processes put in place, their interest and participation in activities.
New wave of Covid 19 infections affects the implementation of activities	Medium	High	Implementing partners will regularly monitor the evolution of the sanitary situation and will build in flexible programming so as to adapt activities to each local situation.

4. OBJECTIVES

4.1 OVERALL OBJECTIVE

The overall objective of the action is to support Nigerian actors' efforts to enhance protection of civilians in conflict-affected areas of the North East and to reintegrate former combatants and associates into communities.

4.2 SPECIFIC OBJECTIVES

- 4.2.1 Strengthen capacities of Nigerian authorities and relevant security actors to enforce civilian protection measures and initiatives;
- 4.2.2 Strengthen capacities of Nigerian authorities to design and implement Disengagement, Disassociation, Reintegration and Reconciliation programmes;

5. ACTION COMPONENTS AND EXPECTED RESULTS

The main expected results/outcomes include:

Expected Result (1): Improved protection of civilian policies and programmes to advance stabilisation

Activities (indicative):

- 5.1.1 Research, analysis and advocacy engagements with government and security stakeholders on the protection of civilians policy developments and implementation;
- 5.1.2 Awareness raising campaigns on the protection of civilians targetting communities, security actors, government and authorities representatives;
- 5.1.3 Facilitate civilian-military and civilian-police dialogues.

Expected Result (2): Protection of Civilians is improved within the military, internal security forces, community militias, and through community mobilisation in the North East

Activities (indicative):

- 5.2.1 Expand training on the protection of civilians at military training institutions, including pre-deployment centers;
- 5.2.2 Provision of training to the Nigerian Police Force and the Nigerian Security and Civil Defense Corps on the protection of civilians;
- 5.2.3 Provision of training on the protection of civilians to community militias and accompanying measures for the development and implementation of standard rules of engagement and codes of conduct;
- 5.2.4 Establishment of local level early-warning and responses systems;
- 5.2.5 Accompanying measures for local protection committees in their self-structuration at the community-level and engagement with authorities and security actors.

Expected Result (3): Institutional capacities on PVE and DDDR programming and coordination are strengthened.

Activities (indicative):

- 5.3.1 Development of tailored capacity building curricula on PVE and DDDR concepts, policies and operational programming for officials at local, state and federal levels and provision of training for trainers on the curricula;
- 5.3.2 Provision of trainings and expertise for officials in the government-run rehabilitation centres;
- 5.3.3 Provision of equipment for the rehabilitation centres in Gombe and Maiduguri, as needed in the areas of physical and mental health, nutrition and livelihood;
- 5.3.4 Development of specific rehabilitation Standard of Operations Procedures (SOPs) for women in the transition and rehabilitation centre in Maiduguri;
- 5.3.5 Support to the Office of the National Security Adviser to put in place concrete coordination mechanisms between relevant Nigerian authorities and bodies on key DDDR aspects;

5.3.6 Support to exchange of information and experiences with neighbouring Lake Chad Basin countries on DDRR and PVE strategies and programmes.

Expected Result (4): Communication and awareness on PVE and DDRR programming are enhanced.

Activities (indicative):

5.4.1 Support the development of a governmental communication strategy on DDR and PVE;

5.4.2 Awareness raising and capacity building of relevant staff at all level on conflict sensitive communication in the area of DDRR and PVE;

5.4.3 Production of media programmes (radio, social media, video, etc.) to promote DDRR and PVE initiatives in the North East and to voice communities perspectives on these initiatives, notably the youth;

5.4.4 Monitoring and production of monthly analyses of the information environment relating to DDRR and PVE.

6. IMPLEMENTATION

6.1 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 measures¹.

6.1.1 Grant: direct award (direct management)

(a) Purpose of the grant

4.2.1 Strengthen capacities of relevant security actors to enforce civilian protection measures and initiatives;

Expected result 1: Improved protection of civilians' policies and programs to advance stabilisation

Expected result 2: Protection of Civilians is improved within the military, internal security forces, community militias, and through community mobilisation in the North East

(b) Type of applicants targeted

The type of applicants targeted for this component are Non-Governmental Organisations.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because **the action entails crisis**

¹ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website, it is the OJ version that prevails.

management aid as referred to in Article 195(a) and as defined in Article 2(21) of Regulation (EU, Euratom) 2018/1046.

6.1.2 Indirect management with an international organisation

A part of this action may be implemented in indirect management with an entity which will be selected by the Commission’s services using the following criteria: expertise in the area of Disengagement, Disassociation, Reintegration and Reconciliation and experience of implementing such programmes in North East Nigeria; robust operational capacity to implement Disengagement, Disassociation, Reintegration and Reconciliation programmes in North East Nigeria; strong partnership with Nigerian authorities on these issues. The implementation by this entity entails strengthening capacities of Nigerian authorities to design and implement Disengagement, Disassociation, Reintegration and Reconciliation programmes.

6.1.3 Changes from indirect to direct management mode due to exceptional circumstances

In case negotiation with an entrusted entity envisaged would fail to conclude, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in section 6.1.1.

6.2 INDICATIVE BUDGET

The total European Union contribution under this Financing Decision **will not exceed EUR 4 600 000**. A breakdown among components is provided hereunder, and is indicative.

Indicative budget breakdown

Components	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
Component 1: Strengthen capacities of relevant security actors to enforce civilian protection measures and initiatives;		
6.1.1 – Direct grant (direct management)	2 300 000	N.A
Component 2: Strengthen capacities of Nigerian authorities to design and implement Disengagement, Disassociation, Reintegration and Reconciliation programmes		
6.1.2. – Indirect management with an international organisation	2 300 000	N.A
Total	4 600 000	N.A

6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under direct management for component 1 and indirect management for component 2. It will be devolved and sub-delegated to the **European Union Delegation**, with the support of the Commission for the conclusion of the contracts implementing the action.

6.4 PERFORMANCE AND RESULTS 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 outcomes) as measured by corresponding indicators, using as reference the Logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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

6.5 EVALUATION

Having regard to the nature of the action, an evaluation will not be carried out for this action or its components.

The Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

The financing of the evaluation shall be covered by another measure constituting a financing decision.

6.6 AUDIT

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

The financing of the audit shall be covered by another measure constituting a financing decision.

6.7 COMMUNICATION AND VISIBILITY

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

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

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

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

7. COMPLEMENTARITY, COORDINATION AND FOLLOW-UP

This exceptional assistance measure will be implemented in close coordination with other EU engagements in the areas of DDDR and PVE funded by the European Development Fund bilateral and regional programmes, the EU Trust Fund, and the IcSP art.3, 4 and 5 and under the European Commission Humanitarian Office. It will continue to complement, and will maximise respective added value of, these existing programmes, notably by further strengthening management and coordination capacities of Nigerian authorities at State and Federal levels, while other EU interventions focus more on the implementation of DDDR processes on the ground. As a result of this intervention, Nigerian authorities will be in a better position to plan, implement and coordinate the various interventions in these areas. Results of the projects to be funded under this measure will be sustained through follow up engagement by the EU Delegation in Nigeria in the area of peace and security under the new 2021-2027 programming.