MANAGING CONFLICT IN NIGERIA

GENDER RELATIONS IN ADAMAWA

The Managing Conflict in Nigeria (MCN) Programme aims to support Nigerians with conflict resolution, at both the state and community level. Our work focuses on reducing violence, promoting stability and strengthening resilience so that Nigerians feel more safe and secure in their communities.

We work in North Eastern Nigeria in three focal states – Adamawa, Borno, and Yobe – some of the country's most conflict-affected regions.

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This policy brief and other MCN publications are available at **www.justice-security.ng**

INTRODUCTION

Adamawa State experiences violence due to conflict between armed opposition groups (AOGs), the state and community militias and tensions between ethno-linguistic, religious and occupational groups caused by struggles for political power. The Managing Conflict in Nigeria (MCN) Programme commissioned this assessment to investigate gender relations and implications for peace and conflict. Findings presented are drawn from interviews and focus group discussions in Girei, Mubi North, Mubi South and Yola in August 2019. These locations were chosen to reflect a wide range of conflict dynamics, including conflict over land and water use in Girei and conflict related to AOGs in Mubi as well as information about state level dynamics from actors in the capital Yola. In the three locations, focus groups were held with 11 women with disabilities, 12 non-disabled women and 12 non-disabled men. Group interviews were conducted with 26 people (12 women and 14 men) involved in key MCN Programme supported interventions. The author also interviewed 41 people (24 women and 17 men) who work for government ministries and departments, security agencies, Adamawa-based and international non-governmental organisations (NGOs), UN agencies and institutions of community leadership with the mandate to bring about peace and security, human rights and/ or gender equality in the state.

This policy brief starts by highlighting key conflict and security dynamics in the state. It then outlines the main gender dynamics. It next examines policies and programmes implemented by government and non-government actors, outlining their main results, challenges and lessons. It ends with programming and policy recommendations.

CONFLICT AND SECURITY CONTEXT

Fighting between AOGs and the state: As of August 2019, Madagali was the only LGA to experience regular attacks. Yet, many people living in Madagali, Michika and Mubi experience fear based on the trauma of previous experience.

Kidnapping, criminality and gangs: A rise in kidnapping is occurring against a backdrop of economic destruction caused by violence in northern Adamawa and farmer-pastoralist conflict in central and southern zones, continuing fear that prevents people from resuming livelihoods and weak governance, leadership and security provision. People believe networks engaged in kidnapping include influential people in traditional institutions and security agencies as well as politicians. Other kinds of criminality linked to gang activities are also present. The yan shilla (youth gangs) are involved in theft, rape, kidnapping and murder and used by politicians to intimidate opponents. Governor Ahmadu Umaru Fintiri who assumed office in May 2019 has ordered arrests of suspected members. However, there are concerns about availability of evidence to sustain convictions. It is also feared that abuse of rights of these young people while in custody could lead to more anger and frustration, with adverse implications for the conflict dynamics.

Persisting religious tensions: The study established rising self-segregation along faith lines including in educational institutions, with negative consequences on social cohesion. The salience of ethnic and religious difference is more marked in general discourse. In northern sections of the state, these dynamics intertwine with people's experiences of violence. Respondents reported sustained tension, bitterness and mistrust. For example, there is perception that many Christians believe some of their Muslim neighbours helped insurgents attack and capture Mubi and were responsible for stealing property when Christians were displaced from their homes.

Conflict over land and water use: While there are many situations of peaceful coexistence between farmers and pastoralists, tensions have increased. Migration patterns are changing with migratory pastoralists moving earlier during the rainy season when crops are still growing. Traditional symbiotic practices such as pastoralists' animals feeding on crop residue after the harvest and fertilising farms are now less common. Adding to pressure around land use, encroachment by farmers onto grazing routes and reserves have increased in the last two years. At the same time, persons in positions of authority are no longer seen as neutral arbiters of conflict but are perceived as acting in favour of their own group. Politicians are seen as using this conflict to gain votes. Nonetheless, actors at the local level have acted to mitigate violence with multi-stakeholder conflict management mechanisms proactively working toward preventing farming on grazing routes and reserves, enforcing demarcation between farming and grazing areas and establishing inclusive farmer-pastoralist committees to minimise conflict.

Displacement trends: Many people displaced from communities in northern section of the state have returned to the town hosting their local government areas, where there is more security than in their own communities, but significant IDP populations remain in Yola. Repatriation of Nigerian refugees from Cameroon, a first batch of almost 3,000 people planned for late August 2019, was likely going to increase the number of displaced persons in Yola. Meanwhile, returnees face difficulties because houses have been destroyed leaving them to rent accommodation at high costs due to competition and demand. Women face challenges, with cases reported of husbands' families taking ownership of houses and other property leaving affected women homeless. Internal displacements are also caused by communal clashes and flooding that force families to live in informal camps and uncompleted buildings. This displacement tends to be temporary with most people returning to communities once there is relative security, though, some are displaced for longer periods of time. Humanitarian agencies are unable to adequately support all internally displaced persons due to lack of funding.

Social exclusion, marginalisation and stigma: Inter-generational relations drive conflict. Generally, older people complain of 'idle' youth engaging in drug use and criminality while younger people, worried about lack of prospects, are angry that older people demanding respect have not created opportunity for youth. Notable among groups who feel excluded are the yan shilla, who are mostly male but include significant numbers of young women. Members believe the group offers them a sense of belonging and security not provided by families and mainstream society. A second group that faces social exclusion is people with disabilities. In particular, women with disabilities, said they face difficulties accessing health care, are avoided by classmates, not allowed on public transport and marginalised in development programmes. The third group are lesbian, gay, bisexual, transgender and intersex (LGBTI) people who face stigma and risk of arrest and violence if known to the public. A fourth socially excluded group is the Matakam, an ethnic group in Madagali and Michika. Matakam people are often called makere, a term of insult, and seen as social outcasts. They live in separate areas, attend separate places of worship and their children go to separate schools. People from other ethnic groups do not share food with them, cook together or go to market together. Largely due to this social exclusion, some Matakam people reportedly joined AOGs. Exclusion has increased as others blame them for attacks. Humanitarian agencies have made efforts to reach Matakam communities but admit these are insufficient.

Grievances with state and non-state institutions: The study found that most people complain of lack of action in addressing insecurity, believed politicians and security agents colluded with armed violent groups and committed human rights violations. These affected public perception of government and security agencies. They reported cases of sexual violence against women and girls in areas with high security presence. They also alleged abuses committed by the police and National Security and Civil Defence Corps (NSCDC) including extortion and physical violence. These grievances extended to community leaders seen to hardly be in their communities, be biased towards their own group, or diverting humanitarian aid.

GENDER DYNAMICS

Association with perpetrating conflict and violence:
Women and men associated with AOGs fall on a spectrum between voluntarily joining to forced recruitment/ abductions. Processes of return to communities are highly gendered. Many men associated with AOGs go through formal disarmament, demobilisation, rehabilitation and reintegration (DDRR) programmes. Meanwhile, women associated with AOGs are often released back into communities with little support or oversight. These different procedures speak to highly gendered attitudes: men are seen as a potential threat while women and girls are not viewed with danger. Yet, many people still view them with suspicion and believe they pass on information to AOGs that lead to attacks. Conversely, although groups of vigilantes and hunters are predominantly men, at least 20 percent of members are women. These women members are usually older, involved in patrolling towns and cities and have taken part in active fighting. Indeed, men left some areas at the height of violence leaving mostly women vigilantes and hunters to protect communities. Meanwhile, many conflictual encounters over land and water use are between young pastoralist men and women farmers. Injured masculinity has a role in escalating tensions, either as men in farming communities feel compelled to avenge the attacks on 'their' women or as young pastoralist men want to seek redress for having been chased away from water points by 'mere' women.

Continuing physical and psychological impacts of violence: Communities live in fear of violence. In Yola, people do not go out at night for fear of the yan shilla. In Girei, they do not farm due to inter-communal clashes. Across the state, people spoke of kidnapping and ritual killings. For people with disabilities, apprehension is particularly potent as they have to rely on others to escape violence. Men with disabilities, more likely to have mobility aids, can be more able to escape during attacks than women with disabilities. People who acquired disabilities due to violence continue to live in pain and with limited mobility or eyesight. Landmines and unexploded ordinances in parts of Mubi, Michika and Madagali have led to injury, disability and death. People have been attacked by AOGs in farmlands with men killed and women maimed. While trauma has subsided with time and distance from violence and as people rebuild their lives, agencies providing mental health and psychosocial support services (MHPSS) are unable to provide the holistic array of services including livelihoods support and women's empowerment required to enhance psychosocial wellbeing due to reduced funding.

Livelihoods and economic conditions: While women and men both look after sheep and goats, women are more involved in rearing birds and men focused on cattle rearing. Women and men farm different crops. Women tend to sell in small quantities in the market and engage in value addition processes post-harvest. Their livelihoods are disrupted due to insecurity as they cannot travel to buy crops to process or as crop damage increases prices. Even before the conflict, women in many ethnic groups in Adamawa did the majority of productive and reproductive labour. These dynamics have intensified due to conflict. Many men no longer engage in livelihood activities as they

believe themselves to be the target of AOGs, kidnappers and yan shilla in rural areas and as there are no jobs or casual labour opportunities in cities. Material circumstances in northern Adamawa are improving but assistance is insufficient to assist people in economic recovery. Exceptions to this trend of slow recovery are areas of Madagali and Michika where people do not have access to farms or grazing areas due to AOG presence. Fulbe pastoralists have also been gravely affected by violence with groups now staying closer to villages to ensure safety. However, this increases the risks of their cattle damaging farms. In areas affected by farmer-herder violence, respondents reported no longer conducting livelihood activities. Even when people engage, this can be disrupted by (the threat of) violence. People with disabilities in particular face grave challenges in earning livelihoods. They struggle to find jobs, farm or look after animals. Disabled women spoke of being chased away when trying to trade, apply for jobs or attend interviews.

Participation and voice in decision making and peacebuilding: More women voted in the 2019 elections, but still only one out of three Adamawa senators is female. There are no female members of the House of Representatives and only one female legislator in the 25 member House of Assembly – a decrease from two women in 2015. At the local level, councils usually have only one woman. Nevertheless, women are meaningfully participating in non-state decision making. They speak more in meetings and are increasingly being taken seriously. Separate women only meetings that feed back into community meeting are key to ensuring women's concerns, expertise and realities are raised. There is still a long way to go however. Women's representation in community platforms can be as low as 5-10%. Meetings tend to be dominated by men. Moreover, women, who are juggling household, childcare and livelihood responsibilities, have less time to be involved. They are blocked from participation by male relatives. Often, women who can participate tend to be older, non-disabled and with some level of power and influence with perspectives, concerns and needs of other women hardly reflected in such meetings.

Gender-based violence (GBV): Mostly directed towards women and girls, respondents also spoke of boys experiencing GBV. Perpetrators, while mostly known to survivors, span economic classes. Women with disabilities interviewed spoke of how men specifically target them as they tend to have weaker social networks. They also said no agency is proactively reaching out to them to increase awareness of rights or services. Adolescent girls suffer all forms of GBV experienced by adult women plus high incidence of early and forced marriage. Reports of sexual violence against children are gradually increasing. Complained to children, few cases against adults are reported, as older girls and women are blamed for becoming victims. This situation discourages reporting of GBV. Incidence of domestic violence by husbands against wives has increased. As men are unable to earn incomes but see their wives finding ways to provide for the family, they feel the need to 'prove' continued power and control which can manifest in violence. Women and girls also face sexual harassment at work, in educational institutions and at checkpoints on roads. There are allegations of sexual

violence security agents, who act with impunity since girls, women and their families are afraid to report. Very little work has been done on challenging stigma, marginalisation and victim blaming leaving the survivors, instead of perpetrators facing repercussions. Many women and girls who become pregnant as a result of rape terminate pregnancy through unsafe means to avoid shame. The combination of stigma, impunity and challenges in investigative and judicial systems create little incentive for pursuing cases through court processes.

Changing gender norms and realities: Gender roles differ between ethnic groups. Among Fulbe families, particularly those engaged in migratory grazing, young men are responsible for grazing and milking cattle while women sell milk products and set and pack up camp. Women meet daily expenses through sales of milk products and men sell cattle to cover major expenses. In ethnic groups such as the Higi, Margi and Lugunda, women often do the majority of income generating work but husbands can take the products of their labour and control expenditure. Meanwhile, Kanuri families tend to follow a breadwinner masculinity model with men engaging in income generation while women are responsible for cooking, cleaning and the children's upbringing. However, across ethnic groups, conflict has changed household dynamics. Women increasingly provide more for the family and fight to control expenditure as stakes are higher due to increased poverty. These dynamics have been linked with higher rates of separation and divorce. Men spoke of how being unable to contribute to family incomes had affected their sense of self and their gratitude to women relatives for stepping up. Some men feel women earning money and controlling resources diminishes their power but others said times had changed with men now taking care of children, cooking and doing household tasks while women pursue livelihoods. These men said they had happier marriages than those who did not do housework or childrearing but expected their wives to fulfil these roles as well as generate income for the family. However, the men who engage in household and child rearing tasks tend to be in the minority and, while gender roles and responsibilities have changed, gender norms are taking longer to transform.

POLICIES AND PROGRAMMES

Results

Improved policy and legislation: Adamawa State has amended its Penal Code to specify a minimum sentence of 21 years and maximum of life imprisonment for rape, include new offences of sexual assault and sexual harassment, expand penetration to include objects and any body part and removes the need for witnesses. The state also passed the Proceeds of Crime Act and Administration of Criminal Justice Act (ACJA). The latter provides witnesses and accused the right to counsel during police interrogation and promises to reduce time taken for case conclusion. The Ministry of Justice has renovated courts outside Mubi and the ACJA opens the possibility of setting up Special Courts, for example for

GBV. The State House of Assembly also passed legislation on disability rights that included provision for an attached Commission. The State Government says it will create a Special Rights Agency with departments focusing on children's rights, disability gender rights and human rights but the law creating such an agency has yet to be passed.

Increased access to services: While access to service remain challenging, particularly for those who are displaced or who live in areas that are rural and/ or insecure, there have been improvements. Children are more able to go to school. Attitudes towards education are changing. The Governor announced plans for free education in all primary and secondary schools. Many health facilities have been rehabilitated. New products and equipment provided, health centres are better stocked and personnel are engaging in public outreach. More pregnant women attend antenatal check-ups. Respondents also reported improved levels of security and lower levels of human rights violations by hunters, vigilantes and other such groups. Agencies have constructed and rehabilitated water points to enable access to clean water but many communities still do not have good supply. Women's access to public spaces, particularly for those with disabilities, remains challenging. Women with disabilities spoke of problems accessing public spaces in general whether this be banks, markets, schools, health clinics, courts and places of employment.

Community conflict management structures and agencies more inclusive and responsive: Some communities see practices of working together to solve issues becoming institutionalised and institutions becoming more inclusive and responsive. These changes are limited to areas where organisations have supported multi-stakeholder conflict mitigation and peacebuilding mechanisms but results are promising and could have wider impact if implemented at scale.

Community leaders starting to be more inclusive and responsive: MCN trains community leaders, scribes and women relatives on conflict management, human rights and record keeping. Community leaders' conflict management capacities have improved as have practices of keeping records of decisions in case of future disputes. Results have yet to be felt in changed perceptions and increased effectiveness of community leaders in all areas but some respondents said leaders were starting to be more responsive, for example helping rape survivors to access healthcare.

Rising awareness of human rights, including those of women and girls, and (some) reporting of human rights violations: Many communities show higher rights knowledge due to sensitisation campaigns. The culture of silence is partially breaking for sexual violence committed against children although it still holds firm for sexual violence against adults and other forms of GBV including marital rape, domestic violence and abuse and early and forced marriage where attitudes remain little changed. More women are wanting to be involved in community and family decision making and some men show some increased openness to women's participation in decision making but change has been more felt for older women rather than younger women and girls. While early and forced marriage is still widespread, in some families, increasingly, girls tell parents they want to continue their education and learn skills before getting married.

CHALLENGES

Organisational bureaucracy and release of funds:
Internal and donor processes hamper responsiveness to changing dynamics and delay programming. This challenge cuts across many organisations and was raised by government, NGO and UN respondents.

Reduced and decreasing funding levels: As of 31 July 2019, 38.6 percent of funds required for humanitarian response in 2019 had been received[1] with most funds earmarked for Borno. Many agencies have shifted programming to northern sections of the state yet funding even for this work is reducing. There is less funding available for response to inter-communal violence. Despite best efforts, gender mainstreaming has suffered with only 12.4 percent of GBV funds and 16.4 percent of child protection funds having been received.[2] Humanitarian programming is scaling down but development and peacebuilding programming has yet to scale up.

Access to areas: Agencies cannot access certain communities due to insecurity and impassable roads. For example, Madagali bears the brunt of fighting between AOGs and security forces but few agencies work in Madagali town, none of which work on GBV despite the high numbers of women who experienced abduction by AOGs and reports of sexual violence committed by soldiers, CJTF and vigilante members as well as richer community men.

Lack of coordination between agencies and with government: Mechanisms exist to bring together government, UN and NGOs but working together remains challenging. Key agencies do not engage in sector meetings where strategising and joint working could take place.

Political will, joined up approaches and sustainability:
Monthly State Humanitarian Forum meetings see increased government engagement but respondents cited the Governor's statement that he wanted to approve all activities and that all funding to NGOs and UN agencies would go through the Office of the Accountant General as examples of non-constructive ways of engaging civil society. More efforts are needed to bring together government, NGOs and the UN particularly as sustainability of interventions and government ownership have proved to be disappointing.

Capacity and commitment gaps and pursuit of personal benefit among MDAs and civil society: While officials have been trained and retrained, capacity gaps remain in MDAs as training has not been possible for all and some people assigned to work on particular issues, including GBV, show little genuine interest. Respondents shared stories where officials asked for interventions in their own geographical areas and for their 'own take' in return for cooperation. Selection of beneficiaries can be skewed to benefit certain families, ethnic groups or religious groups with power. Often community leaders, who are asked to select participants, were said to pick their own family members rather than those meant to benefit. Moreover, many civil society organisations are registered by people who will run for political office or were started to apply for humanitarian funds so civil society depth, particularly outside Yola, is shallow.

Weak and politicised media: The primary means of transmitting information is radio, yet media in the state tends to be weak, politicised and engaged in inaccurate and conflict insensitive reporting. This state of affairs makes it difficult to dispel rumours and exacerbates conflict.

Lack of domestication of human rights laws: Five human rights laws need to be domesticated: Violence Against Persons Prohibition Act; Child Rights Act; Gender and Equal Opportunities Act; the law creating a Special Rights Agency; and the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa also known as the Kampala Convention.

Slow pace of institutional change on sexual violence:
Police officers trained in GBV struggle to implement what they have learned. They are not always able to offer confidentiality and anonymity to survivors due to institutional set up and attitudes of other officers. Although sexual violence cases are supposed to be transferred to state CID, in practice LGA police officers continue to investigate cases and take them to magistrates' court. Knowledge of amendments to the Penal Code and ACJA is not widespread.[3] Sexual violence continues to be settled out of court by police officers, vigilante groups and families alike.

Patriarchal norms hinder women's participation and voice without concerted efforts: Women of all ages are not supposed to speak up in public, particularly if (older) men are present. Many times, women continue to be excluded from decision spaces which tend to be all-male affairs and so lack information necessary for participation even in spaces to which they are invited. While these norms are changing, they hinder meaningful participation as many women and men have internalised this taboo around women being outspoken. Similar norms prevent young people of all genders from taking part in community discussions.

Lack of holistic responses makes progress on GBV difficult: Although the Sexual Assault Referral Centre (SARC) in Yola provides free and quality services, provision elsewhere is weak. Moreover, there are few interventions

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[1] OCHA, 'Nigeria: Humanitarian Funding Overview,' 31 July 2019
[2] Ibid.
[3] Please note that plans are underway to distribute copies of these Acts to all police stations and judges in Adamawa state and to conduct training on their provisions which may address this lack of knowledge.

focused on removing survivors from violence. In the absence of protection programmes and no accessible safe house, survivors face threats and attacks if they report. Indeed, lack of work combating stigma means survivors are re-victimised and disincentivised from reporting. A major gap continues to be work on prevention.

Not reaching most marginalised such as particular ethnic groups, young women and people with disabilities: Programmes find it difficult to reach the most marginalised, partly due to lack of proper context analysis.

Respondents working in Madagali and Michika did not involve Matakam people in interventions only to realise their marginalisation after starting work. Many programmes on women's empowerment fail to reach adolescent girls and young women who face particular barriers and challenges. A third group to have seen little change, despite interventions in their localities, are people with disabilities.

LESSONS

Work at the institutional and structural level is slow and painful but necessary and needs to be balanced with individual and community level interventions: Both sets of interventions are required to bring about positive change.

Longer-term engagement and proper analysis are required for sustained impact: Agencies who did proper context and conflict analysis and built community trust and ownership found programming, even on potentially sensitive issues, went smoother and had longer-term impact.

Programmes need to balance demand and supply interventions: Alongside supplying services and infrastructure, actors should have engaged with communities, civil society and media to make demand more visible from the start to persuade government to act.

Collaboration, coordination and partnership rather than competition delivers results: Agencies competing over scarce resources has led to chaos and duplication while progress was more visible where actors came together.

Proper community engagement needs to be at all levels (not just top down): Ensuring buy-in of the entire community means reaching out to marginalised groups and holding town hall meetings and information sharing sessions. Otherwise, actors run the risk of elite capture, perceptions of closeness to those seen as corrupt and rumours of their 'real purpose' taking hold.

Even those seen as uninterested or resistant in engagement can be responsive if you reach out to them in the right way: Communities welcome interventions around peacebuilding, women's empowerment and GBV if approached in sensitive and constructive ways.

Adults speak for younger people but do not know their issues and have their own biases: Young people, women in particular, can feel and be discouraged to talk in group settings. Adults start from biased perspectives, for example blaming girls for rape or seeing unemployed young men as a 'menace to society'. Actors need to find ways to directly engage with youth and support them to mobilise and advocate rather than have others speaking for them.

Interventions need to be designed to facilitate meaningful participation of women, youth, people with disabilities and other groups usually marginalised:

Inclusion and benefit needs sustained engagement from design onwards including through holding separate sessions with different groups during design, community entry and for feedback during implementation.

Continued and sustained focus is needed to ensure women's participation and inclusion as (some) men tend to continue to exclude: Even if interventions are designed to maximise likelihood of women's active participation, without continued focus, this outcome can slide.

More attention needed to integrate gender across MCN interventions and link interventions: MCN has achieved some success in ensuring gender cuts across interventions but gaps remain, for example, vigilante groups trained by MCN continue to mediate GBV.

Opening up conversations around changing gender roles and supporting individuals, families and communities through this change can mitigate backlash and violence: While norms perpetuate unequal power relations, any movement in gender realities can lead to increased violence as men feel the need to 'prove' power and control. Programmes that engage women and men separately and together can help individuals, families and communities adjust.

Expansion in women's roles without working on masculinities adds to women's responsibilities and burdens: Women are increasingly burdened while men struggle with feelings of redundancy and inadequacy. Yet, men and women in families where responsibilities are split more evenly report feeling happier and having less household conflict.

Most work on GBV focuses on sexual violence against children, missing other types of GBV such as domestic violence and abuse, sexual harassment, early and forced marriage and sexual violence against women: Acting against sexual violence against children, if it occurs outside marriage, is likely to have widespread support as it does not challenge social norms around GBV. Yet, incidence of other forms of GBV is higher but not taken as seriously.

One-off sensitisation can improve access to services but has limited other impact: Cases reported to the SARC increased after more people knew of its existence and how to access its (free) services. Yet barriers to access remain, particularly for people outside Yola. Moreover, one off sensitisation events in the absence of campaigns led by people in the community have little impact in preventing violence, combating stigma or ensuring convictions.

Holistic GBV interventions are needed to make progress: Areas requiring action are as follows: 1) service provision beyond Yola; 2) case workers in place to support survivors (including but not limited to court appearances); 3) anti-stigma campaigns; 4) police and court systems to be more responsive to survivors; 5) victim and witness protection including through provision of accessible safe houses; and 6) attitudes, practices and norms to prevent violence.

RECOMMENDATIONS

After having examined conflict, security and gender dynamics in the state and outlined key results, challenges and lessons from policy and programming interventions to date, this final section turns to making recommendations for action.

To the Governor:

- Support and assent to all outstanding human rights legislation namely the Gender and Equal Opportunities Bill, Child Rights/Protection Bill, VAPP Bill, legislation creating a Special Rights Agency and domestication of the Kampala Convention once passed by the State House of Assembly

To the State House of Assembly:

- Pass all outstanding human rights legislation namely the Gender and Equal Opportunities Bill, Child Rights Bill, VAPP Bill, legislation creating a Special Rights Agency and domestication of the Kampala Convention

To the Ministry of Health:

- Include the SARC in 2020 and future budgets, building in a mechanism for continued inclusion
- Disperse funds to ensure the operation of the SARC ambulance by employing a driver and fuelling and maintaining the vehicle
- Set up an additional SARC in Mubi to assist survivors there who have no access to the current SARC in Yola

To the Ministry of Justice and Judiciary:

- Designate a Special Court on GBV as part of the existing High Court to operate in Yola and other judicial divisions with prosecution and defence lawyers, judges and court personnel trained in handling GBV cases, a practice direction sent out, procedures drawn up to protect survivors and suspects and outreach conducted to the police, NSCDC and communities

To the Ministry of Local Government and Chieftaincy Affairs:

- Set up a programme of training and retraining community leaders to build skills and knowledge in conflict resolution, mediation, leadership, gender and human rights through a cadre of qualified trainers with subject matter knowledge and training skills

To the Ministry of Women's Affairs and Social Development:

- Increase accessibility of and quality of services provided by existing safe houses to survivors

To SEMA and NEMA:

- Engage in contingency planning to offset prospects of severe food insecurity in Madagali and Michika through working with NGOs and UN agencies

To the Commissioner of Police:

- Institute protection services and engage with survivors and witnesses on protection needs
- Re-issue a directive that all GBV cases need to be transferred to state CID
- Provide funds for materials and vehicles to ensure proper and timely investigation of GBV
- Increase outreach on Police Complaints Response Unit to NGOs and communities so people can report if police officers are found wanting
- Give clearance to the state CID head of gender to speak on radio programmes about the FSU
- Give instructions to DPOs to work with FSU officers to increase awareness of the FSU among the public through engaging in outreach e.g. in CAFs and meetings with vigilante groups
- Instruct state CID to inform FSUs how cases are progressing so they can inform survivors
- Institute a proper victim and witness protection programme and direct state CID and FSU officers to engage with survivors and witnesses about protection needs

To MCN and other programme implementers:

- Improve financial and operations systems to mitigate future delays
- Expand scope of work on GBV to look at other forms of violence beyond sexual violence against children through 1) reframing the SARC steering committee into a GBV response team; 2) including other forms of GBV within the FSU's remit and re-training police officers; and 3) integrating gender awareness including on different GBV forms into training provided to CPSPs, CAF facilitators, community leaders and vigilante groups
- Develop effectiveness of the current SARC by 1) providing refresher training for staff on how to interact with patients;[4] 2) setting up a system where requests for drugs and other items are made well in advance to ensure timely release; 3) integrating legal assistance on SARC premises; 4) deploying more women staff so survivors can have women counsellors, nurses and doctors if they wish; 5) expanding the SARC steering committee to include more GBV experts including
- representatives from INGOs and UN agencies and its remit to cover GBV in the state; 6) training SARC staff in how to engage with women with disabilities including through having the roster of sign language interpreters already developed by ROLAC to hand

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[4] Some respondents praised the SARC for its work but said some staff required training as they were observed to be asking questions in a manner that suggested lack of empathy.

- Create an additional SARC in Mubi and continue providing support to the Numan SARC. If an additional SARC is created in Mubi, its steering committee needs to include all agencies working on GBV prevention and response and have strong links to the GBV working group
- Fund women's rights organisation to do sustained community engagement through case work, anti-stigma and prevention work via peer to peer campaigns, radio programmes, engaging men in positions of power and strategies to reach out to women and girls usually marginalised such as women with disabilities
- Explore alternative means of punishing perpetrators through increasing community censure and stigma and decreasing income generation and marriage prospects for men who commit GBV rather than relying solely on the criminal justice process to punish and deter
- (Re)train FSU police officers as many officers have been re-assigned, to update them about legislative developments and to include FSUs not included in the first round of training
- Work with other actors to support the Ministry of Justice and the Judiciary to designate a Special GBV Court in the High court through advocacy to the new Attorney General and the Chief Judge, training of prosecution and defence lawyers, judges and court personnel, drafting of a practice direction, drawing up of procedures to protect survivors and suspects and outreach to the police, NSCDC and communities
- Increase engagement in coordination structures around GBV and child protection, and encourage monitoring and support of the SARC Committee by the State Justice Sector Reform Team
- Start engagement on marginalisation of Matakam people based on sound analysis of conflict dynamics, stakeholders and entry points that integrates gender and social inclusion
- Institutionalise training of community leaders through engagement with the Ministry of Local Government and Chieftaincy Affairs on a training of trainer model
- Improve systems for increasing women's capacities for mediation and dispute resolution by setting up systems for monitoring and mentoring women title holders and women's groups
- Support young people to self-mobilise and be involved in peacebuilding and anti GBV campaigns using peer to peer approaches
- Organise an exchange with the University of Maiduguri Muslim Women's Association to see how their model of working with gang leaders and members in Borno can be applied to yan shilla in Adamawa

- Collaborate with ROLAC to support people with disabilities (women and men separately and together) to mobilise, build social networks, interact with platforms and demand change
- Better integrate gender transformative approaches in (re)training of CPSP members, CAF convenors and VPS, ensuring women are part of platforms leadership
- Engage the military on human rights violations including GBV by working with other actors and MCN colleagues in Maiduguri where military leadership for Adamawa is based
- Start working on sustainability, learning from what has (not) worked for other organisations so the tempo of work is sustained after MCN ends work is sustained after MCN ends
- Increase women's participation and voice across all MCN interventions by linking women only forum with CPSPs and Community Accountability Forums (CAFs) and asking women what support they need to be able to more meaningfully participate
- Improve systems for increasing women's capacities for mediation and dispute resolution by setting up systems for monitoring and mentoring women title holders and women's groups
- Support people with disabilities (women and men separately and together) to mobilise, build social networks, interact with platforms and demand change
- Support women's rights organisations to work on masculinities through encouraging and facilitating discussions among women and men of all ages, separately and together
- Engage the military on human rights violations, including GBV, by working with other actors that interact with senior military leadership
- Start working on sustainability, learning from what has (not) worked for other organisations so the tempo of work is sustained after MCN ends
- Encourage partners to employ more women and introduce affirmative action policies
- Budget for parallel spaces for women, young people and people with disabilities to share information, analysis and needs ahead of community platform meetings, increase budget for refreshments to provide for children that women may bring along and provide transport to meetings for people with disabilities
- Conduct regular context analysis integrating understanding of gender and social exclusion dynamics and update programmes to ensure continued effectiveness and conflict sensitivity
- Maintain space for peacebuilding work alongside humanitarian and development interventions as these programmes can drive community level conflict and problems