ACTION DOCUMENT

THE EUROPEAN UNION EMERGENCY TRUST FUND FOR STABILITY AND ADDRESSING THE ROOT CAUSES OF IRREGULAR MIGRATION AND DISPLACED PERSONS IN AFRICA

1.   IDENTIFICATION

Title	Reference: T05-EUTF-SAH-REG-21
	EU Support to the United Nations Development Programme (UNDP) 'Regional Stabilisation Facility for Lake Chad' (RSF)
Zone benefitting from the action / Localisation	Multi-country: Nigeria, Cameroon, Chad, Niger.
Total cost	Total estimated cost: 5.000.000 EUR
	Total amount drawn from the Trust Fund: 5.000.000 EUR
Aid modality and implementation modality	Indirect management with United Nations Development Programme (UNDP)
DAC – codes	150 Government & civil society
	152 Conflict, Peace and Security
	15132 Police
	15160 Human Rights
	15180 Ending violence against women and girls
	15220 Civilian peace-building, conflict prevention and resolution
Main delivery channels	41000 – 41114 United Nations Development Programme (UNDP)

Markers	Policy objectives	Not targeted	Significant objective	Principal objective
	Participatory development / good governance	☐	☐	X
	Aid to environment	X	☐	☐
	Gender equality and empowerment of women and girls	☐	☐	X
	Trade development	X	☐	☐
	Reproductive, maternal , newborn and child health	X	☐	☐
	Disaster Risk Reduction	☐	☐	X
	Nutrition	X	☐	☐
	Disability	X	☐	☐
	Rio Markers	**Not targeted**	**Significant objective**	**Principal objective**
	Biological diversity	X	☐	☐
	Combat desertification	X	☐	☐
	Climate change mitigation	X	☐	☐
	Climate change adaptation	X	☐	☐

	Migration marker	☐	X	☐	
SDG	SDG 5: Gender Equality SDG 16: Peace and Justice Strong Institutions				
Valetta Action Plan Domains	1. Development benefits of migration and root causes of irregular migration and forced displacement				
Strategic objectives of the Trust Fund	2. Strengthening resilience of communities, especially the most vulnerable, as well as refugees and IDPs 4. Improved governance				
Beneficiaries of the action	Direct beneficiaries: - Internal security forces and Law Enforcement Agencies in Nigeria, Niger, Cameroon and Chad. - National Human Rights institutions in Nigeria, Niger, Cameroon and Chad. - Civil society organisations in Nigeria, Niger, Cameroon and Chad. Indirect beneficiaries: population of the four riparian states in the Lake Chad basin region				
Derogations, authorised exceptions, prior agreements	N/A				

2.   RATIONALE AND CONTEXT

2.1.   Summary of the action and objectives

The European Union (EU) as well as other donors will support the United Nations Development Programme (UNDP) to create a 'Regional Stabilisation Facility for Lake Chad' (RSF) with the objective to stabilise the insurgency-affected areas of the Lake Chad Basin. The Facility will consist in a multiscale multi-country mechanism with activities covering stabilisation and recovery, security, development and institutional support. The current budget estimate amounts to USD 100 million from 2019 to 2021.

The 'Regional Stabilisation Facility for Lake Chad' will support national interventions for immediate stabilisation –which includes support to Security, Rule of Law, Return of State Authorities, Improved living conditions- while also supporting the Lake Chad Basin Commission in implementation of the LCBC-AU Regional Stabilisation Strategy for Lake Chad.

This EUR 5 million action funded under the 'EU Trust Fund for Emergency in Africa' aims to contribute to the immediate stabilisation of the insurgency-affected areas of the Lake Chad Basin, notably through the strengthening of Security and the Rule of Law. The programme ambitions to reflect the 'integrated approach' to security and development by supporting both the redeployment of Security Forces and Law Enforcement Agencies in insurgency-affected areas while improving their relations with local populations in order to open the way for stabilisation and recovery in the region.

The specific objectives are to (1) improve the safety and security of populations and control over lake-bordering territories as well as to (2) improve Human Rights respect by Security Forces and Law Enforcement Agencies in the areas of intervention.

On the one hand, the programme foresees support to Security Forces (police) and Law

Enforcement Agencies in Cameroon, Chad, Niger and Nigeria through the provision of specialised equipment, infrastructure and professional training. It further includes specific training to Security Forces and Law Enforcement Agencies in Human Rights and International Humanitarian Law as well as the development, review and dissemination of external and internal operational documents better integrating Human Rights. These will contribute to reinforce their capacities related to compliance with Human Rights and International and in order to improve their relations with the populations. On the other hand, the accountability of Security Forces towards populations will be reinforced thanks to monitoring and reporting mechanisms ensured by Civil Society Organisations, National Human Rights Institutions and Peace Committees. Local communities will eventually be sensitized to Human Rights through workshops and communication activities conducted by Civil Society Organisations and National Human Rights Institutions. Gender mainstreaming will be given a specific attention.

The current action will be implemented under indirect management by UNDP in the frame of its wider programme the "Regional Stabilisation Facility for Lake Chad (RSF)". The implementation period will be 36 months from the date of contract signature.

The direct beneficiaries of the action are the Security Forces to be deployed in target areas in Cameroon, Niger, Nigeria and Chad. The final beneficiaries of this action are the populations living in the lake-bordering areas in Cameroon, Niger, Nigeria and Chad.

In line with the strategic objectives of the EUTF Africa and the prioritisation of the strategic board of the EUTF for the best use of the remaining funds, this action under the Sahel & Lake Chad window is addressing the Valetta Action Plan Domain "Development benefits of migration and root causes of irregular migration and forced displacement". The action is focusing on the EUTFs objectives "strengthening resilience of communities, especially the most vulnerable, as well as refugees and IDPs" and on supporting "improved governance". The comparative advantage of funds allocated through the EUTF is the prompt and effective kick-start of the UNDP 'Regional Stabilisation Facility for the Lake Chad (RSF)' as well as creating the political space necessary in order to have better alignment and cohesion among EU and other international stakeholders in the wider Lake Chad basin region.

2.2. Context

2.2.1. *National and regional context*

Over the past 60 years, a series of factors including structural poverty, underdevelopment, insecurity, climate change, malnutrition and limited presence of state authorities have pushed the Lake Chad Basin region into a severe and prolonged multidimensional crisis. With more than 2 million displaced people, around 30.000 casualties and large parts of the affected areas in need of protection, and infrastructures, the Lake Chad area is at the present time one of the largest and more protracted humanitarian crisis in the world.

The Lake Chad basin region is in dire development and suffering from a worsening security crisis. The Boko Haram (BH)[1] insurgency, originating in 2002 in the North East of Nigeria, launched armed operations in 2009 in order to create an Islamic State in the Northern regions of the country, which further aggravated the on-going crisis. The devastating result of the terrorist activities of Boko Haram forced millions of people to flee their homes. As the

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[1] "Boko Haram" is usually translated as "Western education is forbidden". The group is a jihadist terrorist organization with multiple branches and ramifications, some of which are directly associated with the Islamic State of Iraq and the Levant (ISIL). (i.e. Islamic State West Africa Province – ISWAP)

violence worsened from 2013, escalating the situation into a major security problem for riparian countries, the international community was compelled to act and recognised the importance of addressing challenges faced by marginalised lake-bordering territories. In August 2016, the Boko Haram leadership split into two rival factions: the "Jama'at ahlis Sunna lidda Awati Wal Jihad" (JAS)[2] faction led by its original military and extremist spiritual leader, Abubakar Shekau; and another one named Islamic State West Africa Province (ISWAP) led by Abu Abdallah Ibn Umar al Barnaoui[3] since early 2019. The two rival groups operate in different areas of Nigeria and have different fighting tactics[4].

The European Commission's Directorate General of European Civil Protection and Humanitarian Aid Operations (ECHO) was acknowledged for being one of the first on the scene shortly after the crisis really erupted in 2014. Since that year, DG ECHO has allocated almost EUR 245 million for humanitarian assistance in Nigeria. Annual budgets have been increased repeatedly as needs evolved. For 2018 an allocation of EUR 59.3 million has so far been secured. The focus has been on providing immediate assistance to cover the basic needs of the most vulnerable internally displaced and host community with a priority for emergency nutrition and food assistance. Health care, wash, shelter, protection and education in emergency are also priorities.

By 2016, Nigeria found itself in an unprecedented situation: being one of four countries (with South Sudan, Somalia, and Yemen) on the brink of famine (North east of the country) evidencing the country's first humanitarian crisis in its history. Nearly five million people were in need of urgent food assistance. According to the United Nations (UN), up to 55,000 children were in famine-like conditions in the State of Borno and 450,000 suffering from severe acute malnutrition[5] compounded by high levels of chronic food and nutrition insecurity. Specifically a large segment of the Borno population suffers with little or no access to clean water, sanitation, primary health care, shelter, education, and is food insecure. There are an estimated 1.4 million internally displaced persons, the majority of them in the urban area of Maiduguri. Nigeria's first ever humanitarian appeal the Humanitarian Response Plan (HRP) was therefore launched in Geneva in December 2016, for 1.05 billion.

The fallout of the crisis led to two million Internally Displaced People - of which 200,000 fled to neighbouring countries in the Lake Chad region.

The Joint Recovery and Peace Building Assessment (RPBA) conducted jointly by EU, WB and UN in the first half of 2016 which concluded that the total needs in terms of recovery and rehabilitation are approximately 4 billion USD in the six most affected States in North-East Nigeria, of which more than two-thirds in Borno State alone.

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[2] "JAS" translates (non-literal translation) from the local Hausa language as "Western education is a sin". "JAS" was formerly know as "Jama'at al-Tawhid wal-Jihad", "JTJ", or Congregation of Monotheism and Jihad in English)

[3] The former ISIL-appointee, Abu Musab al-Barnawi, was the former leader of this faction and was recently overtuned.

[4] The ISWAP faction - led by Abu Abdakkah Ibn Umar al Barnaoui - is currently the strongest faction within Boko Haram ranks and is quickly escalating its security threats to the Lake Chad Basin, as demonstrated by the overrun of 14 strategic military bases (out of 20) in northern and central Borno State in 2018, seriously hampering the operations of Nigerian troops. Shekau's faction remains active but not as virulent as in past years. The latter overwhelmingly targets Muslim civilians, which explains why the leadership of BH is currently splintered. The now defunct Mamman Nur (killed by his followers in August 2018) led the third and weakest faction within BH ranks, which targeted military and the few Christians left in the parts of North-East Nigeria.

[5] Nigeria's Humanitarian Response Plan 2017.

Similarly in Cameroon as stressed by the Recovery and Peacebuilding Assessment, the protracted crisis in the region has led to a degradation of the security situation, increased humanitarian needs and a failure to protect displaced populations estimated to 640,000 in the crisis-affected areas.

Militarily, recent developments in Nigeria and the wider Lake Chad region point to a deteriorating security situation with increasing Islamic State of Iraq and Syria (ISIS) support to Islamic State of West Africa Province (ISWAP) - one of the current factions of Boko Haram - solidifying. Attacks are intensifying and some of them, like the attack to the 80 vehicles' convoy of the Borno State governor where several security forces were killed, and the rocket launch over Maiduguri airport during the day of the 2019 Nigerian Presidential elections, shows the strength and confidence of the insurgency. There have been an increased number of attacks in other countries, notably in Chad and most recently in Cameroon. Moreover, the recurrence of the terrorist attacks against security forces in the border areas in Chad is on the rise since mid-2018, exacerbating regional instability.

The regions around Lake Chad have access rates to basic services (education, health, drinking water, roads, electricity) and development indicators well below national averages, which are themselves very low by international standards. Rural populations poor and remote from the capital cities, the populations of these regions have benefited little from the dividends of development, concentrated at the level of the elites and the big cities, causing disarray and social discontent. Population growth (one of the strongest in the world) is exacerbating pressure on already constrained natural resources and undersized basic services of low quality. Thus, in Chad, according to the 2015 National Human Development Report (NHDR), the Lake Region is one of the poorest developed (HDI of 0.288 against 0.377 at the national level). School enrolment rates (14.3% net enrolment rate compared to 43.7% at national level) and literacy are also the lowest in the country. In North East and West Nigeria, acute malnutrition is a structural problem, with malnutrition rates often above emergency thresholds.

Many of the structural causes of violence and poverty that affect the populations living in the Lake Chad Basin (LCB) are similar. This translates into limited government presence and weak local governance. As a result, food insecurity, health, and education levels are below national average while poverty and unemployment remain clearly above national average. The security crisis has caused serious disruptions to cross-border trade and livelihoods in the affected regions. The formal private sector is seriously affected by poor political and economic governance, a non-conducive business environment and unsatisfactory physical and economic infrastructure, including access to finance. In all countries rule of law appears to be seriously compromised and justice not properly served. Governments are perceived as hardly accountable to the citizens, non-transparent in the management of public funds and resources and often corrupt. Given the general absence of democratic governance most people feel excluded from political decision-making. Customary and structural discrimination of women are not only the main reason for gender-based violence but also lead to a very high proportion of child marriages which, in turn, explains to a good deal the above average number of children per household and the low education and skills level among girls and women in the LCB. All these factors explain the absence of a social contract between the states and their citizens, thus resulting in a general lack of trust in government and traditional leadership.

At current trends, population growth is clearly unsustainable and represents, together with climate change, the most important long term structural constraint to inclusive and sustainable economic growth and development. Climate change-induced stress of the eco-system jeopardises the livelihood of LCB communities depending on the Lake and its surrounding areas as it causes uncertainties over the variability of the lake and wetlands. Population

growth and climate change thus not only force a consistently increasing population to constantly adjust to an unpredictable and very fragile ecological environment it also leads to competition over scarce natural resources, e.g. land, water, fisheries and forests increasingly affected by overuse and exploitation.

2.2.2. *EU support to the Lake Chad Basin*

In order to scale up the international response to the crisis, Germany, Norway, Nigeria and the United Nations (UN) initiated a series of donor conferences: USD 672 million were pledged in Oslo in February 2017 and USD 2.17 billion in Berlin in September 2018[6]. In Berlin, the EU pledged EUR 142.6 million to address the Lake Chad crisis and currently allocated EUR 136.4 million[7].

The EU has been mobilising substantial support at national, regional and local level and, as of May 2017, there are currently projects mobilised worth more than EUR 700 million providing emergency relief and humanitarian protection to people in need and contributing to medium to long term development. The European Development Fund (EDF) but also the Instrument contributing to Stability and Peace and the Emergency (IcSP), the Emergency Trust Fund for Africa (EUTF) through the Sahel/Lake Chad window, has very swiftly and in some instances very innovatively mobilised support in key areas.

In early 2017 The EU launched the first integrated 'Nexus' response to the challenges in North east Nigeria of €224M ('Borno Package') combining humanitarian and development and financing that addresses immediate emergency assistance and livelihoods, educational and rehabilitation needs in the State of Borno. This was recently complemented by a smaller action in the State of Yobe, where social protection and livelihood support will be provided. Nigeria and Chad was therefore selected to be two of the pilot countries for the Humanitarian Development nexus.

A follow-up pledging event raising USD 2.17 billion for humanitarian and early recovery was pledged in Berlin in September 2018 to which the EU pledged 142.6 million to address the Lake Chad crisis and currently allocated EUR 136.4 million to address the 10 million people still requiring daily humanitarian assistance across the Lake Chad region. According to the UN, famine was thankfully averted in NE Nigeria in 2017 due to international efforts but the new crisis is now nutrition as malnutrition.

Although famine had by 2018 been avoided, the overall security situation was extremely challenging which hampers access to humanitarian aid and early recovery efforts.

In addition to its humanitarian programme, the EU has launched a comprehensive package of support to enhance the resilience of conflict-affected people, begin physical reconstruction and strengthen public services as the insurgency declines, at least in certain areas. However, the task ahead is mammoth as highlighted by "The Recovery and Peace Building Assessment" (RPBA) for North East Nigeria. Peace-building, stability and social cohesion costs are estimated at almost USD 54 million across Borno, Yobe and Adamawa, while total recovery and peace building costs for the three states are expected to exceed USD 5 000 million.

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6 The exact earmarking is 'humanitarian, resilience, stabilisation, peacebuilding and sustainable development'.

7 This sum includes programmes funded under the European Development Fund (EDF), the Trust Fund for emergency in Africa (EUTF) and the African Peace Facility (APF).

2.2.3.   *Sector context: policies and challenges*

In 2018, the Lake Chad Basin Commission (LCBC) developed a 'Regional Strategy for the stabilization, recovery and resilience of areas in the Lake Chad Basin' which was endorsed by the African Union[8] and aims at addressing the root causes of the conflict and stabilize areas affected by Boko Haram. The Strategy is intended to fulfil the second phase of the Multi-National Joint Task Force (MNJTF) mandate, as highlighted in the Strategic Concept of Operations of the Force, namely to "facilitate the implementation of overall stabilization programmes by the LCBC Member States and Benin in the affected areas, including the full restoration of state authority and the return of IDPs and refugees". It seeks to establish a common approach and an inclusive framework for all stakeholders to support a timely, coordinated, and effective transition from stabilization to medium and longer-term recovery, peacebuilding and development processes. The EU welcomes the initiative taken by the LCBC / AU leading to a Strategy for Stabilization.

In this context, UNDP is proposing to create a Regional[9] Stabilisation Facility for Lake Chad with the objective to stabilise the Boko Haram affected areas of the Lake Chad Basin. The Facility will consist in a multiscale multi-country mechanism with activities covering stabilisation and recovery, security, development and institutional support. The current budget estimate amounts to USD 100 million from 2019 to 2021. The 'Regional Stabilisation Facility for Lake Chad' will support national interventions for immediate stabilisation while also supporting the Lake Chad Basin Commission in implementation of the LCBC-AU Regional Stabilisation Strategy for Lake Chad.

While robust national and multi-national military operations have re-taken territory previously controlled by Boko Haram, a new approach is required to consolidate these gains and establish the conditions necessary to transition from military to civilian responsibility for security, and from the provision of humanitarian assistance to the resumption of stalled development processes.

The UNDP Regional Stabilisation Facility for Lake Chad (RSF) has two objectives:

- **1st Pillar: <u>Immediate stabilisation</u>** of specific areas[10], cleared of Boko Haram control, but where communities remain vulnerable to continued infiltration and attack; extending an organised and effective civilian security umbrella, consolidating military progress with development 'dividends' for the local population and allowing the military to redirect its efforts to new areas.

- **2nd Pillar:** Initiation of **<u>Extended stabilisation</u>** activities across the Boko Haram-affected States and Regions, through support to implementation of the Lake Chad Basin Commission (LCBC) Regional Stabilisation Strategy (institutional support).

The way the Facility is intended to operate is through 5 windows: 4 national windows (1 per country) specifically focused in 8 regions/States bordering Lake Chad through the

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[8] Approved by Lake Chad Basin Commission (LCBC) Member States on 30th August, and endorsed by the African Union (AU) Peace & Security Council on 5th December 2018.

[9] It shall be noted that the operational approach is rather multi-country than regional.

[10] Specific areas will be defined during the inception phase in coordination with national and military authorities.

operationalisation of 8 Territorial Action Plans. Additionally, the 5th window will be allocated to a regional configuration (Regional Windows).

The objectives are expected to be met through the achievement of **six outputs** in the target areas:

1. Security and the Rule of Law improved;
2. Essential infrastructure and basic services functioning;
3. Livelihood opportunities available for all households;
4. Enhanced capacities of the LCBC to implement the Regional Stabilisation Strategy;
5. Improved Regional Stabilisation Strategy coordination and cooperation;
6. 8 State/Region Territorial Action Plans in place.

The governance structure of the Facility will include a Regional Stabilisation Facility Steering Committee which will provide strategic guidelines to the action and ensure the overall supervision and coordination. National Partner Platforms will then review the strategic direction of each national window.

2.2.4. *Justification for use of EUTF funds for this action*

In line with the strategic objectives of the EUTF Africa and the prioritisation of the strategic board of the EUTF for the best use of the remaining funds, this action under the Sahel & Lake Chad window is addressing the Valetta Action Plan Domain "Development benefits of migration and root causes of irregular migration and forced displacement". The action is focusing on the EUTFs objectives "strengthening resilience of communities, especially the most vulnerable, as well as refugees and IDPs" and on supporting "improved governance".

Directly responding to these goals, the overall objective of the "EU Support to the United Nations Development Programme (UNDP) 'Regional Stabilisation Facility for Lake Chad' (RSF)" action is to contribute to the immediate stabilisation of the insurgency-affected areas of the Lake Chad Basin notably through the strengthening of Community Safety and Security and Rule of Law. The specific objectives are to (1) improve the safety and security of populations and control over lake-bordering territories as well as to (2) improve Human Rights respect by Security Forces in the areas of intervention through support to Civil Society Organisations and National Human Rights institutions.

The comparative advantage of funds allocated through the EUTF is the prompt and effective kick-start of the UNDP 'Regional Stabilisation Facility for the Lake Chad (RSF)' as well as creating the political space necessary in order to have better alignment and cohesion among EU and other international stakeholders in the wider Lake Chad basin region.

Under the EDF, respect for human rights by security forces is included in the political dialogue established by Article 8 of the Cotonou Agreement. The procedure for consulting Article 96 of the same agreement may lead to clear violations of the development aid freeze. This mechanism is however only activated in cases of extreme violations and does not provide for regular monitoring of the actions of the security forces.

A regional approach needs to be part of the response as well. The design and mobilisation of the Multi National Joint Task Force (MNJTF), combining troops from the four affected countries and Benin, is a military regional response to the threat, though so far is a coordinated rather than a combined effort.

2.3. Lessons learnt

Coordination

Taking stock of the recommendation to "improve coherence and synergy among the various interventions" in the field of peace and security as stated in the External evaluation of EU cooperation with West Africa region 2008-2016; and given the numerous actions funded by the EU and other international donors in the Lake Chad region, coordination will be crucial in order to ensure the complementarity of actions in the region. The Facility's governance bodies gathering regional authorities, donors and implementing partners will therefore play a key role in selecting target areas and calibrating activities according to the needs and added value of UNDP.

The Governors' Forum will further ensure coherence and complementarity of international cooperation efforts.

In addition, the involvement of EU Delegations in the four countries will ensure a reinforced coordination with ongoing programmes.

Civil-military coordination

As seen with the EU support to the MNJTF, civil-military coordination is key to ensure a comprehensive approach to security and stabilisation. Integrated and successful civil-military operations are crucial to bring lasting security and stability, which are fundamental to open the way to stabilisation. While the current action focuses on support to Security Forces and Human Rights, UNDP will be encouraged to strengthen CIMIC activities as foreseen in the Facility.

Sustainability

As learnt with the different peace and security actions in the region, stabilisation can only be made sustainable if local populations are sufficiently consulted when designing and implementing the programme. Therefore, the programme will conduct intensive consultations with local public and traditional authorities, communities and Peace Committees in order to ensure both the ownership and sustainability of the programme.

Good governance

As underlined by the external evaluation of EU cooperation with Chad (2008-2014), close cooperation between all stakeholders (State, donors, Defence and Security Forces, citizens) will be pursued under this programme in order to support an inclusive approach to peace building and rule of law.

Civil society

As recommended by the external evaluation of EU cooperation with Chad (2008-2014), a reinforced inclusion of civil society in the field of security is key in the frame of the security sector reform which was taken into account by this action.

This action further intends to mirror and build on lessons learnt from the EU Support to G5 Sahel Defence and Security Forces to better fight against impunity and reinforce their relationships with populations.

2.4. Complementary actions and synergies

The EU has a number of other initiatives which, through the security and development nexus approach, will directly strengthen the support to the UNDP Regional Stabilisation Facility for Lake Chad. This intervention will enhance area-based planning and coordination between

various internal interventions, increasing impact within the broader peace-building and recovery framework for the North East Nigeria and in the wider Lake Chad basin region.

The action will build on the achievements of and seek complementarity with programmes such as:

- Projet d'Appui à l'Amélioration de la Sécurité Intérieure au Tchad (PAASIT) funded under the 11th EDF to fight against impunity and improve internal security.

- Budget support for security and border management in Tchad (SECGEF) amounting to EUR 10 million and aiming to improve the training of Security Forces.

- Projet d'appui à la formation et à la sécurité publique in Tchad (SECUTCHAD), amounting to EUR 10 million, and aiming to improve internal security and improve relations between Security Forces and populations.

- Programme d'appui à la gestion intégrées des frontières (PAGIF) aiming to improve the living conditions of populations in cross-border areas in Burkina Faso, Mali and Niger.

- Appui à la Justice, Sécurité et à la Gestion des Frontières au Niger (AJUSEN) supporting good governance and improved access to justice.

- Programme Groupes d'Action Rapide – Surveillance et Intervention (GAR-SI) which aims to help boost the national authorities' operational capacity to control their territory effectively and to extend the rule of law across the entire Sahel region by creating robust, flexible, mobile, multi-disciplinary, self-sufficient police units able to exercise proper control on the ground..

- Programme in "Support to G5 Sahel Member States to fight against impunity and reinforce their relations with the populations" (to be approved for funding under the EU Trust Fund), which aims to restore confidence between Security Forces and the populations.

- "EU Support to Demobilization, Disassociation, Reintegration and Reconciliation: Conflict dissolution and peacebuilding in North-East Nigeria", which seeks to contribute to the successful reinsertion and reintegration of former low-risk associates of Boko Haram and other NSAGs and promote long-term reconciliation in affected communities in North-East Nigeria. This will support the efforts of the Government of Nigeria to promote peace, security and stability in Nigeria and the wider Lake Chad Basin region.

- "Support to the Nigerian prisons service deradicalisation programme" which contributes to a reduced level of violent extremism and terrorism through a safe and evidence based deradicalisation programme for Violent Extremist Offenders in prisons.

- "Strengthening civilian protection policy and practice in Nigeria": a programme that promote advancing policies and programs on PoC and civilian harm mitigation (CHM) through sound advocacy; building the capacity of the Nigerian military and community militias to protect civilians and avoid civilian harm in the course of their operations through technical assistance and trainings; and empowering civilians to engage with and pressure the government and security forces to improve protection through self-protection workshops and joint advocacy strategies. CIVIC will promote different elements that are critical to civilian protection at the national and sub-national level.

- "Enhancing state and community level conflict management capability in north-eastern Nigeria", a programme that seeks to enhance state and community level conflict management capability to prevent the escalation of conflict into violence in a number of locations in North-Eastern Nigeria.

- "Support for reintegration and reconciliation of former armed non-state combatants and boko haram associates", a project that seeks to contribute to the successful community-driven reintegration and reconciliation of former armed non-state combatants and Boko Haram associates in the North East of Nigeria. This will support the efforts of the Government of Nigeria to promote peace, security and stability in Nigeria and the wider Lake Chad Basin region.

- "EU support to response, recovery and resilience in Borno state", which seeks to build-on the resilience of conflict affected people and public sector institutions in Borno State in an environment-friendly way.

- "EU support to recovery from conflict and resilience building in Yobe state", a programme that seeks to support early recovery from, and build resilience to conflict in (selected) affected and vulnerable communities in Yobe State.

- "Support to preventing and countering violent extremism amongst the youth population in the Far North of Cameroon".

- "Programme d'appui au traitement judiciaire et au processus de réintégration des ex-combattants de Boko Haram au Niger".

- "Projet d'Appui à la Consolidation de la Paix et de la Stabilité dans les communes de Bilma, N'Guigmi, N'Gourti et Tesker (Niger)".

- "Soutenir le dialogue intercommunautaire entre Toubous et communautés voisines au Niger pour contribuer aux efforts de stabilisation au Sahel et dans la région du Lac Tchad."

- "Prévention et réduction de la conflictualité à Diffa par le dialogue (Niger)."

- "Programme de réponse à l'impact des mouvements de populations internes et externes dans les régions du Septentrion du Cameroun": this programmes aims to contribute to reinforce the resilience of displaced-population in the bordering regions with Nigeria and CAR through support to economic activities and reinforced social cohesion.

- "Projet d'Appui à la Résilience Socio-Économique des Jeunes Vulnérables (Extrême-Nord, Nord et Adamaoua)": this project aims to contribute to the stability and peaceful coexistence in the three regions of the Septentrion in Cameroon.

- "Projet d'investissement en appui au développement économique local dans l'Extrême Nord, favorisant l'emploi et l'insertion des jeunes : this project aims to support the economic development in the Extreme North through investments in socio-economic infrastructures and job creation for the youth (Cameroon)".

In addition, the programme will seek complementarity of action with CSDP Missions especially with EUCAP Sahel Niger, for activities in support of the Internal Security Forces.

The regionalisation of CSDP action in the Sahel is an initiative launched in 2017 combining civilian and military activities in the fields of security and defence with the aim to 1) To support cross-border cooperation; 2) To support regional cooperation structures, in particular those of the G5 Sahel and 3) In this context, to enhance national capacities of the G5 Sahel countries.

As of June 2019, the Regional Advisory and Coordination Cell (RACC) has been established, with its network of Internal Security and Defence experts based in all G5 countries. One of its objectives is to reinforce international cooperation in support of G5 structures and countries, in close coordination with CSDP Missions, also facilitating internal EU coordination on security and defence.

With the support of EU Delegations, the implementing partner will ensure regular coordination with the RACC and EUCAP Sahel Niger to maximise synergies and avoid any potential duplication of activity, notably as regards training to the Internal Security Forces in Chad and Niger.

2.5.   Donor coordination

The EU will continue to coordinate with other donors and stakeholders. Donors and UN agencies meet regularly both at national and regional levels to share information and discuss challenges on resilience, stabilisation and recovery, as well as humanitarian efforts in the Lake Chad Basin region. The Facility Steering Committee (composed by the LCBC, UNDP, the AU and donors) is expected to improve coordination of international cooperation efforts.

3.   DETAILED DESCRIPTION

3.1.   Objectives and expected outputs

The overall objective of the "EU Support to the United Nations Development Programme (UNDP) 'Regional Stabilisation Facility for Lake Chad' (RSF)" action is to contribute to the immediate stabilisation of the insurgency-affected areas of the Lake Chad Basin with a focus on the strengthening of Community Safety and Security and Rule of Law (output 1 of the Facility).

The immediate stabilisation activities of the Facility are intended to benefit areas and communities that are considered vulnerable to infiltration and attack by armed opposition groups, extending an organised and effective civilian security umbrella, consolidating military progress with development 'dividends' for the local population and allowing the military to redirect its efforts to new areas.

Specific objective 1: Improve the safety and security of populations and control over lake-bordering territories.

This objective will support the efficient redeployment of police and Law Enforcement Agencies presence in targeted areas and contribute to facilitate the transition from military operations to civilian policing.

While this objective includes the provision of equipment and building of infrastructures, the action will also focus on the promotion and respect of Human Rights and International Humanitarian Law through training and workshops.

The compliance of Security Forces and Law Enforcement Agencies with international and national Human Rights regulations is crucial to reduce/mitigate the risks of operations for civilians and reduce violations and abuses, which in turn will contribute to restoring the trust between the populations and Security Forces.

Expected Outputs:

Output 1.1: Security Forces and Law Enforcement Agencies are deployed in target areas and better able to provide security to local communities. .

Output 1.2: The capacities of Security Forces and Law Enforcement Agencies related to compliance with Human Rights and International Humanitarian Law Regulations are reinforced and contribute to improve their relationships with the populations.

Specific Objective 2: Improve Human Rights respect by Security Forces and Law Enforcement Agencies in the areas of intervention.

Under this objective, actions will be conducted at regional and national levels, with OHCHR, Civil Society Organisations, Peace Committees and National Human Rights institutions in order to establish or reinforce existing mechanisms to monitor, report and follow-up on allegations of Human Rights and IHL violations.

These entities will further support communication and dialogue activities with Security Forces, Law Enforcement Agencies and local communities in order to mutually restore confidence.

Expected Outputs:

Output 2.1: Human Rights are better respected and Security Forces and Law Enforcement Agencies are accountable for this.

Output 2.2: Local populations have regained trust in Security Forces and State Authorities.

An indicative logical framework reflecting objectives and results is included in Annex 2 of this Action Document.

3.2.   Main activities

3.2.1.   *Activities associated with each result*

Activities mentioned below are **indicative, non-exhaustive and will be refined during the contracting phase and taking into account the Joint Action Plans to be developed by UNDP together with State authorities and beneficiary communities**. They will further be adjusted to ensure complementarity with other programmes funded by the EU and other international partners in the region.

Output 1.1: Security Forces and civilian Law Enforcement Agencies are deployed in target areas and better able to provide security to local communities indicatively through :

-   Front desk and related procedures;
-   Recording of statements from victims and witnesses;
-   Management of teams and patrols, schedule, reporting;
-   Storage and management of archives;

- Construction of infrastructures;
- Procurement of specialised equipment: IT/communication, mobility, protective equipment.

Training will be closely coordinated with those delivered by PSDC Missions and under other EU-funded projects in support to Security Forces in the region.

Output 1.2: The capacities of Security Forces and Law Enforcement Agencies related to compliance with Human Rights and International Humanitarian Law Regulations are reinforced and contribute to improve their relations with the populations, indicatively through:

- Establishment / review of legal / regulatory frameworks and codes of conduct;
- Training in Human Rights Law and Internal Humanitarian Law, Civilian protection and support to its dissemination;
- Training on Sexual and Gender based violence;
- Appointment of focal points for Human Rights and Gender who will contribute to integrating human rights and IHL in the planning and conduct of operations;
- Conduct of After-Action Reviews to identify best practices and lessons-learnt related to human rights and address the consequences of the operations on the population, including by adapting the modus operandi;
- Development / review / dissemination of Human Rights Manuals and Standard Operating Procedures. *Nota Bene*: this activity will cover Cameroon and Nigeria given the support provided by the programme 'Support to G5 Sahel member States' Security Forces to fight against impunity and reinforce their relations with the population"

  The above mentioned indicative list of activities will be coordinated with national Police Academies in order to ensure the sustainability of the action.

Output 2.1: Human Rights are better respected and Security Forces and Law Enforcement Agencies are accountable for this, indicatively as follows:

- Civil Society Organisations and National Human Rights Institutions set up continuous monitoring mechanisms in target areas associating local communities and Peace Committees and in coordination with UN OHCHR;
- Establishment of Early Warning Systems in target areas;
- Reporting on Human Rights situation.

Output 2.2: Local populations have regained trust in Security Forces and State Authorities, indicatively as follows:

- Communication and dialogues activities between Security Forces and local communities are organised by CSOs and Peace Committees;
- Communication and sensitisation activities are organised with local communities on the mandate of Security Forces;
- Organisation of workshops on Human Rights for local communities including on mechanism to report violations.

3.3. Target groups and final beneficiaries

The direct beneficiaries of the action are the Security Forces and Law Enforcement Agencies to be deployed in target areas in Cameroon, Niger, Nigeria and Chad.

The final beneficiaries of this action are the populations living in the lake-bordering areas in Cameroon, Niger, Nigeria and Chad.

3.4. Risks and assumptions

Risk	Level of risk (High/Medium/Low)	Mitigating measures
The security situation is volatile and could delay implementation and activities	High	An area-based approach will analyse security trends before selection. Close coordination with the authorities, including the security sector to mitigate risk. Flexible programming to allow scale up/down of activities and resources in different areas.
Lack of access due to insecurity	High	Negotiations with military, formal and informal authorities and community leaders to secure a safe environment for implementing partners and community members themselves.
Insufficient buy-in of key stakeholders in the four countries.	High	Political advocacy, and extensive consultations at local, state, national and regional level in the four countries, to ensure that all perspectives are as much as possible aligned.
Operational bottlenecks (procurement, payments, logistics)	Medium	Advance planning of procurement and logistics as well as of implementation modalities on the ground (including the prepositioning of vendors and key recruitments). Use of established and tested implementation modalities in target areas.
Misappropriation or misuse of resources	High/Medium	International organisation to have sufficient methods and resources to ensure efficient monitoring at field level. Careful selection of sub-

		contracted agencies. Appropriate financial and technical capacity building support to any sub-contracted local agencies. Careful selection of community representatives
Lack of interest of the local stakeholders/communities	Medium	Assure that all stakeholders are fully involved at the inception of the project and involve all beneficiaries as partners to decision-making re design and implementation of the Facility.
Political situation/turnover of government	Medium	Identify key community members who can support and promote community participation/management in activities in the event that local or national government leaders are replaced or that local governments are not able to function due to political transition.

3.5. Mainstreaming

Rights Based Approach: the programme will apply a Human Rights Based Approach in line with the principles of the Global Partnership for Effective Development Cooperation, especially ownership, transparency and accountability, and inclusive partnerships. The action will especially foster the Accountability of Security Forces and better access to the rule of law for the populations. "Participation and access to the decision making process" will also be integrated in activities related to dialogues between Security Forces and local communities.

Gender perspective: In line with the EU Gender Action Plan 2016-2020[11], the action will integrate Gender mainstreaming through the assessment of potential positive and negative implications for women and men in planned activities, including legislation, policies or programmes, in all areas and at all levels. Equal participation of men and women in every activity of the programme will be promoted and monitored.

In addition, specific attention will be paid to women and girls in target areas in line with UNSC Resolution 1325[12] "to prevent violations of women's rights, to support women's participation in peace negotiations and in post-conflict reconstruction, and to protect women and girls from sexual and gender-based violence in armed conflict".

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[11] https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-20150922_en.pdf
[12] https://undocs.org/fr/S/RES/1325(2000)

The action will further ensure coordination of activities and approach with programmes funded under the Spotlight Initiative in the region.

Thus, all activities across all intervention areas will be based upon gender analysis and systematically mainstream gender perspectives.

Vulnerable groups: The most excluded or marginalised within communities, including the disabled, elderly and single-headed households, will be actively engaged in the intervention to promote social cohesion, as well as those identified as having "conflict carrying capacity".

Environment: the increasing reduction of agricultural-based employment/livelihoods due to the spread of desertification and land degradation across the Lake-bordering regions was already putting a strain upon communities. The implementing partner will be asked to ensure that activities either mitigate or are adapted to the climatic stresses in the region. This is particularly relevant to livelihoods and social impact projects foreseen at a later stage of the programme. Awareness and management of the local environment could be integrated into training as appropriate.

3.6. Stakeholder analysis

The Stabilisation Facility proposed herein is intended to provide a new approach, calibrated to respond to the challenges identified: the need for a step-change in the scale and nature of intervention, in speed of response, increased territorial coverage, and improved regional cooperation.

The Facility will enhance civil-military cooperation to design and implement Joint Action Plans for the immediate stabilisation of specific target areas, to increase security and the rule of law as well as provide infrastructure, basic services and livelihood opportunities as a rapid-response package. It will also underwrite LCBC and African Union implementation of the LCBC Regional Stabilisation Strategy, strengthening coherence and coordination of response to the Lake Chad crisis, and establishing the mechanism and process required to operationalise the 'New Way of Working' and a transition from provision of humanitarian assistance to development and resilience.

National windows of the Facility, serviced by country-specific Partner Platforms and autonomous UNDP staff teams, will ensure that the immediate stabilisation effort is well targeted and calibrated, and is fully owned by relevant stakeholders.

Lessons from programmes operating in areas of intra-state conflict have shown that localised informal political systems of rule are often accompanied by significant levels of exclusion and corruption. The international organisation (UNDP) in charge of this 'Regional Stabilisation Facility (RSF) will be encouraged to conduct sustained political-economy analysis so that local rules, interests and relations are fed into the intervention as it becomes available, not as a one-off during the inception phase.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement, if relevant

N/A.

4.2. Indicative operational implementation period

The implementation period will be 36 months from the date of contract signature.

4.3. Implementation modalities

The current action will be implemented under indirect management by UNDP in the frame of its wider programme the "Regional Stabilisation Facility for Lake Chad (RSF)".

UNDP is a long-term partner of the EU in the four countries and implements programmes related to access to basic social services for the most vulnerable populations, conflict prevention and reconciliation, support to the rule of Law etc... It will also be able to work in "hard to reach areas" through its local counterparts. UNDP will build on its relations with national and local authorities to facilitate their engagement and appropriation of the programme (UNDP facilitates the annual Governors' Forum).

4.4. Indicative budget

The breakdown of the budget (EUR 5 million) will be determined during the contracting phase.

4.5. Monitoring and reporting

The implementing partner must establish a permanent internal, technical and financial monitoring system for the action and prepare regular progress reports and final reports.

In the initial phase, the indicative logical framework agreed in the agreement signed with the implementing partner must be complemented with baselines, milestones and targets for each indicator. Progress reports provided by the implementing partner should contain the most recent version of the logical framework agreed by the parties and showing the current values for each indicator. The final report should complete the logical framework with initial and final values for each indicator.

The final report, financial and descriptive, will cover the entire period of the implementation of the action.

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).

The implementing partner(s) will report on a number of common EUTF indicators of the selected results for this Action[13] (see list in English / French published on the EUTF website). As relevant, other indicators can be selected and reported on from the lists of sector indicators defined with thematic units.[14]

Project Implementing Partners will be required to provide regular data, including the evolution of the actual values of the indicators (at least every three months) to the contracting authority, in a format which is to be indicated during the contract negotiation phase. The evolution of the indicators will be accessible to the public through the EUTF website (https://ec.europa.eu/trustfundforafrica/) and the Akvo RSR platform (https://eutf.akvoapp.org/en/projects/).

4.6. Evaluation and audit

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements.

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[13] EN : https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41.pdf
FR : https://ec.europa.eu/trustfundforafrica/sites/euetfa/files/eutf_results_indicators_41_fr.pdf
[14] http://indicators.developmentresults.eu User name/password: results

Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission. The amount allocated for external evaluation and audit purposes should be shown in EUR. Evaluation and audit assignments will be implemented through service contracts, making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

4.7. Communication and visibility

Given the sensitivity of this action, it is necessary to foresee communication and visibility measures that will be established at the beginning of implementation on the basis of an Action Plan. Nevertheless, the visibility of the European Union will be ensured taking into account the evolution of the local security context and according to the sensitivity of the activities carried out, so as not to threaten the security of the organization, the donor and the final beneficiaries, and in particular humanitarian organizations, in order not to compromise their principles of neutral and independent humanitarian action.

List of acronyms

AU	African Union
APF	African Peace Facility
BH	Boko Haram
CIMIC	Civil-Military Coordination
CHM	Civilian Harm Mitigation
CSO	Civil Society Organisation
DEVCO	European Commission's Directorate General for International Development and Cooperation
ECHO	European Commission's Directorate General of European Civil Protection and Humanitarian Aid Operations
EU	European Union
EUTF	The European Union Emergency Trust Fund for stability and addressing root causes of irregular migration and displaced persons in Africa
HDI	Human Development Indicator
HR	Human Rights
IcSP	Instrument contributing to Stability and Peace and the Emergency
IDP	Internally Displaced Persons
IHL	International Humanitarian Law
ISIS	Islamic State of Iraq and Syria
ISIL	Islamic State of Iraq and the Levant
ISWA	Islamic State West Africa
ISWAP	Islamic State West Africa Province
IT	Information Technology
LCB	Lake Chad Basin
LCBC	Lake Chad Basin Commission
NHDR	National Human Development Report
NHRI	National Human Rights Institution
PSDC	EU Common Security and Defence Policy

PVE	Preventing Violent Extremism
RPBA	Joint Recovery and Peace Building Assessment
RSF	Regional Stabilisation Facility for Lake Chad
SGBV	Sexual and Gender-Based Violence
UN	United Nations
UNDP	United Nations Development Programme
UN OHCHR	United Nations Office of the High Commissioner for Human Rights
WASH	Water/Sanitation/Hygiene

Annex: Indicative Logical Framework Matrix

Activities, outputs and indicators in the matrix are **indicative and will be updated during the inception phase**. *Additional note*: The term "results" refers to the outputs, outcome(s) and impact of the Action (OECD DAC definition).

	Results chain: Main expected results	Indicators	Sources and means of verification	Assumptions
Impact (Overall objective)	The overall objective of the action is to contribute to the immediate stabilisation of insurgency-affected areas of the Lake Chad Basin with a focus on the strengthening of Community Safety and Security and the Rule of Law (output 1 of the Facility).	1. Effective presence of Security Forces and Law Enforcement Agencies in the target areas providing security to local populations. 2. Improved perception and trust of populations towards Security Forces and Law Enforcement Agencies.	Reports of competent Ministries. Reports of UNDP. Reports of OHCHR Perception surveys.	
Outcome(s) (Specific Objective(s)	<u>**Specific objective 1**</u>: Improve the safety and security of populations and control over lake-bordering territories. <u>**Specific Objective 2**</u>: Improve Human Rights respect by Security Forces and Law Enforcement Agencies in the areas of intervention.	*1. Number of Security Forces/Law Enforcement Agents trained to Human Rights including Gender balance (desegregated by sex)* *2. Number and type of incidents reported by Security Forces.* *3. Number of interventions/patrols reported in target areas.* *4. Increased knowledge of Security Forces/Law Enforcement Agents in Human Rights.* *5. Number of Human Rights violations reported.* *6. Number of Human Rights monitoring reports.* *7. Perception of Security Forces by local populations.*	Reports of UNDP. Reports of OHCHR. Reports of Security Forces. Reports of Civil Society Organisations. Perception surveys.	Support of national and local authorities. Engagement of local communities.

| Outputs | **Output 1.1**: Security Forces and Law Enforcement Agencies are deployed in target areas and better able to provide security to local communities

Output 1.2: The capacities of Security Forces related to compliance with Human Rights and International Humanitarian Law Regulations are reinforced and contribute to improve their relationships with the populations.

Output 2.1: Human Rights are better respected and Security Forces and Law Enforcement Agencies are accountable for this.

Output 2.2: Local populations have regained trust in Security Forces and State Authorities. | ▪ Number of trained Security Forces/Law Enforcement Agents (professional training).
▪ Number of Security Forces/Law Enforcement Agents trained to Human Rights, International Humanitarian Law, Gender and Sexual Based Violence.
▪ Number of specialised equipment delivered to Security Forces/Law Enforcement Agents.
▪ Number of infrastructures built or renovated for Security Forces.

▪ Number of internal documents reviewed / developed integrating Human Rights.

▪ Number of After-Action Reviews conducted.
▪ Number of focal points appointed.

▪ Number of Early Warning Systems established.

▪ Number of Human Rights reports produced.

▪ Number Human Rights violations reported and referred to competent authorities.

▪ Number of communication/sensitization activities with Security Forces / populations organised.

▪ Number of communication / sensitization activities organised on Human Rights. | UNDP Monitoring reports.
Security Forces internal reports.
OHCHR, CSOs and NHRIs reports. | Support of national and local authorities. Engagement of local communities. |