



Progress Summary of Integrated Regional Stabilization of the Lake Chad Basin Programme (1 August 2018)

I. Programme Overview

The intensity and expansion of Boko Haram (BH) activities since 2009 has posed significant challenges to the stability of the Lake Chad region, and led to massive internal and cross border displacement, destruction of lives and properties, human rights abuses, and disruption of government institutions and apparatus. In response not only to this growing threat but also seizing the opportunity to prevent a protracted crisis with the aim of fostering solutions for stability and peace in the region, UNDP has developed a regional programme for Integrated Regional Stabilization of the Lake Chad Basin through cooperation among the countries affected by BH insurgents, namely, Nigeria, Niger, Cameroon, and Chad.

To realize the overall goal to promote stabilization in the Lake Chad Basin (LCB) and establish foundations for recovery and development, the programme aims to achieve the three following objectives:

- 1) Supporting political processes to develop a common, regional approach to stabilization launched in the four countries of the Lake Chad Basin;
- 2) Regional stabilization promoted through strengthening of community security, local governance and reconciliation; and
- 3) Reintegration of former fighters, CJTF members and vigilantes supported.

The contribution agreement between the Federal Republic of Germany and UNDP for the total contribution amount of EURO 6,000,579 was duly signed in November 2017 to implement the initial phase in 2017-2018.

The key facts of the programme are summarized below:

Programme Title	Integrated Regional Stabilization of the Lake Chad Basin (Initial Phase)
Programme Objectives	<ol style="list-style-type: none"> 1. Develop and launch a common, regional approach to stabilization between the four countries of the Lake Chad Basin, including cross-border political processes of reconciliation and prevention of violent extremism; 2. Promote regional stabilization through strengthening of community security, local governance and peace building / reconciliation in 20 critical border communities; 3. Support reintegration of former CJTF, vigilantes and BH fighters – and those associated with BH - into crisis-affected communities of the Lake Chad Basin.

Number of direct beneficiaries (Initial phase):	<ul style="list-style-type: none"> Population reached by reconciliation activities: 3,000,000 Community members directly benefiting from stabilization activities: 80,000 Trained CJTF members / Vigilantes for community security services: 2,700 Affected communities benefiting from stabilization: 20 (in four countries) Local Governance Administrations benefiting: 10 (in four countries)
Number of indirect beneficiaries:	4,800,000 (estimated, based on existing population figures)
Project country and location:	<p>Project Coordination: UNDP Nigeria (Abuja & Maiduguri)</p> <p>Project Implementation locations:</p> <ul style="list-style-type: none"> Nigeria (Borno, Yobe, Adamawa), Niger (Diffa), Cameroon (Far North), Chad (Lac, Kanem, Hadjer-Lamis) <p>Technical Support: UNDP Regional Service Centre (Addis Ababa, N'jamena)</p>
Duration:	Initial Phase: 1 September 2017 – 31 December 2018
Total Budget (in €):	Initial Phase: Euro 6,000,579

II. Key Programme Results to Date

To achieve the programme objectives mentioned above through effective implementation of the activities, UNDP has established coordination mechanism among four Country Offices (COs), led by UNDP Nigeria at the LCB regional level, while each CO has instituted country-level implementation arrangements to carry out the programme activities addressing the country-specific needs and socio-economic situation.

The programme targets the general population of the crisis-affected areas of the Lake Chad Basin across the four countries. With regards to community-level interventions, the programme will target 20 communities of the Lake Chad Basin (8 in Nigeria; 5 in Cameroon; 5; 4 in Niger; 3 in Chad), focusing on the following geographic areas:

Nigeria	Niger	Cameroon	Chad
Borno, Yobe, Adamawa	Diffa	The Far North	Lac, Kanem, Hadjer-Lamis

Criteria used for the selection of target communities are: accessibility and security, population size (actual and displaced), vulnerability, and the strategic importance of the main location for stabilization and cross-border cooperation.

The implementation of the programme has been rolled out both at the LCB regional and country levels. The key achievements under each three objectives to date are summarised below.

Objective 1: A common, regional approach to stabilization launched in the 4 countries of the LCB

Key Planned Outputs:

- 1.1. A regional roadmap to stabilization and prevention / de-radicalization in the Lake Chad Basin developed, agreed between states and initiated.
- 1.2. Inter-state dialogue on prevention / de-radicalization and reconciliation established, and reconciliation process launched

Under Objective 1, a series of consultations and policy dialogues at both at LCB Regional and country-level were held to identify the key issues on stabilization and deradicalization in Cameroon, Niger, Chad, and Nigeria. These consultations were conducted through a participatory approach with government representatives, both at the national and local levels, community leaders, NGOs or Community Based Organizations, and other stakeholders.

One of the key achievements under this objective was the establishment of a regional inter-state dialogue process on stabilization in LCB Region through launching the Lake Chad Basin Governors' Forum. On 8th and 9th of May, UNDP in close collaboration with the Government of Borno State convened the first meeting of the Lake Chad Basin Governors' Forum in Maiduguri, Nigeria, to address challenges of stabilization, peacebuilding and sustainable development. At the Forum, governors from Cameroon, Niger, Chad, and Nigeria declared the establishment of the Lake Chad Basin Governors' Forum as a platform for regional cooperation, dialogue and exchange to foster stabilization, peacebuilding and sustainable development for the region affected by Boko Haram. The event was attended by nine Governors from the region (all attended in person except the Yobe State Governor who was represented), the Special Representatives for the UN Secretary-General for Central Africa as well as West Africa and the Sahel, the Executive Secretary of the Lake Chad Basin Commission, as well as senior representation from the key partners such as Germany, represented by Amb. Georg Schmidt, Africa Director, Federal Foreign Office of the Germany Government, EU, Sweden, Norway and others. Over 150 stakeholders from the governments, diplomatic corps, UN agencies, multilateral organizations, religious groups, and NGOs in four LCB Countries and West/Central Africa, actively participated in the discussion.

This two-day meeting was hailed by many partners as a key success. The establishment of the Lake Chad Basin Governors' Forum was accepted as an important contribution to the architecture in the region that will foster collaboration and common regional approaches to address the regional crisis. The Joint Communique was adopted at the end of the Forum, confirming the agreement and commitment on the Governors' Forum consultation process among the governors and stakeholders. The next meeting is expected to be held in Niger in the first quarter of 2019. Support for establishment of the secretariat for the Governors' Forum is also initiated.

Synergizing with the regional consultation processes to develop a common regional approach to stabilization in LCB region, local or community level consultations have been carried out in each of four countries to promote participatory dialogues at community, state, and regional levels to identify the priority issues on stabilization and form a consensus on regional framework to address them.

To date, over 100 focus group discussions were held in Cameroon, Chad, Niger and Nigeria with more than 1,100 people in 25 communities affected by the Boko Haram insurgency in the areas listed below.

Chad	Niger	Cameroon	Nigeria
Mitériné Guitté Mahada Mani Bol Matafo Baga Sola (Nguéléa 2) Baga Sola	Toumour N'Guigmi Kablewa Bosso	Limani Kolofata Moskota Blangoua Fotokol	Konduga Mafoni Maiduguri Ngwom Lawanti Jere Kimba Sangere Guyaku Uba Bara Bumsa

The findings from these community discussions in four countries were consolidated into a Discussion Paper that was presented and distributed at the Lake Chad Basin Governors' Forum held on 8-9 May, providing rich insights on stabilization process in the region. The agenda of Governors' Forum was also established based on the findings of these dialogues. The thematic sessions on stabilization, reintegration and reconciliation were emerged as central themes in the community consultations, and specific discussions on these themes in plenary during the Governors' Forum was set up to provide an open platform for tackling the issues that communities had identified as critical to move a stabilization and peace process forward.

Objective 2: Regional stabilization promoted through strengthening of community security, local governance and reconciliation

Key Planned Outputs:

- 2.1. **Stabilization needs are identified** and adopted in target areas
- 2.2 Cross-border **community security, early warning** and early response in border communities in the LCB are promoted
- 2.3 Community counter-radical engagement and **reconciliation across borders** is enhanced, and **violent extremism** prevented
- 2.4 Effective and accountable **local governance** is emerging in target states

Under this Objective, each CO has been carrying out activities for strengthening security, local governance, and stabilization at the community level. The activities have been developed to address the specific needs in the target communities or local areas identified through assessments and participatory dialogues with the beneficiaries and the key actors.

In **Chad**, a needs-identification mission was carried out in two targeted regions and communities. The project team in UNDP Chad conducted consultations with key community stakeholders, including women and the youth, on community security and local governance.

Through the consultation, two key priority areas on community security were identified. These included 1) strengthening the presence of security forces, especially in the island areas and 2) improving civil-military relation to support building confidence and collaboration between the communities and security/defence forces. In addition, the group of women emphasized importance of professionalization of security forces and improvement of their capacity in prevention of Gender-Based Violence. The youth underscored the importance and need to strengthen transparency and accountability in the work of security forces as a key ingredient to build trust and confidence between between security forces and the communities.

On local governance and reconciliation, the participants' concerns were centred on the effective delivery of social services and the strengthening the capacities of the judicial apparatus. The communities emphasized the importance of neutrality, independence and impartiality as well as discharging its duties on-time. Fighting against corruption was mentioned as one priority areas to strengthen governance. It is important to note that women and the youth stressed their participation in decision-making process at the local level. On reconciliation, the consulted community stakeholders underscored the need to strengthen the capacity of local mediation committees/peace committees.

In **Cameroon**, a needs-identification mission was conducted in 2017 with an exploratory tool developed to identify the priority needs on community security through direct interactions with the community beneficiaries. Secondary data were also collected from the public service representatives. Based on the results, the five communities with high level of destabilization were identified, these include Mozogo, Mora, Kolofata, Blangoua, and Fotokol. Within these 5 communities, 18 villages were selected as the target areas for the community security interventions, in accordance with the criteria on the presence of development partners, the number of potential beneficiaries (e.g., displaced, returned, ex-hostages, former Boko-Haram fighters), and vulnerability of the youth to extremisms. These 18 villages in the five communities are also located in the border areas with Chad and Nigeria, and cross-border activities for community security and peace-building will be designed.

A preparatory study in the targeted village was also carried out. This study consisted of a rapid assessment in terms of stabilization needs and population profiling. Based on the findings of the rapid assessment, the questionnaire of Multi-Cluster/Sector Initial Rapid Assessment (MIRA) was designed and conducted on over 800 households in the five target communities. The SWOT method was used to obtain clear information on the various problems and challenges in the targeted sectors (e.g., primary, secondary and civil education, health, social affairs, women, youth, agriculture, forestry and environment), which have large impacts on the stabilization process.

A profiling of vigilance committees was carried out in Mora, Mozogo and Blangoua. The aim was to categorize members and identify potential members who could be retained as municipal police officers, or be integrated into early warning systems, which are the two most effective mechanisms in place and which can guarantee some stability. Also, preliminary discussions with the key actors have started to design counter narrative message and peace-messaging radio programmes.

In **Nigeria**, the several rounds of capacity building trainings for Civilian Joint Task Force (CJTF) have been conducted -over 3,000 members of the CJTF and Vigilante Groups from Borno, Yobe and Adamawa states were trained. The training is designed to equip the Civilian JTF/Vigilante Groups with sufficient competences in conflict prevention and civil protection skills to provide quality security services to their communities. The participants acquired knowledge and skills through the classroom lectures on leadership and civic protection, human rights protection, sexual and gender-based violence, conflict prevention and peace building through mediation and dialogue as well as time management, business skills and drug-abuse awareness and prevention together with practical and physical fitness training for civil protection and security and risk management including fire drill.

In order to mobilize communities and stakeholders towards sustainable stabilization of the regions affected by the conflict, the radio serves as a major means of socialization and mobilization, considering the wide air coverage in the region, accessibility by the poor and vulnerable listeners and the popularity among the masses. Drama and music have always been popular means of socialization in the region and has the capacity for mass mobilization. Therefore, UNDP Nigeria CO supported production of a 26-episode radio drama series in two local languages (Hausa and Kanuri) to address

emergent issues in the Lake Chad Basin in 2017 and broadcasted through 4 radio stations reaching over 2 million persons in North-East region of Nigeria and LCB region of Niger, Chad and Cameroon.

In addition, the North East Human Right Assessment Report was compiled/produced and widely distributed to disseminate information on the human rights and humanitarian conditions of the victims of violent conflicts in the BH affected region and address the priority needs for protection, human rights, and humanitarian interventions for these victims.

Furthermore, it is identified that many court buildings in Borno, Yobe, and Adamawa states were not fully utilized or functional due to lack of furniture, such as office desk sets for judges and court workers, court gallery desks and benches, and filing cabinets. To strengthen legal conflict resolution mechanisms and access to the formal judicial chain, UNDP Nigeria procured these equipment for 6 Chief Magistrate Courts, 4 Area Courts, 1 Upper Sharia Courts, and 8 High Courts in three states.

Objective 3: Reintegration of former fighters, CJTF members / vigilantes and those associated with BH supported

Key Planned Outputs:

3.1 **Legal framework and approach** for rehabilitation, de-radicalisation and reintegration of former fighters (vigilantes / BH) is established

The issues of reintegration of former BH combatants, including conversion of the members of vigilance committees encompass a complex process with political, military, security, humanitarian and socio-economic dimensions in all four countries, although the nature and dynamics of such complexities may differ from country to the country. Thus, activities under this objective started with utilizing the regional discussions and strategies as leverage to set a ground for national-level initiatives, orchestrated with the activities fostering policy dialogue and advocacy in each country to address the country-specific environment.

The conclusions of the Lake Chad Basin Governors' Forum in Maiduguri highlighted that reintegration and reconciliation are the central themes to pave the way for peace and sustainable development in the region. In addition to discussion on reintegration priorities in the Lake Chad Basin Governors' Forum and other LCB conferences on DDR and reintegration, such as the N'Djamena Conference in June 2018, national or local level policy dialogues to design possible interventions for reintegration have been initiated in Niger, Cameroon Nigeria.

In **Niger**, the consultation with the regional council to identify criteria and a set of conditions for the process of reintegration and support to be provide to vigilantes was on-going, including setting targets and activities for the reintegration of former fighters, CJTF members and vigilantes.

In **Cameroon**, an assessment on the legal framework for the reintegration was conducted in December 2017. The results of the assessment identified the priority areas related to the reintegration of ex-members of Boko Haram and the conversion of members of vigilante committees, which include: 1) The Anti-Terror Law and the Code of Military Justice; 2) Law and rules relating to customary courts; 3) Rules on the vigilance committees and the municipal police; and 4) Decentralization rules applicable to municipalities and regulatory framework for assistance to vulnerable people.

Also, it is found that the counter terrorism law and military justice act, the law and rules relating to customary courts, and decentralization rules applicable to municipalities relating to the municipal

police in Cameroon need to be reviewed and mended reflecting to the current situations with the BH conflicts and adapting the international standards.

Based on the in-depth analysis of the legal framework, a proposal was made for the development of a common legal framework and an approach guiding the rehabilitation, de-radicalization and reintegration of former Boko Haram and conversion of members of the vigilante committees. To facilitate restructuring the vigilante committees into a formal entity, a drafting process of operation guidelines of the municipal police has begun with meetings organized in each community to prepare establishment of the municipal police in Mora, Mozogo, Kolofata and Fotokol.

In **Nigeria**, further to the request from the Borno State and Adamawa State to support development of policy and strategies for reconciliation and reintegration of BH associates, UNDP Nigeria has been supporting Borno state government to develop a strategic policy on community-based reconciliation and reintegration of former BH associates. The Borno State Consultative Workshop on Dialogue, Reconciliation and Reintegration was successfully held on 16-18 June to provide a dialogue platform for key stakeholders to exchange views, opinions and proposals on the specific issues on reconciliation and reintegration policy and process in Borno State. Over 80 participants from Borno State government, religious leaders, traditional/community chiefs, policy and military authorities, UN agencies, donors and NGOs/CSOs engaged in active and open discussions. The participants all acknowledged that long-lasting peace will not be achieved without successful reintegration, and reconciliation process must be undertaken as the first step together with community-based social and economic recovery initiatives in the affected communities. The findings and views of local and state level stakeholders identified through this consultative process will be reflected into formulation of Borno State Reconciliation and Reintegration Policy. Similar dialogue exercise will be initiated in Adamawa State soon.

III. Lessons Learned

Participatory dialogues and planning exercise with engaging government, national, regional, local authorities and communities has proven to be an effective tool to understand major issues and the dynamics at the local level. It has also served to sensitize key stakeholders with regards to basin-wide stabilization plans. Participants also explicitly appreciated the opportunity to share their grievances and needs. As such, this approach was confirmed as an effective and pragmatic approach to support both, reconciliation and stabilization planning.

Through extensive consultations with community members and stakeholders provided a solid strategic ground for the discussions on stabilization in the region, the issues below were commonly addressed across four countries:

- **Security is still one of the foremost concerns** of communities across the four LCB countries. Participants highlighted a number of grievances and perceived shortcomings vis-à-vis security actors, which can be summarized as general feeling of absence of the rule of law, lack of professionalism, alleged misconduct, and mistrust and insufficient communication between security forces and communities.
- **Lack of livelihood opportunities and declining local economy are deeply intertwined with security and BH insurgencies.** Most of communities heavily rely on agricultural activities (farming, livestock, fishing) which presume access to arable land, pastures and water. However, such access has been restricted, due to various counter-insurgency operations and displacement management efforts. Furthermore, communities noted an inherent tension between the continued need for security and the limitations thus imposed on agricultural

activity, hampering early recovery. Furthermore, participants cited the negative effects on economic activity of market and border closures, as well as of a lack of infrastructure (roads, bridges) and limited electricity provision. Finally, limited access to capital is a key challenge for communities in resuscitating the local economy. Such missing economic perspective, which became even more limited with border closure, is seen as a central reason for youth joining Boko Haram.

- As far as **reintegration** is concerned, **communities showed reluctance to the idea of welcoming BH fighters back**, based on a perception of reintegration as a reward rather than a punishment for the damage inflicted by the fighters on communities. Many feel that a condition for a reintegration process must be that victims and communities are first adequately supported before reintegration of former fighters. Beyond reintegration, the theme of reconciliation revealed deep wounds and trauma experienced by parties from all sides of the conflict in the Lake Chad Basin.
- Related to the **reintegration of vigilante groups**, the vigilante members expect to be supported in any transition towards a post-insurgency context while they are still essential to community security in many parts. The consultations revealed that the communities are appreciative of the role played by the vigilante groups and would welcome support given to them. The policy on this critical issue is yet to be discussed at the national level. However, it is suggested that **the vigilante groups' capacities and role should be strengthened and financially supported to carry out their mandate.**