

Annex IV to the Agreement establishing the European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa and its internal rules.

Action Document for EU Trust Fund to be used for the decisions of the Operational Board

1. IDENTIFICATION

| | | | |
|---|---|--------|---|
| Country | Nigeria | | |
| Title/Number | Reference : T05-EUTF-SAH-NG-01 Linking Relief, Rehabilitation and Development and promoting the stability and safety of communities in displacement in North East Nigeria | | |
| Total cost | Total estimated cost: EUR 11.623 million Total amount drawn from the Trust Fund : EUR 11.623 million | | |
| Aid method / Method of implementation | <i>Project approach</i> <i>Direct management (direct grants to NGOs)</i> | | |
| DAC-code | 16050, 52010, 15220, 73010 | Sector | basic social services; food security; conflict prevention and resolution; reconstruction, relief and rehabilitation |
| Sector of intervention of the Trust Fund | Objective n° 1. Greater economic impact and employment opportunities Objective n° 2. Strengthening Resilience | | |
| Sector of Intervention of the Valetta Action Plan | Sector 1.1. Investing in development and poverty eradication | | |

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

Nearly fifteen million people have been affected by the insurgency of Jama'atu Ahlis Sunna Lidda'awati Wal-Jihad, popularly known as Boko Haram (BH), and the resulting military operations in the North East of Nigeria since 2009. The conflict became particularly intense since 2014, leading to the loss of an estimated 20,000 lives and the displacement of over 2.2 million, out of which less than 8% live in official camps and receive any sort of government support. This has triggered a humanitarian crisis, with increasing food insecurity, social services, infrastructure and the environment, which has exacerbated already existing socioeconomic disparities in the North East and added further strain to a population that was already among the most underdeveloped and vulnerable in the country.

The overall objective of the action is to promote stability and resilience among those affected by conflict and displacement in North East Nigeria. More specifically, the programme will improve access to basic services for vulnerable individuals affected by displacement, strengthen socio-economic recovery and sustainable livelihoods for Internally Displaced People (IDPs), host communities and returnees, with a particular focus on addressing the needs of youth at risk of criminality and radicalisation and enhance community safety and conflict mediation and resolution capacity. Activities will be implemented in the states of Borno, Yobe and Adamawa.

The programme will contribute to the EU's broader efforts to build resilience, counter violent extremism and promote stability in North East Nigeria. This action reflects several of the priorities of the EU Emergency Trust Fund for Africa, which include addressing the root causes of destabilisation and forced displacement, and promoting resilience, socio-economic recovery, security and development. This proposed programme is also aligned with the priority actions outlined in the 2015 Valetta Action Plan which include: boosting socio-economic development particularly among youth, supporting resilience especially among the most vulnerable, enhancing the self-reliance of IDPs and host communities, and strengthening conflict prevention and efforts to counter violent extremism.

2.2. Context

2.2.1. Country context

Nigeria is a diverse country with areas of development and wealth and others affected by conflict and natural disaster; poverty and exclusion; and weak state capacity. Despite massive oil revenues, nearly 63% of Nigeria's population lives in poverty and the country ranks 152 out of 187 on the 2014 UN Human Development Index. The north and north-east of the country has long been marginalised resulting in low literacy levels, reduced life expectancy, and limited economic opportunities. This context contributed to the creation, in 2009, of the violent insurgency group, Boko Haram.

Violent attacks on civilians by Boko Haram since 2009, coupled with a heavy-handed military response, have left widespread devastation in the northeast of Nigeria, with an estimated 20,000 people dead. This has resulted in the displacement of over 2.2 million IDPs in north-east Nigeria¹, out of which less than 8% live in official camps and receive any sort of government support. The majority are women and children who have been displaced multiple times due to increased attacks and territorial expansion by Boko Haram. An estimated 14.8 million people are affected by the conflict in the three north-eastern states of Borno, Yobe and Adamawa.

A process of return is underway to areas the Nigerian military has recaptured from Boko Haram in 2015, such as northern Adamawa, but large areas of Borno outside of Maiduguri metropolitan remain too dangerous for IDPs to return. However, given the nature of the conflict, it seems likely that this will be a protracted displacement scenario whereby the displaced will remain so for several years. Moreover, the situation in areas of return is described as disastrous: families have lost all of their agricultural tools, seeds and livestock or other livelihood supplies and have limited opportunities for economic development. Host communities are also under strain as food prices increase and accessibility to markets and commodities is restricted.

¹ UN OCHA Nigeria, Humanitarian Needs Overview 2016 - Nigeria, November 2015.

The majority of IDPs live in informal settlements or host communities where Water, Sanitation and Hygiene (WASH) conditions are deplorable. The proportion of function water sources within locations hosting IDPs is currently at 50% which limits the IDPs and their hosts to 4-6 litres/person/day. The situation is equally dire for those who are returning home as schools, clinics, community boreholes and water supply infrastructure needs rehabilitation or complete reconstruction. This cocktail of environmental hazards peaked in August 2015 when a cholera outbreak started in Maiduguri with over 1,000 cases.

Northern Nigeria is also an area prone to natural disasters. While the Sahel, including Borno and Yobe States, suffers from recurring episodes of drought, Adamawa State suffers from frequent flooding, which exacerbate food insecurity, displacement and loss of livelihoods. The last National Nutrition and Health Survey (May 2014) showed prevalence of 13.6% for Global Acute Malnutrition and 2% for Sever Acute Malnutrition among children under five in the North East. This situation has worsened dramatically as access to malnutrition treatment and basic services remain a challenge. In late 2015, some of the worst affected areas were classified in IPC Phase 4 (emergency) due to acute food insecurity.

It is important to note that approximately 56% of the displaced are under 18 years of age. Young boys and men are at high risk of criminality, politicisation and recruitment by armed groups, in particular Boko Haram. The threat of radicalisation in this context is acute. Girls and young women are also targets of violence and remain at high risk.

Finally, as insecurity continues to prevail in the North East and family and community support structures have been damaged, there are indications that tensions and feelings of mistrust are on the rise, particularly in terms of fear of being associated with or having supported Boko Haram. Land and other natural resource-related conflicts are also increasing as the pressure on limited resources mounts. Some areas have also been contaminated by the remnants of conflict (possibly mines, ERW or IEDs). At this point in time, the nature and extent of contamination is unknown and mine action surveys have not been conducted.

2.2.2. Sector context: policies and challenges

The current Federal government has been unrelenting in their effort to defeat Boko Haram, which will enable displaced communities to return and rebuild their lives. The initial military effort has been accompanied by fiscal and policy commitments from the government aimed at rehabilitation efforts for the ravaged states, notably Borno, Adamawa, Gombe and Yobe. The Victims Support Fund, Presidential Initiative in the North-East (PINE), the North East States Transformation Strategy (NESTS) and the Presidential Committee on North-East Initiatives (PCNI) are some of the main roadmaps that detail government short to long term rehabilitation plans. One of the key challenges with having these initiatives is ensuring efficient coordination takes place and that bureaucratic hurdles are overcome.

The EU is participating, along with the WB and the UN, in a joint Recovery and Peace Building Needs assessment for the North East with the Government of Nigeria. The assessment will aim to support the Government in its short, medium and long term efforts towards peace building and sustainable recovery in the North East. The findings and recommendations, due in May 2016, will serve to improve, refine and prioritise the Government's overall strategic framework for recovery and reconstruction. This intervention will form part of the first wave of initiatives in response to the findings of the RPBA.

2.3. Lessons learnt

- *Provide an integrated, multisectoral, LRRD response.* Experience has shown that integrated and multisectoral responses to address the root causes of displacement allow for improved support to conflict-affected populations and maximise impact by addressing multiple and cross-cutting problems. Experience has also shown the importance, in protracted situations, of going beyond humanitarian aid by simultaneously providing development assistance to promote self-reliance and boost the resilience of the most vulnerable households, in the framework of a LRRD (Linking Relief, Rehabilitation and Development) approach.
- *Prioritise support to IDPs in host communities and returnees.* While 92% of IDPs live in host communities, support has been concentrated on the 8% living in camps. There has been little to no support provided to hosts populations. Equally, little support has been offered to those who have returned in attempts to rebuild and recover after their displacement.
- *Ensure coordination with authorities and ownership at local level.* Improved coordination mechanisms with state authorities are necessary for good programming to increase ownership. In Northern Nigeria, local level figures can be powerful and influential. Interaction with traditional local leaders may facilitate ownership of the target beneficiaries.
- *Ensure flexibility.* It is important to develop flexible programmes to be able to offer support through displacement into recovery. This is particularly important in the context of Nigeria where the security situation remains volatile and IDPs have been displaced several times and return movements have started.
- *Close monitoring of the security situation:* Given the security situation in the North East continues to pose challenges and risks in terms of access and ability to implement, constant monitoring will be needed. Decisions about staff movements and activities will need to be based on careful analysis.
- *A conflict sensitive approach.* Having good conflict analysis which includes identification of involved parties, types, sources and characteristics is important to ensure effective programming and doing no further harm.
- *Avoid duplication and ensure complementarity with other actors.* An increasing number of actors are present and establishing operations in response to the crisis in North East Nigeria. Regular contact to coordinate, share analysis and strengthen synergies will allow for better impact.

2.4. Complementary actions

Implementing partners will adopt and encourage synergistic aid delivery which prevents duplication and increases positive impact. They all work in collaboration with other actors, including government agencies, local NGOs, iNGOs and UN agencies and activities carried out with this funding will build on the actions implemented by others active in the region. Synergies will also be actively sought with other EU activities, funded under the EU Trust Fund or the EDF National Indicative Programme with a focus in the same zones.

2.5. Donor co-ordination

All implementing partners are actively participating in the humanitarian coordination mechanism, the relevant sector working groups and other strategic coordination meetings for North East Nigeria, facilitating coordination and maintaining strong links with other actors. The implementing partners selected will ensure close coordination in order to develop synergies between their interventions.

3. DETAILED DESCRIPTION

3.1. Objectives

The **Overall Objective** of the programme is to promote stability and resilience among those affected by conflict and displacement in North East Nigeria.

The **Specific Objectives** are threefold:

- a. Improve access to basic services for vulnerable individuals affected by displacement.
- b. Strengthen socio-economic recovery and sustainable livelihoods for IDPs, host communities and returnees, with a particular focus on addressing the needs of youth at risk of criminality and radicalisation.
- c. Enhance community safety and conflict mediation and resolution capacity.

3.2. Expected results and main activities

The **expected results** and **main activities** are:

a) Improved access to basic services:

- Vulnerable households, IDPs and host communities, have basic needs met.
- Target communities are protected and treated for acute malnutrition

Activities will include, *inter alia*, the distribution of unconditional cash transfers, the rehabilitation of water and sanitation facilities, hygiene promotion, provision of medicines, nutritional treatment and equipment to health facilities, delivery of ready to use therapeutic food (RUTF), training on Mother Infant and Young Child Feeding (MIYCF) practices and Community management of acute malnutrition (CMAM).

b) Improved community resilience and socio-economic recovery:

- Vulnerable individuals, including young people and women, have improved access to livelihood opportunities.
- Young IDPs are more resilient to negative influences and manipulation such as criminality, irregular migration and radicalisation and have alternative, legitimate opportunities.
- Target IDPs and host communities are able to better cope with future shocks

Activities will include, *inter alia*, livelihoods assessments, cash for work schemes, distribution of assets (in-kind or vouchers) for farming (seeds, tool and livestock), training in

entrepreneurship, financial management and life skills for youth, distribution of start-up grants, planning for agricultural practices including climate smart agriculture, small-scale trade activities and vocational skills for women.

c) Enhanced community safety and conflict mediation and resolution capacity:

- IDPs and host communities are able to develop and implement their own community safety plans, work collaboratively with security providers and hold them accountable, and contribute to reducing tensions.
- Capacity of vulnerable individuals to claim and exercise their legal rights and to peacefully resolve Housing, Land and Property (HLP) disputes is strengthened.
- Positive behavioural change related to mines, explosive remnants of war (ERW) and improvised explosive devices (IEDs) results in a reduction in the number of casualties.

Activities will include, *inter alia*, facilitating cross-generational and inter-faith community dialogue, dialogue facilitation between communities, security providers and civil authorities, the development of community safety plans, capacity-building for collaborative dispute resolution, establishing community-based networks of conflict mediators, information, counselling and legal assistance (ICLA) support, training of local justice players, IED risk assessment and risk education materials and training.

Activities will be implemented in the states of Borno, Yobe and Adamawa.

3.3. Risks and assumption

The assumptions for the success of the project and its implementation include:

- The security situation does not worsen and the situation in the target zones allows for safe access and implementation of activities
- Nigerian authorities at local, state and federal level are willing to cooperate with the implementing partners
- IDPs, returnees and host communities are willing to collaborate with the implementing partners.

| Risk | Level | Mitigation measure |
|---|--------------|---|
| Threats to safety and security of project staff and beneficiaries | High | - Conduct regular risk assessments - Ensure a robust security management system - Training and coaching for all staff |
| Boko Haram activity continues or intensifies causing additional displacement, negatively impacting markets and restricting access | High | - Project flexibility to adapt to follow movement of IDPs - Examine use of remote management in areas where access is restricted |
| Cholera outbreak or other | Medium | - Hygiene promotion awareness and water |

| epidemics | | treatment |
|---|--------|--|
| Poor community acceptance | Medium | - Community and beneficiary participation in planning and design - Careful planning - Monitoring and evaluation to ensure accountability |
| Poor coordination at local government level | Medium | - Regularly inform authorities and community and religious leaders about the project and ensure active participation |

3.4. Cross-cutting issues

Gender: In order to provide effective delivery of support, it is vital to recognise and address the specific role, needs, risks, vulnerabilities, capacities and opportunities of different gender groups. Implementing partners will work with affected local populations, local stakeholders and partners to mainstream and prioritise the needs of women and girls, based on the understanding that they are not simply victims of conflict but also drivers for change. The programme will also prioritise vulnerable women-headed households. All data will be disaggregated by sex.

Youth: Youth is in a precarious situation with complex and diverse needs and often have to take on additional responsibility to take care of themselves and their families. This project will target the most vulnerable segments of IDPs and host communities, marginalised groups, particularly youth through support to sustainable livelihood opportunities, skills and training that will improve income generation capacity, create employment and promote self-resilience and positive coping mechanisms.

Environment: Environmental considerations will be mainstreamed in all activities. The livelihoods component of the action, through promoting climate smart agricultural practices, is expected to sustainably increase productivity and resilience. The approach will include the introduction of adaptable/stress tolerant crop and tree varieties to help farmers mitigate the impact of volatile and unpredictable seasonal climates.

Conflict sensitivity: The implementing partners will conduct conflict analyses to identify how activities should be structured in such a context and what are the direct and indirect effects of the project on the conflict and the broader environment, based on the "Do no harm" principle.

3.5. Stakeholders

Stakeholders for this action include the host communities, current and former IDPs and community leaders. The project will be implemented with significant community contribution to ensure that it is reflective of community needs and priorities, including with community leaders, women's groups, religious groups and other local actors. The implementing partners will work with local NGOs in each of the locations in order to build their capacity and involve them in the activities. Programme activities will also facilitate dialogue between IDPs, host

communities, security providers, district leaders, state authorities, traditional leaders and local NGOs.

The implementing partners are all actively participating in the different coordination mechanisms led or facilitated by the National and State Emergency Management Agencies (NEMA and SEMA). State agencies such as SEMA and the relevant ministries will provide technical oversight.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country.

4.2. Indicative operational implementation period

The programme will be implemented over a period of 24 months, from the date of adoption of this Action Fiche.

4.3. Implementation components and modules

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

The management mode will be direct management in the form of grants to specific NGOs in direct award. Given the complex and fragile situation in North East Nigeria, the programme will be implemented by international NGOs in close partnership with local actors and government authorities.

(b) Justification of a direct grant

The recourse to an award of a grant without a call for proposals is justified because of the crisis situation in the North East of Nigeria. The NGOs selected have demonstrated their effective presence in North East Nigeria, their capacity to intervene in these areas and have long-standing experience in implementing these kinds of activities worldwide. Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to the three implementing NGOs: Danish Refugee Council, International Rescue Committee and Norwegian Refugee Council.

Based on the current context and risk analysis, activities will be implemented directly on the ground. However, recourse to remote management modalities may be necessary should the security situation deteriorate. Geographical flexibility in terms of an expansion or redirection of activities to new areas will also be ensured to adapt to potential changes on the ground.

4.4. Indicative budget

| Component | Amount in EUR thousands |
|---|-------------------------|
| <i>Direct Award with Danish Refugee Council</i> | 5,500,000 |
| <i>Direct Award with International Rescue Committee</i> | 4,000,000 |
| <i>Direct Award with Norwegian Refugee Council</i> | 2,123,000 |
| <u>Grand total</u> | 11,623,000 |

* Communication and visibility funds will be included in the various components

The progress of the action will be monitored as follows:

Each implementing partner will ensure appropriate staffing for M&E activities. Rigorous impact monitoring systems will be put in place, based on the logical frameworks established by each partner, using tailored tools to, *inter alia*, develop and implement data collection, including baseline and endline data and document programme outputs and outcomes. Routing M&E tracking and reporting, including site visits, will be regularly carried out as well as external evaluations to measure the impact of the actions.

4.5. Evaluation and audit

The Commission may decide to undertake a final evaluation of this action and, if deemed relevant, a mid-term evaluation for one or more of its components. Evaluations will be carried out via independent consultants.

The mid-term evaluation will be carried out for problem solving in the concerned components.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

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 evaluation and audit contracted by the Commission shall be covered by another measure.

4.6. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 4.4 above. In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements. The Communication

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