IDP PROTECTION STRATEGY 2015

PROTECTION SECTOR WORKING GROUP

NIGERIA

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I. Introduction

Since its inception in January 2013, the Protection Sector Working Group (PSWG) agreed on a strategy to be implemented with a view to addressing and preventing protection abuses. This latest version of the strategy arose from the need to update the protection strategy drafted in 2013 in view of the evolution of the humanitarian crisis in Nigeria and the need to re-define and strengthen the work of the PSWG. As such, it constitutes the basis for the coordinated efforts of all members to improve the protection of the displaced and affected populations, as well as their host communities in Nigeria, with a specific focus on the situation in the North.

This strategy is the result of a collaborative effort by all members of the PSWG in consultative process. The priorities, activities and coordination structure were agreed during a half-day workshop of the PSWG held on 24 October 2014. Following this meeting, two drafts (narrative strategy and action plan) were produced and shared for comments among members of the PSWG and protection community. After incorporating inputs by PSWG members and the protection community, the PSWG met again on 23 January 2015 to finalize the protection strategy. This strategy is intended to be a living document with sector priorities reflecting the situation on the ground and the protection concerns at hand at any given moment. The strategy will be reviewed and revised on a regular basis, and at least at the start of every year.

II. Background

Nigeria is projected to have a population of 171 million\(^1\) with an annual growth rate of 3.2 per cent. The economic outlook of the country is considered promising with a steady growth of 7-8 percent for the period 2010-2015. Sectorial contributors to the Gross Domestic Product include agriculture (40%); wholesale and retail (19%); oil and natural gas (15%). The dimension of crises, conflict and impact of climate change in the country is however changing with rising political, religious, inter-communal violence and consequences of climate change, which affects large numbers of the country’s population.

III. Protection contextual analysis of Nigeria

The humanitarian situation in Nigeria, especially in the North, particularly deteriorated in 2014, linked to the widened scope and increased intensity of the humanitarian crisis. Coordinated attacks by Jama’atu Ahlis Sunna Lidda’awati wal-Jihad (Boko Haram)\(^2\) in the

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\(^1\) National Population Commission, 2012 projections.

\(^2\) Translated as “People Committed to the Propagation of the Prophet’s Teachings and Jihad” and founded in Maiduguri 2001 by Mohammed Yusuf who preached against government failures blaming Western education for corrupting Nigerian leaders and advocating the creation of an Islamic State based on Sharia law. Opposition to
three North East States of Borno, Yobe and Adamawa, and terrorist bomb attacks in Abuja, Adamawa, Bauchi, Borno, Gombe, Kaduna, Kano, Niger, Plateau, and Yobe combined to exacerbated humanitarian situation, impacting most severely on the civilian population.

**Elements of the crisis include the following:**

**In the North East:** In 2014, the humanitarian crisis in the North East of Nigeria widened in scope and increased in intensity. In the three North East States of Borno, Yobe and Adamawa, fighting continues between the Nigerian Armed Forces and allied Civilian Joint Task Force (Civilian JTF), on one hand and Boko Haram insurgents, on the other hand. In 2014, Boko Haram changed its strategy from unconventional warfare to holding territory and engaging in direct confrontation with the Nigerian Army. After taking control of Gwoza in August 2014, the leader of the sect, Abubakar Shekau, announced that the town was now part of the Islamic Caliphate with extremely damaging implications for the human rights of persons in those areas. There has been a gap in the Nigerian military’s ability to offer effective protection to civilians in the North East and secure its land area. As a result of the activities of the sect and inability of the Nigerian security forces to respond effectively and successfully, communities continue to live in fear. There has also been spill over into the other three North East States (Gombe, Bauchi and Taraba) through a sense of increased insecurity and in-flows of IDPs seeking safety. The Boko Haram movement, which has never been very hierarchical, is now more dispersed than ever and is fragmented into factions.

In a statement issued in early October 2014, entitled “State of Captured Towns” the Director of Catholic Social Communication of Maiduguri Diocese noted that in the preceding two months, Boko Haram burned down 185 churches in the diocese. Mosques, government installations, police stations, prisons and health facilities have not been spared. On 5 November, the Nigeria Prison Service announced that since 2009, Boko Haram had freed 2,255 detainees from various prisons in the country in 15 attacks on 14 facilities.

Children have been disproportionately impacted by the crisis and have been subject to grave violations of their rights. They are also exposed to heightened risk of sexual violence and

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Western education was to define the sect for the rest of the world thus Boko Haram – Western education is evil and forbidden.

3 These three states were formerly under a state of emergency. Yet, in November 2014, the state of emergency rule expired in Borno, Yobe and Adamawa and the Nigerian Senate did not approve extension of emergency rule.

4 These various Nigerian forces were recently joined by the Multi National Joint Task Forces (MNJTF) under an AU/UN mandate, acknowledging the sub-regional dimension that the crisis has assumed for some time now.


Taking into account the intensity of the conflict, number of attacks and reported violations of human rights and international humanitarian law, the International Committee of the Red Cross (ICRC), the International Criminal Court (ICC), Amnesty International and the National Human Rights Commission have proclaimed the situation in the North East as a non-international armed conflict.

**In the North Central and North West (including Katsina, Plateau, Benue, Nasarawa and Taraba States):** There have been fierce clashes between Fulani pastoralists and Tiv and other farmers, and communal and religious violence in Kaduna, Plateau, Nasarawa and Zamfara. In several incidents between January and April 2014, hundreds of unidentified gunmen invaded farming communities killing over 500 persons, destroying their homes, farmlands, schools, food items, crops and places of worship, while also leaving over 20,000 persons internally displaced. Not only has this violence—which manifests a fierce competition between farmers and herdsmen for farming or grazing land—grown in intensity, it has become more lethal with the introduction of sophisticated weapons and the assumption of terrorist dimensions. The tactics of ‘sack and occupy’ noticeable in the pastoralists/farmers conflict has created widespread displacement. The unending attacks and reprisals have worsened the situation. Communities in Kaduna, Plateau, Nasarawa and Zamfara States have also witnessed communal and religious violence with protection implications.

**In the Niger Delta:** Although restiveness has abated due to the amnesty program of the Government, there has been an increase in maritime crime, including piracy, kidnapping and

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pay-for-hire criminals. This increased criminality has led to loss of life, insecurity and displacement. This may pose a significant challenge during the electoral period, as crime may be manipulated to trigger or instigate violence, or criminals may be recruited to cause havoc.

IV. Prioritization

Due to the high number of people affected by the insurgency and the dire humanitarian situation as a result, the protection strategy will focus on humanitarian needs resulting from the insurgency, inter-ethnic conflicts, natural disasters and elections in that order of priority.

a. North East Emergency:

The insurgency and the response thereto has resulted in gross human rights violations, including extra-judiciary executions, beheadings, maiming, forced labor by the insurgents, physical abuse and torture, extortion, abductions, theft, forced conscription and sexual and gender based violence. Women and children remain the most vulnerable to sexual and gender based violence, conscription by armed militias, and other abuse, exploitation or neglect. Information from a dataset produced by the Nigeria Social Violence Project of John Hopkins University,\(^9\) indicates that the insurgency is emerging as one of the largest areas of violence in Africa and a major conflict in global terms. Data provided by the Social Violence Project\(^10\) indicate that about 11,100 lives have been lost since the insurgency started in July 2009. Another source suggests a higher figure, 17,500 fatalities due to the insurgency.\(^11\) During the one-year period up to July 2014, about 7,000 persons lost their lives in incidents related to the insurgency as opposed to fewer than 1,900 in the year before. It is also estimated that about 5,000 people have died since January 2014,\(^12\) making the first eight months of 2014 almost as deadly as the preceding 5 years.\(^13\) The intensity of the conflict, number of casualties and level of social disruption and internal displacement have created a widespread crisis spilling over the borders into Niger, Cameroon and Chad.

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9 The Nigeria Social Violence Project is a collaborative effort in the African Studies Program at the Johns Hopkins University School of Advanced International Studies (SAIS) to document social violence in Nigeria from 1998 to the present. The current study covers the period until August 2014.


12 OCHA estimates that about 2,053 were killed in 95 attacks in the North East since the beginning of 2014. (Nigeria: Humanitarian Snapshots on IDP Camps issued on 17 September 2014).

13 Casualties from the Boko Haram conflict now exceed those of Afghanistan—3,120 civilian and military deaths in 2013—and Iraq, with 4,207 in the wake of the surge in 2011. The insurgency in the North East has provoked more casualties than the two most reported conflicts in Iraq and Afghanistan.
Concerns have also been raised about the security implications of the proliferation of small arms and light weapons, in light of the emergence of civilian JTF and other non-State actors. The implications of the North East situation are as follows:

1. **Internally Displaced Persons:** One of the gravest consequences of the violence is the number of people who have been displaced. Due to the fluid nature of the conflict, it has been challenging to determine the exact numbers of the displaced and there is still a lack of consensus about the numbers. At the end of 2014, numbers have varied from 700,000 to 1.5 million or more. Figures from the National Emergency Management Agency (NEMA) and the National Commission for Refugees, Migrants and IDPs (NCFRMI) indicate about 150,000 displaced during 2013. In February 2015, the total number of IDPs had risen to 1,235,294 in the North East and North Central of Nigeria.\(^ {14}\)

The difficulty of getting clarity on displacement figures results in part from the fact that much of the effort to count IDPs has concentrated on IDPs in camps or camp-like situations, while most IDPs are not in camps but have taken shelter with members of their extended family in urban settings and various communities. The implementation of IOM’s Displacement Tracking Matrix (DTM) is however gradually helping to resolve some of these difficulties. Although majority of IDPs still live in host communities, the IDP camps are witnessing an increase in numbers as IDPs run out of funds and communities become less able to absorb the numbers coming in. Available information indicates that 87% of IDPs live in host communities.\(^ {15}\) Many of these IDPs have not registered for reasons varying from the stigma attached to being an IDP to a sense of futility – “why bother to register if no assistance follows?” The difficulty is also due to the extremely volatile nature of the situation and fear of being attacked on account of identification as an IDP. Due to multiple displacement linked to the widening theatre of conflict, some IDPs with resources have relocated to farther and safer places, like Jos, Kano and Abuja, as well as to the South East. IOM and NEMA are currently registering IDPs in the North Eastern States. However, this effort as yet does not include the profiling for vulnerable persons although contemplated by a number of agencies.

Other factors militating against credible IDP statistics include fear. IDPs and affected communities have witnessed horrendous atrocities. As a result, trauma among both is significant. Many IDPs fear being pursued by the insurgents or perceived by them or other elements as informants for the authorities or perceived by the latter as supporters of the

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\(^ {14}\) IOM and NEMA Displacement Tracking Matrix Report of February 2015 identified 1,188,018 IDPs (149,357 households) in Adamawa, Bauchi, Borno, Gombe, Taraba and Yobe states. Another 47,276 IDPs (5910 households) were identified in Plateau, Nasarawa, Abuja, Kano and Kaduna states by NEMA independently.

\(^ {15}\) IOM and NEMA Displacement Tracking Matrix Report, February 2015.
insurgents with critical consequences. Remaining silent and hidden is thus perceived as the best option. Nevertheless, there are suggestions that local leaders appear to have a good idea of displaced arrivals within their areas.

What is clear is that the humanitarian needs of IDPs far outstrip the government’s current capacity to address them, and that there is very little understanding of the rights of IDPs – as set out in the UN Guiding Principles on Internal Displacement and the Kampala Convention. As a result, there is limited commitment to respect those rights and to be accountable to the displaced persons. In particular, IDPs rights to freedom of movement, to family life, to be consulted, to participate in decisions affecting their lives are ignored. Where IDPs have taken shelter in schools or churches or mosques, minimum humanitarian standards for shelter, food, water, sanitation, health or education are not met, which is frequently also the case in formal IDP camps, as officials lack training in camp management and protection. The humanitarian community has a serious challenge of building the capacity of government officials, NGOs, CBOs and FBOs in this regard.

**Strategic priorities:**

- The PSWG’s immediate focus will be on strengthening the technical capacity of national and local institutions to respond, particularly in protection analysis and response and durable solutions.
- Capacity building initiatives will be coordinated and complemented by a process of facilitating learning and exchange of best practices among SEMAs.
- More targeted training package, with a focus on protection mainstreaming to be disseminated to all sectors and actors, will be developed with NEMA for SEMAs and their State Emergency Task Forces.
- Advocacy for the adoption of the Nigerian IDP Policy and for the enactment of an IDP law.
- Sensitization/awareness raising for the National Assembly with the aim of contributing to the enactment of IDP legislation in Nigeria and domesticating the Kampala Convention; and also consultative forums.
- Training for security operatives and other stakeholders concerning protection from the effects of armed conflict: follow up on the trainings from 2014; offering trainings in the remaining 4 North East States.

2. **Protection/assistance of vulnerable groups in host communities:** Several assessments including the inter-agency assessment mission (April 2014) and DTM reports confirm that the majority of IDPs are living with host families outside camps. The DTM report of February 2015 indicates that 87% of IDPs are living with host communities in Adamawa, Borno, Bauchi, Gombe, Taraba and Yobe States. In some cases, host communities are sheltering as many as 50 to 90 individuals in their homes. The registration of these IDPs,
and assistance to them, is currently very limited with the result that only a fraction of their needs and those of the host communities can be met. There are also many informal IDP sites and collective centers, as IDPs have taken shelter in churches and mosques, or in empty buildings. These IDP sites are totally unregulated and receive little or no government protection or assistance. Other IDPs who have enough resources rent accommodation or buy land and build in one of the new communities that have sprung up around the outskirts of some cities. In Gombe, there are 26 or 27 such suburban communities circling the city (referred to in local parlance as Afghanistan, Libya, Chechnya, Iraq and Burundi). These communities generally have no infrastructure, roads, water, electricity, clinics or schools. In most cases, the children do not attend school because existing schools are too far for them to access. There is also some tension between the new settlers and the indigenous population who view the former communities with suspicion of harboring insurgents or criminal elements. To address this tension and related protection concerns, greater efforts are required to profile the IDPs in such communities. Additionally, efforts should be made to provide the settler communities and their hosts with assistance including medical care and schooling for their children. The Safe School Initiative must respond to these concerns.

### Strategic priorities:
- PSWG Members will build synergies on protection analysis and advocacy (i.e. maximize complementarities).
- The PSWG will facilitate the development of skills and practical tools for protection advocacy, including a system for exchanging good practices.
- Mapping of potential local/national partners for protection will be undertaken.
- The results of the above-mentioned mapping will be used for planning and development of programs aiming at addressing the needs of vulnerable groups and people with specific needs.
- Protection monitoring will be established based on profiling tools e.g. assessments, DTM, etc.

3. **Protection of children:** There are particular concerns with respect to children. As a result of the insurgency and other conflicts, there are large numbers of separated children, who are unable to locate their families, and a number of unaccompanied children, some of them orphans (whose parents were killed in the conflict). There is a need to scale up efforts to identify and document the numbers of separated and unaccompanied children, so that an appropriate response can be put in place for them. This will include alternative care and a tracing service. Psycho-social interventions should be provided to the large numbers of traumatized children. The trauma of armed conflict is severely impacting the psychological well being of children and families, which in turn undermines their ability to care for themselves. This damages the protective environment that is so critical for children in times
of emergency. There is a prevalence of grave violations of children’s rights, including forced recruitment into armed groups, attacks on schools and hospitals, sexual violence, a lack of prevention measures in place and limited response services available for victims of grave violations.

Closure of schools and lack of access to schools due to insecurity has resulted in the denial of the right of children to education. Additionally, in other places, the quality of education has also been negatively affected. Most of the school-age children in the States of Adamawa, Borno and Yobe have had their opportunities for schooling severely constrained. Of 267 schools attacked by the insurgents as at January 2015, 115 were completely destroyed and 139 partially destroyed, affecting over 120,000 students.\(^\text{16}\) The destruction of schools and indiscriminate killing of students and teachers by Boko Haram insurgents has left many schools deserted. Many schools in the North East States have also been occupied by IDPs and thus ceased to function as schools. It has been an ongoing challenge to relocate IDPs to free up such schools.

There are reports of forceful conscription of children by insurgents as child soldiers, ammunition carriers, porters, cooks, wives, sex slaves and suicide bombers.\(^\text{17}\) Children are also joining the ranks of civilian JTF and vigilante groups in increasing numbers. It is important to note, however, that there is forced and voluntary conscription on both sides. Not all children joining Boko Haram have been forced and not all children who have joined JTF have done so willingly. At the present time, there are no “Demobilization, Disarmament and Reintegration” (DDR) programs to rehabilitate children who were associated with or affected by the violence.

**Strategic priorities:**

- Provision of support for unaccompanied and separated children.
- A tracing system is established to reunite separated children and divided families (using various tools such as phone calls, RCM, Tracing request and UAC.SP registration and announcements where appropriate); family unification.
- Psycho-social programs are provided to displaced children and other children affected by the violence.
- Support the release and reintegration of children affected by the conflict in the NE.


4. **Sexual and Gender-Based Violence:** Sexual and gender-based violence, although largely hidden due to the stigma attached to victims, must be addressed with appropriate and culturally sensitive referral pathways and response mechanisms. The climate of impunity and a weak justice system hampers prevention of and response to violations against women and children. Few survivors come forward for fear of reprisals by perpetrators and stigmatization by their own communities, as well as having no confidence that the authorities will hold perpetrators accountable or that reporting the crime will provide them with access to much needed services. There are also gaps in socio-economic and psycho-social support. Of the victims of the ongoing insurgency in the Nigeria women, boys and girls have been the most targeted, with the abduction and forced marriage or sale of girls a defining feature of the Boko Haram insurgency. Reportedly, more than 500 women and girls have been abducted since 2009, including more than 200 in a single incident (the Chibok school dormitory incident which took place on 14 April 2014).

**Strategic priorities:**
- Referral pathways are established for women, girls, boys and men who have been abused or who are at risk.
- Trainings are provided to medical personnel and social workers: (a) for dealing with survivors of SGBV; (b) for treatment of others who have experienced trauma.
- SGBV trainings are provided for community volunteers on community sensitization for stakeholders (religious, community leaders, women leaders etc).
- Dignity kits are provided to displaced women and girls.
- Solar lanterns are distributed to women and girls in the IDP camps.

5. **Security of IDPs and affected population:** A major concern is the conduct of security forces, against which allegations of human rights violations have been made. Despite the Government’s proclamation to investigate and bring perpetrators to justice, numerous violations continue to be reported. Weak State institutions, corruption and the lack of capacity of victims will continue to jeopardize efforts to bring perpetrators to justice.

Logistical challenges and security restrictions (curfews and road blocks) as well as shrinking humanitarian space due to military operations and attacks on Government installations further limit the reach of government service providers. This also has implications for freedom of movement.

**Strategic priorities:**
• Training for security operatives and other stakeholders concerning protection from the effects of armed conflict (follow up on the trainings from 2014 and trainings in the remaining 4 North East States)
• Advocate for the Federal Government to deploy adequate security personnel to flash points to protect the IDPs as they return to their habitual places of residence; establishment of more police posts in affected areas; advocacy visit to the IGP and Commandant and Civil Defense Corps.

b. **North Central conflict:** Conflicts in the North Central have been fuelled by a myriad of factors, including ethno-religious disputes, criminality, cattle rustling, land disputes and tensions between pastoralists and farmers. This violence has led to the displacement of thousands of people. A more robust, protection-minded humanitarian response should be coordinated to assist IDPs and affected communities in the North Central.

**Strategic priorities:**
• Promoting peace-building strategies to address root causes of displacement and build resilience of host communities.

c. **Other protection concerns:**

1. **Natural Hazards:** Nigeria is a country with multiple hazards, natural and man-made. It is prone to natural hazards such as flood, drought, pests and diseases of crop and livestock and soil erosion. The most devastating floods in the last 40 years hit the country between July and October 2012, causing the world’s second largest disaster induced displacement of the year. These floods affected over 7 million people who live in the vast river plains of the Benue and Niger rivers and their tributaries. Its effects were felt across 33 of the country’s 36 States and displaced more than 2 million people. Many of these IDPs have not yet recovered and are still experiencing post disaster needs from prolonged displacement. While the 2013 rains that fell between June and August did not produce damage on the same scale as the 2012 emergency, according to NEMA, the flooding that it gave rise to left about 81,500 people in displacement. Given the likelihood of more, rather than less, disasters in future as a result of natural hazards, there is an urgent need for clarity on Government agencies responsible for contingency planning, emergency response, and ensuring the rights and needs of the displaced until they are able to find durable solutions.

2. **Elections:** National elections earlier scheduled to take place in February 2015 was postponed by six weeks, to commence 28 March 2015. Already pre-election activities are sounding early warnings for potential violence. In preparation for elections, many people
are moving towards the South from the North to avoid being victims of violence. Elections in Nigeria have always led to violence with significant humanitarian implications. Fourteen Northern States were affected by election violence in 2011, with over 800 people killed, and more than 65,000 internally displaced, in three days of rioting. Although the National Assembly has passed a resolution requesting INEC to arrange to ensure that IDPs participate in the election and INEC is making arrangements for that, it is obvious that a high number of IDPs will be unable to participate in the elections.

V. Factors that Mitigate and Aggravate the Humanitarian Crisis

- Nigeria has no legislation that deals explicitly with IDPs. It has ratified but not domesticated the Kampala Convention on IDPs.
- Serious gaps still exist in the availability of credible data and information for humanitarian planning and action in Nigeria.\(^\text{18}\)
- Deficiency in information sharing between the Government and its humanitarian partners and also among humanitarian partners, which must be addressed.
- Weak coordination of the humanitarian response in general and the protection response in particular. A lack of awareness of the actions carried out by different humanitarian partners often leads to replication of activities and a waste of resources.
- Protection Sector Working Groups are non-existent at the local level and there are serious capacity and knowledge gaps.\(^\text{19}\)
- Paucity of funds for and institutions devoted to conflict sensitive peace-building which are essential in order to effect change and achieve durable solutions.\(^\text{20}\)
- Absence of critical services like psycho-social support for women and children.\(^\text{21}\)
- Pronounced lack of women’s participation in peace building.\(^\text{22}\)

\(^{18}\) To address these gaps, humanitarian partners need to strengthen their data and information gathering and analysis by developing better tools and carrying out more frequent monitoring and assessments in prioritized areas.

\(^{19}\) PSWG need to be established at the state-level in prioritized areas, and protection training provided to all Sectors, and to all humanitarian actors, including Government agencies, to ensure that humanitarian principles and standards are understood and respected and that a protection lens is applied to the entire humanitarian response.

\(^{20}\) There is a need to strengthen institutions that can undertake these tasks and create them where they do not exist.

\(^{21}\) There is a particularly urgent need to scale up psycho-social support to women, girls and boys who have survived abduction, or rape, or forced marriage or conscription into militias, to support them to cope with the trauma they have undergone and to enhance their reintegration, into communities.

\(^{22}\) It is important to build women’s capacity for conflict prevention, management and peace building and, so that they can contribute meaningfully to the post-conflict reconstruction programmes that are put in place in affected areas.
• SGBV issues are under reported due to stigma attached to such issues. Paucity of reported cases gives a wrong impression and misdirects or undermines response planning.
• High number of invisible displaced persons about 87% of total IDP population living in host communities creating a major gap in protection and assistance.

VI. Goals and Objectives

In light of the above analysis, the PSWG has established two main goals and a number of objectives under each, as follows:

**Goal I:** Achieve a common understanding and widespread awareness of protection issues in Nigeria with particular reference to the insurgency-affected areas, ethno-religious conflict, and other situations of displacement and grave human rights concerns.

**Objectives:**
1. Strengthen humanitarian information by applying a protection perspective to enhance advocacy, response and policy development by Government and the humanitarian community.
2. Develop and disseminate tools for collection, monitoring, analysis and reporting of protection concerns and provide necessary training on using them.

**Goal II:** Achieve a more coordinated and effective protection response.

**Objectives:**
1. Ensure PSWG is an effective mechanism for coordinating protection responses.
2. Ensure the protection needs of women, girls, boys and men are more effectively addressed.
3. Put in place a legal framework for IDP protection, consistent with the UN Guiding Principles and the Kampala Convention.
4. Ensure that peace-building initiatives address root causes of displacement and build resilience of communities.