NATIONAL SUMMIT ON NON-KINETIC APPROACHES TO INSECURITY AND INTERAGENCY COLLABORATION

9-10 DEC 2021

📍 FRASER SUITE, CENTRAL BUSINESS DISTRICT, ABUJA

PARTNERS

Why the Summit?

In response to the many security challenges, a number of Policy Frameworks and National Action Plans have been developed over the years, such as the National Security Strategy and the Counter Terrorism and Countering and Preventing Violent Extremism Strategy. However, the actual implementation of these security strategies requires a clear strategic guidance from which a multi-agency operational framework(s) can be developed and detail the decisive conditions, requirements and actions necessary for achieving security and military effect.

The National Security Strategy for example, recognises a whole-of-society approach to implementation involving relevant Government Agencies, Civil Society, development partners, military and paramilitary agencies, the Police and general public. However, effective measures for integrating the different lines of effort and promoting a shared mandate among the agencies is still lacking. The existing frameworks have only highlighted the need for measures to address insecurity through ensuring inter-agency cooperation but the operationalisation of such measures through deployment of all the instruments of the government has been unattainable. Against this backdrop the integration of non-kinetic operations to ongoing efforts is therefore considered critical in dealing with the rising insecurity across the country. More importantly, conventional

approaches have proved ineffective because contemporary threats have largely been asymmetric in nature and requiring a more comprehensive response. Consequently, a coordinated approach of all the lines of effort among agencies of government and sustained non-kinetic strategies are crucial for achieving operational effectiveness. This is what gave rise to the National Summit on Non-Kinetic Operations and Inter-Agency Collaboration, an initiative convened by the National Orientation Agency (NOA),the Defence Intelligence Agency (DIA) and the Peace Building Development Consult (PBDC) in recognition that the military alone cannot ensure security in isolation of complementary efforts from other agencies of government and development Partners and indeed the wider society.

The goal of the Summit was to develop strategies and build Inter-agency collaboration for the deployment of non-kinetic operations in Nigeria.The summit reviewed different policy documents supporting a non-kinetic approach and outlined the actions required to establish and implement a whole-of-government non-kinetic capability approach within a clear and defined framework of inter-agency collaboration.

On December, 2021 a 2-day Summit was organised to discuss a non-Kinetic approach to dealing with insecurity in Nigeria and strengthen the interaction among key actors. The summit had in attendance representatives from the Ministries of Defence, Interior, Office of the National Security Adviser, Chief of Defence Staff, the Army, Navy, Airforce and para-military agencies, Office of the Speaker, House of Representatives, Nigerian Army Resource Centre, the Diplomatic Community, International organisations, United Nations Agencies, Civil society, Academia, Media, Non-Governmental Organisations and the Private sector.

Methodology

Day 1 of the Summit saw keynote addresses, speeches, goodwill messages from selected stakeholders. This was followed by a panel discussion on the operationalization of Non-Kinetic Warfare in dealing with insecurity.

Day 2 comprised technical sessions on the key policy priorities and operational requirements of non-Kinetic operations. The technical sessions were delivered using a combination of approaches such as presentations, case studies, small group work, and simulation among others. Participants were on the 10th of December, 2021 divided into Technical Sessions (syndicate groups) with moderators and rapporteurs who documented proceedings and practicable recommendations from the sessions. The sessions were consultative and adopted a problem-solution-application approach.

Key themes for the technical sessions included key elements such as:

- Intelligence, Community Engagement and Integration of civilian actors in Security Operations.
- Digitalization and Psychological Operations in Contemporary Warfare,
- Opportunities and Constraints in Enhancing Civil Military Co-operation in areas of Intervention.
- Case Studies and Strategies for

Integration of Kinetic and Non-Kinetic Operations in Conflict affected Regions of Nigeria.

Discussions of the problems/issues and recommendations of the technical sessions that itemized policy priorities are as presented here-under:

Recap of Day 1
Day 1 featured goodwill messages, lead paper presentations and discussions led by experts. Major highlights of the day were captured succinctly by Prof. CBN Ogbogbo as follows:

1. A robust conceptualization of security is necessary in order to enable participants brainstorm on the multifaceted approach to addressing the insecurity challenge.
2. Identification of the major security challenges.
3. Relinquishing to the Military, the Non-Kinetic responses to the myriad of the country's security challenges. For example, Operation Safe Corridor.
4. The need for inter-agency collaboration on non-kinetic approach to security.
5. The emergence of hybrid threats and warfare.
6. Need for a holistic multi-agency approach at tackling these threats.
7. That the National Security Strategy 2019 is quite comprehensive in the conceptualization of security challenges and the strategies for addressing them.
8. While the kinetic engagements are very clear, the non-Kinetic aspects have remained fuzzy and uncoordinated.
9. The need for more joint training at the strategic and operational levels.
10. Adopting local mechanisms in the management and resolution of violent conflicts.
11. Need for agencies to be present when decisions that will affect them are being made.

Day 2: Report of Technical Sessions:

Session 1: Key Issues

After extensive deliberations, the discussants came up with the following as problems associated with information gathering and integration of civilian actors in security operations:

1. The Military is trained for only conventional wars where the enemy is easily identified which is largely responsible for the slow performance of the military in such complex wars.

2. There is lack of trust by the civilians on the military therefore, information gathering becomes a problem. For example, informants later become targets and are eventually eliminated by the enemy. This created fear and people are not prepared to divulge information for fear of being killed.

3. Foreign interference in terms of our security issues. In most cases, international security is at the fore front of intelligence gathering. Unfortunately, these international security agencies are part of our problems because they can and will make use of it for their advantage which is often bad for us.

4. Structural issues in our security agencies have led to a duplication of responsibilities which causes rivalry instead of cooperation amongst our

security forces. This makes threat analysis difficult or almost impossible.

5. Inadequate proactive response planning. Very often our security forces respond to security issues instead of being proactive to prevent it from happening.

6. The civilian actors are afraid of the security forces instead of being partners in the wheel of progress. This is as result of use of force on innocent civilians which by extension creates a gap between the security forces and members of the community.

7. Lopsided process of recruitment and employment within the security forces due to primordial sentiments such as religion, tribe etc. has led to unqualified and incompetent leadership and defective information sharing and gathering as well as internal issues within the security agencies.

8. Lack of trust for traditional leadership as a result of the abuse of the traditional stool by political office holders. Today the traditional leaders are not legitimate because they are not the choice of the people but rather that of the political office holders which makes them stooges in the hand of government and the people do not trust them.

9. Lack of political will by government. Very often it looks like the government is not interested in the situation or they just don't care about making things in the society work. Mis-governance is the order of the day; lack of equity and justice all contribute to prepare a breeding ground for conflicts.

Policy Issues:
1. Law Establishing the Police Force
2. Counter Terrorism and Counter Insurgency Act
3. Duties and responsibilities of the National Security Adviser (NSA)
4. Composition of the Ministry of interior
5. Establishment and duties of the Armed forces

Recommendations:
1. The Police force which should be in charge of internal security should be at the fore front of community policing. Here, it is expected that the idea of a barrack as living quarters for the police should be abolished. Let the police live as part of the members of the communities where they are located.
2. An integrated or joint training approach should be introduced for the security forces to see themselves as partners and not rivals in the intelligence gathering. It should be a collective effort and not a competition among them.
3. Security education should be introduced from the lowest to the highest level of education in the country.

4. The National Orientation Agency should deliberately work with the entertainment industry to include messages on security related information within the society.

5. The Military effort should be just 20%, to create an enabling environment for resolution of conflicts. While the bulk of 80% should be through community engagement with leadership that is generally accepted by the people.

6. Constant community engagement to restore trust with members of the community to foster cooperation and improve information gathering for effective and purposeful planning.

7. Inclusion of community members as part of the security network within the society for intelligence gathering such as Pub Owners, disabled people, beggars, NURTW etc.

8. Early warning systems to include community policing (youths engaged to protect their communities), perspective policing (the use of traditional methods in ensuring context specific security) and intelligence policing (processing information into intelligence).

9. The National Defence Policy should include and partnership with the ministries of interior, education, agriculture National Orientation Agency and other human security related MDAs.

10. Political will and good governance. The government must make a conscious effort to productively engage her youths and also sure justice and equity.

Session 2: Key Issues

1. Over dependence on the military forces even when the issues are internal issues that should be handled by the Police force.

2. The Civilian actors are afraid of the security forces instead of being partners in the wheel of progress. This is as a result of use of force on innocent civilians which by extension creates a gap between the security forces and members of the community.

3. Lopsided process of recruitment and employment within the security forces due to primordial sentiments such as religion, tribe etc has led to unqualified and incompetent leadership and defective information sharing and gathering as well as internal issues within the security agencies.

4. Lack of trust for traditional leadership as a result of the abuse of the traditional stool by political office holders. Today the traditional leaders are not legitimate because they are not the choice of the people but rather that of the political office holders which makes them stooges in the hand of government and the people do not trust them.

5. Lack of political will by government. Very often it looks like the government is not interested in the situation or they just don't care about making things in the society work. Mis-governance is the order of the day; lack of equity and justice all contribute to prepare a breeding ground for conflicts.

Session 3: Key Issues

1. Mutual distrust/ lack of trust between the civilians and the military forces.
2. Some actions and activities of the military to considerable extent, affect local population livelihood such that they often dislike the pressure of the military.
3. There's also the problem of coordination between all actors involved in conflict management and resolutions.
4. It has been identified that conflict entrepreneurs are major problems and inhibitors of the solution to conflicts.
5. Funding/finance are also a major constraint to civil military corporation.
6. Lack of equipment/logistics is also a major constraint to CIMIC.
7. Cascading leadership downward is very big problem. In fact, it is identifying that leadership in most operation is flat.
8. Poor understanding of operating principles of the various actors.

Recommendations:
1. The needs of the community should be the driving thrust for every action or policy.
2. CIMIC should leverage on technology for the deployment of non-kinetic approaches to insecurity and inter-agency collaboration.
3. Sustained mutually beneficial cooperation among CIMIC in the Theatre of action.
4. Provision of enabling environment for civil/military

actors to operate.

5. Prioritize national commitment to appreciation and recognition of sacrifice.

6. Confidence and trust building should be encouraged between civilians and the military in the theatre of operations.

7. It is important that the military should be subjected to constitutional and democratic control.

8. Contextualizing leadership in the theatre of operations between the civilians and the military.

9. Security forces must take petitions and abuses of human right seriously and address all issues related to build trust and understanding between civilians and the military.

10. Lack of joint training for an effective CIMIC.

Session: 4 Key Issues

1. People are demanding justice and accountability, as well as the necessity to bring the rebels' leaders to trial. The militants have committed, and continue to commit atrocities for which they must be held accountable under natural justice. Those who have lost loved ones or suffered emotional, psychological, physical, or other forms of torture at the hands of insurgents or as a result of insurgent actions will want those responsible for these crimes to be brought to justice. Conversely, engagement and negotiation will appear to legitimise the insurgents' actions right away. It will suggest amnesty of some sort. In this regard, it is critical that a firm post-conflict justice mechanism be included in the Dialogue and Negotiation Framework, which should be determined through an inclusive consultation process.

2. Peace in the short term vs. peace in the long run: Military action would provide a short-term win to individual areas while also assuring the nation that the insurgents had been effectively dealt with. However, this short-term success would not guarantee long-term calm, as history and experience with Boko Haram show that insurgencies are rarely militarily destroyed. As a result, even if they are defeated, they may still have enough power to wreak harm on society. On the other hand, a long-term peace must be negotiated. This may necessitate a cease-fire, with no certainty that the other side will adhere to all of the ceasefire terms.

3. Resources for Internally Displaced Persons (IDPs), resettlement, and reconstruction, or as a

compensation for negotiating and meeting negotiation conditions. It is self-evident that communication and negotiation will be costly. That cost could entail redirecting resources that would otherwise be used for IDPs' welfare and safety, as well as rehabilitation and relocation, to meet the conditions for conversation and negotiation. What is the best way to establish a balance? How will the Negotiation Framework address the idea that resources are being spent to reintegrate killers while victims are being neglected?

4. The rebels' political agenda: While the general population of insurgents has no defined political agenda, the ideological layer of the insurgents has a vague vision for the construction of an Islamic state in the region. Such a notion is incompatible with Nigeria's inviolable boundaries and the principle of secularity that drives the country's unification. This demand is impossible for the country to meet and is not negotiable. It will be a difficult situation. This also applies to separatist agitators in the southeast.

5. Multi-stakeholder Approach: The prevailing consensus is that discussion should be as broad as possible. In this way, almost everyone has a stake in the outcome. Among them are:

Communities: In addition to direct interaction through state governments, the media should be used to spread awareness of the importance of negotiation. Government agencies, development partners, and civil society organisations can all help repentant insurgents. Governments, development partners, media contacts, and community leaders, among others, should be used as professional negotiators.

The army: As part of their oversight responsibility, the national legislature should engage the army in order to persuade them to embrace the necessity of conversation and negotiation with rebels.

Armed non-state actors: State governments are best equipped to reach out to these stakeholders because they have been supporting and regulating these groups. State governments, through their ministries for youth development, can take this approach in collaboration with CSOs and development partners who focus on youth issues. Local women's organisations, as well as other CSOs and development partners working on women's and peace issues, can reach out to women.

Religious and community leaders: There are a multitude of ways to reach out to these organisations. Governments can take the lead, but civil society organisations can also take a stand. Governments can use consultative meetings to engage citizens, while CSOs can use sensitization and peace gatherings to engage citizens. State governments in the three states can provide access to local political leadership.

Insurgency leaders: NGOs can contact insurgent leaders. In reality,

the government has already utilised this method to secure the release of certain kidnapped individuals.

Recommendations

To Nigerian Government:

1. Intensify kinetic approach, and if possible, engage the direct military intervention of foreign actors to contain insurgency and banditry in the North.
2. Non-kinetic approach should be made to reach the target groups in the rural communities. Corruption in the execution of material components of non-kinetic approach should be eradicated.
3. Explore negotiations and political solutions to some of the case studies such as separatist agitations and those elements of insurgents genuinely willing to make peace.
4. Get the military to abide by their rules of engagement, strengthen relationship with communities and obey citizens' rights.

To CSOs and other Development Partners:

1. Support peace initiatives for conflict de-escalations in all regions, locating influencers and helping to build trust.
2. Pressure and support the government to adequately invest in peace infrastructure and preventive initiatives.

To State Governments:

1. Support local community peace building initiatives, identify and recommend local influencers to the national government.
2. Invest in community development projects and campaign against violence responses to conflicts.
3. Engage local religious leaders and traditional leaders to help shape opinions on emerging conflictual issues.

Cross-Cutting Issue:

Governance: Governance is a concept that has been used routinely to refer to the exercise of authority within a given sphere. It is also applied to many situations in which no formal political system can be found, since it implies the existence of a political process. Governance involves building consensus, or obtaining the consent or acquiescence necessary to carry out a programme, in an arena where many different interests are at play (Alca'ntara, 1998). The concept of governance proved useful in the drive to roll back the state in terms of reducing its role in economic management and social welfare. International financial institutions gave the concept of governance a prime place in development discourse as the policies of these institutions were increasingly shaped by a free market ideology within which economic restructuring was promoted among borrowers in Third World countries.

The Technical Session identified absence of "Governance" or "Good Governance" as the underlying cause or exacerbation of insecurity in the country. Concept of governance allowed the international financial institutions to retreat from economism and to reconsider crucial social and political questions related to the agenda of economic restructuring, without overtly antagonizing governments that were quite generally reluctant to submit to

advice from leaders on sensitive questions of internal politics and administration (Alca'ntara, 1998). Consequently, concern for good governance and institutional reform was added to neoliberal economic programmes to make them more efficient rather than form part of a new synthesis in which economics would be affected by social and political considerations. It is this renewed interest in governance in the 1980s and early 1990s that explains its appeal to the Nigerian ruling elites who approach international financial institutions to borrow to implement specific initiatives.

Consequently, the issue of good governance dominates discussion about democratic consolidation in the country. The discussion concentrates on economic reforms and good governance as factors being important for sustainable growth. Governance is a broad concept; it is not easy to define as many related concepts are attached to it. These include the issues of democracy and development, popular participation and development, corruption and development, and also the issues of

state capacity and development. In this context, there emerged new priority issues such as state and public sector reform; improving the capacity of the state to deliver public services, and how to improve the quality and efficiency of public administration and the civil service (Wohlmuth, 1999).

For a great majority of the participants, "good governance" will be related to the ways and means the activities of government/government systems impact on the functioning of the state's economy, on supply of public services by generating institutions that allow for implementation of sustainable and credible economic and social policies. The most important issue discussed at the sessions is how good governance would have helped to improve the system of economic policy-making and its supporting institutions, so that a steady, sustainable and credible policy making process becomes reality. In context of the discussions, conceptualization of good governance is necessarily broad to deepen the analysis of governance

Accountability entails making public officials answerable for government actions and responsive to the yearnings of the governed. Participation refers to the involvement of the people in the affairs of government. Transparency refers to openness and public access to government decisions, rules and regulations. Predictability entails the consistent and foreseeable application and implementation of laws and government policies.

Participants were greatly in favour of good governance because it encapsulates components of the relationships between important elements of a desirable political, economic and legal-administrative organization and citizens.

in order to critically assess the contributions of government to development of crisis prone states.

Anglo-American political theory uses the term "government" to refer to the formal institutions of the state and their monopoly of legitimate coercive power. Hence government is characterized by its ability to enforce its will. In agreement with this view, Stoker (1998) argues that government is understood to refer to the formal and institutional processes which operate at the level of the nation-state to maintain public order and facilitate collective action. However, the growing theoretical work on governance has resulted in redirection of the use and import of the concept of "government". Governance signifies a change in the meaning of government, referring to a new process of governing; or a changed condition of ordered rule; or a new method by which society is governed (Rhodes, 1996, Stoker, 1998). Obvioushere is that the consent of the governed, not the implied use of force, however legitimate, must be the basis for deploying and actualizing the will of any government as expressed in its policies.

The concept of governance demands that government must be responsive and sensitive to the demands of the people so that consent replaces coercion. Governance is ultimately concerned with creating the conditions for ordered rule and collective action. The outputs of governance are not, therefore, different from those of government. It is a rather a matter of a difference in processes. The governance perspective also draws attention to the increased involvement of the private and voluntary sectors in service delivery and strategic decision-making. Consequently, responsibilities that were previously the near-exclusive responsibility of government have been shared. Contracting-out and public-private partnerships are now part of the reality of public services and decision-making in the State.

The governance perspective demands that voluntary sector organizations be recognized for the scale and scope of their contribution in tackling collective concerns without reliance on the formal resources of the government. Responsibilities have also been taken up by the private sector as well as not-for-profit organizations. Governance as an interactive process involves various forms of partnership, based on consent of the governed and responsiveness by the government. The attainment of good governance "remains a fundamental aspiration in any social policy because; the essence of government is the enhancement of the well-being of the people. Some of the universally accepted components of good governance are accountability, participation, transparency, and predictability.

Conclusion

The purpose of this report is to highlight the major capacity constraints and challenges of developing a Non-Kinetic Security framework for the country as it seeks to improve its security framework in context of prevailing security challenges. In addition, it puts forward a set of strategies and recommendations to address these challenges. Addressing these challenges is vital for achieving the laudable objectives of this summit. To do, however, the issue of the capacity required to address each and every one of the key issues highlighted in this report is fundamental. This report, therefore, seeks to stress the need for interagency complementarity rather than a specific-agency approach to address the security challenges confronting Nigeria.

Good governance remains a key ingredient for development. Improvement in the quality of governance is vital for addressing the country's surging security challenges. Such improvement must touch, especially, on the participation of stakeholders in national development; transparency and accountability in the allocation and use of public resources and public policy management; and the traditions and institutions by which State Governments, Local Government Councils Rural Community Organizations exercise authority for the common good of the people of Nigeria. It must also address the issue of the process by which government and leaders are selected and replaced, the capacity of government at all levels to effectively formulate and implement sound policies and programmes, and the respect of citizens and the state for the institutions that govern economic and social interactions.

It came out strongly from the technical sessions that to play an effective role in efforts to address the development and security challenges, civil society in

Nigeria has to re-emerge as a strong voice in the development cum security process. It has to play a vital role in mobilizing and articulating social demands and providing countervailing influences to elicit accountable performance and transparency in the public and private sectors. To discharge this generational responsibility, it requires capacity to contribute effectively to the formulation, implementation and responsiveness/accountability of government's development policies and programmes. To this end, it requires capacity for participation in, and monitoring of, public service delivery in the search for accountable, transparent and efficient government at Federal, State, Local Government and Community levels.

For more information, please contact

+234 815 967 9520   +234 703 738 3444   +234 803 575 6863