

# Final Report

## Outcome Evaluation UNDP Nigeria Early Recovery Programme

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Finally, it must be said that only we the evaluators are responsible for the opinions expressed in the report. The shortcomings; omissions, generalization and prejudices that there may undoubtedly be within it are ours.

# Map



Map Showing northeast Nigeria

## Abbreviation and Acronyms

ADP	Agricultural Development Programme
ADR	Alternative dispute resolution
APC	Armoured Personnel Carriers
AUC	African Union Commission
BAY	Borno, Adamawa and Yobe states.
BOSIEC	Borno State Independent Electoral Commission
BH	Boko Haram
CCA	Common Country analysis
CFW	Cash for work
CLA	Cluster Lead Agency
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CRSV	Conflict Related Sexual Violence
DPs	Development Partners
CBCPC	Community-based Child Protection Committees
CJTF	Civilian Joint Task Force
CBRR	Community Based Reconciliation and Reconciliation
CSO	Civil Society Organization
CVE	Countering Violent Extremism
DDR	Disarmament, Demobilization and Reintegration
DaO	Delivery as One
DDRR	Disengagement Disassociation Reintegration and Reconciliation
DPS	Department of Peace and Security
DRM	Disaster Risk Management
FGDs	Focus Group Discussions
FGN	Federal Government of Nigeria
GoNs	Government of the State of Nigeria
HRP	Humanitarian Response Plan
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Persons
IOM	International Organisation for Migration
IPs	Implementing Partners
ISWAP	Islamic State in West Africa Province
KIIs	Key Informant Interviews
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MoA	Ministry of Agriculture
MoF	Ministry of Finance
Mol	Ministry of Information
NDP	National Development Plan 2021-2025

NGO	Non-Governmental Organization
JAS	Jama'atu Ahlis Sunna Lidda'awati Wal-Jihad
LCBC	Lake Chad Basin Commission
LGA	Local Government Area
MACBAN	Miyetti Allah Cattle Breeders Association of Nigeria
MNJTF	Multi National Joint Task Force
NAF	Nigerian Armed Forces
NERP	Nigeria Early Recovery Programme
NEN	North Eastern Nigeria
NSAG	Non-State Armed Group
OPSC	Operation Safe Corridor
P/CVE	Prevention/Countering Violent Extremism
PVE	Prevention of Violent Extremism
ROAR	Results Oriented Annual Reporting
SDGs	Sustainable Development Goals
SDGV	Sexual and Gender Based Violence
S2R	Support for reconciliation and reintegration
SMEDAN	Small and Medium Enterprises Development Agency
TVET	Technical and Vocational Education and Training
ToR	Term of Reference
UCT	Unconditional cash transfer
UNICEF	United Nations Children Fund
UNDAF	United Nations Development Assistance Framework
UNSDPF	United Nations Sustainable Development Partnership Framework
UNDP	United Nations Development Programme
UNDP CO	United Nations Development Programme Country Office
UNDP CO	United Nations Development Programme Country Office
VSLA	Village Savings and Loans Schemes
VSO	Volunteer Security Outfits
WHO	World Health Organization
WHHs	Women Headed Households
WHS	World Humanitarian Summit

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## Executive Summary

The Country Programme Document (CPD) for Nigeria (2018-2022) was formally adopted by the Executive Board in September 2017, signalling the formal start of a new programme cycle. The UNDP country programme, 2018-2022, is based on the premise of 'leaving no one behind' and 'reaching those furthest behind first'. The programme includes three interconnected priorities defined in the 2018-2022 programme: (a) governance, peace and security, (b) inclusive growth, and (c) environmental sustainability and resilience<sup>1</sup>. In line with the evaluation plan of Nigeria, this outcome evaluation was planned to assess the impact of UNDP's early recovery and livelihoods assistance during implementation of the CPDs outcome on governance, peace and security. This evaluation was commissioned to capture evaluative evidence of the relevance, effectiveness, efficiency and sustainability of current programming, which can be used to strengthen existing activities and to set the stage for new initiatives, including in the new CPD.

The early recovery and livelihood programme intervention is conducted in a complex environment of instability, insecurity, limited economic opportunities, lack of access to basic services, and high levels of poverty. In all these settings programme implementation is often challenging in terms of social acceptance, since the conflicts have been violent and thereby affected the levels of confidence and mutual trust in the country and within communities. Meanwhile, recovery programme initiatives play a role in strengthening local governance structures, which could again become instrumental in the overall resolution of the conflict.

### **Specifically, the outcome evaluation assessed:**

- i) The relevance and strategic positioning of UNDP support to Nigeria in general but North East of Nigeria specifically on early recovery and livelihoods;
- ii) The progress made towards achieving accelerated community recovery and transitions from humanitarian to non-humanitarian contexts for the vulnerable communities, through specific projects, coordination and advisory services, and including contributing factors and constraints;
- iii) The progress to date under these areas and what can be derived in terms of lessons learned for future UNDP early recovery and livelihoods support to Nigeria.

### **Summary of findings**

#### **Relevance**

The early recovery and livelihood programme brought together civilians and security personnel to discuss, monitor and report local security problems to develop responsive plans of action. Community based consultation was rigorously completed at the grassroots level tasking the

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<sup>1</sup> *The environmental sustainability and resilience component was not assessed as per the UNDP country office*

traditional leaders to identify areas of interventions, based on their vulnerability identify beneficiary communities, rank and prioritise areas of intervention. Traditional leaders were able to garner social capital with their communities based on the role they had played in keeping the social cohesion of their society intact and enhance peaceful coexistence. Community consultation had set the stage on: how conflict can be arrested; how traditional system can be championed and be relevant as a conflict resolution mechanism channel to prioritise peaceful coexistence.

The assessment of the early recovery programme cursor points out, 'early recovery programme intervention is relevant' in creating stability. The process has capitalized on: what communities have and found out what additional value traditional governance have or is good at. The outcome evaluation finding shows, traditional system of governance is good at delivering services of rule of law at a nominal cost. Empowering communities to do their day-to-day activities and support them when needs were requested has boosted communities' morale and is serving as an entry point to the overall self-reliance of community. The outcome of the community discussion is validated by the state authorities and adequate amendments were done before designing of recovery programme. Early recovery and livelihood programmes are relevant in northeast Nigeria sub region in reversing conflict gears and putting the sub region on developmental course. To this effect, UNDP has been working very closely with traditional leaders, CBOs and associations in building their capacities and capabilities to act as change agents in their communities.

### **Coherence**

Programme coherence and compatibility was ensured through the coordination of various humanitarian platforms set by international development partners. UNDP used these platforms for sharing of information, in identifying potential areas of collaboration, coordinating development interventions, and use it as resource mobilisation platform and is ensuring programme coherence. Differences of opinion are resolved to reach a consensus which is enhancing programme coherence. This approach was followed thoroughly as an outcome, development partners and humanitarian organisation are developing trust and ownership of their programmes. In order to avoid wastage and duplication, UNDP is closely coordinating its activities with its partners, community members and government authorities. The coordination of early recovery and livelihood programme intervention process is enhancing programme coherence. By synchronising their acts together, stakeholders are registering positive results in programme intervention.

### **Effectiveness**

UNDP's conflict prevention and resolution mechanisms are effective because they have improved safety and security at community level. The recovery programme is also paving ground to jump start social and economic development. Returning refugees and former Boko

Haram<sup>2</sup> (BH) and other members of extremist groups had started ploughing their farms. Essential infrastructure and basic services are now functional. Livelihood opportunities are available for all household (host community, returning refugees, IDPs former members of BH and other extremist groups).<sup>3</sup> The most fundamental insignia of early recovery and livelihood programme effectiveness is measured by its sector coordination and is using the meagre resources mobilised effectively. The early recovery sector coordination platform is harmonising the work of 21 organizations. These are UN agencies, national NGOs, faith-based organization, church-based organization that are doing early recovery and livelihood work across the 3 states. One of the fundamental works of UNDP is to institutionalize support of small organization to access programme resources.

### Efficiency

UNDP had done a commendable work at programme delivery and the overall implementation is 93,06 percent.<sup>4</sup> UNDP was evaluated several times and the rating of resource versus approach was positive.<sup>5</sup> Current outcome evaluation of early recovery also demonstrate it. The resource mobilised to address the early recovery programme was \$28,902,095.85 and out of it \$26,876,779.60 was delivered and if put in terms of delivery it stands at 93.06 percent. The fund mobilized and its delivery in the five project areas when evaluated is rated, met the standard of value for the money invested. Despite active insurgency going on in northeast Nigeria the programme interventions have reached locations that needed coverage and what is achieved with limited resource is remarkable.

### Sustainability

The sustainability of early recovery and livelihood programmes portfolio of interventions designed by UNDP are premised on four fundamental directives. First directive was, the restoration of basic services. Communities used to rely on the health care centres but they were destroyed by the insurgency and were not functional. Rehabilitation of health centres generated job opportunities for the vulnerable members of communities and also helped in developing skills to earn alternative livelihood. Once it is rehabilitated and restocked it has

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<sup>2</sup> *Boko means 'Western' education; Haram refers to that which is forbidden by Islam. "Boko Haram" is a slogan that JAS members used to chant during rallies.*

<sup>3</sup> <https://ccdrn-nigeria.com/wp-content/uploads/2019/06/Research-Full-Report-Study-on-Livelihood-Opportunities-for-Returning-Communities-in-Borno-state-1.pdf>; UNDP 2020 Mid-Term Progress Report

<sup>4</sup> UNDP Nigeria delivery score card 2022

<sup>5</sup> UNDP Independent Evaluation Office 2022; Discussions with UNDP staffs of north-east Nigeria mentioned in their narrative repetitively.

started providing health care services to sick members of the community. Women got the chance to deliver at hospitals and thus, decreased the mother and child mortality rate. Providing basic service in conflict prone areas has returned the welfare of the society. The social bond and peaceful coexistence are being nurtured and has enhanced activities between communities and state authorities which guarantees its sustainability. This has cemented social contract between the government and population which is core for sustaining programme interventions.

### **Crosscutting issues**

In order to promote gender equality, UNDP deliberately ensured, minimum of 40 percent of the early recovery and livelihood intervention benefits women. Women are underrepresented in the labour market (48 percent of women compared to 52 percent of men) and they concentrated only on low-paid insecure jobs (85 percent of women, compared to 70 percent of men). The programme outcome evaluation found out tangible results are achieved<sup>6</sup>. Women's economic empowerment is hindered by limited access to credit and gender mainstreaming gaps is also hindering to access of information and technologies. Almost 47 percent of women in Nigeria are illiterate and families usually prefer to send their male children to school. Of the 10.5 million out of-school children in Nigeria, two-thirds are girls. Besides, gendered dimensions of displacement are having a significant impact on the status of women resonated by Sexual and Gender-Based Violence (SGBV). The early recovery programme designed is instrumental in mitigating the gender equality and the evaluation found out steps are being taken to address it although more work is anticipated but is a good start.

The overall evaluation of the early recovery programme outcomes shows the programme was successful and has reached a stage where it can be scaled up. The programme results have led to improvements in WASH, education, Health and nutrition outcomes. Similarly, skill acquisition trainings have been delivered and effective community structures have been set up. After determining the most stable areas of interventions, humanitarian actors are working closely with community structures already in place to prioritize community-identified needs.

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<sup>6</sup> *Key Informant testimonies during discussions*

## 2 Introduction

Nigerian economy mainly is agrarian and the largest proportion of its population earn its living from agricultural production<sup>7</sup>. Given its large arable land endowed with large arable land, economic diversification through agricultural production was given priority before the oil boom in the 70s. The region was producing various cash crops among which are groundnuts (peanuts), cotton, and coffee.<sup>8</sup> The production of these crops had engaged millions of small-scale farmers in productive agriculture gaining them a decent income in many states across the region. Before the advent of crude oil in the 1950s and 1960s, agriculture accounted for 60%–70% of total exports. Nigeria was also a leading exporter of major commodities such as cotton, groundnut, rubber, hides and skins<sup>9</sup>. At the peak of agricultural production, it was the bastion of commerce and trade with prominent local enterprises thriving in the region<sup>10</sup>.

Early 70s, the agriculture sector was not strengthened and to date its share to the overall economy has been relatively negligible<sup>11</sup>. Nigerian economy is experiencing persistent high foreign exchange rate, and fiscal deficits which has exposed the country to external shocks and internal macroeconomic imbalances<sup>12</sup>. Prior to the discovery of crude oil, cash crops from the north east Nigeria contributed towards the economic viability of the country<sup>13</sup>. Despite high growth between 2011 and 2015 Nigeria is characterised by a national poverty rate of 60 per cent<sup>14</sup>. Poverty rate in north east Nigeria is worse and stands to 70 per cent and 81 per cent in the northwest<sup>15</sup>.

Nigeria has experienced ethnic and religious conflicts since its independence from Britain in 1960<sup>16</sup>. Among these were the civil war that rocked the foundations of the country between 1967 and 1970<sup>17</sup>. The insurgency in north east Nigeria in 2015 was scaled up and had

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<sup>7</sup> Musa Mohammed, 2016 *'Towards a diversified Nigerian economy to GDP. The contribution of agriculture towards the GDP of Nigeria'*

<sup>8</sup> Nwagbara Ucheoma, 2021 *'The struggle of post-independence Nigeria: missed opportunities and a continuing crisis'*

<sup>9</sup> Alkali, 1997

<sup>10</sup> Vision 2020

<sup>11</sup> Simon Ameh Ejembi, 2017 *'Reviving Agricultural Extension for Effective Transition from Subsistence to Commercial Agriculture in Nigeria'*

<sup>12</sup> Naomi Onyeje DOKI et.al, 2018 *'Agricultural export and diversification of the Nigeria economy'*

<sup>13</sup> Aquatic Ecosystem review, 2018 *'The Political Ecology of Oil and Gas Activities in the Nigerian Aquatic Ecosystem'*

<sup>14</sup> *Economic Recovery and Growth Plan (ERGP) 2017-2020*

<sup>15</sup> World Bank, 2021 *'The Lake Chad Regional Economic Memorandum: Development for Peace'*

<sup>16</sup> Raphael Noah Sule, 2015 *'Ethno-religious conflict, mass media and national development: the northern Nigeria experience'*

<sup>17</sup> Henry Kam Kah, 2017 *'Boko Haram is Losing, but so is Food Production': Conflict and Food Insecurity in Nigeria and Cameroon'*

decimated whole communities, destroyed food crops, killed cattle and forced farmers to flee their areas to protective camps<sup>18</sup>. BH was involved in killing of many innocent individuals from all walks of life<sup>19</sup>. This brought a state of siege in Kano City, which was occupied by BH fighting forces. The role of traditional leaders<sup>20</sup> was vital in arresting the conflict drives and had created a win-win situation so communities can coexist peacefully. Nigerian's experience during the time of turbulence and duress<sup>21</sup> communities usually run to their religious and traditional leader for console.

Nigeria faced persistent conflict in its north east sub-region, which had spilled over to its neighbouring countries. BH insurgency activities were intermittent and had impeded the smooth recovery plan from taking off. Structural drivers of the conflict included: slow and uneven development in Nigeria; challenges of governance, and limited opportunities of gainful employment for women, youth and others vulnerable groups. The insurgency that started in 2009 reached its peak in 2015 with over 10 million people being displaced in north east Nigeria and neighbouring regions of Cameroon, Chad, and Niger. Borno state has been the most affected in the region accounting for over 1.1 million (82 per cent) of the IDP population. Subjected to appalling conflict, a population of 1.9 million were displaced as internally displaced persons (IDPs)<sup>22</sup>.

Table 1. Estimated Population of Borno, Adamawa and Yobe in 2021

States	2006 Population	Projected population in 2016 based on +2.94 change	Estimated population in 2021 based on +2.94% change <sup>23</sup>
Borno	4,171,104	5,860,183	6,721,620
Adamawa	3,178,950	4,248,436	4,882,956
Yobe	2,321,339	3,294,137	3,778,375
Total population	9,671,393	13,402,756	15,382,951

Source: project census data of 2006<sup>24</sup>

<sup>18</sup> Saskia Brechenmacher, 2019 'Stabilizing north east Nigeria After Boko Haram'

<sup>19</sup> Rabi'u Shehu Muhammad, 2021 'The Role of Ulama in Countering Boko Haram Insurgency: A Pattern of the Al-Azhar 'Ulama'

<sup>20</sup> DR G.C SOKOH, 2018 'An historical analysis of the changing role of traditional rulers in governance in Nigeria.' *IOSR Journal of Humanities and Social Science (IOSR-JHSS)*. vol. 23 no. 1, pp. 51-62.

<sup>21</sup> Key informant from CBOs

<sup>22</sup> *Recovery and Peace Building Assessment (RPBA) for North-East Nigeria*, World Bank, 2016 (accessed 08/07/22)

<sup>23</sup> The estimated population in 2021 is calculated from project population in 2021 and the 2.94 percent annual change projection

<sup>24</sup> <https://nigeria.opendataforafrica.org/ifpbxbd/state-population-2006> (Accessed by 05/03/2022)

In order to understand and mitigate the problems faced in northeast Nigeria, UNDP conducted a thorough post-conflict livelihoods assessment before designing the early recovery and livelihood intervention in 2016<sup>25</sup>. This assessment illustrated the extent of suffering of population in northeast Nigeria.<sup>26</sup> Of the over 3,500 households sampled in the three states, 86 per cent spend more than they earn. Moreover, 30 percent of households are economically inactive<sup>27</sup>. Even before the COVID-19 crisis, around 4 in 10 Nigerians were living in poverty and millions more were vulnerable, falling below the poverty line, as growth was slow and not inclusive.

In 2016, the Nigerian Military announced the revitalization of its military operation in the northeast Nigeria<sup>28</sup>. The main aim of the operation was winning the communities by clearing BH from areas it had formerly occupied. In the process of freeing communities from BH occupations it had secured communities and created areas of safe haven for peace and stability. Stabilisation approach of taken by the Nigerian Army had significantly enhanced the social contract between the government and communities.

The Nigeria Military, and its combined joint force of the AU had mandated Multinational Joint Taskforce to commence counter-insurgency operations. The Government of Nigeria has launched "Operation Safe Corridor" (OPSC)<sup>29</sup>. This provided a window of opportunity for the low-risk non-state armed group (NSAG) associates to escape from their units or surrender to Nigerian security forces<sup>30</sup>. Community-based reconciliation and transitional justice processes initiated by UNDP had gained acceptance by communities and state authorities in delivering sustainable peace. The outcome evaluation found out that it has strengthened societal cohesiveness by addressed underlying conflict drivers.

Early recovery and livelihood programme support includes investments in support of inclusive economic development, which had generated employment and other economic opportunities<sup>31</sup>. It also involved the rehabilitation of critical infrastructure or enhanced services

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<sup>25</sup> UNDP, 2016 'Livelihoods and Economic Recovery Assessment'

<sup>26</sup> Abubaker Amsami, 2018 *Post-Conflict Peacebuilding and Economic Recovery in North Eastern Nigeria*

<sup>27</sup> Nigeria Common Country Analysis (CCA) 2016

<sup>28</sup> Habibu Yaya Bappah African Security Review 2016, 'Nigeria's military failure against the Boko Haram insurgency'

<sup>29</sup> *Operation Safe Corridor was promoting military and civilian government agency collaboration in a multi-*

*governmental department approach, led by the Nigerian military, for processing surrendered Boko Haram*

*combatants and associates, and determining who is classified as low-risk and eligible for participation in*

*government-run rehabilitation programmes and eventual community reintegration.*

<sup>30</sup> Mustapha Salihu, 2021 'Nigeria's Troubled History with Demobilizing, Deradicalizing and Reintegrating Armed Non-State Actors: An Assessment of Operation Safe Corridor'

<sup>31</sup> *Recovery and Peace Building Assessment (RPBA) for North-East Nigeria, World Bank, 2016 (accessed 08/07/22)*

provision in areas where beneficiaries returned.<sup>32</sup> UNDP Nigeria has commissioned an outcome evaluation to capture evaluative evidence of the relevance, effectiveness, efficiency and sustainability of current programming, which strengthened existing activities and had set the stage for new initiatives that will include the new CPD. The outcome evaluation was conducted by team of two independent evaluators composed of, one international (team leader) who worked virtually and one national (associate) who worked on the ground. The study was conducted from 15 March to 30 November, 2022. Finding of evaluation is limited to Borno, Adamawa and Yobe (BAY) states only.

#### **Programmes assessed were:**

National priority or goal: ERGP 2017 -2020: Governance: public safety and security peace and security (SDGs 1, 2, 3, 5, 7, 10, 16 and 17);

United Nations Sustainable Development Partnership Framework (UNSDPF) UNDP **Outcome 1:** By 2022, Governments at all levels apply principles of good governance and rule of law in public service delivery

Related strategic plan Outcome: 2

**Output 1.4:** Strengthen national capacities for peace building including reduction of small arms violence at national and sub-national level

**Output 1.5:** communities at risk in 'hot spot' areas, are enabled to access livelihood opportunities by skills-building, entrepreneurship and secure gainful employment.

## **2.1 Context Analysis**

Based on the most recent official survey data from the Nigerian National Bureau of Statistics, 39.1 percent of Nigerians lived below the international poverty line of \$1.90 per person per day<sup>33</sup>. Yet a further 31.9 percent of Nigerians had consumption levels between \$1.90 and \$3.20 per person per day, making them vulnerable to falling into extreme poverty when shocks occur<sup>34</sup>. Given continued oil dependence, a high population growth rate, and limited job creation, Nigeria has struggled to invigorate the broad-based growth needed to tackle poverty. Pre-crisis poverty in Nigeria disproportionately affected rural dwellers and households living in north east Nigeria.

In northeast Nigeria damage to private enterprises was significant, at USD 0.9 billion or 10 percent of total destructions<sup>35</sup>. The conflict had created high insecurity, which affects access to

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<sup>32</sup> UNDP, 2017 'Integrated Community Stabilization in North East Nigeria'

<sup>33</sup> Ikeje, U. U., et.al, 2022 'Underemployment and workers' deskilling: the Nigerian experience'

<sup>34</sup> World Bank Group, 2021 'Poverty & Equity Brief Africa Western & Central Nigeria'

<sup>35</sup> IBID



basic services, farmlands, markets, and other sources of livelihoods<sup>36</sup>. This leads to high unemployment rates and low economic participation by the community<sup>37</sup>. For many households the conflict and displacement has resulted in loss of housing, livelihoods, productive assets, and business networks. The conflict has also affected access to education<sup>38</sup> with an estimated 1,200 school facilities destroyed, 1500 schools closed for more over two years and 952,029 school-age children had no access to education.

As of 31 July 2020, conflict has directly resulted in the death of 34,457 in Adamawa, Borno, and Yobe states<sup>39</sup> and one in four of affected population is under 5. Women and children constitute 81 per cent of the overall crisis population and 87 per cent of the newly displaced and are the face of the crisis<sup>40</sup>. The gendered dimensions of displacement have a significant impact on the status of women and girls within the households. Rampant sexual and gender-based violence (SGBV) including denial of resources, physical violence and sex for survival are common phenomena<sup>41</sup>. The Nigerian economy is an agrarian economy with the largest proportion of its population eking its living from agricultural production<sup>42</sup>. Given its large arable land economic diversification agricultural production should be given priority.

Income from skilled labour dropped from 21 per cent before the crisis to under 5 percent today. Without immediate and significant support to economic revitalisation, this situation was extremely difficult to reverse if not impossible<sup>43</sup>. The assessment also revealed that 23 per cent of the households are headed by a woman, highlighting the importance of targeted support to this highly vulnerable population group. The conflict in the north east Nigeria is known for its indiscriminate killings, raiding communities, abducting women and children, and arbitrary attacks on civilian and military in general.

Noticeable gender and spatial specificities have caused unemployment rates to double, from 6.4 per cent in 2014 to 13 per cent in 2016<sup>44</sup>. More women (15.5 per cent) are unemployed than men (11.5 per cent) and youth unemployment is high throughout the country (45.7 per cent)<sup>45</sup>. The conflict has also resulted in massive destruction of basic infrastructure, health and

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<sup>36</sup> Saheed Matemilola and Isa Elegbede, 2017 *'The Challenges of Food Security in Nigeria'*

<sup>37</sup> Justin George et.al, 2020 *'Armed conflict and food insecurity: evidence from Boko Haram's attack'*

<sup>38</sup> *Attacks on education in North East Nigeria*, HRW, 2016, <https://www.hrw.org/report/2016/04/11/they-set-classrooms-fire/attacks-education-northeast-nigeria> (Accessed on 04/12/22)

<sup>39</sup> Raleigh et al., "Introducing ACLED." <https://doi.org/10.1177/0022343310378914>. (Accessed by 06/09/2022)

<sup>40</sup> UNDP, 2017 *'Integrated Community Stabilization in North East Nigeria'*

<sup>41</sup> Dimonye Simeon.C and Ujah, Patrick.N, 2022 *'The spiralling incident of gender-based violence in Nigeria during the Covid-19 pandemic era: implication for national development (2000;2020)'*

<sup>42</sup> Musa Mohammed, 2016 *'Towards a diversified Nigerian economy to GDP. The contribution of agriculture towards the GDP of Nigeria'*

<sup>43</sup> Laura Berlingozzia and Ed Stoddarda, 2020 *'Assessing Misaligned Counterinsurgency Practice in Nigeria'*

<sup>44</sup> *Recovery and Peace Building Assessment (RPBA) 2016*

<sup>45</sup> Ezra Gayawan and Samson B. Adebayo, 2015 *'Spatial Analysis of Women Employment Status in Nigeria'*

educational facilities, commercial buildings, private houses and agricultural assets<sup>46</sup>. In the three target States of Borno, Adamawa, Yobe, the total damage is estimated at USD 8.93 billion with the bulk of the losses (79 per cent) attributed to agriculture (USD 3.7 billion) and private housing (USD 3.32 billion).

Covid 19 pandemic resulted in a year-long closure of all Nigeria's land borders contributing to rising inflation rates, especially in food processing<sup>47</sup>. In the first quarter of 2020, inflation was 12.2 per cent up from 11.3 per cent at the same time in 2019<sup>48</sup>. The impact of Covid 19 on both domestic production and imports further drove inflation up to 13.8 per cent by the end of 2020. In August 2020, Nigeria recorded its highest annual inflation rate since March 2018, at 13.22 per cent, as food prices increased to an over two-year high amid the pandemic.<sup>49</sup> Although not fully researched, the war which is going on between Russia and Ukraine is negatively affecting African countries and Nigeria's north east sub-region will not be spared. An estimated 3 million children were in need of educational assistance in the three states of Borno, Adamawa and Yobe (BAY)<sup>50</sup>. These was also compounded by the deteriorating state institutions, systems and mechanisms that resulted in series of security and governance challenges.

Due to covid 19 pandemic year-long closure of all Nigeria's land borders contributed to rising inflation rates, especially consumption food<sup>51</sup>. In the first quarter of 2020, inflation was 12.2 per cent up from 11.3 per cent at the same time in 2019<sup>52</sup>. The impact Covid 19 on both domestic production and imports further drove inflation up to 13.8 per cent by the end of 2020. In August 2020 Nigeria recorded its highest annual inflation rate since March 2018, at 13.22 per cent, as food prices increased to an over two-year high amid the pandemic.<sup>53</sup> Although not fully researched, the war which is going on between Russia and Ukraine is negatively affecting African countries and Nigeria's north east sub-region will not be spared. An estimated 3 million children were in need of educational assistance in the three states of Borno, Adamawa and Yobe (BAY)<sup>54</sup>. These was also compounded by the deteriorating state institutions, systems and mechanisms that resulted in series of security and governance challenges.

Addressing Nigeria's conflict drivers and attending to its humanitarian needs required a multi-faceted strategy that is not limited to the use of the Nigerian security forces only. Early recovery

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<sup>46</sup> *Nigeria Common Country Analysis (CCA) 2016*

<sup>47</sup> *Inter Region Economic Network, 2021 'The Future of Africa in the Post-Covid-19 World'*

<sup>48</sup> *Tomiwa Sunday Adebayo and Demet Beton Kalmaz, 2020 'Ongoing Debate Between Foreign Aid and Economic Growth in Nigeria: A Wavelet Analysis'*

<sup>49</sup> *VOA 16 August 2022 'Nigeria's Inflation Hits 17-Year High as Food Prices Soar'*

<sup>50</sup> *The Organisation for World peace, Chanise Jamhour, 2017 'Boko Haram Crisis in Nigeria: Over Half Of Schools Remain Close*

<sup>51</sup> *Inter Region Economic Network, 2021 'The Future of Africa in the Post-Covid-19 World'*

<sup>52</sup> *Tomiwa Sunday Adebayo and Demet Beton Kalmaz, 2020 'Ongoing Debate Between Foreign Aid and Economic Growth in Nigeria: A Wavelet Analysis'*

<sup>53</sup> *VOA 16 August 2022 'Nigeria's Inflation Hits 17-Year High as Food Prices Soar'*

<sup>54</sup> *The Organisation for World peace, Chanise Jamhour, 2017 'Boko Haram Crisis in Nigeria: Over Half Of Schools Remain Close*

and livelihood programme had helped to restore basic infrastructure and services, but the political end goals of stabilization programming are more uncertain. Small-scale efforts to bring back local government proved insufficient to address long-standing perceptions of neglect. Early recovery and livelihood programme assistance in north east Nigeria initially is provided as a lifesaving intervention to stabilise communities. Spending of resources at the community level helped to revive the private sector and thus increase the availability of economic opportunities.

BH and other groups associated with extremist and vulnerable members of communities had acquired social and marketable skills and experience. Their involvement in the recovery programme is helping in building trust and 'normalize' their lives and behavior. Trust and stability gained is also benefiting the economic environment and creates new opportunities. The mindset of BH and other members of former extremist and members of the receiving communities is gradually transforming. Early recovery and livelihood program is not only works towards establishing livelihoods, but – importantly – also to connect BH and others former associates of extremist groups back into the mainstream of communities.

## 2.2 Approach

The early recovery and livelihood programme outcome evaluation was conducted in a consultative manner and captured the views and perceptions of all stakeholders. The consulted stakeholders include, UNDP, UN agencies, line ministries and other government officials at national, local, regional, sub region and community levels; civil society organisations (CSOs), donors, service providers and beneficiaries. In addition, vulnerable groups (e.g., women, youth, and people with disability) were consulted to assess their view of the CPD towards addressing their needs. The evaluation focused on assessing the programme results (outcomes and outputs) based on the management or/and programme coordination. How was the country programme designed and cooperation among all stakeholders?

Key stakeholders were consulted to assess whether the principles of national ownership, transparency and accountability are followed in the programme planning, implementation, monitoring, follow-up and reporting. Local structures, mechanisms and capacities were used for the early recovery and livelihood. The main aim of the support was first gaining more experience and, in the process, strengthening local structure to enhance governance.

Outputs were assessed as an integral part of the planned outcomes and how they contribute towards outputs? In assessing the CPD results, the evaluation made reference to baseline studies and reports produced. Open-source were used to capture secondary information. Progress in achieving outcomes was assessed by administering quantitative and qualitative data collection methodology. Data gathered was triangulated through various data collection methods and processes (KIIs, FGDs, observation, and document review). These include desk review of existing reports, evaluations, stakeholder interviews, and focus group discussion.

## 2.3 Methodology

In order to understand the context, the recovery programme, an in-depth desk review was carried out on key strategic documents underpinning the early recovery and livelihood works of UNDP and its partners in sub region of north east Nigeria. This includes reviewing the UNSDPF and pertinent country programme documents, and the UNDP Strategic Plan, 2018-2021 (and the new one for 2022-2025) as well as quarterly and annual report documents on recovery and livelihoods projects, shared by the UNDP country office. An in-depth literature review on open-source journals, articles and books were completed to set the stage for the outcome evaluation. To this effect an inception report was produced on 05/07/2022 and shared and approved by UNDP Nigeria.

The evaluation ensured the highest ethical standards of confidentiality of information and sources. Interviews were conducted in a private space to allow respondents to air their feelings, perceptions, views, concerns and criticism without inhibition. In order to establish trust and confidence, an explanation was given to the interviewee why the study was initiated before starting discussion. Once consent was secured, respondents were asked to state their name and who they represent or prefer to remain anonymous. National guidelines related to COVID-19 in conducting consultations and interviews were adhered to, such as the social distancing guideline of the Ministry of Health in conducting key informant interviews.

The methodology followed a mixed approach. The primary data was collected through the administration of 17 key informant interviews (KIIs) and one focus group discussions (FGDs) was conducted. Quantitative data was produced from the secondary documents and was described in detail in the inception report produced (annex 2). UNDP brought community participants/beneficiaries from deep field to meet with the consultant in the Maiduguri suboffice and facilitated transportation during the field-work. The evaluators ensured that opinions, views and perspectives offered by interviewee or key informant were tested against information obtained from other interviewees or other documents reviewed.

The field work began by interviewing concerned government authorities at national, regional and local levels, agricultural extension staff, NGO representatives, service providers, contractors, beneficiaries and community leaders. The aim was to hear the views and perceptions of different sections of target communities about the early recovery and livelihood benefits and to assess relevance, effectiveness, efficiency and sustainability of the programme interventions.

Evaluation questions as benchmark helped navigate terrain of outcome evaluation study:

- I. How are recovery interventions aligning with development principles to kick start stabilization in north-eastern Nigeria?
- II. How are humanitarian–development linkages seen from the “triple” nexus of humanitarian, development, and peacebuilding work?
- III. What are the building blocks identified by the community and stakeholders to enhance resilient? As a result of ongoing conflicts community’s resilience are weakened and how can it be strengthened?

- IV. What are the drivers of conflict in north-east Nigeria? What mitigating instruments are put in place to address them?
- V. How is the “new way of working” being implemented in the north-east Nigeria? What opportunities re there to shift tasks and leadership to local actors?
- VI. Are there evidences that the communities are properly consulted to prioritize their needs in dealing with their predicaments? Are community consultations validated by the state authorities to tie it with social contract that guarantee sustainability?

### *Limitation*

The evaluation ran smoothly asides for some limitations such as the inability to visit certain project sites because of security restrictions. Additionally, the consultant experienced weak internet connectivity during virtual interviews for respondents outside Maiduguri. Despite the limitations, adequate information was collected to finalise the evaluation.

## 3 Designing Early Recovery Programme

Insurgency had created internal and external displacement in northeast Nigeran and many are residing as refugees in the neighbouring countries. The huge costs incurred over the past decade is well documented. Humanitarian catastrophe subsequently has drawn international attention and relief support started arriving from mid-2010s<sup>55</sup>. As of 2018 alone, over 150 non-governmental organizations were providing humanitarian assistance in Maiduguri<sup>56</sup>. Humanitarian actors concentrate their activities in three of the states most affected by the Boko Haram insurgency: Borno, Adamawa and Yobe States (BAY states). Borno alone, accounts over 80 percent of internally displaced persons (IDPs) in Nigeria<sup>57</sup>. Once the provision of recovery programme is being considered, key local, national and international stakeholders convened and work together to design the recovery programme. Designing and implementing of recovery programme support proved to be challenging because violence had not fully ended. Gathering information and making assessments proved to be difficult.

Once designing directives are given consultation immediately started to select area of intervention and to prioritise beneficiary communities. Traditional leaders/chieftaincy system are the ones who directly guide the establishment of beneficiary communities that merit support at the local level. The Traditional leaders or chieftaincy system defines and oversees prioritization of early recovery and livelihood programmes at the ward level before it is brought up to the level of government or UNDP. The type of interventions, locations of interventions and sometimes even the length of interventions is discussed at community level using the

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<sup>55</sup> OCHA, 2019

<sup>56</sup> Olojo, 2019

<sup>57</sup> IDMC, 2018

traditional structures that already exist. The early recovery and livelihood programme is bearing fruit because surveys carried out with IDPs and refugees show that many are returning to their places of origin or their areas of choice within Local Government Areas (LGAs).<sup>58</sup>

Initially broad consensus was reached on the most appropriate type of recovery support and its anticipated results were properly assessed. The entry points on how to go about the early recovery and livelihood programme were agreed upon. The challenges faced in designing and implementing of the recovery programme mainly were how to address the specific needs of the women, men, girls and boys coming out of insurgency<sup>59</sup>. Early recovery and reintegration support was provided in a manner that avoids creating resentment within wider communities and to avoid straining a community's limited resources<sup>60</sup>. Throughout the conceptualisation of the programme the following questions were deliberated. What combination of measures are needed to support effective recovery programme? How will the recovery cater the various needs and requirements of beneficiaries specific to age and gender perspective?

Communities were given a leading voice in the conceptualising, designing and ranking the reconciliation process which resulted in putting together locally-appropriate early recovery programme interventions<sup>61</sup>. Evaluation of reports produced and discussions conducted with stakeholders confirms that substantial community engagement were put. Extensive participatory community dialogue was made in planning, implementing, and decision-making process. During the designing of recovery programmes, community consultation was led by traditional and religious leaders to prioritise community's needs. The conceptualisation approach of the recovery programme was validated by relevant government authorities and donor partners to ensure sustainability. Evaluation of UNDP reports demonstrates that community consultation was properly conducted. It also had captured the needs of the communities before designing intervention for early recovery and livelihood programmes.

To strengthen traditional system of governance, UNDP supported Local Government Area (LGA) by fostering linkages at grassroots level. This approach aims to re-establish the socio-economic fabric of the region spearheaded by traditional leaders. For example, traditional authorities particular the Amir, played a central role in keeping Kano City calm at a time when fear hunted streets<sup>62</sup>. Traditional system as local governance is tightly knitted all over Nigeria and is instrumental in creating peaceful co-existence among communities. It uses alternative dispute resolution mechanisms in addressing the day-to-day problems.

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<sup>58</sup> OCHA 2019-2021 Humanitarian Response Strategy

<sup>59</sup> Kees Kingma, 2022 'Community-based reintegration support to ex-combatants and persons formerly associated with armed forces and groups: learning from the DRC, Nigeria and Somalia'

<sup>60</sup> Mehreteab, 2022 'The challenges of reintegration of former combatants into the mainstream of the society'

<sup>61</sup> UNDP, 2020 'Concept note towards a reconciliation approach in north east Nigeria'

<sup>62</sup> Abdalla Uba Adamu, 2007 'Chieftaincy and Security in Nigeria Past, Present, and Future'

Operationalising consultative decision-making had contributed in strengthening local community decision-making processes and expansion of local governance structures in general. Giving communities a chance to shape the process had helped to ensure former BH and other groups associates of extremist groups are not rejected or harmed when released from rehabilitation or transition centres. The early recovery programme designed responded satisfactorily to the immediate needs of communities' stabilisation across Borno, Yobe and Adamawa.

In recognition of the role of traditional system of governance, UNDP initially conducts through discussions with the Bulamas at ward level initially before developing proposals. The traditional institutions in Nigeria played fundamental role in influencing the direction of day-to-day activities of the communities<sup>63</sup>. Capitalising on this fact, UNDP utilised traditional system in conceptualising and designing recovery programme. Throughout the duration of early recovery and livelihood programme traditional institutions were influencing the direction of recovery programme interventions in the north-east Nigeria.

Towards this end, UNDP in close collaboration with the federal and local government supported by development partners, has successfully developed programmes for immediate community stabilization in northeast Nigeria. UNDP using triple nexus framework had mitigated differences that were arising from agency's mandate. It was noted that early recovery programme had moved away from geographically and thematically fragmented interventions. The overarching goal of this resilience-based approach essentially was to stabilize local communities that were devastated by the onslaught of Boko Haram through the provision of support in four inter-related areas: livelihoods, security, basic services, and emerging local governance.

Consultations comprises, women, youth and community-based organizations (CBOs) to realistically rank their needs. UNDP doesn't limit its work with institutions that have a national character but also work with associations too. It lifts associations by enhancing their capabilities and capacities. UNDP's reports<sup>64</sup> on reconciliation and reintegration portfolio attest critical collaborations platform were created as a building block to help the implementation the programme of early recovery and livelihood interventions. Thus, various associations had mushroomed at various LGA levels who are directly working at the community level. Community associations are closer to their community and the information collected at grassroot informs in the conceptualization of early recovery and livelihood programmes.

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<sup>63</sup> Makinta, Maina Mohammed et al, 2017 'Influence of Traditional Institutions in Farmer-herder Conflicts Management in Borno State, Nigeria'

<sup>64</sup> Support for reconciliation and reintegration of former armed non-state combatants and Boko Haram associates  
(S2R)

For example, traditional administration system headed by the Bulamas in Nigeria is playing a constructive role and has created cohesive harmonious structures at community level<sup>65</sup>. Bulamas as representative of their communities have social capital and are able to drive the agreed early recovery and livelihood programme intervention through the government system. UNDP is using the traditional system efficiently in all its engagement with the communities and gained them traction. This approach had garnered respect from the people and government of Nigeria. In the process, Bulamas are tasked to validate variety of approaches and to identify the neediest members of the community – the most vulnerable.

### 3.1 Programme Implementation

During the programme implementation communities were empowered to have a leading voice in the reconciliation and rehabilitation programme process. Communities are given the opportunity to design locally-appropriate reconciliation and rehabilitation related activities led by their traditional leaders. This process was enhanced by consistent engagement and dialogues during planning, implementation, and decision-making. Giving communities a voice to shape the programming process is helping in ensuring that former associates were not rejected or harmed when they were released from rehabilitation and transition centres; or when informally returning to their communities on their own. As an outcome peaceful coexistence among communities is slowly taking root.

Using area and-based and a community-based reintegration approach, UNDP had implemented community-based programming. Supported by the targeted assistance to individual low-risk former members of NSAG associates as well as members of their host communities. Since the main approach of community-based support is to reconnect insurgency with civilian it is playing a constructive role in enhancing their social life. This is done by encouraging the participation of low-risk former NSAGs in socio-economic activities that can benefit the community as a whole. UNDP has created linkages with its new social impact projects, value chain and marketing connectivity support. Tangible work is done around livelihood development, cash for work, emergency employment, and local infrastructure development that is helping the whole communities instead of specific groups to be targeted and benefit.

The core function of community-based reintegration (CBR) of early recovery and livelihood is assisting and empower communities<sup>66</sup> to 'absorb' the women, men, girls and boys exiting armed forces and groups – socially as well as economically. CBR support thus enhances the ability of communities to receive former combatants and/or facilitate their transition from

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<sup>65</sup> S.B. Amusa and M.O. Ofuafor, 2012 'Resilience of Traditions in Contemporary Politics: A Historical Study of the Political Influence of Traditional Rulers in Nigeria

<sup>66</sup> Since CBR is about the return of former members of armed groups or forces to civilian life, the communities to be supported are the broader civilian communities and would not include the community of (ex-)combatants.



being a (part-time) combatant to a well-accepted, social, and productive member of the community. The support activities would make it easier for former members of armed groups or armed forces to live safely and be well-accepted in a community of choice, participate in community affairs and have a viable livelihood. The early recovery and livelihood programme environment created is boosting relations among community members and is also helping in preventing recruitment of combatants.

UNDP CBR support is assisting initiatives, systems and processes at community level. It has helped in addressing priority needs of the community because it was identified and designed through broad consultative processes<sup>67</sup>. CBR activities are initiated and overseen by community representatives – including members of groups which were often excluded from decision-making mechanisms, such as young women and men. Community's process of decision-making, management and oversight is helping to strengthen governance at community level, as well of local government. It is also supporting and fostering peacebuilding and social cohesion among communities. With the improvements awareness campaigns observed former members of BH, other members of extremist groups are being welcomed in the community. And spending of resources at the community level would likely help to revive the private sector and thus increase the availability of economic opportunities.

As a crucial component of reconciliation process in northeast Nigeria, UNDP has promoted reconciliation between NSAG associates and their communities of return. The process is seen with broader lens<sup>68</sup>. The conflicts are being addressed through community-based reconciliation programming. For example, as noted in the Borno State CBRR Policy, there were mistrust within their communities<sup>69</sup>. The problem was arrested by involving, all community members need to be part of an inclusive process, including traditional and religious leaders, women, youth, elders, people with disabilities, members of volunteer security outfits, among others. Government authorities from Bono elaborated that conferences was organised in their state to share their experience with other states.

Table 3: CBR policy in Borno State – Nigeria

Borno State in Nigeria has developed its own policy in Community-based Reconciliation and Reintegration (CBRR). It ensures appropriate linkages between the Federal, centre-based rehabilitation efforts and the State-led rehabilitation, reconciliation and reintegration support, taking place at the camp and community level. The policy provides guidance and defines the approaches that ensure individual rehabilitation and follow-up at the community level, as well as social, psychosocial, and economic reintegration components for those reintegrating in the State along with relevant interventions to prepare the communities to receive those returning to foster reconciliation and justice.

<sup>67</sup> Response from key informants from state authorities.

<sup>68</sup> UNDP, 2020 'Reconciliation and Reintegration of Former Armed Non-State Combatants and Boko Haram Associates (S2R) project

<sup>69</sup> IBID

Communities have the lead role in the process of reconciliation and reintegration, which requires consistent, dynamic and innovative community engagement and dialogue in the planning, implementation and decision-making process. The key mechanism for community involvement is the establishment of CBRR Committees. Overall coordination and oversight are being provided by the Ministry of Reconstruction, Rehabilitation and Resettlement. The activities under the policy are being implemented by local governments, CSOs, academia and the private sector entities. According to the policy, implementation by international organisations only takes place where local capacity is not available and shall have a capacity development component as well as a clear exit strategy.

*Source: Borno State, 2020 'Policy on Community-based Reconciliation and Reintegration'*

Former BH and other former groups associated with extremist had started an active role in their communities. In doing so, they had acquired and enhanced their social and marketable skills and experience. Involving BH and other former members of extremist groups in community's activities is helping in building trust with their communities and is normalising their lives and social behaviors.<sup>70</sup> UNDP by expanding access to mental health care is combating extremist tendencies. Now from the experiences gained it is clear, harsh law enforcement actions is unproductive in changing people's extremist beliefs or tendencies. Economic and social support are creating new opportunities for peaceful coexistence and as an outcome trust and stability is being nurtured. For example, in Borno state where insecurity was high, due to the recovery programme economic revival is registered. Social networks and connections between different members of society is enhanced. Communities' resilience was energized, coping mechanisms is increasingly enhanced throughout the reintegration processes. Specific identities of former members of BH and other members of former Associates of extremist groups is gradually reducing. The mindset of BH and other members of former Associates is gradually transforming but it still demands work to be done on psychosocial support to address the trauma sustained during the insurgency.

A key informant from the government official elaborated 'they are getting technical and other resources which are necessary to help them come out of current crisis'. For example, the Nigerian State Governments in Borno and Adamawa requested the development of a policy for the community-based reconciliation and reintegration of former Boko Haram associates and a Peace and Unity policy, respectively<sup>71</sup>. UNDP has supported the development of the policy in Borno and a dialogue around the potential Adamawa policy.

Some element of recovery and reconstruction effort may apply to all states depending on the specific nature of displacement, return movement and local capacity which inform states-specific programming<sup>72</sup>. Being familiar of this situation, both humanitarian and development agencies are working together as hand and glove in the restoration of livelihood and income

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<sup>70</sup> *Discussion with key informant from Nigerian University*

<sup>71</sup> *UNDP, 2020 'Concept note towards a reconciliation approach in north east Nigeria'*

<sup>72</sup> *UNDP S2R Inception Phase Report Nov 2019 – Aug 2020*

generating activities. Successful coordination of humanitarian and development actors helps the recovery programme to transcend towards a long-term development approach.

Livelihood activities changes especially at locations that are far off the center. Incidents such as seasonality, religious festivity and big trade days affects early recovery implementation. UNDP and its partners undertook market surveys to keep themselves abreast of the changing environments at community level. By understanding how things are done at grassroots level is informing the designing of recovery programme interventions realistically. Before embarking on designing programme interventions UNDP and its partners reach a common understanding which is instrumental for the sustainability of the recovery programme.

UNDP had diligent work by assessing points: what are the communities' priorities? what is a realistic programme development depending on conflict dynamism on the ground? Thus, before starting early recovery and livelihood related programme activities in any location a comprehensive assessment is done by the participation of all stakeholders in formulating early recovery and livelihood programme. For example, when assessing a newly cleared area from BH it was highlighted that there is a clear guideline set by the military what kind of crops can be ploughed in newly secured area? Communities are aware of what is realistic that aids them to navigate the contours of life?

### 3.2 Community Stabilization

Since early 2017, military gains had improved security in parts of northeast Nigeria had encouraged state authorities to focus greatly on stabilization of conflict<sup>73</sup>. At the international level, key donors set up the Oslo Consultative Group on the prevention and stabilization in the Lake Chad region to coordinate their response activities<sup>74</sup>. The Lake Chad Basin Commission and the African Union Commission have adopted a regional stabilization strategy, which highlights short-medium- and long-term stabilization, resilience, and recovery needs<sup>75</sup>. In parallel, donors have also begun expanding bottom-up stabilization programmes aimed at addressing the drivers of insecurity at the local level. These efforts have generally fallen into three main categories: programmes aimed at strengthening local conflict prevention and mitigation systems, programmes aimed at restoring local governance and basic services, and programmes aimed at fostering social cohesion and ensuring the reintegration.

Local communities were initially stabilized through the deployment of Nigeria's Militarily who cleared BH from areas it had formerly occupied. Ensuing this development UNDP and its

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<sup>73</sup> Saskia Brechenmacher, 2019 'Stabilizing north east Nigeria After Boko Haram'

<sup>74</sup> Stabilisation in the Lake Chad Basin A Humanitarian Perspective [2018-briefing-note stabilisation-in-the-lake-chad-basin.pdf \(nrc.no\)](#) (Accessed on 14 July 2022)

<sup>75</sup> Carnegie endowment for international peace, 2018 'Ministerial conference on the adoption of the regional stabilization strategy for the Lake Chad Basin Region'. African Union's Peace and Security Department, August 31, 2018.

partners started the provision of support in four inter-related programme areas: livelihoods, security, basic services, and emerging local governance. Gamut of integrated reconciliation activities were initiated in order to improve human security. Banning violence had also enabled local government to engage in delivering basic services. It also had increased employment opportunities for community members and had strengthened their self-confidence. When designing this programme UNDP followed a multi-pronged approach of cooperation with partners and government authorities in the implementing of humanitarian interventions and stabilisation of early recovery of the programme. This approach had adequately addressed complex challenges arising from various conflicts in north east Nigeria and agencies mandate.

UNDP meets regularly with the development partners and government agencies to understand the scope of how much the sub region areas have been affected by the crisis and what is their accessibility. During consultations they had reached a common understanding on the following points. a) the crises of insurgency that is creating havoc in the society is the principal one; b) Crises between headers and famers is usually resource base; c) the crisis of food insecurity created are natural and man-made d) what are the different components driving conflict. This categorisation of conflict faced helped UNDP to define the direction of action and to conceptualise the early recovery alongside their humanitarian response partners. As the lead of the cluster for livelihood programme UNDP is a member of the humanitarian response plan (HRS).

These allows UNDP to be positioned in the framework of sustainable peace-building reconciliation and reintegration programmes in the three states. This analysis or engagement with other different entities that are delivering intervention in the state allows UNDP to sit programmatically. A Government key informant elaborated that stakeholders are receiving technical resources and other resources which are necessary to help the states come out of the current crisis'. For example, the State Governments in Borno and Adamawa requested the development of a policy for the community-based reconciliation and reintegration of former Boko Haram associates and a Peace and Unity policy, respectively<sup>76</sup>. UNDP has supported the development of the policy in Borno and had discourse around Adamawa state policy. Namely:

- a) working alongside humanitarian partners in delivering humanitarian response plan;
- b) deploying interventions some fit in the early recovery and livelihood cluster in the framework of the humanitarian response;
- c) supporting peace related interventions which goes beyond the early recovery to develop long term plans;
- d) understand the underlining causes of the problem and putting in place on how to address them;
- e) some projects sit within the sub office but some projects sit at the federal level.

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<sup>76</sup> UNDP, 2020 'Concept note towards a reconciliation approach in north east Nigeria'

Transcending the spectrum of humanitarian intervention development action is not linear. For instance, the peace leg UNDP was working throughout emergency intervention doesn't wait until humanitarian intervention closes. This specifically refers working together initially in effectively catering peoples' needs; mitigate risks and vulnerabilities. Humanitarian food aid support which was distributed during emergency are now transcending more to livelihood support. Humanitarian supports are transforming into a long-lasting process of building communities' capabilities beyond the humanitarian crises.

Table 4: Programmes and related Theories of Change

Type of Programme	Theories of Change
Strengthening local conflict prevention and community security mechanisms	Supporting communities articulate their security concerns and government needs to improve early warning and response mechanisms, build greater trust in security forces, and strengthen coordination among security actors at different levels of governance.
Restoring local government and basic services	Restoring basic local government presence and basic services will help foster greater citizen trust in government and improve perceptions of government responsiveness.
	Involving citizens capacity in decision making around services priorities will foster greater social cohesion within communities. Build local demand for better governance. Push government officials to be attuned and accountable to citizen needs to enhance social contract.
	Offering targeted services and interventions to at-risk communities and individuals will make them less vulnerable to extremist recruitment.
Supporting reintegration and social cohesion	Ensuring individuals previously associated with nonstate armed groups are accepted back into their families and communities and that local conflicts are resolved peacefully will foster reconciliation, incentivize further defections, and prevent a return to violence and criminality.

Most of the times there is a tendency to limit the remit of UNDP to delivering projects only. But looking at the reports produced, it is delivering interventions in a variety of ways. The very recognizable is through development intervention projects: projects that provide livelihood, peace building, reconciliation and reintegration. But they do deliver their support through technical support. For instance, when state institutions are formulating their approaches, they usually call upon UNDP for assistance in designing programmes, monitoring and evaluation and implementation modalities. UNDP always make sure the ownership of programmes stays within the government.

In the documents reviewed for northeast Nigeria, ample indicators were put in place to monitor state's immediate and long-term development priorities. Outcome evaluation found out that immediate and long-term recovery programmes are suitably mainstreamed. These findings are reflected in the preparation of annual budget or the medium-term to long-term development plan. The evidence is for the next 20-25 years a plan of action is developed and directions are set on how to go about them. This

consultative approach helps to synergise UNDP mandates in the interaction with state institutions CBOs and traditional system. It also helps in identifying capacity gaps of government and CBOs and to put in place support to successfully implement the early recovery and livelihood programmes.

### 3.3 Early Recovery Response

The widespread of conflict that is continuing unabated is one of the many bottlenecks the governments of northeast Nigeria sub region are grappling with. Deficits occur due to poverty, inequality, exclusion, insecurity and ecological degradation that is cumulatively impede socio-economic development and usually leads to conflict. It had also affected rule of law, environmental sustainability, peace and security, and inclusive economic growth. The fight against corruption has also hindered the overlapping mandates and weak coordination among anti-corruption agencies and civil society organizations, and partly explains why Nigeria is ranked 154 out of 168 countries in the 2021<sup>77</sup> Corruption Perception Index.

Unemployment rate increased by 58 percent over the last decade, from 21.1 in 2010 to 33.3 percent in the fourth quarter of 2020, with youth unemployment higher at 42.5 percent. The youth who are below 35 years old in north east Nigeria is 80.3 per cent of the population<sup>78</sup>. Factors underlying high youth unemployment in Nigeria include the lack of opportunities and the mismatch of job seekers' skills with market needs, reflecting the importance of skills development as a strategy to promote employment and entrepreneurship.

Many communities were completely abandoned as an outcome of insurgency, especially in Borno and Yobe states. There was a limited number of teachers with 500 teachers killed and many fleeing the region. The economy of the region has virtually collapsed, with many parts of Borno, Yobe and Adamawa state having host keys basic education infrastructures like physical infrastructure, materials, and equipment<sup>79</sup>. Basic education infrastructure was damaged during Boko Haram insurgency and reconstructing such infrastructure is essential to sustain recovery in northeast Nigeria.

The damaged basic education infrastructure were mainly buildings: classrooms and dormitories. Reinvigorating basic education infrastructure at primary and Junior secondary schools was one of the priority area the federal government, state authorities and local governments worked with their development partners to address communities needs in post-conflict setting<sup>80</sup>. Effective governance of basic infrastructure requires rehabilitation of

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<sup>77</sup> *Transparency international, 2021 'Corruption Index'*

<sup>78</sup> *Chris M. A. Kwaja Ruqayyah Yusuf Aliyu, 2020 'Youth in Peace Building in Northern Nigeria'*

<sup>79</sup> *Kabiru Mohammed Badau, 2020 'Impact of Reconstruction Strategies on Basic Education Infrastructure in*

*Post Boko Haram Insurgency in North East Nigeria'*

<sup>80</sup> *Abdulrasheed, Onuselogu, & Obioma, 2015 'Effects of the insurgency on universal basic education in the*

buildings and stocking which requires fund. Sustaining effective governance and delivering services are very critical to achieve rapid physical infrastructure rehabilitation.

State rehabilitation of infrastructures is the ability to restore services which were in place before the conflict and were providing limited services in rural areas. The state is expected to restore basic services such as education health water and electricity which the insurgency target and destroy. BH as a spoiler had destroyed education, health centers and hospitals. The main aim of the insurgent was to send message to break the moral of the community and signals, the government is weak and had failed delivering basic service. It is basic for state authorities to rapidly restart state reconstruction service despite being repetitively destroyed. In the post-conflict setting service delivery is focusing at least two areas; (i) basic educational services which were in place before the conflict and (ii) limited new basic education services in areas previously outside the reach of the state.

Table 5: Youth distribution

	States	Population as at 2006 census	% Population Under 35
1.	Adamawa	3,178,950	79%
2.	Borno	4,171,104	80%
3.	Taraba	2,294,800	80%
4.	Gombe	2,365,040	81%
5.	Bauchi	4,653,066	81%
6.	Yobe	2,321,339	80%
	Average	3,164,049	80.3%

Source: Youth in Peace Building in northeast Nigeria 2020

Job fair doesn't look good in 2021. Unemployment is at 33 per cent, and underemployment (defined as people working 20-29 hours per week) at 23 per cent. For the youth (15 - 34 years, about 50% of the labour force), those numbers are 42 per cent and 21 per cent, respectively, higher than for any other age group.

Early recovery and livelihood programmes in north east Nigeria are centred along the following areas<sup>81</sup>:

- strengthening local and state-level conflict prevention and community security mechanisms to help communities prevent and solve emerging conflicts and tensions;
- rehabilitating civilian infrastructure and basic services to strengthen government legitimacy and responsiveness to citizen needs; and

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*Borno State of Nigeria. American Journal of Educational Research'*

<sup>81</sup> UNDP, 2019-2020 'Support for reconciliation and reintegration of former armed non-state combatants and Boko Haram associates (S2R)'

- supporting the reintegration of former BH fighters, civilian militia, and those associated with insurgent groups, as well as local-level social cohesion more broadly, with a long-term view toward social healing and reconciliation.

The stabilisation response starts immediately after the crisis begins<sup>82</sup>. Priorities set are producing immediate results which are giving hope for vulnerable communities. Recovery is a multidimensional process that begins in the humanitarian settings but is guided by development principles and seeks to catalyse sustainable development. Outcome evaluation had found out the early recovery programme had generated self-sustaining recovery programme and nationally-owned, intervention. Restoration of basic services, improving livelihoods and shelter; enhancing governance, security and rule of law and had strengthens human security and aims in addressing the underlying causes of the crisis.

## 4 UNDP Early Outcomes and Outputs Findings

The humanitarian emergency response for early recovery and livelihood programme intervention began with the surge of insurgency at northeast Nigeria. This was co-ordinated by UNDP's recovery and livelihoods programme unit and priorities were set on multilevel intervention. Initially it focuses on strengthening capabilities of communities to re-build resilience. Early recovery and livelihood interventions are evaluated using the developmental evaluation tools: relevance, coherence, efficiency, effectiveness, sustainability and cross-cutting issues. Using these assessment instruments, it has assessed early recovery programme. The finding shade light on what early recovery and livelihood projects had contributed and how it had addressed the long-standing insurgency challenges.

The outcome evaluation assessed the interlinkages of conflict drivers. The result was, early recovery programmes interventions had implemented the programme suitably which transcend into smooth transitions from humanitarian interventions to recovery and developmental trajectory. What is the multi-level approach of emergency humanitarian support and early recovery and livelihood programmes? How were they designed to addressed the crises that arises from insurgency in northeast Nigeria? What role does the triple nexus framework had helped in mitigating differences that arises from the agency's mandate?

### 4.1 Relevance

Consultative discussions were conducted between communities and their administrators to harmonise a responsive plan of actions. Coordination among northeast Nigeria communities, their local authorities and security actors was used as an entry point. Early recovery and livelihood programme had brought together civilians and security personnel to monitor, report, and discuss local security issues so to be able to develop responsive plan of actions.

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<sup>82</sup> *USAID, 2018 [Stabilization Assistance Review: A Framework for Maximizing the Effectiveness of U.S. Government Efforts to Stabilize Conflict-Affected Areas - United States Department of State](#)*



UNDP and its partners provided training to state authorities, community leaders, CBOs, faith-based organisations and association members, on how to overcome a variety of localised disputes using alternative dispute resolution which is popular for creating win-win situation<sup>83</sup>. People-to-people dialogue has created venues for discussions and information sharing channels across multiple levels of governance. For example, they combine community-level peace monitors tasked with identification of emerging security threats.

### **Strengthening local conflict prevention and community security mechanisms**

Recognising and building on the social capital of traditional leaders have developed in addressing disputes. UNDP is collaborating with traditional leaders in designing the early recovery and livelihood programme intervention by utilising and triangulating community's dynamism. The approach taken have enhanced conflict prevention and resolution mechanisms at grassroots level. Community consultations initially had set the stage by raising the following points. How conflict can be arrested? How can traditional system be championed to be relevant in conflict resolution mechanism to prioritise peaceful coexistence. The assessment of the early recovery programme shows, recovery programme intervention is relevant in creating peace and stability. The recovery process is capitalizing on: what communities have and identified what additional value traditional governance could bring to the table. It was found out that traditional system of governance is good at delivering services of rule of law at a minimum cost. Empowering communities to do their day-to-day activities and support them only when their needs required UNDP had boosted self-confidence which is an entry to the self-reliance and resiliency of communities.

Early recovery and livelihood programmes designed gave a positive spin and are found to be relevant in mitigating the crisis in northeast Nigeria. UNDP's conflict prevention and resolution mechanisms are effective because it has improved safety and security at the community level and is paving ground to jump start social and economic development. Returning refugees and former BH and other members of extremist groups had started ploughing their farms. Essential infrastructure and basic services are now functional. Livelihood opportunities are available for all household (host community, returning refugees, IDPs former members of BH and other extremist groups) which made the programme intervention relevant.

Key informant from state authorities; members of CBOs gave their testimony that the programme intervention designed had created mechanisms for functional reconciliation and reintegration procedures for resolving conflicts of communities. The assessment had confirmed peace and stability is slowly evolving at conflict affected areas and had started taking root. Study finding elaborated, former refugees, IDPs, former members of BH and others who were associated with extremist-groups had returned to areas of their choice and are living peacefully with the host communities. The traditional mechanisms of addressing conflicts were

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<sup>83</sup> Chitra Nagarajan, *"Integrating Civilian Protection into Nigerian Military Policy and Practice,"* <https://odihpn.org/wp-content/uploads/2017/10/he-70-web.pdf>. Accessed on 13/07/22

strengthened by training community leaders and members on how to go about reconciliation and reintegration interventions at their communities. The outcome of consultative dialogue supported by recovery programme enabled peaceful coexistence of former BH and other members of extremist groups who formerly were considered or seen as 'enemies' of society.

Early recovery and livelihood programmes are very relevant in north east Nigeria sub region in reversing conflict gears and put the sub region on developmental course. To this effect, UNDP is working very closely with traditional leaders, CBOs and associations and build their capacities and capabilities to act as change agents in their communities. Traditional system of governance are the products of culture the communities are living in. They have proved their ability and expertise to engage in social and economic activities during difficult conflict setting. The fact that communities have long-running disputes among their communities demands specific conflict transformation mechanisms.

The outcome evaluation demonstrates that there are opportunities and possibilities to scaleup the recovery programme to improve communities' daily lives. The fund received by UNDP and its partners to date is insufficient. The early recovery and livelihood programme intervention can only be taken as a pilot of building block for reintegration and reconciliation. The basic recovery programme components are put in place and it can be scaled up to have a multiplier effect to peace-building and conflict transformation. This demands a generous funding from the Federal government of Nigeria and its international development partners. In order to emulate the experience gained by the state of Borno, communities from different states of northeast Nigeria are sending their representative to learn and cross-fertilise it with their experiences<sup>84</sup>. This by itself is good in creating healthy society and is a sign of normalisation.

UNDP and its partners had embarked on the implementation of stabilisation programme activities at identified target communities as prioritised by the communities. CPD Output 1.5 development goal had helped communities who reside at 'hot spots' by enabling them to have access to livelihood opportunities, skills-building, entrepreneurship and creates employment opportunities. The assessment found out the programme is relevant and is aligned to national development goals.

Once the conflict started subsiding, refugees and IDPs usually want to reconnect with their relatives<sup>85</sup>. The process of reconnecting is traumatic and stressful after they were physically dislodged from their homestead. Displacement tears apart the social fabric and the existing patterns of social organization and livelihoods. Life-sustaining informal social networks of mutual self-help among the people, local voluntary associations, self-organized service arrangements, etc., are dispersed and were rendered inactive. Refugees had experienced two major relocations: one when they fled and second, when they return to their home country and all demand to start from scratch.

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<sup>84</sup> *Key informant discussion from Borno state authority*

<sup>85</sup> Mehreteab, 2022 *"The challenges of reintegration of former combatants into the mainstream of the society"*

Each re-location is accompanied with a loss of means of livelihood such as land, jobs security, home and often restocking of livestock which marks the start of a tough rebuilding process<sup>86</sup>. Lack of verifiable data makes it difficult to quantify what has worked and what areas need improvement in traditional leaders' led initiatives. This is a limiting factor to develop a working policy for rapid early recovery and stability in the northeast Nigeria because insurgency is still active. Going forward, it is critical to understand how traditional leaders' initiatives can be enhanced to deliver service, how to engage them to play their constructive role in motivating community to recover during conflict settings.

Recovery programmes has helped to address local security threats and has improved dialogue among citizens, enhanced services, at BAY states is commendable. But efforts conducted so far to connect these platforms to higher-level political institutions and to harmonise bottom-up with top-down decision making is relatively unsuccessful<sup>87</sup>. As a result, these mechanisms struggle to tackle conflict drivers and structural problems that go beyond the capacity of local governments, including chronic corruption and weak accountability and oversight in the security sector which still thrives. Recovery programmes have helped restore basic infrastructure and services, but the political end goals of stabilization programming are still uncertain.

People affected by the insurgency in the northeast Nigeria need to recover from psychological stress and trauma. To this effect substantial work is done in partnership with other agencies and has left its foot prints all over. The destruction of homes, building or infrastructures can be seen with our naked eyes. The damage inflicted to human brain during civil war can't be seen or addressed easily and demands specialised expertise. There is a need to train social workers to address the psychosocial trauma and stress problems the community is facing. For example, in Rwanda they were having very few psychiatrists that can deal the trauma professionally. To be more specific they had three psychiatrist and five psychiatrist nurses. Societal trauma after the killing of more than eight hundred million people was tremendous and can't be addressed with the capacity they have.

In 2004 the Rwanda Ministry of health trained 500 social workers and were connected with the clinics of the psychiatrists. Patient's symptoms and diagnose were shared with the clinic. Based on this collected information psychiatrists were assigning counsellors or the patient is referred to clinics or hospitals to get help. Rwanda is one of the many countries who had addressed its genocide trauma adequately. One of the many reasons that Rwanda's The outcome of developmental trajectory is attributed to first acknowledge psychosocial problems of conflict and put mechanisms in place to address it. Nigeria in general and north east Nigeria in particular there is a lot of experience that can be learned.

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<sup>86</sup> Sorencen, Christian. 1995, 'Reintegration Project for Demobilised Fighters'. Half-year Report.

<sup>87</sup> Saskia Brechenmacher, 2019 'Stabilizing north east Nigeria After Boko Haram'

UNDP is stabilising areas that have been cleared from the occupation of BH and/or extremist group. Adamawa, Borno, and Yobe states have achieved the following outputs as a result of UNDP recovery programme activities:

1. Community safety and security has improved;
2. Essential infrastructure and basic services are functional; and
3. Livelihood opportunities are modestly available for all household (host community, returning refugees, IDPs former members of BH and other extremist groups).

Building on UNDP's worldwide interventions in insurgency affected countries, the following outputs were set as key pillars for successful stabilization of BH affected States of Borno, Adamawa and Yobe states<sup>88</sup>. It had also facilitated the stabilization of the population suffering from drought and displacement outside the conflict area. They have facilitated transition from conflict to development through local initiatives and reconciliation consistent with a regional peace plan. The programmes focused on human rights, reintegration of returnees, participatory development planning, restoration of basic services and rebuilding of the local economy, always using a decentralised, integrated and bottom-up approach.

**Improved access for education:** UNDP had successfully completed the task of improving the quality of education. Early recovery programme photos made available shows schools were equipped with furniture that had created a conducive environment for student to attend schools. In the following places: Government Technical College (GTC) Bama, Government Girls Secondary School (GGSS) Konduga and Government Central Primary School Mafa were provided furniture for classrooms, offices, examination halls, laboratories, and boarding rooms.

UNDP has implemented area-based approach as an outcome education and technical education facilities were rehabilitated in 3 Local Government Areas (LGAs) in 2020. The furniture installed in the learning institutions enables 3,600 youths (1,700 (47.22 per cent female and 1,900 (52.77 per cent) male) access to quality education, which shaped the career pathways towards employability and an economically empowered future.

**Improved access to solar power:** 5 KVA solar powered inverters were installed at GGSS Konduga and Government Central Primary School Mafa. Solar powered energy system enabled 2,100 students (1,000 female and 1,100 male) to learn and by creating an enabling environment for learning in extreme summer weather of North East (NE) Nigeria, through production of clean energy.

**Improved access to security:** The remedial work for a police station in Mafa started in the reporting period. In July, the Mafa Police Station, which had previously been rehabilitated and completed, was extensively damaged by a heavy wind storm. Following consultations between the Ministry of Reconstruction, Rehabilitation and

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<sup>88</sup> UNDP, 2017 'Country programme document for Nigeria (2018-2022)'

Resettlement (MRRR), the donor and, UNDP, an agreement was reached to undertake repair work. In the reporting period, rehabilitation work was initiated.

**Improved access to health services:** WHO through the funding from the EU has continued monitor the delivery of health services in the 7 LGAs where it has facilitated the rehabilitation, equipping and the reactivation of health service delivery. WHO conducted 12 sessions of supervisory visits to the rehabilitated PHCs in Bama, Gwoza, Biu and Konduga, Chabbal, and the state psychiatric hospitals. It conducted capacity buildings sessions for 60 PHC workers on (Basic Emergency Obstetrics and New born care) BEmONC in southern Borno State zone to improve maternal and child health indices, contribute to the reduction of maternal deaths and enhance continuity of essential health services in the context of COVID 19. WHO supported the SMOH to train 90 PHC workers on Integrated Management of Childhood Illnesses (IMCI) across the 18 Northern and Central Borno LGAs.

**Improved access to nutrition services:** The State specialist Hospital is now fully functional and is serving as a referral facility for several outreach centres. A total of 155 severe acute Malnutrition cases with complications were admitted and managed at the centre and 98 per cent had recovered. WHO mobile health teams in 6 LGAs screened 11,232 under-5 children for malnutrition in Hard-To-Reach settlements.

Consultation with the government authorities, traditional leaders, CBOs and associations helped to prioritise affected communities. They were assisted through cash-for-work, food-for-work, short-term contracting to stabilise the emergency situation. Once communities were stabilised, recovery and livelihood programmes start-up in the form of grants or variety of developmental packages were made available. This include but not limited to skills training, micro or small enterprises to re-establish or jumpstart the economy. Building or rebuilding infrastructure, especially community infrastructure, such as roads, bridges, water and sanitation systems, shelter, telecommunications, health facilities, schools, community centres, and irrigation and drainage systems. Technical and vocational training, apprenticeships, job placement services, and self-employment support enhanced the sustainability and relevance of the programme. The approach has multiplier effect in strengthening social cohesion and peaceful coexistence at the grassroots level.

## 4.2 Coherence

The government of Nigeria, through the Ministry of Budget and National Planning ensured programme coherence by aligning it to its national policies, strategies and action plans. Programme compatibility was ensured through the various humanitarian coordination platforms discussed and set by international development partners. UNDP used these platforms for information sharing, identifying potential areas for collaboration, coordinating

development interventions, and resource mobilisation which ensures its coherence. This approach is followed rigorously to ensure program coherence. The outcome, development partners and humanitarian organisation had developed trust and ownership of their programmes.

Address conflict and nabbing them through reconciliation and reintegration at community level by bringing refugees, IDPs, members of BH and community are well harmonised and synchronised and had paved ground for coherence and resilience. The finding of the evaluation confirms early recovery and livelihood programme intervention were implemented coherently and had achieved the indicators set. The evaluation of the early recovery programme finding indicated it had addressed internal displacement and refugee's resettlement in areas of their choice. Said that, literatures reviewed stresses, reconciliation and resettlement is a long-term endeavour and demands a long-term commitment of funding and positive outcome are usually fragile and warrants generous support for the recovery programme to attain sustainability.

Depending on the respondent, different opinions are heard from humanitarian partners 'we need to save lives first before starting resilience or livelihood intervention programmes'<sup>89</sup>. The evaluators concur with UNDP approach to stabilisation that put prevention measures using tools such as reconciliation to transform conflict. The north east Nigeria's community-based reconciliation and reintegration (RR) process was based on the Borno State policy which was informed by preceding consultations with 25 communities across the Lake Chad Basin<sup>90</sup>. Implementation components' design draws upon rigorous research studies conducted in Nigeria and elsewhere.

This approach is vital for peace and stability to sprout and it gives community apolitical breathing space to put its acts together and identify its priorities. The approach UNDP followed gave a good cushion or safeguard and is serving as brake for communities from sliding back into conflict. Now communities have reached a stage where they are able to resolve their disputes amicably. UNDP and its development partners had encouraged students to go back to school. Supported returning refugees, IDPs, BH and other former members extremist group to start farming or engage in different livelihood activities. Based on the supports given some locations had transcended from emergency situation to recovery and programme interventions are designed accordingly. It had tailored programmes to the needs of the people in general and designed early recovery programs are catering for the needs of communities residing in conflict zones by designing comprehensible recovery programme coherence.

In order to avoid wastage and avoid duplication, UNDP is closely coordinating its activities with members of communities and government authorities. There are a lot of partners or institution working across the northeast Nigeria and the context in each area is different and coordination is vital. Harmonisation measures are in place and in the process enhancing programme coherence. Synchronising their acts together, stakeholders are registering positive programme

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<sup>89</sup> *Norwegian Refugee Council, 2018 'Stabilisation in the Lake Chad Basin: A Humanitarian Perspective'*

<sup>90</sup> *UNDP, 2020 'Concept note towards a reconciliation approach in north east Nigeria'*

intervention which is the sign of designing coherent programme<sup>91</sup>. For example, state authorities are investing resources to address the insurgency. The state and federal governments are getting technical support from UNDP to help them strategize early recovery and recovery livelihood programme intervention.

The early recovery and livelihood programme put in place is compatible with the government policies and directives because it was validated by state authorities after communities prioritised their needs. This was ensured through the consultative discussions followed with all stakeholders. The government of Nigeria, through the Ministry of Budget and national planning, ensured programme coherence with national policies, strategies and action plans it had formulated. The CPD strategy was based on the interlinkages of two pillars/programme areas to ensure integration of and synergy between the components. For instance, in order to diversify rural livelihood UNDP supported vocational skills training and reduces dependency of rural households on subsistence farming. In general, programme interventions were designed to complement each other and cumulatively generate results that contribute to the attainment of the CPD outcomes.

Key factors which facilitated programme coherence include: i) country-driven planning process followed in the design and formulation of the SPCF and CPD; ii) existence and use of national, regional and international development frameworks (E.g., NIDP; UNDP SP and SDGs); iii) the coordination mechanisms of the UNSE (e.g., UNCT and Technical Working Groups); and iv) the adoption of national implementation modality (NIM).

The Government through Minister of Finance, Budget and National Planning and other concerned line ministries ensures that there is no duplication of interventions supported by international development partners by coordinating and harmonising preparation of the early recovery programme. With respect to the CPD, the MBNP facilitates and coordinates preparation of programme documents in consultation with UNDP and other stakeholders. The concerned line ministries on their part ascertain that CPD interventions complement their own sectoral plans and strategies were supported by other development partners. Results show both the Government and UNDP prioritise disadvantaged communities living in remote, highly vulnerable areas.

The emergency responses were framed around the livelihoods approach and is offering a combination of short-term emergency relief and long-term support to strengthen resilience. The programme for social stability and security of the conflict-affected communities in northeast Nigeria supported conflict-affected and/or communities at risk by building on an integrated community recovery, peacebuilding and resilience approach. These interventions

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<sup>91</sup> *UK Aid, 2017 'Final Evaluation Report: Independent Evaluation Provider to the Nigeria Stability and Reconciliation Programme'*

are deepening social cohesion and localised healing process initially by acknowledge what communities are suffering from. In order to enhance what has been achieved so far requires systematic conceptualisation of programme. This helps in developing a homegrown interrelated judicial and non-judicial solutions; processes and mechanisms; that is foundational for long term transformation<sup>92</sup>.

UNDP has supported a series of community level dialogues, structured in the transitional justice context. These first-round transitional justice dialogues featured community members, religious and traditional leaders, and some former BH and associate<sup>93</sup> individuals. Dialogue initiated embed discussions on healing, forgiveness as part of re/building and entrenching social cohesion. 35 participants each from Banki, Bama and Gwoza (105 total of which 21 (20 per cent) were women) attended. The integrated early recovery programme designed (November 2019 to October 2022) was implemented by UNDP, UNICEF, and IOM, with the generous support from the European Union seeks to support the State Governments of Borno, Adamawa and Yobe. The coherent recovery programme designed had enhanced community preparedness for reconciliation and reintegration by reducing rejection and stigmatisation of former associates by preparing ground for community-based healing and reconciliation.

The designing of early recovery and livelihood programmes had achieved coherence and it is summarised as follows:

**Improved access to agriculture:** productivity of the farmers improved: Total of 2000 farming households 610 (30.5 per cent) of them female headed households in three communities have improved their productivity by learning technical skill through a series of agricultural extension services.

**Improved access to employment:** Youth employability improved through provision of market-aligned vocational skills. The skills training was given ranging from four to six month. These helped to improve community's livelihood. They also received a business start-up or cash grant depending on fulfilling the criteria set. An individual has to attend 80 percent of the training time to qualify and should present a viable project to be implemented. The total number of beneficiaries was 800 out of which 262 (32.85 per cent) women and 538 (67.25per cent) men. There is a need to standardise intervention such as skills training among the partners who are giving training.

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<sup>92</sup> UNDP, 2020 'Concept note towards a reconciliation approach in north east Nigeria'

<sup>93</sup> "Associate" means any person over whom the national or regional authorities have some responsibility or authority, through custody or otherwise, and whom they believe had some contact with a violent extremist organization (VEO). The use of the term does not prejudice the nature of any relationship. Associates may include: (a) combatants or fighters at all levels; (b) those performing a broad range of non-combat roles, for example espionage, and support functions, for example cleaning, cooking or record-keeping; (c) hostages, other victims and civilians accompanying fighters; and (d) persons erroneously believed to be related to a (VEO)



**Access to basic services improved:** Six public infrastructures were rehabilitated, improving the access to basic services of 5,500 (2,750 (50 per cent) women, 2,750 (50 per cent) men). The types of services covered include education, healthcare, WASH, and renewable energy.

**Local governance capacity of LGA officers strengthened:** 45 out of which 18 (40 per cent) women, 27 (60 per cent) men) officials of LGA in the North-East were trained about roles and practices of LGAs and the experience of Japan in the course of its recovery after the WWII in partnership with Japan International Cooperation Agency (JICA).

**Community-based SGBV prevention mechanisms established:** The target communities had strengthened their capacity to prevent and respond to SGBV and had empowered women. Sixty community leaders received TOT, six groups of peers were established to build confidence and harmonize between peer structures and communities, schools and other environment prone to SGBV.

### 4.3 Effectiveness

Tackling insurgency driven conflict, UNDP and its partners are supporting governments in implementing early recovery and livelihoods interventions. They are participating in sectoral coordination in line with the Humanitarian Response Plan. The most fundamental insignia of early recovery and livelihood program effectiveness is coordination of the sector. The early recovery sector coordination harmonises the work of 21 organizations. These are UN agencies, national NGOs, faith-based organizations that are implementing early recovery and livelihood work across the 3 states. One of the fundamental works of UNDP is to institutionalize support of small organizations through access of resources.

Resource redistribution happens as part of the humanitarian response plan (HRP). UNDP rather than competing for resources, provides space in its early recovery programme intervention for local NGOs or associations to access resources. This allows the NGOs, CBOs or members of associations to penetrate deeper at the community level to undertake recovery interventions. The other area of collaboration is with other sector partners where they have comparative advantage in the implementation of the recovery programme. This effective recovery programme implementation is pushing cooperation to a higher level.

UNDP strengthened its program effectiveness by delving on two strategic documents. The common country assessment which informs what the 29 UN agencies are doing in Nigeria. They sit together to craft the development assistance framework and each agency develops its 5-year development plan. For example, the one which is being developed to start next year has set the stage for UN direction in Nigeria. The early recovery programme is one of the many components of development intervention which was extracted from the set of priorities in discussion with the government. Inputs were received from CBOs and other stakeholders of

the communities and this process establishes the effectiveness and coherence of the recovery and livelihood program interventions.

The assessment of programme effectiveness demonstrated changes registered as an outcome of early recovery intervention. Some of the fundamental changes are service provision support given are taking root in many communities and the programme is working well. For example, if we take Borno and Adamawa, the number of institutions that were revived and are delivering basic healthcare service are impressive. The other testimonies that are reported every year when states are making their submission to the house of assembly is glaring example the effectiveness of the recovery programme.

When deliberating on budget, variety of intervention related to early recovery, stabilisations, livelihoods were presented with positive tone. UNDP's early recovery programme was vividly applauded. There is substantive evidence for early recovery and livelihood interventions. The monitoring and evaluation reports produced by UNDP also demonstrated service provision institutions rehabilitated, what communities had benefited, how many children were able to access education. Health and school infrastructures were deliberately destroyed in some places more than two times and concerted efforts were put by development partners and government authorities to make them functional again.

Rehabilitation as a recovery procedure approach was meticulously followed and is lifting communities from their dire needs and is giving them hope for the future. UNDP participated in all the designing procedures related to recovery programmes that are alleviating conflicts to nurture normalcy. For example, UNDP is the lead of the 13 clusters and participates in the coordination of the working groups. In order to harmonise program implementation and to address issues raised during implementation they regularly sit with state authorities as part of coordination mechanism. Progresses on what UNDP is doing as part of the project intervention and determines accountability in terms of what is being implemented and ascertains efficiency.

The consultative platform created allows a space to discuss issues and listen to suggestions, identify, priorities and deprioritise intervention in different locations. Sharing of information of what realistically can be done enhances efficiency and minimises duplication of efforts from both sides. Although it is not a perfect process once it comes to light, corrective measures are taken to address the problem using the coordination mechanisms put in place. Sector coordination allows partners to mobilise resources jointly, share them, and prioritize which NGOs or CBOs are well suited to implement the project. For instance, the reintegration work is so complex and so massive that work is shared between three agencies that are working together under one project. IOM for instance implements a component of it, UNDP does another component and UNICEF does another component depending on their mandate, capabilities and experience in areas of early recovery programme interventions. This are the key components of looking at the peace-building which is cutting across agency mandate, being coordinated by different institutions. There is always room for improvement but it is beyond the scope of this study but with certainty the early recovery and livelihood program is being implemented efficiently.

## 4.4 Efficiency

The assesses of early recovery and livelihood programme efficiency in terms of economic use of resources, transfer of funds, and UNDP's project implementation support services had accomplished the target set.

Table 5: UNDP programme delivery

Project#	Project	Total resource (\$)	Total Expense (\$)	Delivery
108936	00120365 - Recovery: Japan 2020-21	2,481,946.97	2,481,946.72	100%
134399	00125993 - South Korea Recovery in NE	495,050.00	492,900.93	99.6%
108936	00108476 - Integrated Com Stab: EU	16,727,629.76	16,309,367.85	97.5%
126289	00120397 - Strengthening Reconciliation	3,488,432.12	2,433,384.48	69.76%
134399	00125992 - JSB 2021-2022 NE &MB	5,709,037.00	5,159,179.62	90.37%
<b>Total</b>		<b>28,902,095.85</b>	<b>26,876,779.60</b>	<b>93.06%</b>

UNDP had done a commendable work at programme delivery and the overall implementation is 93,06 percent. UNDP was evaluated several times and the rating of resource versus approach is positive<sup>94</sup>. Current outcome evaluating of early recovery attest it and the resource mobilised to address the early recovery was 28,902,095.85 and out of it 26,876,779.60 was delivered and if put in terms of delivery it stands 93.06 percent<sup>95</sup>. The fund mobilized and its delivery in the five project areas can be rated it had met the value for investment. They had reached the locations that need to be covered. With the active insurgency going on in north east nigeria what was achieved with limited resource is impressive.

Conflict and displacement had eroded and ruptured the bonds and relationships between and within groups and communities. Intra-communal structures and processes that traditionally regulated violence and resolved conflicts had been weakened. There were signs of social

<sup>94</sup> UNDP, 2022 'Independent Country Programme Evaluation: Nigeria'

<sup>95</sup> UNDP Nigeria delivery report of August 2022

fragmentation as tensions based on ethno-religious, social and other divisions between internally displaced people (IDPs) and host communities before the early recovery and livelihood interventions. Crisis that emerged in the northeast Nigeria continued unabated. All these had heightened the risks of secondary conflict to arise and take roots. In order to mitigate the crisis erupted UNDP and its partner organisation put together an early recovery and livelihood programme and transformed conflict and is slowly translating from humanitarian to early recovery using the triple nexus.

But displaced populations are not burden but have great potential and capacity as seen in northeast Nigeria, but initially need supported to rebuild their lives. In northeast Nigeria the youth who are below the age of 35 is 80.3 per cent. Engaging them can unlock tremendous potential that can be harnessed to bring untapped resource that can enhance social and economic recovery. As one of the respondents put it 'to date, efforts done to fully involve the displaced, refugee and stayers' youth in key planning and decision making have been woefully undervalued. In Nigeria, the vast majority of IDPs are hosted in communities, many with family members and relatives. Over time the resources and resilience of host communities was depilated and is under increasing strain. Mistrust of IDPs and returning refugees inevitably is affecting feasibility of integration into the mainstream of their community.

UNDP's reconciliation got buy-in from communities because the programme of early recovery was designed in a participatory way. This is instrumental in building intercommunal trust as well as trust in local governance system. It had also ensured that communities do not feel they are left in the dark without a voice. The UNDP CBRR Policy linkage establishes state-wide information and awareness-raising campaign describes details of screening, prosecution, rehabilitation and reintegration early recovery programmes. The CBRR policy had promote unity, reconciliation, and social cohesion among communities of north east Nigeria and are in the process of build the BAY states in which everyone has equal rights and can contribute to good governance. The early recovery is based on sharing resources with returnees IDPs and other vulnerable groups such as land. During the assessment process of CBRR it was found that recovery programme is enhancing mutual trust, tolerance, respect, equality, complementarity is healing wounds inflicted by the insurgency.

Many of the displaced and refugee population do have relevant skills in agriculture, cattle raising, and trading, which if matched financially, could translated into sustainable livelihood options. The presence of the displaced populations has created economic opportunities in some of the most impoverished areas of the northeast Nigeria. Local markets had emerged in isolated areas to serve the needs of IDPs. Additional opportunities could be enhanced if access to small financing is available. Field research revealed that many IDPs and returning refugees are savvy business people or have skills that could be quickly put to productive use if they have adequate access to start-up capital in the form of small grants or loans, and this would boost local economies. This option is more viable for IDPs who enjoy a greater degree of movement and work and property rights, but an adequate policy framework could unleash opportunities for refugees as well.

In order to enhance partnership among implementing partner S2R has established partner coordination and collaboration mechanism for organizations working on reconciliation and reintegration programmes in north east Nigeria. Thematic group of the north east Nigeria peace and security network activities are:

1. It had Mapped out who is doing reconciliation-related programming, what they are doing, where they are doing it, and where peace-related community committees already exist;
2. Exchange of lessons learned on developing reconciliation programming and community committees, and come up with a set of best practices;
3. Help develop an SOP Manual for reconciliation (that will support operationalization of the Borno State Policy, and similar policies for Adamawa and Yobe when available); and
4. Developed a collaborative approach to research potentially developing common assessment tools that can be used by all organizations.

## 4.5 Sustainability

The first visible element of sustainability is reflected through the availability of basic services in communities which give them dignity in their society. The establishment of governance structures in locations where government left because of the conflict, support has been provided to rehabilitate facilities that are essential to the delivery of public service. Consequently, the restoration of governance instills people-confidence in the state institutions to access mechanisms of management of dispute. The resilience of the society was established through capacity building on business development and provision of incentives for business or agricultural inputs to regenerate their resources.

The sustainability of early recovery and livelihood programmes portfolio of interventions designed by UNDP are premised on four fundamental directions. First directive is the restoration of basic services. Communities used to rely on the health care centers but they were destroyed by insurgency and isn't functional. Rehabilitation of health centers generates job opportunities for the communities and is helping them develop skills to eke a living. Once it is rehabilitated and restocked it starts providing health care services to sick members of the community. Women get the chance to deliver in hospitals and decreased the mother and child mortality rate. Providing basic service in conflict prone areas had returned the dignity of the society. The social bond and peaceful coexistence developing has enhanced sustainability of activities between communities and state authorities and has cemented their social contract.

Second directive is rehabilitation of police stations, local government buildings, water points and placing services such as electricity helped the state authorities to relocate to areas they

had left. When governance returns, people confidence in the state institutions comes back. As the outcome evaluation demonstrated government services had returned, rule of law had flourished and dispute mechanism are functional. Government functions are running smoothly and community demand or requests are being fulfilled. Return of services has created confidence between public institutions and communities. As one of the key informants put it succinctly 'in a post-conflict setting nurturing hope is crucial' What the government and its development partners are doing is motivating community members to farm.

Third directive is social cohesion that was eroded as an outcome of insurgency. This pivots on recreating trust and assurance among members of society. The mechanisms of dispute management are about building relationship between communities and security institutions. Encouraging tranquillity in society has good trade-off in constructing healthy society that is resilient can endure turbulence and is tolerant. The approach is creating confidence between public sector institutions of government and augment social contract between the government and community. Social cohesion fundamental component for sustainability.

Fourth directive is about the role resilience society play in the process of early recovery and livelihood programme. This is where community members receive training on how to do business, they receive packages, which allows them to restart business. Others are given seeds to go to farm and sell their products and generate income that are utilised their livelihood. These are the four early recovery and livelihood components UNDP has supported them in order to restore sustainable income generation mechanism for conflict affected communities. Now there is light at the end of the tunnel and crisis in the northeast of Nigeria is slowly diminishing. The case to be made going forward is making a case to prioritise transcending early recovery and livelihoods programme to developmental stage in the coordination with humanitarian community. The pilot work of early recovery is done and building blocks to resiliency and development had set the stage.

Humanitarian organisations have significantly placed their voice on the need to have life-saving type of interventions as foundational. As elaborated in the discussions with UNDP staff it was this year where early recovery livelihoods garnered more attention in the humanitarian response plans. There is good ground to advocate for additional resources for a livelihood-based recovery programme intervention. Even humanitarian organisations response plan had included livelihood as part of their work. UNDP had successfully demonstrated that there is room to scale up early recovery and livelihood programmes. The assessment finding also assent early recovery and livelihood programme interventions can prevent north east sub region from sliding back into insurgency.

The outcome evaluation outcome evaluation demonstrated the importance of supporting community based on early recovery and livelihood programmes whether communities are living in IDPs camps or settled in areas of their choice. In north east Nigeria, the predominant occupation of the people, especially rural dwellers still remain farming; most of this farming is

done on subsistence basis and these farmers live from hand to mouth<sup>96</sup>. Nigerian farmers are faced the problems of inadequate finance, lack of modern farming equipment, lack of technical know-how, complete absence of research ideas and dissemination of research information. The government has initiated several support programmes, aimed at overcoming all these problems.

Previously, Bama, Banki, Chad trade routes was one of the biggest trade routes in Africa and of course the crises of insurgency have affected it significantly and there is a massive challenge of loss of livelihood, people are in IDP camps. UNDP was conducting stabilisation interventions to regenerate recovery possibility of opening up trade facilitation around broader communities such as Borno with Cameroun, Borno with Niger, or Adamawa with Cameroon and the same thing with Yobe<sup>97</sup>. There is a big potential for food for food production in the north east of Nigeria, the land is massive but presently infested with the remnants of war.

Some of this unexploded war remnants are progressively removed. There is a significant shift of conflict to normalcy in the north east Nigeria which is providing more access to farm land. Daily report coming from the north east Nigeria indicates people had started going back to their farm because insurgency attacks are reduced. UNDP is encouraging communities to pick up agriculture which they do it very well and were doing it for many years. It is a known fact that before the eruption of insurgence north east Nigeria was feeding other parts of Nigeria with food items like rice, maize etc and how to subsidise and enhance it from oil resources the country has is area that need proper study.

Africa is opening up its border for trade and movement of commodities across with ease. Communities of north east Nigeria who know how to trade if facilitated can spearhead recovery programmes. Trade reform is useful in reduction of conflict and can boost cooperation between early recovery and livelihood programme by connecting it to the bigger picture of development. This is transformative direction BAY states and enables the youth to focus on engaging in agriculture by exciting their interest. One year and half ago the head of office held a meeting with three governors on how to make agriculture attractive as a way of life. They invited the youth group to gauge their interest in agricultural activity not on subsistence agriculture but on how to promote it to agri-business.

Vocational skills training is geared to push the envelope towards recovery using agriculture to empower the youth group. The other envelope promoted was doing cross-border trade to ease displacement. To this effect the Secretary General has emphasised on how to address long-

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<sup>96</sup> Adamu Saidu, 2015 *'Reengineering the agriculture sector as a panacea for economic growth and industrial*

*development in north east Nigeria'*

<sup>97</sup> Yvan Conoir, 2021 *'Final evaluation of the integrated regional stabilisation of the Lake Chad Basin phase 1 and phase 11*

term displacement by pushing more developmental orientated management and had set the tone on how to transcend from humanitarian to recovery programmes. This is creating additional impetus for more corporations, more support to governments to take ownership of their country's development. Government of Nigeria also needs to put their house in order by addressing some of the reasons that push people into violence in the first place. Dealing the root causes of conflict includes but not limited to: abject poverty, exclusion, governance deficit etc. UNDP encourage communities and state authorities to mainstream early recovery and livelihood programme interventions and finding of the stabilization and recovery attests to these interventions.

## 4.6 Cross-cutting issues

UNDP had created a venue for direct participation of communities in the recovery project which is the very tenet of human rights. Deliberately, the government had put a policy in place. At least, 40 percent of program beneficiaries are women. Measuring human right based on politics doesn't give the whole picture because by its nature cross cutting issues from gender perspective are complex. The complexity created by conflict is human right issue. For example, children not accessing education; preventing women from going to the field; right to food is affected by conflict in north east Nigeria and outcome evaluation of recovery and livelihood programmes is following wholistic approach at designing interventions. It had made a deliberate attempt to represent women (40 percent) as beneficiaries. The study found out that there is deliberate policy intervention enshrining human right issue as a prerequisite. The meticulous follow up to mainstream women along the side of men is gaining ground.

Nigeria's Constitution prohibits discrimination based on sex and other characteristics. But these provisions are of a limited scope and some national laws contain discriminatory articles which affect women negatively<sup>98</sup>. Attempts to harmonize legislation and eliminate discrimination have failed (most recently in 2017 when the National Assembly rejected the Gender and Equal Opportunities Bill) due to inconsistencies arising from the co-existence of three legal systems (common, customary and religious laws).

Women are underrepresented in the labour market (48 percent of women compared to 52 percent of men) and concentrated only on low-paid insecure jobs (85 percent of women, compared to 70 percent of men). Women's economic empowerment is hindered by limited access to credit and gender gaps in access to information and technologies. Almost 47 percent of women in Nigeria are illiterate. Families usually prefer to send their male children to school. Of the 10.5 million out-of-school children in Nigeria, two-thirds are girls. Besides, gendered dimensions of displacement are having a significant impact on the status of women resonated by Sexual and Gender-Based Violence (SGBV).

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<sup>98</sup> *Recovery and Peace Building Assessment (RPBA) 2016*



Recovery and peace building of the conflict-affected communities in the northeast Nigeria is gaining ground by building on communal customary norms for dispute resolution. Framed the recovery programme to community-based reintegration and reconciliation mechanisms is promote peaceful coexistence. These interventions had deepened social cohesion and localised healing process that acknowledge and captures the suffering of victim(s). Enhancing what is achieved and develop systematically as a homegrown intervention in interrelated judicial and non-judicial solutions, is foundational for long term conflict transformation. UNDP has supported a series of community level dialogues, structured in the transitional justice context. These first-round transitional justice dialogues featured community members, religious and traditional leaders, and some formerly associated individuals. Dialogue initiate embed discussions on healing, forgiveness as part of re/building and entrenching social cohesion and sustainability of the reconciliation and reintegration programme.

**Gender empowerment:** This is a critical element of the programme and mainstreamed in the programme document. The programme aims to empower women by ensuring at least 40% of the beneficiaries are women and including women in decision making committees. The systematic inclusion of women in decision making, as well as targeting women, especially female-headed households for activities contributes significantly to sustainability of this intervention. Nonetheless, less women are willing to engage in immediate employment during civil work constructions because of gender roles and the physical strain required. As such, women have been encouraged to contribute through less strenuous task and more socially acceptable roles in construction such as provision of water etc. Evidence showing women benefiting from the programme designed is low although there are some exceptions in some output. Number of female beneficiaries reached vis a vis number of beneficiaries reached, encouraging women participation in community engagement forums, attendance lists of trainings and focus group discussions, assessment of impact of activities and outputs on women. The target set was 40% but the result shown in the study averages from 20 to 30 per-cent. There is a need to mainstream the women empowerment.

## 5 Conclusion and Recommendation

Conflict resolution processes are not 'one-off events', and require sustained engagement to sort-out the predicament the society finds itself in. Therefore, there is a need to develop a medium to longer-term home-grown conflict transformation strategy. The early recovery and livelihood programme had identified the building block for community resilience. The approach identified is to target traditional leaders and their system as a source of change agent. Local leaders at the community level were facilitated to mitigate conflicts using their alternative dispute resolution methods. Enhancing traditional leaders' capacity in conflict analysis, mapping, mitigation can go a long way in peacebuilding.

UNDP and its partners supported by the Africa Union were able to develop programme of integrated regional stabilization facilities of the Lake Chad Basin. The intervention augmented stabilisation of the region and slowly it is translating from emergency humanitarian to early recovery and development. The conflict erupted because the relationship between the state and communities was weak. In the next cycle of intervention consultation should create vertical linkages across the communities in north east Nigeria which results in a gradual expansion of the state authorities to the community.

### 5.1 Conclusions

Coordination forums are created and strengthened at both national and state-levels to support state peace committees to establish peace actor's forums. But there is always for improvement and UNDP as a knowledge center had accumulated wealth of experience that can be utilised for enhancing the capacity of the state authorities, traditional leaders and CBOs to address tribal, ethnic and geographic divides – a key requisite in fostering social cohesion in the stabilization and peace building process. In

order to kick start the programme UNDP should push for a pooled multi-trust fund where partners can take a lead in the areas of their expertise.

Communities are given a leading voice in the reconciliation process and are given opportunities in designing recovery programmes and rank them by prioritise their needs. UNDP had done commendable work and since insurgency is still active it requires continuous support to make it sustainable. As it stands is still fragile. Giving communities a chance to shape their destiny ensures programme sustainability. The early recovery program should be taken as a pilot and building block are properly set and what is required is to scale it up so the north east Nigeria can start development. Promoting reconciliation between NSAG associates and their communities of return is a crucial part of the reconciliation and reintegration process in north east Nigeria. However, reconciliation efforts must be approached with a broader lens and flexibility.

Support for the provision of agricultural extension services has worked well. The satisfaction of beneficiaries for the service they have received is documented. Traditional system social capital is properly utilised by the government and UNDP and has helped in conceptualisation and designing of early recovery and livelihood programmes. Community consultation at grassroot level and validation by the government is instrumental in designing coherent programmes. with high level of satisfaction confirmed with the beneficiary farmers. The advantage of the extension service is the sustainability of the positive effect. Distribution of agricultural inputs is one of the typical supports to farmers in the area, but the effect is temporal, and it possess the risk of making the farmers dependent on the aid. However, the agricultural skill provided in the extension service remains with farmers for years.

Government should be held accountable for interventions, particularly through the commitment of resources. This should be done firstly by creating public awareness of actions and interventions in communities. A widely shared view among stakeholders is that security should be strengthened for good response and resilience to be established in the states. The government's coordination should be improved, particularly in the utilization and sharing of information working across the different government arms that are responsible for managing security and providing security.

Military response only to address the problems created by insurgency proved to be difficult. UNDP's soft component such as reconciliation, stabilisation through early recovery is garnering trust among communities. The funding mobilised to tackle the problem is minimal and had only scratched the surface. In order to persuade low-level BH associates to defect in sizeable numbers and attract significant international support, the government authorities need to demonstrate programme support for

former members of BH and other extremist group should be expedited and shorten their stay in the camps. Improved screening procedures, detention safeguards, investments in reintegration and a public relations campaign to win political and popular support can make the programme more attractive to both donors and potential defectors.

Internal displacement and displacement across international borders have increased the fragility of those individuals and applies significant pressure in the communities where IDP camps are located. As a result of prolonged conflict in the northeast Nigeria a large portion of the population (host communities, former members of BH and other extremist group) is suffering from post-traumatic stress disorder (PTSD) and Trauma. UNDP and sister organisation are giving support to service providers. Through its government health sector is giving services but is thinly stretched and understaffed and under resourced.

Nigeria has the potential to become a major player in the global economy by virtue of its human and natural resource endowments. However, this potential has remained relatively untapped over the years. After a shift from agriculture to crude oil and gas in the late 1960s, Nigeria's growth has continued to be driven by consumption and high oil prices. Previous economic policies left the country ill-prepared for the recent collapse of crude oil prices and production. The structure of the economy remains highly import dependent, consumption driven and undiversified. Majority of Nigerians remain under the burden of abject poverty, inequality and unemployment.

BH insurgency has partially or entirely destroyed many villages in north east Nigeria. After a minimum security and safety was established early recovery intervention kicks off and started restoring social networks and rehabilitated or build productive infrastructure and boost community's livelihoods. These paved ground for reconciliation processes to have a positive outcome. Receiving communities were supported with variety interventions (skill training, livelihood) and were empowered to receive former NSAG associates and other returning groups by augmenting their absorption capacity. Transforming violent norms, institutions and attitudes must continue long after reconciliation and reintegration programmes ended. Close coordination and synergising with ongoing programmes or new peacebuilding, stabilisation, recovery and reconstruction programmes is paramount.

UNDP integrated recovery programme designed had strengthened community cohesion through building the sense of shared responsibility for and ownership of the reconstruction process. UNDP helped north east Nigeria communities to enhance their social cohesion by designing conflict sensitivity early recovery during the transition

from emergency to early recovery. Beneficiaries indicated that they are satisfied and government authorities consulted were overwhelmingly pleased with UNDP's support. Emergency employment creation for local employment in short-term activities prioritized by crisis-affected communities through cash-for-work, food-for-work, and short-term contracting had stabilised the emergency situation.

Early recovery and livelihood start-up grants and packages to re-establish or jumpstart micro or small enterprises has strengthened social cohesion. Building or rebuilding infrastructure, especially community infrastructure, such as roads, bridges, water and sanitation systems, shelter, telecommunications, health facilities, schools, community centres, and irrigation and drainage systems. Technical and vocational training, apprenticeships, job placement services, and self-employment support enhanced the sustainability of the programme. All the intervention done so far can be seen as a pilot and lessons are learned to scale it up. The main bottleneck is the resource mobilised is meagre related to monumental task of stabilisation. Multi donor trust pulled fund with one-to-one contribution from the Federal Government and the donor community is needed.

Spending of resources at the community level helps to revive the private sector and thus increase the availability of economic opportunities. Early recovery reconciliation and reintegration training interventions helped CBRR practitioners to understand progress made and had learned how to effectively manage early recovery and livelihood programme. Survey results of 2nd quarter UNDP report shows mental health and psychosocial support (MHPSS) has developed positive coping mechanisms that is improving community healing and resilience. The trauma and stress inflicted on the community of north east Nigeria is overwhelming and can't addressed with the limited capacity and there is a need to train caseworkers that an inform hospitals and clinics what health problems are faced by the community to get adequate support.

Well-designed conflict prevention and resolution mechanisms have proven effective at the local level, yet they are difficult to scale up. Such programmes have helped address local security threats and have improved dialogue between citizens, security services, and the state. Yet to date, efforts to connect these platforms to higher-level political institutions and change top-down decision making has been relatively unsuccessful. As a result, these mechanisms struggle to tackle conflict drivers and structural problems that go beyond the capacity of local governments, including chronic corruption and weak accountability and oversight in the security sector.

UNDP helped restore basic infrastructure and services, but the political end goals of stabilization programming are more uncertain. Some aid providers found that small-scale efforts to bring back local government proved insufficient to address long-standing

perceptions of neglect. UNDP early recovery and livelihood programmes combine reconstruction with community-based development, with the aim of improving bottom-up participation in service delivery. Yet systemic governance shortcomings, particularly the lack of local political accountability and weak state incentives to prioritize service delivery, present significant hurdles that need to be addressed in long-term programme planning and design.

## 5.2 Recommendations

Communities must have a leading voice in the reconciliation process and be given the opportunity to design locally-appropriate reconciliation-related activities. This will require consistent, dynamic, and innovative community engagement and dialogue in the planning, implementation, and decision-making process. Giving communities a chance to shape the process and programming will help ensure that former associates are not rejected or harmed when released from rehabilitation and transition centres or when informally returning to their community on their own. Women participation compared to men is low and on average ranges from 20 – 30 percent in training of transitional/restorative justice, dialogue/sensitizations sessions and capacity building. These needs to be revisited to scale-up the participation of women in the process of reconciliation and reintegration.

Community engagement and dialogue are prerequisite to successful reintegration. Communities shall have leading role in the process of reconciliation and reintegration. Reconciliation happens when “bottom-up” and “top-down” processes, including efforts towards “political” reconciliation with willing Non-State Armed Groups is harmonised to end the violent conflict, take place simultaneously. All community members shall be part of this inclusive process. Traditional and religious leaders, women, youth, people with disability, CJTF, vigilante groups, hunters, among others, shall be involved to ensure broad-based ownership and, therewith, set the foundation for sustainable reintegration. A home-grown national reconciliation and reintegration should be developed by community and other stakeholders’ consultation. Experience has shown that differences can be reconciled and a gradual increase in trust between parties can be achieved by allowing community structures, religious practices, local customs and values to guide the reconciliation process. The experience of other countries such as Rwanda, Uganda, Mozambique Sudan, South Sudan and Sierra Leone prove this approach.

Conflict resolution processes are not ‘one-off events’, and require sustained engagement to sort-out the predicament they find themselves in. Therefore, there is a need to develop a medium to longer-term home-grown conflict transformation strategy. The approach will target local leaders at the community level to enable them to facilitate local conflict mitigation and peacebuilding processes utilizing traditional systems, but with enhanced capacity in conflict analysis measures, mapping, mitigation, and peacebuilding. Tools to be developed will use participatory approaches to ensure inputs of various segments of different communities channelled through local governance systems.

Coordination forums should be strengthened at both national and state-levels to support state peace committees to establish peace actor's forums. UNDP with its accumulated experience is more than capable to help communities resolve conflicts across tribal, ethnic and geographic divides – a key requisite in fostering social cohesion in the stabilization and peace building process. In order to kick start the programme UNDP should push for a pooled multi-trust fund where partners can take a lead in the areas of their expertise.

Women led peacebuilding should be replicated in the communities. This is because Women are also the central caretakers of families and everyone is affected when they are excluded from peacebuilding. Women are also advocates for peace, as peacekeepers, relief workers and mediators. UNDP should focus more on advocacy to influence policy that are hindering women from getting their right position in all government sectors and local development planning, local decision-making and service delivery.

Trauma healing activities could for example be held within communities through dialogue forums, commencing at the family level and then more broadly. These forums could promote exchanging ideas about trauma recovery or grievances, bringing returnees and the community together in a positive, safe space. Psychosocial approaches could also include sports, recreational and leisure activities, to take people's minds off the day-to-day personal troubles. It also helps them to connect with family and other community members.





## 5 ANNEXES

- 5.1 Annex 1: Terms of Reference;
- 5.2 Annex 2: Inception Report;
- 5.3 Annex 3: Output and Outcome findings
- 5.4 Annex 3: Documentation Consulted;
- 5.5 Annex 4: List of Interviewees;
- 5.6 Annex 5: Interview questions; and