

Minutes

Donor Brainstorming Meeting on Conflict & Development in Nigeria

Worldbank Country Office, Abuja, December 13, 2001

Participants

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Agenda

1. Stocktaking of ongoing donor supported activities in the area of conflict & development in Nigeria
2. Brainstorming on how the donor group could best proceed
3. Conclusions

Discussion

Dirk Reinermann welcomed the participants to the meeting which was a follow-up to the informal donor meeting co-hosted by the European Commission and the Worldbank in Brussels on November 19-20, 2001. In that meeting the donors present had expressed an interest in working more closely together in the field of conflict & development. In the meantime, a "virtual donor coordination group" had been set up to share information on this subject by e-mail.

It was noted that conflict and poverty reduction are closely linked as evidenced by the fact that worldwide 24 of the poorest 40 countries are either still engaged in armed conflict or just coming out of conflict. A reported number of over 6000 casualties and - depending on the source - between 150.000 and 400.000 internally displaced people (IDPs) in Nigeria since the onset of democracy in May 1999 presented a real challenge to all donors aiming to help Nigeria sustain democracy and reform with a view to reducing poverty.

The purpose of this meeting was to take stock of the ongoing donor supported activities in the area of conflict analysis, prevention, mitigation, management and resolution and to brainstorm on possible next steps.

1. Stocktaking of ongoing donor supported activities

UNDP

UNDP has been assisting the Federal Government of Nigeria (FGN) in developing a "National Programme on Governance for Sustainable Human Development" (NPGSHD) since 1999. While the program pursues conflict prevention, management and resolution as a cross-cutting issue, four specific projects have been identified in the area of conflict prevention: (1) building capacity in conflict analysis; (2) providing support to the conflict prevention, management and resolution activities of public and private institutions; (3) combating elections related violence; and (4) preventing environment-related conflicts. A briefing note distributed at the meeting describes the approach in more detail (see Annex 1).

EU

The EU's main specific conflict-related activity will be the organization of Conflict Impact Assessments (CIAs) as part of the inception phase of the Niger Delta Micro Projects (River, Bayelsa and Delta states). The idea is to propose approaches that avoid the project from being drawn into the various conflicts in the area, and to ensure that the project is even-handed between different groups in conflict. A consultant is currently working on proposed strategies for a differentiated response to different levels of conflict during project implementation.

UK

The UK Government (Departments of Foreign Affairs, Defence and DFID) is presently preparing a conflict prevention strategy for Nigeria. The objective is to finish the process within the next two months. The UK is also financing a policy advisor in the Nigerian Federal Ministry of Defence and is providing training through the military attaché at the High Commission. The UK funded "Access to Justice" program is in its pre-inception phase and should start next calendar year (support for police, courts and alternatives to formal court system).

USA

The USA funded "Office of Transition Initiatives/ Nigeria" (OTI) has now been absorbed into the USAID bilateral program with staff and budget (see separate scanned program file). Under this program approx. 70 NGOs have received grants for work in the area of conflict resolution. Conflict analysis is being done by a Washington based group led by Ms. Sharon Isroe. CRESSNET, a group of approx. 200 Nigerian individuals was founded under OTI. A program supporting police reform, capacity building and conflict prevention will be supported through a separate USGov program (International Narcotics

and Law Enforcement) as a program to professionalise the military in a democracy (OTI, Department of Defense). The US and UK governments have also signed the “Voluntary Principles of Security and Human Rights” of Dec 19, 2000 together with companies in the extractive and energy sectors and non-governmental human rights organizations.

WORLDBANK

The Worldbank has supported or will be supporting three specific conflict prevention related activities in Nigeria. (i) The World Bank Institute, WBI has supported a workshop on the role of the media in conflict prevention in Nigeria. (ii) Under the Economic Management and Capacity Building Project (EMCAP) the Bank is supporting legal and judicial reform in Nigeria. (iii) A workshop on Culture & Development to be held in Abuja in February 2002 will include a section on Culture & Conflict.

A “Think Peace” was distributed for discussion at the meeting (see Annex II). In essence this paper proposes to jointly fund a comprehensive, national “Strategic Conflict Analysis” (SCA) for Nigeria following the DFI methodology. It was suggested to work through the “Institute for Peace and Conflict Resolution, IPCR” under the Presidency, in partnership with local stakeholders in academia, civil society and the private sector, building on the work that had already been done. The benefits of all major donors working together on an SCA in a complex and large country such as Nigeria were emphasized. The work should be integrated into the PRSP process as soon as that process had started.

2. Brainstorming on next steps and conclusions:

The following suggestions were discussed and conclusions reached.

1. Suggestion to establish a donor coordination group on Conflict & Development as a sub-group to the already established donor coordination group on Governance which is co-chaired by UNDP and EU. – **Agreed. WB will facilitate the virtual donor group and host occasional meetings in Abuja as needed.**
2. Suggestion to create an inventory of ongoing and planned donor activities in the field of conflict & development. The idea would be for IPCR to maintain this inventory in the medium term. – **Agreed. WB offered to design a template for donors and to compile the data.**
3. Suggestion to create an inventory of Nigerian stakeholders and partners in the field of conflict. – **Agreed. WB offered to design a template and to compile the data with the help of the group.**

4. Suggestion to monitor conflicts in Nigeria and share information. – Agreed. WB offered to compile and distribute reports from the media and other sources on violent conflicts on an ongoing basis by e-mail to the group.
5. Suggestion to undertake a **comprehensive, jointly donor supported, country-wide conflict analysis** building broadly on the DFID methodology for “Strategic Conflict Assessments” (SCA). The “Institute for Peace and Conflict Resolution, IPCR” under the Presidency should be the implementing agency on the Nigerian side, and work in partnership with experienced actors from Nigerian academia and civil society. It was recognized that IPCR would need donor assistance to build its capacity. A stakeholder workshop already planned by UNDP/UNESCO for March/April 2002 could be used to launch the SCA and could be jointly funded by all interested donors. In the medium term the results of the SCA would feed into the PRSP, as well as donor strategy processes and program design. – Agreed. DFID will prepare a draft approach paper for the joint SCA by mid January.

3. Conclusions

The above mentioned five conclusions in the area of information sharing and joint analysis were reached. The group also decided to meet with the head of the IPCR, Dr. Ochoche, the following day to suggest the idea of a joint SCA. The group was able to confirm the agreement of the IPCR leadership for the SCA and the stakeholder workshop in a separate meeting on Friday, Dec 14, 2002. Dr. Ochoche committed the Institute to prepare a draft budget for the workshop by mid January.

CONFLICT PREVENTION, MANAGEMENT AND RESOLUTION

A Briefing Note for the Brainstorming Meeting on "Conflict and Development"
The World Bank Country Office
Asokoro, Abuja
13 December 2001

1.0 Introduction

1.1 Since 1999, UNDP has been assisting the Federal Government of Nigeria (FGN) in developing the National Programme on Governance for Sustainable Human Development (NPGSHD). The programme consists of nine sub-programmes and a tenth area with five cross-cutting issues, for a total of 14 components (see Annex 1). The development phase is nearly completed, and we hope to pass on to the implementation phase, in collaboration with all of the major development partners, during the first quarter of 2002.

1.2 Although the NPGSHD assigns major roles in conflict management to the executive branch and to civil society, the prevention, management and resolution of conflicts, together with post-conflict reconstruction or peace-building, are the responsibility of society as a whole, including all branches and levels of government, traditional authorities, the private sector and civil society. Traditional and religious authorities, like CSOs, are greatly needed to deal with intercommunal violence with economic, political and religious overtones. Likewise, since economic governance does generate violent conflict, particularly in the Niger Delta, the private sector is equally a stakeholder in conflict prevention and resolution.

1.3 The return to civilian rule in Nigeria has made it easier for individuals and groups to express their grievances and to assert their fundamental rights. In the process, conflicting claims to scarce resources such as land and impatience with the slow pace of change among communities fighting against historical injustices have often resulted in violent conflicts. Other cases of violence have been the result of the exploitation of divisive factors such as religion and ethnicity by political opportunists through the promotion of social or religious intolerance. In most of these cases, ordinary people do get involved because they perceive a threat, real or imagined, to their interests, security or life itself. Conflicts can also arise out of communication gaps between the people and instituted authority leading to the reliance on rumors to fill such gaps; lack of consultation in decision-making; inequitable distribution of national resources; and lack of access to justice.

1.4 There is widespread consensus, therefore, that peace is inexorably tied to security and development. Thus, just as with the cross-cutting issues of the environment and disaster management, the provision of security against violent conflicts is an essential

ingredient of good governance. On the other hand, security in its broadest sense implies meeting the basic human needs of the population as a precondition for sustainable development. One of the most important basic needs, in terms of conflict prevention, is education. Education and public enlightenment are necessary to inform people of their rights and obligations as citizens and enable them change their attitudes, since a significant proportion of all conflicts are caused by individual attitudes.

1.5 In this regard, the strategic objective for this component of the national governance programme is to integrate conflict management tools into the theory and practice of development under the concept of *preventive development*. Making development a more proactive means of preventing, managing and resolving conflicts should include the following programme goals:

- Improving the living standards of citizens through employment creation and the delivery of basic social services;
- Rehabilitating the professional middle classes through better working conditions and better remuneration;
- Addressing the peculiar problems of tertiary institutions of learning;
- Ensuring good governance through equitable distribution of national resources, the elimination of corruption and the speedy dispensation of justice;
- Including preventive and peace-building strategies in the development process through participatory project formulation and conflict impact assessments;
- Increasing national and group capacities in conflict analysis, dispute resolution skills and conflict management;
- Inculcating the right attitude in children during their formative years through civic and peace education; and
- Ensuring access to information, fairness of information and effective information dissemination channels.

1.6 Since conflict prevention, management and resolution is a cross-cutting issue, many of these goals can be met within the different components of the programme, particularly sub-programmes 3 (the Executive), 4 (Civil Society), 5 (State and Local Government), 7 (Economic Governance), and 9 (Electoral Mechanisms), as well as in the cross-cutting component dealing with the environment. In view of current events, four strategic and priority projects have been identified for the conflict component: (1) building capacity in conflict analysis; (2) providing support to the conflict prevention, management and resolution activities of public and private institutions; (3) combating elections related violence; and (4) preventing environment-related conflicts.

2.0 Capacity Building in Conflict Analysis

2.1 A major requirement for increasing capacity for conflict management is a better understanding of conflicts, their root causes, early signs or indicators, dynamics and the manner in which they can be prevented, brought under control and eventually resolved. It is therefore essential for both government and civil society to build greater capacity in conflict analysis. This project is designed to achieve this goal.

2.2 The project is designed to build the capacity of both public and independent research centers for better conflict analysis. Assistance is needed for the Institute for Peace and Conflict Resolution (IPCR), the major government agency with statutory responsibility on conflict issues, in attracting highly qualified researchers and research assistants and acquiring the equipment and research funds needed to carry out research on conflicts in Nigeria, as well as to monitor and evaluate their performance annually with respect to the quality of research work done. Assistance is also needed for major university and independent research centers doing work on conflicts.

3.0 Capacity Building in Conflict Prevention, Management and Resolution

3.1 This project is aimed at increasing the capacity of government agencies, the private sector and CSOs in the prevention, management and resolution of conflicts. Emphasis is placed on information gathering, peace education and dispute resolution by peaceful means.

3.2 There is need to establish and update a reliable databank on conflicts and conflict management at the IPCR; to promote peace education programmes in schools, community organizations and through the mass media; and to strengthen the conflict management capacities of public and private institutions. Appropriate logistics also need to be made available to groups involved in ending violence and finding solutions to ongoing conflicts.

4.0 Electoral Violence and Conflict Management

4.1 This project is designed to enlist the support of CSOs, acting in partnership with the government at all levels, religious groups, traditional authorities and the organized private sector, in working to prevent or to combat elections related violence. Particular attention will be paid to areas with a history of intercommunal violence, ethnic or religious clashes, as well as areas in which inter-party debates appear to be acrimonious and beyond the bounds of the rules of the game. Care should also be taken to monitor the activities of vigilante groups and the use, if any, of armed militias by candidates or political parties. The Police should be mobilized to counter the use of thugs in elections.

4.2 CSOs with conflict mitigation and management experience should be funded to combat elections related violence before it flares up and requires the intervention of security forces. Public Community Relations Committees should be effectively utilized in preventing violence and conflict during elections. The Civil Defence Corps could also be trained to keep the peace during elections.

5.0 Environmental Conflict Management in the Northeast Sahel Zone

5.1 The persistent conflict between pastoralists and farmers in parts of Northern Nigeria typifies the paradox inherent in the dominant manner human beings construct the environment, namely, exclusive exploitation. Construction of the environment as

something to be exploited by the “in group” to the exclusion of the “out group” generates conflicts. Environmental conflicts, in turn, undermine the protection of the environment, impairing the ecosystem and human livelihoods and thus diminishing security. Consequently, the management of environmental conflicts ought to be an integral part of a comprehensive strategic plan on good governance.

5.2 This project seeks to develop a framework for environmental conflict management in the Northeast Sahel zone of Nigeria. Its objectives are to create a framework for dialogue between farmers, pastoralists and other stakeholders on wise practices in land use, and to establish a database and documentation center on environment issues in this zone.

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13 December 2001

Summary of the NPGSHD

SUB-PROGRAMME	PROGRAMME SUPPORT OBJECTIVE
I. Support to the legislature at the federal and state levels to create an enabling environment	Capacity building for the federal and state legislature.
	Capacity building for legal provision for fundamental rights.
	Study to provide the legislature with electronic communications, storage and retrieval mechanisms.
II. Support to the judiciary, rule of law and access to justice	Capacity building for legal protection of constitutionally defined rights.
	Study to provide the judiciary with electronic communications, storage and retrieval mechanisms.
	Capacity building for the independence of a judiciary with legal expertise.
	Informing people of their rights and improving their access to the law.
III. Support to the executive—reform of the civil service, role of the military and police and security	Strengthen the civil service to support good governance.
	Enhance capacity for decision-making and dialogue: analysis, formulation, and management of policies and programmes.
	Study to provide the executive with electronic communications, storage and retrieval mechanisms.
	Reform the police and security services to enhance their effectiveness.
IV. Support to civil society, political parties and business community for civic education, political participation and conflict management	Capacity building for civil society organisations (CSOs) and political parties to legally function as representatives of society and become countervailing intermediaries.
	Capacity building for CSOs.
	Develop, refine and maintain participatory methods, tools and techniques that enable stakeholders to actively participate in assessment, planning, implementation, monitoring and evaluation of their political and developmental preferences.
V. Strengthening capacity of institutions and groups at the state and local government	Develop mechanisms for a rights-based approach to development.
	Develop community and state governance action plans that enhance livelihoods.
	Capacity building for the civil service in the States and local governments.
	Enhance the role of the private sector and other partners in national and local development.
	Enhance the leadership role and capacity of traditional leaders.
VI. Promoting transparency, accountability and integrity in public and private sectors	Capacity building for legal and regulatory frameworks to control corruption and graft.
	Capacity building for budgets and public expenditures to be made public.
	Capacity building for an independent auditor general's office.
VII. Support to economic governance—economic and financial management at the federal and state levels	Technical assistance and support to macroeconomic and financial management.
	Support to the Central Bank to enhance its regulatory and supervisory responsibilities.
	Support to the development of capacity for collating, compiling and managing statistics.
	Capacity building for promoting enabling environment for private investment.
	Strengthen the capacity to for efficient management of strategic public enterprises.
	Strengthen the capacity and independence of the watchdog institutions.
VIII. Support for communications, information management and the media	Develop local capacities that enable stakeholders to articulate needs and opportunities.
	Study to develop electronic networks across the country to share knowledge.
	Study to develop electronic media and information services.
IX. Support to electoral mechanisms	Develop capacities in support of electoral mechanisms, electoral laws and development of sustainable and reliable voter registry.
X. Support to cross-cutting issues	Develop capacities to mainstream global action plans on gender, human rights; conflict prevention, management and resolution; disaster management; and environmental protection.

Conflict & Development in Nigeria

"Think Peace" prepared for donor brainstorming, Abuja Dec. 13, 2001
Dirk Reinermann, Worldbank

1. Rationale

- Violent conflict is a major impediment to growth and poverty reduction. 24 of the 40 poorest countries are still in or have just recently come out of violent conflict. Conflict destroys the assets and capabilities of the poor, inhibits domestic and foreign investment as well as international assistance. Conflict indicators for Nigeria point to a rather fragile situation. Violent conflicts in Nigeria since democratic elections in May 1999 have caused > 6000 casualties and most recently (Nov. 01) > 400.000 internally displaced persons (*sources*: media reports and the Global IDP Database). While the consequences are very serious, this development may not be entirely surprising because it may in part be due to – compared to previous years of military rule – a significant increase in freedoms under the new democratic rule. However, if violent conflicts cannot be better managed and eventually channeled into *political* processes of conflict management, development may be seriously hampered. This could have negative effects for the whole West Africa region and beyond.

2. Objectives

1. **Self-education of donors.** Create a better understanding of underlying multi-dimensional causes of conflicts. Inform strategy processes (i.e. WB: CAS). Sensitize staffs not to "work around (avoid) conflict" (DFID) but rather to ascertain that interventions – as a minimum - do not exacerbate existing tensions ("do no harm" - safeguard approach, DFID: "working in conflict").
2. **In-country awareness building.** Stakeholders acknowledge more and more that risks exist and that managing conflict is crucial for development (peaceful conflict resolution strategies – "from conflict to politics"). Build on what has already been achieved.
3. **Strengthen Nigerian early warning, prevention, management and resolution capacities.** Enable donors to "work on conflict", i.e. to identify possible support for conflict prevention/mitigation measures (*examples*: media training, training of community conflict mediators, state-level early warning systems, clarification of property rights, combating youth unemployment etc.).

3. Principles

1. **Build on work that has already been done.** For instance UNDP/USAID sponsored one day workshop in Abuja in June "Conflict Prevention, Management and Resolution" and many other activities (need for stock-taking of activities).
2. **Partnership among donors for joint learning and complementary action.** The high level of donor interest, the size and complexity of the country and the scope of possible tasks bear the risk for both duplication of efforts as well as for leaving geographical/topical gaps if efforts are not well coordinated. Partnerships would also help to better match the diversity of tasks on the one hand with the different mandates and comparative advantages of respective donors on the other.
3. **Partnership with local stakeholders.** To benefit from local expertise, to build capacity and strengthen local institutions (government and civil society). There is a wealth of knowledge available that needs to be tapped into and made available more broadly and in a more structured fashion.
4. **Integrate into PRSP process (as soon as it has started).**

5. **Humility.** External players will not be able to alone significantly change the dynamics of conflict in Nigeria, some of which go back many decades and are deeply rooted. Importance of ownership and capacity building for conflict management.

4. Possible work program - ideas

- 4.1. **Create a (web-based) inventory of existing donor activities and plans.**
Inventory of activities would be kept up to date on a regular basis to ensure transparency and complementarities of actions (avoid gaps and overlaps).
- 4.2. **Web-based Inventory of Nigerian stakeholders in c&d**
- 4.3. **Keeping a (web-based) inventory of political developments in country.** Monitoring events at Federal level, all 36 States, some LGAs, political parties, ethnic groups, religious groups, social conflicts.
- 4.4. **Conflict analysis: sources of conflict, stakeholders and possible areas of support**
 1. Analyze the multi-dimensional nature and structures of conflict in Nigeria. **Falllines:** North-South, region-specific (Delta), urban-rural, inter-communal, criminal, vigilante, environmental (i.e. desertification), political, farming-pastoralism, ethno-religious (sharia), inter-ethnic/cultural (Tiv/Jukun), access to natural resources (i.e. water), army-civilian administration.
 2. Investigate these (overlapping) areas to identify the stakes and the actors/stakeholders.
 3. Identify the dynamics of change, elaborate on peaceful conflict mediation/management/resolution strategies. Determine a set of monitoring indicators.
 4. Rather than being an input into the PRSP, a participatory conflict analysis could be part and parcel of the PRSP in the medium term. In particular, engage religious leadership in dialogue on development ("peace for development").

Possible approach to conflict analysis

- **Undertake a comprehensive, joint donor supported, country-wide conflict analysis** (DFID: "Strategic Conflict Assessment", SCA). In-country kick-off workshop in XY, 2002 would be organized by Institute for Peace and Conflict Resolution (under Presidency) and others. Main objective: to agree on methodology for SCA. Each interested donor could finance different elements of a joint work program in accordance with respective focus, interests and mandates. Report would be produced by XY, 2002. Results would feed into PRSP process (in the medium term), donor strategy processes and program design. Not a one-off exercise but rather an ongoing process – ensure sustainability.