



UNITED NATIONS DEVELOPMENT PROGRAMME

Regional Stabilization Facility

Nigeria Window

2022 ANNUAL REPORT



RSF Locations

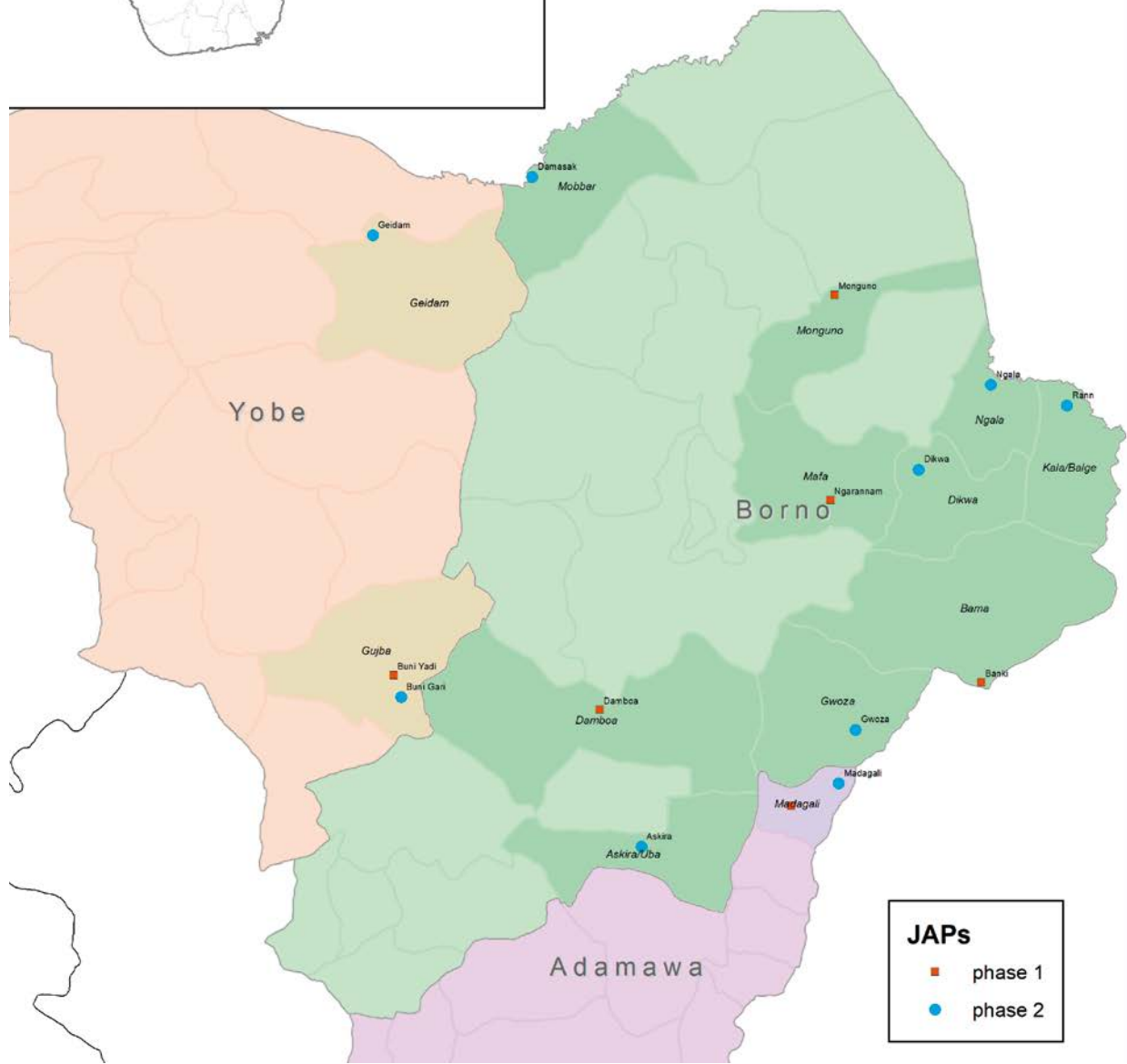


Table of contents

- ACRONYMS** 4
- EXECUTIVE SUMMARY** 5
- 1. BACKGROUND** 7
 - 1.1. Project strategy** 7
 - 1.2. Situational update for the BAY states** 8
- 2. THEORY OF CHANGE** 11
 - 2.1. The logic behind RSF Phase II** 11
 - 2.2. Transversal themes** 11
 - 2.2.1. Community engagement and national ownership** 11
 - 2.2.2. Human rights** 12
 - 2.2.3. Gender and inclusion** 12
 - 2.2.4. Conflict and climate change** 14
- 3. PROGRESS TOWARDS STABILIZATION RESULTS** 15
 - 3.1. Outcomes** 15
 - 3.2. Outputs** 17
- 4. MONITORING, EVALUATION AND REPORTING** 25
- 5. RISK MANAGEMENT** 27
 - 5.1. Security risks** 27
 - 5.2. Operational risks** 29
 - 5.3. Political risks** 30
 - 5.4. Reputational risks** 30
- 6. LESSONS LEARNED AND THE WAY FORWARD** 31
- 7. FINANCIAL SUMMARY** 34

Acronyms

ACLED	Armed Conflict Location & Event Data Project
AU	African Union
BAY states	The States of Borno, Adamawa and Yobe in northeast Nigeria
CBRR	Community-based reconciliation and reintegration
CSC	Community Stabilization Committee
CSO	Civil society organization
CW	Country Window (of the Regional Stabilization Facility)
DSS	Nigeria’s Department of State Services, also known as the State Security Service
EU	European Union
GISCOR	Grassroot Initiative for Strengthening Community Resilience
IOM	International Organization for Migration
ISWAP	Islamic State West Africa Province
JAP	Joint Action Plan
JAS	Jama’atu Ahlis Sunna Lidda’awati Wal-Jihad (“Boko Haram”)
LCB	Lake Chad Basin
LCBC	Lake Chad Basin Commission
LGA	Local Government Area
MEL	Monitoring, evaluation and learning
MNTJF	Multinational Joint Task Force
MOPOL	Nigeria Mobile Police
NA	Not applicable
NBA	Nigerian Bar Association
NCS	Nigeria Customs Service
NGO	Non-governmental organization
NHRC	National Human Rights Commission of Nigeria
NIS	Nigeria Immigration Service
NPF	Nigeria Police Force
NSAG	Non-state armed group
NSCDC	Nigeria Security and Civil Defense Corps
RSF	Regional Stabilization Facility for the Lake Chad Basin
RSS	Regional Strategy for the Stabilization, Recovery and Resilience of the Boko Haram-affected Areas of the Lake Chad Basin
RWSA	Rural Water and Sanitation Agency of Nigeria
S2R	“Support for reconciliation and reintegration of former armed non-state combatants and Boko Haram associates” project
SGBV	Sexual and gender-based violence
SPCG	Security, Planning and Coordination Group
UNDP	United Nations Development Programme
UNDSS	United Nations Department for Safety and Security
UNICEF	United Nations Children’s Fund
USD	United States Dollar
WASH	Water, sanitation and hygiene

Executive summary

On 22 October 2022, the United Nations Development Programme (UNDP) in Nigeria joined the Government of Borno State to mark the reopening of Ngarannam. Constituting one of eight communities in northeast Nigeria for which the Regional Stabilization Facility (RSF) established Joint Action Plans (JAPs), Ngarannam is exemplary of the important gains made by efforts to restore the social contract in conflict-affected areas of the Lake Chad Basin (LCB). These stabilization activities target enhanced physical security and access to justice, the rehabilitation of essential infrastructure and basic service delivery, and a revitalized local economy to support communities recovering from over a decade of armed violence and a protracted humanitarian crisis.

With over 2.2 million people displaced across the BAY states, supporting durable solutions constitutes an important aspect of RSF programming.

The RSF Annual Report 2022 offers an overview of activities conducted throughout the calendar year in and across the JAP locations of Borno, Adamawa and Yobe State (the so-called “BAY” states). Specifically, these include six JAP locations from the first implementation phase (2019-21), namely Banki, Buni Yadi, Damboa, Gulak, Monguno and Ngarannam, to which were added two new locations – Ngala and Gwoza – for Phase II of the RSF Nigeria Window (2021-24). The strategy for this second phase was expanded beyond the “immediate” stabilization efforts of the first phase to an “extended” form of stabilization that seeks to strengthen government capacities and rebuild citizens’ trust in public institutions, pursue at pace the socio-economic reintegration of former combatants and their dependents, and promote community-led reconciliation. Programmatically, the ultimate aim lies in paving the way out of stabilization and towards early recovery, development and a sustained peace.

UNDP’s stabilization work follows a people-centred, human rights-based approach that is cognizant of the varying needs of women and girls, men and boys, and that acknowledges the conflict-exacerbating effects of environmental degradation, vulnerability to climate change and food insecurity.

Perception surveys conducted in 2022 across JAP locations confirmed UNDP’s “proof of concept” regarding its three-pillared approach to immediate stabilization – with local populations expressing satisfaction with the security services provided, and with government support for community-led reconciliation processes. Central to these positive perceptions are the establishment and sustained functioning of the Community Stabilization Committees (CSCs), one of a number of participatory platforms promoted by the RSF to ensure local engagement in decision-making processes, increase trust amongst community members, and consolidate collaborative linkages between communities, security actors and local government.

Robust monitoring, evaluation and learning systems are essential for effective reporting on stabilization gains – within UNDP’s regional, country and sub-offices, and across government agencies and implementing partners. Throughout 2022, the RSF pursued the strengthening of these capacities in a consultative and inclusive manner, in collaboration with the local NGO GISCOR (Grassroot Initiative for Strengthening Community Resilience), the National Human Rights Commission (NHRC) and the Nigerian Bar Association (NBA). Such partnerships enable a protection-sensitive and rights-based approach to implementation and risk management. Central to these efforts are the CSCs, championing social cohesion, gender equity and community-based participatory planning approaches.

Major output achievements in 2022

- 16 security and justice infrastructures built or rehabilitated
- 860 housing units constructed
- 424 security personnel trained on human rights and SGBV
- 44 new water fetching points established from solar-powered boreholes
- 3 market areas constructed with a total of 1,122 lock-up shops and stalls
- 892 streetlight poles erected
- 2,790 individuals involved in cash-for-work programmes
- 12,150 people offered livelihood training support
- 5,000 people provided with material support for reintegration

More sensitization work is necessary to explain the work of the RSF in northeast Nigeria, and UNDP's role in delivering on the stabilization work therein conceived. Throughout the year UNDP senior management was actively engaged with stakeholders from state and society in order to consolidate trust relationship with local communities, the security sector and government on all levels.

Careful programming adjustments are required to meet the challenges of a complex and ever-changing RSF operating environment; these in turn demand strong stakeholder relationships and robust knowledge management capabilities – both within UNDP and across its network of implementing partners.

Looking ahead to 2023 and beyond: consolidating stabilization gains requires a deliberate focus on sustainability – on completing and handing over the effective functionality of facilities and participatory platforms to government and the local populations themselves. In 2022, three additional grants worth over USD 23 million were gratefully received from the Federal Republic of Germany and the United Kingdom; for the forthcoming period, embracing a triple-nexus logic and thus envisaging local life *beyond* stabilization requires a funded transition into early recovery, durable solutions and development programming towards a sustained peace in the BAY states.

1. Background

1.1 Project strategy

Since 2009, persistent armed conflict in northeast Nigeria – specifically in the “BAY” states of Borno, Adamawa and Yobe – has led to the significant loss of life and property, the destruction of critical infrastructure, the displacement of millions of people and the partial collapse of economic, health and education systems. Operation Lafiya Dole, launched by the Nigerian armed forces in 2015 with coordinated support from the Multinational Joint Task Force (MNJTF), made important gains to win back territory and enable access to previously occupied areas. Yet two main factions continue to actively wage an insurgency campaign against the government: Jama’atu Ahlis Sunna Lidda’awati Wal-Jihad (JAS), commonly referred to as “Boko Haram” and operating mainly out of southern Borno State; and the Islamic State West Africa Province (ISWAP), which split from Boko Haram in 2016 and is largely based close to Lake Chad and along Nigeria’s northern border with Niger.

The situation in northeast Nigeria remains one of the most pronounced, multifaceted and complex crises in the world:

Over time, the MNJTF shifted its stance from a purely military counter-insurgency response to a comprehensive, regional effort involving political, development, humanitarian and peace actors. It began to embrace a community-centred approach and engage in activities

that promote and strengthen civil-military relationships. In line with this tactical and strategic shift, the Lake Chad Basin Commission (LCBC), with support of the African Union (AU) and the United Nations Development Programme (UNDP), prepared a *Regional Strategy for the Stabilization, Recovery and Resilience of the Boko Haram-affected Areas of the Lake Chad Basin* (the RSS) in 2018.

Approved by AU Member States and endorsed by the AU Peace and Security Council, the RSS seeks to establish a common approach and an inclusive framework for all stakeholders to support a timely, coordinated and effective transition from stabilization to medium and longer-term recovery, development and peacebuilding processes.

To facilitate RSS implementation, UNDP set up the Regional Stabilization Facility (RSF) for Lake Chad in 2019, with initial support from the Governments of the Federal Republic of Germany, the Kingdom of the Netherlands, the Kingdom of Sweden, the United Kingdom, the European Union and the African Development Bank. Constituting a multi-donor basket fund, it supports stabilization interventions in affected communities in Cameroon, Chad, Niger and Nigeria through so-called “country windows” (CWs).

The first phase of the RSF Nigeria Window ended in September 2021 – its achievements in the BAY states are documented in detail in the RSF Annual Report 2021. It focused

on immediate stabilization and the testing of UNDP’s stabilization “proof of concept,” building on experiences in places such as Iraq and Libya. Based on thorough situation mapping and analysis, over 100 infrastructure, basic services and livelihood projects were implemented in six target communities – Bama (Banki), Mafa (Ngarannam), Damboa, Monguno, Madagali (Gulak) and Gujba (Buni Yadi) – in line with the three concept pillars of:

- Enhanced physical security and access to justice;
- The rehabilitation of essential infrastructure and basic service delivery; and
- A revitalized local economy to support communities recovering from conflict.

These JAP locations are quite diverse in terms of population size, location, accessibility and the topography of the surrounding area. Damboa, for instance, is an urban area with over 300,000 inhabitants, which necessitates a different approach to stabilization than the much smaller (albeit rapidly growing) site

of Ngarannam, rebuilt at present for only a few thousand residents. Many locations are strategically placed along major routes and some are in the vicinity of a larger town or part of a cross-border conurbation (e.g. Banki). Most are surrounded by fertile agriculture land that is part of carefully contextualized stabilization efforts that relate to the specific challenges of each place and its people.

For all locations, tailored interventions were outlined in Joint Action Plans (JAPs), developed in a highly participatory manner with government and security actors. RSF activities have centred around the establishment of a series of local community structures – first and foremost the Community Stabilization Committees (CSCs) – as platforms to foster dialogue, trust-building and participatory decision-making processes. As the outcome indicators demonstrate (see Section 3 below), these interventions have significantly increased community perceptions of the positive role of government in the provision of stabilization support.



To boost local food production, 4’000 farmers in Banki and Ngala were supported with agricultural inputs.

UNDP defines immediate stabilization as a time-bound, localized and integrated civilian programme of activities. Its purpose is to extend state presence and establish minimum security conditions, essential services and livelihood opportunities necessary to sustain peace and allow longer-term social cohesion and development processes to gain momentum.

The current Phase II of the RSF Nigeria Window, which began in September 2021, continued to unfold throughout 2022. The strategy was expanded to encompass both “immediate” stabilization (notably through the addition of two locations, Ngala and Gwoza), as well as “extended” stabilization, in line with the regional RSF-Lake Chad approach and in support of government policies and priorities. The extended stabilization activities aim to consolidate the work conducted in the six target locations during Phase I, and to prepare the ground for a transition towards early recovery, development and peacebuilding. The new phase moreover directly responds to unprecedented levels of surrender of JAS fighters and associates (see Section 1.2 below), and the opportunity this provides for the government to regain control of locations in different areas of Borno State. The ambition to restore the local courts and facilitate access to justice goes hand-in-hand with efforts to support socio-economic reintegration of former combatants and their dependents, and promote community-led reconciliation processes.

1.2 Situational update for the BAY states

When Abubakar Shekau, the longtime leader of JAS, was killed during a clash with ISWAP on 19 May 2021, there was hope that his demise would constitute a significant setback for Boko Haram. Indeed, ISWAP’s takeover of some JAS territories has led to mass surrenders of known JAS fighters to security agencies, principally in Borno State. Throughout 2022, clusters of men, women and children, including combatants and their families and those previously living under the control of the

insurgents, continued to present themselves to authorities in Bama, Gwoza, Mafa, Konduga, Ngala and other locations on the fringes of the Sambisa Forest – more than 91,000 persons overall. Many are now the focus of the “Support for reconciliation and reintegration of former armed non-state combatants and Boko Haram associates (S2R)” project, which UNDP is implementing in collaboration with the International Organization for Migration (IOM) and the United Nations Children’s Fund (UNICEF). This evolving situational dynamic was also of great significance for RSF Phase II activities, with “extended” stabilization efforts focusing specifically on bolstering government support for recovery efforts, access to justice and community-led reconciliation processes.

Insurgency-related incidents in the BAY states – which include armed attacks, abductions, illegal vehicle checkpoints and the use of improvised explosive devices – remained relatively constant between 2021 (581 incidents) and 2022 (555), but are more localized than before as shown below. Hotspots were predominantly around Maiduguri and Askira/Uba, and between Dikwa and Ngala. At the same time, concerns are growing that a strengthened ISWAP could increase its influence not only in northeast Nigeria but across the broader LCB region and beyond, to other West and North African countries including Algeria, Libya and Mali.

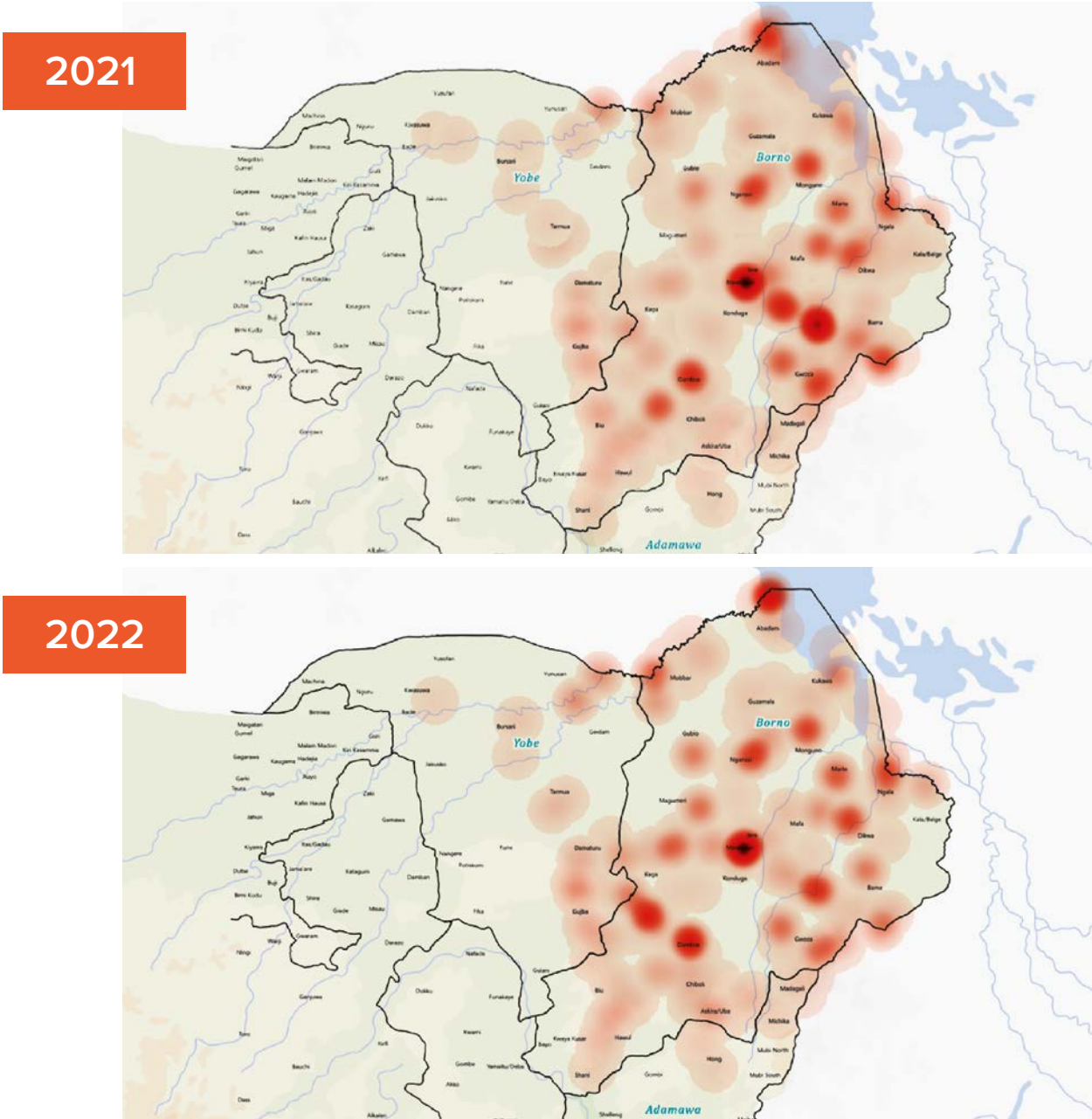
Beyond such conflict incidents, the human rights and civil protection situation in northeast Nigeria continues to be of great concern. Over 2,2 million people are displaced, with many still relying on humanitarian assistance – a plight worsened in certain locations by camp closures and involuntary relocations. Women and girls, in particular, face endemic protection risks from sexual- and gender-based violence (SGBV), abduction, rape, trafficking and forced marriage. Children also continue to be vulnerable to forced recruitment by armed groups.

Soaring inflation, the long-term socio-economic effects of the COVID-19 pandemic, climate fragility risks, and the outbreak of cholera and acute diarrhea were some of the additional

factors affecting RSF activities throughout the year. In terms of climate stressors, of particular note were the severe floods of November 2022, which aggravated existing vulnerabilities for people already impacted by the ongoing insurgency, displacement, and severe food insecurity and malnutrition. The events also had a significant impact on RSF activity implementation, notably around Ngala.

In terms of Nigerian national politics, 2022 was moreover a year marked by the elections subsequently held in February and March 2023. The political cadre on all levels was busy rallying its constituencies and organizing its electoral campaigns, which slowed down activity implementation in some cases – especially when high-level engagement was needed. The mobilization of society by politicians at times also influenced the perceptions and expectations of stabilization amongst the electorate of the BAY states, requiring a careful navigation of the political narrative by UNDP and its RSF partners.

In northeast Nigeria, a region already enduring a humanitarian crisis with 8,4 million people in need, over 210,000 people were affected by flooding in 2022 – including in RSF JAP locations.



* ACLED data accessed on 1 June 2023. Hotspots are weighted by fatalities.

2. Theory of Change

2.1. The logic behind RSF Phase II

As outlined in the project strategy above (see Section 1.1), Phase II of the RSF Nigeria Window is a conceptual and practical extension of the important work undertaken in the first phase begun in 2019. It continues to build on the key assumption that stabilization is only effective if it engages simultaneously with security and the rule of law, essential infrastructure and basic services, and the provision of short- and medium-term livelihood opportunities. These three pillars form the basis of the “immediate” stabilization programming that is being implemented in target locations.

Stabilization requires a holistic, people-centred approach that combines security and justice concerns with public service provision and the creation of economic livelihood opportunities.

Placing communities on the path towards early recovery and sustainable development, while also finding durable solutions for those displaced by the conflict as well as by climate vulnerability, involves an integrated approach to resilience-building across the humanitarian, development and peace spaces. The fundamental assumption of “extended” stabilization, which lies at the heart of RSF Phase II, is that the three-pillar approach to immediate stabilization has to be consolidated by re-establishing the trust of citizens in public institutions, notably the local courts but also

security institutions and actors such as the National Police Force (NPF) and the Nigeria Security and Civil Defense Corps (NSCDC). This is all the more important given the increasing focus on reintegration and community-led reconciliation processes. UNDP’s people-centred, human rights-based approach to stabilization involves strengthening the accountability of civilian authorities and law enforcement agencies, and a gradual reduction of military resources and personnel in basic service provision.

2.2. Transversal themes

2.2.1. Community engagement and national ownership

The Boko Haram insurgency developed from, and continues to be fuelled by, the concerns of communities alienated by decades of development neglect and marginalization. The RSF-Lake Chad, and the RSS it serves, seek to contribute to a renewal of the social contract between the state and the populations around Lake Chad by actively engaging communities in the design and implementation of activities via participatory accountability mechanisms – first and foremost the Community Stabilization Committees (CSCs).

Building on the observed relevance and effectiveness of the CSCs and other local engagement platforms in fostering community dialogue during RSF Phase I, the theory of

* ACLED data accessed on 1 June 2023. Hotspots are weighted by fatalities.

change behind Phase II continues to work with the assumption that if mechanisms exist for inclusive community participation in safety and security planning and response, then community perceptions of state legitimacy improve. Ultimately, this will boost government ownership and leadership of stabilization efforts from the local government area (LGA) level upwards.

2.2.2 Human rights

RSF Phase 1 moreover demonstrated that for stabilization interventions to be effective, community residents and security providers alike have to comply with international human rights norms and standards, and be held accountable through various community mechanisms – not least a reinforced access to justice. Rule-of-law, security and justice services by military forces, police and informal security groups that fail to uphold, protect and respect human rights risk alienating communities further, feeding narratives of radicalization and undermining their own objectives.

A human-rights based approach to stabilization is central to all efforts targeting community resilience, sustaining peace and ensuring a fair distribution of development opportunities and benefits.

In this vein, Phase II of the RSF Nigeria Window continues to support human rights training, monitoring and reporting in target areas, in collaboration with local community structures and representatives of the National Human Rights Commission (NHRC) and the Nigerian Bar Association (NBA). In terms of the project's theory of change, the assumption is that strengthened access to justice – and importantly the enhanced functionality of local rule-of-law institutions – requires both prevention and response measures. A combined emphasis on community-led monitoring and the provision of the required infrastructure (notably police stations and local courts) to re-establish the formal rule of law alongside traditional justice measures is thus an essential prerequisite for stabilization gains.

2.2.3. Gender and inclusion

Building on the two previous themes, the Nigeria Window of RSF Phase II continues to highlight the centrality of a gender-sensitive approach to all stabilization programming and activity implementation. Women and girls, men and boys are affected differently by the protracted conflict in northeast Nigeria – with women and girls suffering disproportionately



from safety and security concerns, an inability to access basic services, and from a lack of livelihood opportunities.

Preventing and responding to incidents of SGBV is thus also a critical component of the human rights monitoring activities promoted by the RSF – not least given that around two-thirds of all incidents recorded by the NHRC during Phase I of the RSF involved SGBV and

other violations of women’s rights. RSF Phase II continues to pay keen attention to the nature, types and frequency of SGBV incidences by enhancing the awareness and skills of frontline actors (police, community leaders, teachers etc.) in supporting prevention and response efforts.

The RSF theory of change recognizes, moreover, that women and youths are key agents in bringing about community



Pusam Modu, a mother of seven from Ngarannam, launched her own business after she received a start-up grant.



Children in Ngarannam are happy to be in a conducive environment.

acceptance of stabilization efforts, and in re-establishing trust in public institutions. The RSF Nigeria Window includes women and youths as meaningful participants in CSCs and other community platforms, working as architects and engineers to rebuild houses, schools, police stations, health clinics, water points and market stalls, or supplying their communities with goods and services. Ensuring that women play a central role in local decision-making processes lies at the heart of RSF implementation.

2.2.4. Conflict and climate change

The economy of the BAY states is highly dependent on climate-sensitive economic sectors – notably farming and pastoralism. The fourth transversal theme underlying the RSF's theory of change therefore relates to the interface between protracted conflict and climate stressors. With weather patterns becoming more erratic and temperatures rising, the rainy seasons, for instance, are increasingly marked by strong winds and heavy

flooding that interrupt supply chains, damage infrastructure, destroy harvests and displace populations.

Conflict in the Lake Chad Basin over the past decade has exacerbated a situation marked by environmental degradation, vulnerability to climate change and food insecurity.

Underlying RSF Phase II is the recognition that only if programming takes into account the complex linkages between conflict and climate change, will stabilization be able to pave the way to recovery and development, as well as lay the foundations for community-centred reconciliation and reintegration. In particular, this entails a focus on environment-sensitive activity implementation, including comprehensive and dynamic risk management systems (see Section 5 below), the use of renewable energy (especially solar power) and an emphasis on sustainable, carbon-neutral building materials where possible.

3. Progress towards stabilization results

This section offers a synthetic overview of 2022 achievements for the RSF Nigeria Window, using the outcome and outputs of the new results framework for RSF Phase II as guiding thread. The data provided for each indicator was supplied by the UNDP Monitoring & Evaluations team in the Maiduguri sub-office – further details about data sources and monitoring procedures are outlined in Section 4 below.

3.1 Outcomes

Outcome 1

Immediate stabilization: community stability and state presence increased in JAP locations

Indicators	Data source	Baseline	Year of baseline	2021		2022	
				Target	Update	Target	Update
1.1 Percentage of households in JAP locations who say there is safety and security	Household perception survey	51.0%	2019	60.0%	86.9%	70.0%	87.3%
1.2 Percentage of households in JAP locations who say they have access to justice	Household perception survey	12.5%	2020	15.0%	26.0%	30.0%	47.4%
1.3 Proportion of households expressing satisfaction with provision and access to essential social services in JAP locations, e.g., health, education, and WASH (Adapted RSS indicator)	Household perception survey	0.0%	2020	60.0%	89.8%	70.0%	91.1%
1.4 Proportion of individuals participating in livelihoods strengthening interventions in the JAP locations who report improved livelihoods (Adapted RSS indicator)	Household perception survey	NA	NA	45.0%	73.0%	50.0%	75.0%
1.5 Perception of government performance in providing livelihood opportunities in JAP locations	Household perception survey	60.0%	2020	65.0%	72.0%	70.0%	74.6%

In collaboration with GISCOR (Grassroot Initiative for Strengthening Community Resilience), a local NGO that is present throughout the RSF JAP locations, teams of local youth enumerators continued to undertake the biannual “Community Pulse Check” household survey. These perception surveys, the results of which underline UNDP’s proof of concept regarding the three-pillared approach to “immediate” stabilization (see Sections 1 and 2 above), constitute the central means of verification of RSF outcomes. Across the five indicators for Outcome 1 – perceptions of safety and security, access to justice, provision and access to essential social services, improved

livelihoods and, importantly, the Nigerian government’s performance in providing livelihood opportunities – the percentage of sampled JAP community members with positive perceptions continued in 2022 to exceed yearly targets.

Outcome 2

Extended stabilization: local, national and regional stabilization structures oversee, coordinate and implement stabilization and recovery efforts

Indicators	Data source	Baseline	Year of baseline	2021		2022	
				Target	Update	Target	Update
2.1 Extent to which the LCBC level of coordination of the RSS is good according to cluster members (scale: 1 (very bad) to 5 (very good)) (Adapted RSS indicator)	RSS Secretariat report						
2.2 Level of collaboration of cluster working groups of the Regional Taskforce on strategy implementation and accountability according to Cluster members (scale: 1 (very bad) to 5 (very good)) (Adapted RSS indicator)	RSS Secretariat report						
2.3 Proportion of households in JAP locations expressing satisfaction with the maintenance of the constructed and/or rehabilitated infrastructure (disaggregated by age, gender, and location)	Household perception survey	NA	NA	NA	NA	NA	NA
2.4 Percentage of households that report being satisfied with the security services provided by the government in JAP location	Household perception survey	56.7%	2020	60.0%	83.0%	65.0%	85.2%
2.5 Number of children having access to school thanks to the support of the stabilization facility in JAP sites	Mission report	NA	NA	NA	NA	NA	NA
2.6 Proportion of population in JAP locations that are satisfied with government support for community-led reconciliation processes (disaggregated by age, gender, and location)	Household perception survey	15.0%	2021	20.0%	23.5%	30.5%	40.2%

Similarly, targets were exceeded in Outcome 2 (“extended” stabilization) for the two indicators fed through the household surveys in JAP locations: satisfaction with the security services provided by government, and with government support for community-led reconciliation processes.

The outcome data reflect the increasingly important role played by the CSCs in reinvigorating collaborative ties among local populations, and between communities and the state.

The establishment and sustained functioning of the CSCs is one of the crucial features of the RSF success story across the BAY states: ensuring community engagement in decision-making processes, increasing trust amongst community members, and consolidating collaborative linkages between the community, security actors and local government. In 2022, a powerful illustration of the working of the CSCs was witnessed in Buni Yadi, where persistent clashes between farmers and herders had been claiming many lives and leading to the destruction of property. The CSC played a critical role in mediating between the two groups, while also facilitating discussion with government. Thanks to the CSC, the issue was finally resolved, with a truce signed in front of the Yobe State Governor as well as representatives of the police, the military and United Nations Department for Safety and Security (UNDSS).

3.2 Outputs

Output 1.1

Community security and justice systems established and operational in JAP locations

Indicators	Data source	Baseline	Year of baseline	2021		2022	
				Target	Update	Target	Update
1.1.1 Number of stakeholder relationships and collaboration with security forces (military, law enforcement agencies, government recognized community security groups) are established and functional at community, district, governorate, state, and national levels	Partner reports	6	2021	6	6	8	8
1.1.2a Number of security and justice infrastructures (law enforcement agencies, gendarmerie, courts, etc.) constructed/rehabilitated	CW engineers activity report	8	2021	8	13	20	29
1.1.2b Number of security and justice infrastructures (law enforcement agencies, gendarmerie, courts, etc.) equipped	CW engineers activity report	3	2021	3	9	15	29
1.1.3 Number of JAP sites with CSCs or similar structures established (adapted RSS indicator: "...local infrastructures for peace")	Partner reports	6	2021	6	6	11	8
1.1.4 Percentage of female representatives (including female presidents) within CSCs or similar structures	Partner reports	20%	2021	20%	20%	20%	21%
1.1.5 Number of JAP locations with operational early warning systems	Partner reports	6	2021	6	6	8	8
1.1.6 Number of security providers trained on human rights and prevention of gender-based violence	Partner reports	0	2021	300	305	450	729
1.1.7 Number of JAP locations in which local human rights defenders are reporting on human rights violations and issues surrounding civilian protection (adapted RSS indicator)	Local human rights defenders reports	6	2021	8	6	11	8
1.1.8 Number of training/sensitization activities on mine action carried out in JAP sites	Partner reports	0	2021	0	0	0	0
1.1.9 Number of streetlights installed in JAP location	CW engineers activity reports	170	2021	170	745	1,000	1,637

Output 1 spans the activities undertaken by the RSF Nigeria Window towards establishing and rebuilding public trust in state security, law enforcement and justice institutions. Via a dedicated Security, Planning and Coordination Group (SPCG), chaired by the State Governor, a UNDP Security Coordination Expert regularly engages the leadership of the Nigeria Military, NPF, NSCDC, Nigeria Immigration Services (NIS), Nigeria Customs Services (NCS) and the Department of State Services (DSS) to enhance response collaboration and coordination at community and state levels. Output indicator 1.1.1 seeks to capture the local ramifications of this collaboration, reflected in meetings of the (more restricted) Community Security Groups (CSGs) and the broader representation found in the CSCs. These are local structures that are now firmly established in all eight JAP locations (indicator 1.1.3), with at least five out of the 25-30 persons attending CSCs being women (indicator 1.1.4) – a major achievement given the societal and religious conditions prevailing in the BAY states.

Given the continued trauma that affects many if not most displaced persons across the BAY states, establishing meaningful community-based security and justice mechanisms is a crucial component of any attempts to return or resettle individuals in JAP locations.

As indicator 11.2 highlights, the RSF Nigeria Window has been able to support the construction and/or rehabilitation of 29 security and justice infrastructures in the six locations of Banki, Damboa, Monguno, Ngarannam, Gulak and Buni Yadi – with Ngarannam being the major focus of attention in 2022. Overall this amounts to a total of 149 security facilities rehabilitated/constructed, with 145 equipped when broken down by number of stations, offices, dormitories for junior personnel, quarters for senior personnel, solar-powered energy units, electricity generators and the provision of furniture. At least four more security and justice infrastructures are to be rehabilitated/constructed and equipped in 2023. The presence of these facilities has not only significantly improved the functionality and effectiveness of security and justice institutions in these vulnerable contexts, but has also strengthened the protective environment and increased accessibility to justice remedies.

The RSF Nigeria Window has furthermore trained 729 security personnel on human rights violations and SGBV – an additional 424 in 2022 (indicator 11.6). Trainees are utilizing the knowledge acquired to ensure their response to incidents of crime and human rights violations comply with international standards, while also placing the emphasis on prevention as well as protection and assistance more generally. Moreover, the training scheme contributes to the RSF result on promoting human rights and civilian protection specifically to deter violations by all forms of security providers, which can jeopardize the overarching efforts and gains made on rebuilding the social contract within and across communities. By ensuring well-functioning human rights monitoring and accountability mechanisms, the RSF aims to build awareness, capacities and encourage security and rule-of-law forces to operate with the highest possible standard of behaviour.



The newly-constructed immigration office in Banki will enhance cross-border commerce and security.

Another important feature of the RSF’s safety-and-security activities has been the installation of public streetlights – both within garrison towns to make people feel safer, as well as along their respective perimeters to help security actors pre-empt and fend off armed-group attacks. So far, 1,637 poles of streetlight in five of the eight JAP locations have been erected (indicator 1.1.9), with 892 constructed in 2022. Increasingly, returning or resettled community members are feeling safe enough to sleep in their homes, and in Banki, streetlights have even permitted the re-opening of the night market – contributing significantly to people’s perception that “normal” life is once again a distinct possibility.

Output 1.2 – Essential social services infrastructure constructed and/or rehabilitated, functional, and accessible

Indicators	Data source	Baseline	Year of baseline	2021		2022	
				Target	Update	Target	Update
1.2.1 Number of new or rehabilitated essential social service infrastructure projects (administrative, health, WASH, and education) equipped and handed over to local authorities or communities (Adapted RSS indicator)	CW engineers activity reports	5	2021	5	8	10	13
1.2.2a Number of bridges constructed or rehabilitated	Partner reports	1	2021	1	1	1	1
1.2.2b Number of km of roads constructed or rehabilitated	Partner reports	NA	NA	NA	NA	NA	NA
1.2.3 Number of permanent housing units constructed	CW engineers activity reports	500	2021	500	500	1,000	1,360
1.2.4 Number of public facilities and infrastructure equipped with renewable technologies	CW engineers activity reports	3	2021	3	8	10	12
1.2.5 Number of water points (including boreholes) constructed/rehabilitated in JAP location	CW engineers activity reports	15	2021	15	31	50	75

Stabilization operates on the premise that a substantial investment in community infrastructure is necessary to rebuild trust and state-society relations. Construction projects range from housing units for returnee households (a further 860 of which were built in JAP locations throughout 2022, notably in Ngarannam, Banki and Damboa; see indicator 1.2.3), to infrastructure related to accessing essential services such as education, health, water and sanitation. In Ngarannam, for example, 2022 building activities included the completion of teachers’ quarters and the establishment of a police dormitory for Nigerian Mobile Police (MOPOL) officers, who stay in one location for several months at a time. Following the completion of security protocols in the new JAP locations of Gwoza and Ngala, construction contracts also began to be awarded for the latter – this included perimeter trenching, perimeter fencing, 500 housing units and two primary schools.

In most JAP locations, housing units or infrastructural components built via the RSF are matched by at least as many components constructed directly by state authorities – emphasizing the centrality of state ownership in all stabilization work.

Renewable technologies are an important sustainability criterion for RSF construction activities – with solar power being at the forefront of on-going efforts (indicator 1.2.4). Notably, this includes

the establishment of solar-powered boreholes, with access to safe and portable water for human and animal use being an essential element of stabilization. Beyond the drilling of the boreholes themselves, this comprises the reticulation of the water supply to various fetching points. An additional 44 such points were set up in 2022 across the four RSF communities of Banki, Damboa, Gulak and Ngarannam, bringing the total to 75 (indicator 1.2.5). This important work continued at pace into 2023, with the CSCs again playing a key role in sensitizing populations, in collaboration with the Rural Water and Sanitation Agency (RWSA), to the merits of using the fetching points and keeping them well maintained. This involved explaining to citizens why the higher iron content makes the water reddish in colour yet perfectly safe, or how the community should maintain WASH facilities and sensitize children to avoid wasting water or damaging tap heads.

Construction activities, finally, are not confined to the garrison towns themselves – as illustrated by the Waluri Bridge built by the RSF Nigeria Window to open up the community of Damboa to around 25 adjoining villages (indicator 1.2.2a). The bridge improved access to essential community-based services, and throughout 2022 the bridge continued to promote sustainable livelihoods and reduced dependence on humanitarian assistance by increasing access of farmers to more agricultural land.

Output 1.3 – Targeted households provided with livelihood opportunities

Indicators	Data source	Baseline	Year of baseline	2021		2022	
				Target	Update	Target	Update
1.3.1 Number of rehabilitated or constructed productive infrastructure projects (such as small business offices and market structures)	Partner reports	1	2021	1	2	4	5
1.3.2 Number of people benefitting from cash for work as income generating opportunities in the JAP locations (disaggregated by gender and age)	Livelihood activity reports	500	2020	4000	9010	10500	11800
Women					1,568		2,294
Youth (aged 18-35)					7,442		9,506
1.3.3 Number of people benefitting from short-term and quick-fix training in JAP locations (disaggregated by gender and age)	Livelihood activity reports	2,000	2021	2,200	11,840	12,200	23,990
Women					7,166		12,559
Youth (aged 18-35)					4,674		11,431
1.3.4 Number of people benefitting from provided productive or business grants or assets (disaggregated by gender and age)	Livelihood activity reports	7,000	2021	7400	11,840	7,800	23,990
Women					7,166		12,559
Youth (aged 18-35)					4,674		11,431

For JAP locations to be meaningful places of residence, local populations must be presented with livelihood opportunities. The BAY states are predominantly agricultural, with farming and livestock herding continuing to be the dominant forms of income generation. This sector is dependent on the existence of local markets where the fresh produce can be sold – not least because insecurity along rural roads hampers transportation. An essential component of the RSF’s 2022 contribution was thus the construction of three market areas in Banki, Buni Yadi and Ngarannam (indicator 1.3.1), consisting of a total of 1,122 lock-up shops and market stalls for the same number of individual business owners. These investments are contributing to new local business opportunities and improved economic growth in JAP locations.



Women, often the most vulnerable in conflict settings, are at the forefront of RSF interventions.

Cash-for-work initiatives, targeting women and youths, constitute another short-term income-generating activity to kick-start socio-economic welfare in JAP locations. In 2022, 2,790 individuals (726 women, 2,064 youths) benefited from RSF cash-for-work programmes (indicator 1.3.2) – 500 during the construction of a waste management facility in Banki and the remaining via other building projects across Banki, Buni Yadi, Damboa, Gulak, Monguno, Ngarannam and Ngala.

While cash-for-work activities constitute an important stop-gap, the focus in future must shift to sustainability considerations, and thus to skills acquisition for key vocations including farming, mechanical work, carpentry and tailoring.

Throughout 2022, 12,150 people (5,393 women) were trained and sensitized on modern farming techniques for dry and wet seasons, on starting businesses, managing business finances, using cooperative saving schemes and applying home gardening techniques (indicator 1.3.3). Strengthening local capacities is a crucial component of paving the way out of extended stabilization and towards early recovery and ultimately long-term development: not least by offering youths reasons to stay in their communities, rather than migrate to urban centres or even abroad.

Providing community members with start-up grants or material goods constitutes the fourth form of support under this RSF output. In Damboa, for instance, 210 households were given grants for trading activities in 2022, while in Banki and Ngala, 1,000 and 2,000 toolkits, respectively, were distributed together with a vast number of tree siblings. Offering livestock to households is another form of support falling under this indicator (1.3.4) – in the case of Ngarannam, for instance, “start-up kits” included 100,000 Naira, a cow and two goats.

As outlined further in Section 5 below, the RSF livelihoods team faces a number of operational risks and practical constraints when implementing its activities. Tree siblings were destroyed by migrating elephants or planted at the inappropriate time, thus requiring irrigation water to be laboriously brought in by trucks (as was the case for thousands of tree siblings in Ngarannam). Given exacerbated climate vulnerability, the seasonal farming windows are ever tighter, so any

delays in receiving and validating beneficiary lists from local government may result in seeds being distributed too late (e.g. sesame seeds in 2022). Fertilizer is moreover difficult to supply, as it requires clearance and logistical support from the military. Much effort is thus spent by the livelihoods team to coordinate and sequence its tasks with that of the other output teams – livelihoods measures tend to be faster to implement, yet they are largely dependent on the completion of infrastructural components and the mitigation of security concerns.

Output 2.1 – Stabilization actors have knowledge to consolidate the stabilization achievements and promote social cohesion

Indicators	Data source	Baseline	Year of baseline	2021		2022	
				Target	Update	Target	Update
2.1.1 Number of officers of local government and municipality, NGOs, CSOs, as well as CSCs trained on promoting social cohesion	CW training reports	75	2021	150	154	200	207
2.1.2 Number of members/staff of local structures involved in stabilization trained on promoting gender equity	CW training reports	75	2021	150	154	200	207
2.1.3 Number of officers of local government and municipality, NGOs, CSOs, as well as CSCs trained on community-based participatory planning approaches	CW training reports	75	2021	150	154	200	207
2.1.4 Number of coordination meetings, joint advocacy, and fundraising with UNDP, UN, and other development partners	CW activity reports	2	2021	4	4	7	7

The outputs falling under the second outcome on “extended” stabilization are concerned with consolidating the operational, largely practical achievements of the “immediate” stabilization phase in view of long-term sustainability and the transition to a government-led early recovery process. Activities in Output 2.1 included three-day training workshops, undertaken in each JAP location, for local government officials and staff members from civil society organizations and community structures (such as the CSCs) on the key themes of social cohesion, gender equity and community-based participatory planning approaches. An additional 53 individuals undertook the training in 2022, bringing the total number across JAP locations to 207.

Output 2.2 – Improved cross-border coordination and cooperation

Indicators	Data source	Baseline	Year of baseline	2021		2022	
				Target	Update	Target	Update
2.2.1 Number of surge capacity to national windows	Surge deployment reports	0	2020	1	1	2	2
2.2.2 Number of RSF knowledge products developed by all RSF	Regional window activity reports	1	2021	2	3	3	7
2.2.3 Number of RSF strategic communications products and programs developed	Regional window activity reports	1	2021	1	2	2	56
2.2.4 Number of active cross-border JAP sites where cross-border trade is conducted	CW activity reports	0	2021	1	1	2	1

Output 2.2 reflects the linkages between the RSF Nigeria Window and the regional facility as a whole, as well as to the ways in which it communicates its achievements. To this end, the RSF Secretariat offers capacity-building deployments to RSF Nigeria Window staff, including with the aim of harmonizing monitoring and evaluation tools, as well as procurement and financial management. In 2022 this included a training session held in Dakar for Maiduguri-based staff members (indicator 2.2.1).

2022 moreover witnessed a significant spike in communications products (indicator 2.2.3), stemming predominantly from a dedicated stabilization social media campaign that was implemented across six countries of the Sahel between June and December 2022. It sought to promote a shared and unified understanding of stabilization among internal and external audiences, and included multilevel stakeholder participation from the countries themselves, UNDP and other UN agencies, as well as implementing partners. The campaign leveraged various platforms and formats to reach target audiences, including X (Twitter) hashtags and multimedia content such as podcast series and videos. For the RSF Nigeria Window, the communications focus was particularly on achievements in Ngarannam, underscored by the visit of the Foreign Minister of the Federal Republic of Germany, Annalena Baerbock, to Ngarannam in December 2022.

Two primary hashtags used to promote the RSF on social media are #RebuildingTogether and #ThrivingSahel.

Indicator 2.2.4, finally, emphasizes the importance of cross-border activities as a key agent of change for stabilization to bear fruit across the LCB countries. For the RSF Nigeria Window, the two key sites in this regard have been Banki and Ngala, where RSF investments are reactivating cross-border trading initiatives, revitalizing local economies, and paving the way for more integrated programming with ongoing RSF programmes in Cameroon. In Banki, the focus has inter alia been on the construction of customs quarters to house border officials, the NIS and NCS, as well as on a number of interventions on the interface between security and livelihoods. Not only was it possible to significantly reduce food insecurity in the area through an agreement with the military to protect farmers when they venture out into the fields beyond Banki’s perimeter trenches on the Nigerian side, but the re-establishment of cross-border flows has meant residents are also able to access their families and farmlands living on the Cameroonian side.



The Foreign Minister of the Federal Republic of Germany, Annalena Baerbock, visits Ngarannam in December 2022.

Output 5 – Social, political, and economic reintegration strengthened

Indicators	Data source	Baseline	Year of baseline	2021		2022	
				Target	Update	Target	Update
5.1 Number of community members benefitting from social and economic reintegration support	Activity reports	0	2021	0	0	3,500	5,000
5.2 Number of community members in active, locally supported, community-based reconciliation initiatives	Activity report	0	2021	0	0	140	148
5.3 Number of disputes linked to sustainable reconciliation and reintegration that are taken up by trained community-based dispute resolution mechanisms	Activity reports	0	2021	0	0	0	0

A final theme is reconciliation and reintegration support, which constitutes an important contribution offered specifically by the RSF Nigeria Window – featuring as “Output 5” in the results framework established in 2019. Throughout the previous phase, the majority of combatants and their associates who surrendered to authorities were in Borno State, which has since embarked on the Borno State Policy on Community-based Reconciliation and Reintegration to deal with the influx of Boko Haram fighters and their families. The policy is a component of the broader Borno Model for the Integrated Management of Mass Exits, which also involves the three screening facilities in Maiduguri (Bulumkutu, Hajj and Shokari) to which many individuals are first taken for processing. In parallel to the EU-funded “S2R project” (Support for reconciliation and reintegration of former non-state combatants and Boko Haram associates), UNDP Nigeria, via the RSF, has been able to complement and scale up such activities by providing food and nutritional support to individuals processed for release, as well as material and non-food items to 5,000 farmers and victims cleared by authorities for reintegration. 3,000 community shelters have also been constructed in reintegration locations.

In the absence of an established solutions pathway, many women and persons with disabilities were returning to Buni Yadi in 2022 without appropriate accommodation, livelihood opportunities or reintegration measures. The CSC has been a key structure to identify and support returnees, prevent and respond to serious human rights abuses, and thus reinforce community resilience.

RSF funds have moreover been used to enhance state and civil society capacities related to the principles and practices of community-based reconciliation and reintegration (CBRR). This has included a total of 118 government staff and social workers (81 women and 37 men), who have been offered training related to reintegration pathways and referral mechanisms, as well as data collection, information and case management. In Buni Yadi, for example, the CSC has played a crucial role in supporting the reintegration of returnees – many of whom are single mothers and children. The CSC encompasses a wide range of actors, including from the security and justice sectors, and it has thus been able to ensure appropriate community representation and foster local empowerment, not least in transitional justice activities and alternative forms of dispute resolution. In the face of severe SGBV concerns, including many cases of rape, the CSC in Buni Yadi, in close collaboration with the NHRC and the NBA, has been able to mobilize the authorities to report on cases of human rights violations.

4. Monitoring, evaluation and reporting

Monitoring and evaluation activities for the RSF Nigeria Window, as well as related reporting – to the RSF Regional Facility, the Government of Nigeria, and to international donors and for the benefit of other UN agencies and partners – is led by the UNDP team in the Maiduguri sub-office, with support from the country office in Abuja. This includes an internal technical and financial monitoring system, regular progress reports as well as independent mid-term and final evaluations for learning and accountability purposes.

The collection of monitoring data continued throughout 2022 in a consultative, community-based manner and in collaboration with local government authorities. With the support of GISCOR, an NGO that is well established across the BAY states and enjoys access to JAP locations, trained teams of youths pursued their important work on twice-yearly “Community Pulse Check” surveys (see also Section 3.1 above). These household surveys, funded by the RSF Nigeria Window and coordinated by UNDP, gather perceptions of those in and around the RSF target sites in order to ascertain their view on the relevance and effectiveness of stabilization activities.

With the local justice system now in place in several JAP locations (as part of the extended stabilization components under Output 1.1), the NBA started collecting additional data

in 2022. This entails local crime statistics, case intake and disposal by the local court system as well as perception survey data on community awareness and the functionality and effectiveness of justice and rule-of-law institutions – all administered by community-based paralegals.

A solid network of local civil society partners, in collaboration with community members, is key to effective monitoring – particularly in conflict-affected areas.

A further source of monitoring data pertains to human rights violations. Designated and trained human rights monitors and defenders within target communities feed into community human rights forums and form the basis of quarterly NHRC reports. These reports, which undergo additional validation and editorial refinement from the UNDP team, are regularly presented at the state level to key actors and stakeholders. Local human rights monitoring structures of the RSF are also of great utility to other humanitarian, development and peace initiatives running in parallel, not least S2R (see also Section 3 above). In Banki, for instance, joint RSF-S2R training of local monitors has been a feature of collaboration between their respective local platforms.

The CSCs play a key role in the continuous monitoring of RSF activities – including construction work. They provide regular feedback to UNDP representatives on the quality and timing of on-going projects, as well as on their subsequent use and uptake.

A main challenge for the UNDP RSF team in 2022 was the transition to a new results framework, provided by the regional facility (see Section 3 above for the full framework). The shift from immediate to extended stabilization, as developed in the refined theory of change, was reflected in new outcome and output indicators for RSF Phase II. Many of the activities undertaken in JAP locations throughout 2022, however, were a direct continuation of work that, for a variety of reasons, had not been completed by the end of Phase I (September 2021). For the RSF Nigeria Window, 2022 was thus a transition year involving a move to the new results framework offered in Section 3 above, while still referring to “Output 5” for Nigeria-specific work on reconciliation and reintegration. This logic was adopted both for the two new JAP locations added in Phase II (Gwoza and Ngala) as well as the six locations from the previous phase.



Garba Modu Bale and his children, who benefited from housing units built in Damboa.

Further details on the results framework for Phase I can be found in the 2021 Annual Report for the RSF Nigeria Window.

In terms of external reporting and communications, the emphasis has increasingly been placed on going “beyond the indicators” in order to generate a meaningful narrative that resonates with target audiences – and that helps to promote an understanding of what stabilization entails. UNDP senior management has stressed the merit of visual materials (including in-depth media reports and documentary films) that showcase the transformative impact of RSF activities in target locations. A variety of such reporting initiatives were kick-started in 2022, notably around Ngarannam – these will feature in more detail in the RSF Annual Report for 2023.

Effective reporting on RSF activities entails superimposing a human-centred narrative onto the result framework: statistics need to tell a story.

As a general reporting policy, the RSF portrays the government on all levels as the primary executor of stabilization efforts, emphasizing its role in bolstering the social contract and cultivating trust and confidence within communities towards their governing institutions. Most official RSF-related documents, particularly those regarding construction work and procurement tenders, feature solely the logo of Nigerian state authorities, not of UNDP. This policy was carried over from RSF Phase I and further emphasized throughout 2022.

In sum, the systematic inclusion of staff members and partners in monitoring and reporting processes constitutes an important vehicle for trust-building and institutional learning, as consistently underlined by UNDP senior management. Building on lessons learned in 2022 (see Section 6 below), UNDP Nigeria will continue to strengthen reporting procedures, capitalize on the wealth of operational insights of the RSF teams, and thus bolster system-wide knowledge management.

5. Risk management

In line with the risk management system of the regional facility, UNDP Nigeria worked continuously throughout 2022 to monitor, assess and if possible mitigate risks related to the implementation of the activities pertaining to the RSF Nigeria Window. These risks relate to the situational context on all levels, from the federal level in Abuja, to Maiduguri as regional service hub for the BAY states, to the specific dynamics in and around the JAP locations themselves. Added to these contextual factors are both programmatic and institutional risks – including UNDP relations with the federal and state governments of Nigeria and various public security actors, as well as collaborative dynamics and perceptions of stabilization across the humanitarian, development and peace spaces.

What follows is a brief 2022 discussion of risks and their possible mitigation, grouped into the four types of risks used by UNDP and reflected in the RSF programme documents: security, operational, political and reputational risks.

5.1 Security risks

While the overall security situation in the BAY states, in terms of armed attacks from JAS and ISWAP, remains preoccupying (see Section 1.2 above), security in JAP locations has improved considerably. By far the most significant security challenge for RSF implementation continues to be accessing these locations, as well as ensuring the safe and secure movement of people and goods amongst them. Raids

on local communities (including theft of international assistance supplies), kidnappings for ransom, illegal road blocks (with bandits pretending to be the armed forces) and unforeseen security operations along main supply routes meant that many JAP locations continued to be difficult to reach – thus slowing down stabilization efforts in some on-going Phase I locations, and delaying the start of implementation activities in new JAP locations identified for Phase II.

Specifically, security conditions caused delays in assessment and monitoring missions, in the delivery of construction materials and equipment, and in the provision of market and livelihood supplies. Insecurity perceptions moreover negatively impacted the return of displaced populations, as well as the availability of individuals (both from within the communities and those brought in externally from Maiduguri or elsewhere) to fulfil certain public service functions.

While early-warning systems have not been a strategic focus of RSF activities in northeast Nigeria, the CSCs entail a threat-perception component that is key for risk mitigation. For instance, the CSC in Banki reported that women were sleeping in the market place rather than in their homes as a section of the perimeter fence was incomplete: CSC feedback enabled RSF engineers to swiftly mobilize contractors to complete the fencing and thus improve community safety.

Human rights due diligence constitutes an essential component of UNDP's continuous risk management protocol, along with systematic vetting of potential local partners (individuals, companies and civil society organizations) involved in RSF activities.

The RSF Nigeria Window has sought to manage and mitigate some of these risks on various levels. At the federal and state levels, continuous exchanges by UNDP senior staff members with elements of the security sector (the armed forces, the Nigeria Police Force (NPF), customs and border control agencies etc.) occur bilaterally as well as via the SPCG, which then feeds down to the community level – although in practice chains of command

remain weak. In JAP locations, local CSGs then convene representatives of the security sector as well as community leaders, with the CSG subsequently meeting with the respective CSC to discuss security needs on a regular basis.

Security concerns related to human rights violations, including SGBV as well as abuse at the hands of the armed forces and the police, are moreover monitored by the NHRC and representatives of the NBA. To alleviate some of these concerns, the RSF Nigeria Window conducted a comprehensive Human Rights Due Diligence Process (HRDDP) of the NPF and NSCDC during Phase I, which fed into intervention adjustments in both Phase I and Phase II JAP locations throughout 2022.



The thriving market in Banki.

5.2 Operational risks

In terms of the implementation of RSF activities, operational risks fall into two categories: exogenous risks beyond the direct control of the stabilization facility, and endogenous risks related to programming itself.

Exogenous risks include Nigeria's high inflation rate, which continued to rise in 2022 to over 21%. This results in price volatility for important supplies such as cement or petrol, with significant repercussions for construction and transportation costs. Given the length of some of UNDP's procurement processes, this led to some contractors defaulting on their obligations, since they were no longer able to deliver at the prices they offered during

the tendering process. To mitigate this risk, UNDP allowed for price variations of up to 20% beyond what was contractually agreed, so that implementation could continue.

A further exogenous risk relates to climate change, and the more erratic weather patterns and fluctuating seasons attributed to it. Soil erosion aggravates the effects of seasonal flooding, with severe effects on accessing JAP locations as well as on agriculture. High winds moreover damage the roofs of new RSF constructions, particularly in the absence of tree cover (with much of the foliage cut down by the armed forces to improve visibility). UNDP sought to mitigate some of these effects in 2022 by offering guidance to local farmers on how to improve agricultural techniques in the face of ecological stress factors, and by planting thousands of trees in JAP locations.

With regard to operational risks related to RSF Nigeria Window programming in 2022, the issue of activity sequencing stands out. Output teams undertake their respective implementation tasks in parallel, yet some activities, such as livelihood support, are much quicker to start and implement than construction projects, for instance. They may also be more dependent on the seasons. In 2022, Ngala was a case in point: since access is difficult once the rainy season is underway, and faced with a limited time window within which to distribute and plant seeds, livelihood activities were completed long before the infrastructure component. This has significant bearing for the overall stabilization gains foreseen in each JAP location.

When there are delays in receiving, screening and validating the list of recipient households provided by local government authorities, the delivery of seeds is out of sync with agricultural and seasonal cycles.

Additional operational risks pertain to the diversion of RSF supplies, funds (electronic micro-credits) and equipment. This entails the theft or damage of building materials on site,



often when there were delivery or construction delays. Mitigating these concerns again requires close communication with the Nigerian police and the armed forces, which in certain locations are meanwhile able to patrol these sites.

5.3 Political risks

Impactful stabilization work requires sustained buy-in from government – with the local and state authorities constituting the driving force behind the initiative. Implementing the activities foreseen by the RSF Nigeria Window thus demands nurturing continuous and trustful relations between UNDP and the Government of Nigeria on all levels, as well as an alignment of humanitarian, development and security strategies for target locations. This is particularly important in contexts as complex as the BAY states, where protection risks related to the return, integration or resettlement of forcibly displaced populations to stabilized localities are compounded by efforts – accentuated in RSF Phase II – to demobilize and eventually reintegrate NSAG combatants into those same host communities.

Capitalizing on the gains made by the RSF to identify pathways towards durable solutions requires a principled, protection-sensitive, rights-based and people-centred approach that is independent of political agendas.

In 2022, the political risks for the RSF Nigeria Window were heightened by the looming 2023 national elections, which preoccupied government counterparts, particular on the state level. Throughout the calendar year, it was thus crucial for the UNDP team, and in particular senior management, to foster close ties with government leaders across the BAY states. Key in this regard is the consultative approach adopted, involving regular updates from communities about their changing needs and preoccupations. For Borno State, for instance, the aim was to ensure continued support for RSF activities in alignment with the 25-year Borno State Development Plan as well as the government's 10-year Transformation Strategy.

5.4 Reputational risks

In parallel to fostering close ties with government, RSF implementation requires close coherence and coordination with other UN and donor agencies operating in the BAY states. Indeed, for UNDP the challenge of RSF activities lies in being a meaningful support facility for the Nigerian federal and state governments, all the while continuing to communicate the aims of stabilization – and thus its own mandate – to actors across the UN system and its wider network of partners. As spelled out in more detail above (see Section 1.1 and Section 2) and reiterated in the lessons learned below (Section 6), “immediate” and “extended” stabilization efforts are situated along a continuum of triple-nexus programming in a setting where humanitarian assistance and protection measures are required in parallel to efforts to find durable solutions and place the BAY states on the path towards sustainable development.

Throughout 2022, much effort by UNDP senior staff was thus devoted to promoting continuous channels of conversation and exchange with the sub-offices of other UN agencies and relief organizations. This involves showcasing, for instance, that UNDP, through the RSF, is making significant contributions in the fields of legal access, human rights due diligence and the rule of law – and that it is not advocating for premature camp closures. Particularly for Borno State, the resettlement and returnee agenda became a government priority, and it was thus essential to maintain regular communication with state officials as well as the Protection Cluster. Harnessing stabilization gains involves securing the buy-in and willingness from affected communities while simultaneously gathering support from humanitarian actors who stress the importance of a careful, area-based approach that ensures returns are protection-sensitive and in line with the Kampala Convention and other international guidelines.

6. Lessons learned and the way forward

2022 was an important transition year for the RSF Nigeria Window – consolidating on the gains made by “immediate” stabilization during the first phase (2019-2021), and paving the way for the “extended” stabilization aims of the current programming cycle. A number of lessons stand out as UNDP continues activity implementation and plans for the future.

1. Active engagement by UNDP senior management with Nigeria’s state and society is key to consolidating trust relationships with target communities, the security sector and government on all levels.

For all RSF outputs, implementing stabilization work in JAP locations requires a considerable amount of sensitization prior to, during, and in the follow-up to the activities conducted. Community leaders need to understand and agree to the interventions, the military has to provide access consent and operational support, and government must be seen as not just accepting but visibly driving the stabilization process. Successes such as the rebuilding of Ngarannam would not

have been possible without sustained trust-building by UNDP with CSCs and LGA representatives, with the state governor and theatre commanders, and with government at the federal level in Abuja. The work achieved in 2022 once again highlighted that such sustained channels of communication are essential for effective programme design and adaptation. It moreover emphasized the importance of continuing to strengthen Maiduguri as the regional hub for the BAY states, and as the site for close ties and interactions among international actors and with state and civil society.

2. Effective reporting on stabilization gains requires strong MEL systems within UNDP’s regional, country and sub-national offices.

The RSF results framework, while in itself quite comprehensive, does not always capture the extent to which stabilization activities have impacted the lives of individuals and

communities – nor does it systematically trace the important contributions of the respective Nigerian state governments in each JAP location. Moreover, many of the transversal themes (including gender and inclusion, or

responses to climate fragility risks) that are crucial components of all efforts to adopt a triple-nexus optic are currently not adequately covered by RSF reporting. Indicator metrics need to be supplemented with human-centred narratives

that portray the needs, ambitions and struggles of affected populations, and analytical competencies and capacities have to be strengthened to foster data stewardship, strategic oversight and more agile and responsive stabilization programming and activity implementation.

3.

RSF knowledge management is at the heart of efforts to reconcile the challenges of supporting pathways towards durable solutions while also prioritizing reintegration and community-led reconciliation processes.

Nowhere is a “One UN” approach more pertinent than in a complex, protracted crisis as witnessed over the past decade in northeast Nigeria. Intentionally and incrementally fostering a favourable enabling environment for conditions to become conducive to lasting development and a sustained peace requires more robust information sharing, joined-up analyses and joint interventions where feasible and viable. Stabilization needs to be seen on a programming continuum that leads to early recovery and development, and that is

implemented in parallel to a humanitarian protection agenda that privileges individual solutions for returnees and affected communities. These solutions need to be informed, voluntary, safe and dignified, and have to follow a principled, conflict-sensitive, rights-based and people-centred approach. Establishing a Protection Risk Analysis and Monitoring Framework with UN, government and societal partners would be an important step towards greater coherence and coordination, as would the proactive exploitation of synergies and complementarities between the RSF and other on-going multi-sectoral initiatives, including UNDP’s reintegration and social cohesion portfolio.

4.

Given the complex and ever-changing environment within which RSF activities are carried out, the consolidation efforts that are at the heart of Phase II require careful programming adjustments to what was originally conceived and validated.

Due to the stabilization work undertaken in JAP locations since the start of RSF Phase I, the socio-economic, political and security situation has evolved dramatically over time – and with it the needs of those living there. In Banki, Monguno or Buni Yadi, for instance, access to farmland has become more and more critical as the number of returnees increases. While the issue of sustaining livelihoods was not a major concern during the initial stakeholder consultations, developments in

2022 have underlined the importance of revisiting some of the strategic considerations of existing security plans in view of heightened demand for and use of wider areas of farmland. Preliminary discussions with communities and security forces convey the need to support the NSCDC to bring back or increase the numbers of so-called “agro-rangers,” whose mandate it is to protect farmers, prevent disputes between farmers and herders, and support the channelling of elephant migration to avoid crop destruction.

5.

Consolidating stabilization gains requires a deliberate focus on sustainability, on completing, handing over and facilitating the effective functionality of facilities and community platforms beyond time-bound RSF programming cycles.

Banki is one of the JAP locations of the RSF Nigeria Window where stabilization activities are soon to be completed, and discussions are already underway with LGA representatives and civil society about finding ways of moving into an early recovery phase – all the while recognizing on-going humanitarian and protection concerns. Can the regular maintenance and subsequent

renovations of infrastructure be guaranteed by local authorities? And will the CSCs and other community platforms, including the human rights forums, be maintained – perhaps in the form of a “people’s forum” or “community forum” – beyond the RSF implementation period? Ultimately, stabilization success will depend on the degree to which the outputs delivered and the short-term outcomes achieved can be translated into lasting social change for communities and affected populations.

6.

Embracing a triple-nexus logic requires the recognition, not least on the part of donor agencies, that stabilization gains have to be embedded in a funded transition into early recovery and development programming.

The resilience-building that is at the heart of the LCBC’s regional strategy does not stop with stabilization, but specifically envisages a common approach and an inclusive framework to move from stabilization to medium and longer-term recovery, development and peacebuilding processes. The funding for that process, however, is not readily forthcoming. According to its mandate, the RSF places the emphasis on the immediate needs of state and society to repair the social contract and rebuild trust in civilian authority. Stabilization work is thus, by definition, in a hurry – focusing on pre-existing skills, basic needs and immediate livelihood opportunities rather than on actively shaping individual and societal futures. Yet the next generation may not be exclusively interested in a life in agriculture nor keen to live for long periods in garrison towns. Retaining youths in local communities and reconnecting them with the social fabric of civilian-led government

and public institutions requires a careful transition, beyond “extended” stabilization, to early recovery and sustainable development – including a focus on skills acquisition, an expansion of socio-economic opportunities and the creation of “smart villages.” UNDP and its partners have the global experience to help fulfil that vision.



A happy pupil of Ngarannam primary school.

7. Financial Summary

Since 2019, the Nigeria Window of the Regional Stabilization Facility for the Lake Chad Basin has benefited from the generous contributions of the Federal Republic of Germany, the Kingdom of the Netherlands, the Federal Republic of Nigeria, the Kingdom of Sweden, and the United Kingdom, as well as from the European Union and UNDP.

In 2022, three new grants were received from the Federal Republic of Germany and the United Kingdom, worth an additional USD 23,636,852.00.

Output	Resources carried over from 2021 and contributions received in 2022	Approved budget for 2022	Total expenses from 1 January to 31 December 2022	Resources balance
Income	31,342,598			
Output 1.1: Security and Justice		481,833	1,251,518	
Output 1.2: Essential Social Services		9,837,197	12,239,236	
Output 1.3: Livelihood Opportunities		1,127,973	1,305,371	
Output 2.1: Consolidate Stabilization Achievements			901,401	
Output 5: Social, Political and Economic Reintegration Strengthened (Nigeria only)*		2,803,738	4,153,311	
Programme Management		5,598,720	4,031,750	
General Management Support (GMS)		1,389,462	1,729,492	
Total	31,342,598	21,238,923	25,612,078	5,730,520

(all amounts are in US dollars)

* For reintegration activities, UNDP Nigeria continues to use "Output 5" from the results framework of RSF Phase I for financial reporting purposes (see also Section 3.2 and Section 4 above). Please refer to the 2021 Annual Report of the RSF Nigeria Window for further details.



An aerial view of the Ngarannam community.

UNDP is the leading United Nations organization fighting to end the injustice of poverty, inequality, and climate change. Working with our broad network of experts and partners in 170 countries, we help nations to build integrated, lasting solutions for people and planet.

Learn more at undp.org or follow at [@UNDP](https://twitter.com/UNDP).

UNITED NATIONS DEVELOPMENT PROGRAMME

Regional Stabilization Facility Nigeria Window

2022 ANNUAL REPORT

Published by:

UNDP Nigeria

The Regional Stabilization Facility (RSF)

Copyright © UNDP 2022

First published December 2023

Address:

UNDP Northeast Sub-office

6 Magaram Road, Old GRA

Maiduguri, Nigeria

Contact persons:

Mohamed Yahya

Resident Representative, UNDP Nigeria

Email: mohamed.yahya@undp.org

Moncef Kartas

Head of Stabilization and Head of Northeast Sub-office, UNDP Nigeria

Email: moncef.kartas@undp.org

Cover page photo:

© UNDP/JB Multimedia

Design:

Latitudesign.com

