

MANAGING CONFLICT IN NIGERIA

The Prevalence of Sexual and Gender-Based Violence in Yobe State



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RESEARCH REPORT

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PHOTOGRAPH

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ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
AOGs	Armed Opposition Groups
CBOs	Community-Based Organisations
CID	Criminal Investigations Division
CPSP	Community Peace and Safety Partnerships
CRA	Child's Rights Act
CSOs	Civil Society Organisations
EU	European Union
FGD	Focus Group Discussions
FGM	Female Genital Mutilation
FIDA	International Federation of Women Lawyers
FOMWAN	Federation of Muslim Women's Association in Nigeria
FSU	Family Support Units
GBV	Gender Based Violence
GBVIMS	Gender-Based Violence Information Management System
HIV	Human Immuno Deficiency Virus
IDPs	Internally Displaced Persons
IOM	International Organisation for Migration
ISWAP	Islamic State West Africa Province
JAS	Jama'atu Ahl al-Sunna li-l-Da'wawa-l-Jihad (JAS)
KII	Key Informant Interview
KPIs	Key Performance Indicators
LGAs	Local Government Areas
MDAs	Ministries, Departments and Agencies
MCN	Managing Conflict in Nigeria
NAPTIP	National Agency on The Prohibition of Trafficking on persons
NAWOJ	National Association of Women Journalists
NBS	National Bureau for Statistics
NEMA	National Emergency Management Agency
NGP	National Gender Policy
NHRC	National Human Rights Commission
NIMC	National Identity Management Commission
NOI polls	Ngozi Okonjo Iweala Polls
NSAG	Non-State Armed Groups
NSCDC	National Security and Civil Defence Corps
NSOD	Sexual Offender Database for Nigeria
NSRP	Nigeria Stability and Reconciliation Programme
NURTW	National Union of Road Transport Workers

PWD	Persons with Disabilities
RoLAC	Rule of Law and Anti-Corruption
SARCS	Sexual Assault Referral Centres
SGBV	Sexual and Gender Based Violence
SOD	Sexual Offender Database
STI	Sexually Transmitted Diseases/ Infections
TJS	Traditional Justice System
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
VAPP Act	Violence Against Persons Prohibition Act
VPSG	Voluntary Policing Sector Groups
WRAPA	Women's Rights Advancement and Protection Alternative
WWD	Women With Disabilities

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EXECUTIVE SUMMARY

Introduction

This rapid scoping study is not generalised research. It serves as a rapid assessment to understand the policy and programme pathways to addressing sexual violence against women, girls, and boys in Yobe State, the northeastern geopolitical zone, and beyond.

The reported increase in violence in northeast Nigeria led the European Union funded Programme on Managing Conflict in Nigeria (MCN) to conduct a rapid assessment study into the prevalence of SGBV in Yobe state. The study aimed to understand the causes, types, and trends of sexual and gender-based violence in some communities of Yobe State (MCN, 2020). The study report draws on a desk review of research reports and programme documents and the authors' observations, living in Yobe and relating with Yobe citizens. Secondary data complemented qualitative data gathering through interviews and focus group discussions (FGDs), held across three local governments of Yobe State; Damaturu, Gajba, and Potiskum. Respondents were drawn across the security sector, Sexual Assault Referral Centres (SARCs), government, women, young people, civil society, disability communities, and survivors of sexual and gender-based violence (SGBV). Fifty-six separate conversations were held in all, including the FGDs of 12 participants each on average. Development partner presence was also analysed. Findings are summarised into, what is reinforced, what is new and what needs further research.

The research report outlines recommendations in two areas: (1) programmatic recommendations for consideration by development partners, and (2) policy recommendations for consideration by governmental and non-governmental stakeholders. The recommendation section of the report examines some essential lessons that could inform sustainable programming around SGBV in the North East and Yobe State, including sometimes intangible learning required for a well-designed programme intervention. It also showcases tested programming that has the potential to prevent SGBV in Yobe. The recommendation section closes with possible policy action steps. MCN is expected to catalyse the actualisation of both types of recommendations.



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The Findings of the Scoping Study

What knowledge is reinforced

All causes and drivers of SGBV identified in the literature hold in Yobe State: SGBV is widespread but underreported because of strict gender norms, social stigmatisation and inadequate response services. These combined contribute to the 'silence' from victims who struggle to attain survivorhood. Reporting rape is sensitive and needs to happen within a safe space. A male-led structure will deter confidence to speak up about a rape experience. Poverty is facilitating harmful norms like forced marriage and unacknowledged prostitution. Our field study also showed the importance of trust and respect for protocols and etiquette in eliciting response on SGBV matters.

What knowledge is new

- There are other drivers of SGBV: the absence of a reimagined education for girls and boys in new ways that protect them and reduce the cost of education and vulnerability to SGBV is creating SGBV risks. Parents feel travelling long distances to day school and staying in boarding schools are dangerous for their children.
- The documented norm of women accepting that domestic violence toward them is justified (GiN, 2012) is changing. However, while women know that violence against women is wrong and not justified, they cannot challenge it.
- Yobe State House of Assembly has passed the VAPP Act, but Governor Maimala Buni is yet to sign it into law. This delay in assent has implications for the state's ability to be agile in confronting the prevalence of SGBV.
- Positive trends with import for programming are emerging through humanitarian actors' work, eliciting a breaking of the culture of silence, especially in the internally displaced persons (IDP) camps and host communities.
- An emerging form of slavery where girls are commodified and sold by their families as debt repayment or as punishment for being assertive appears to be a new detrimental norm.
- Although Nigeria has a National Sexual Offender Database, strategic for naming and shaming sexual offence, Yobe is not yet present on that database
- There is a disconnect between the referral pathway in its ideal form and as is.
- Community driven options of safe school practices including an examination of all investigative reports on safe schools, livelihood, security and SGBV in North-East Nigeria to identify relevant, pertinent proposals for implementation
- The traditional leadership systems, especially those led by women, and how to integrate them into SGBV responses
- How existing youth clubs across gender in tertiary institutions and communities can be strengthened
- How best to reach rural communities in the context of insurgency so as to increase the rate of reporting and uptake of SARC services.
- Engaging the Ministries of Justice and Health to see how their data sources can be harnessed into a one-stop-shop on SGBV data.

Recommendations

We are learning that changing norms or cultural ways of behaviour, especially in conflict, must be gradual, complementary, collaborative, and consistent. To achieve sustainable accountability on initiatives to address SGBV in Yobe, Development Partners need to work separately with boys and men, alongside working separately with girls and women. Partners need to build on what already exists, audit policies and programmes, strengthen them, and build awareness with the community. There is also the need to re-strategise on safe education and livelihood options from a participatory, gender and social inclusion lens, a review of the local justice system in Yobe to include more women leaders, so women and girls can confidently report and discuss SGBV issues, is essential. Awareness of the referral pathway to SGBV support is essential for the uptake of services.

What issues need more research

- How effective the SARCs are and how much capacity they have to meet the needs of victims leading to an early transition to survivorhood, and societal trust and patronage
- The degree of SGBV suffered by boys and men in the context of conflict and displacement
- How well the Family Support Unit under the Police is equipped to support families
- How effective the existing youth clubs across gender in tertiary institutions and communities are to prevent SGBV

The passage of a strong law such as the Violence Against Persons Prohibition (VAPP) Act and linking that to SARCs and the National Sexual Offender Database can strengthen accountability on SGBV. SARCs must function by having basic first responder amenities, engaging the community psyche through awareness generation and communication programming that helps the community understand the relevance of SARCs and use their services. Attention to leadership from a female and male perspective can help change perceptions around SGBV. Young people across gender, and disability, in and out of school, vigilantes, farmers, traders etc., have the potential to help drive prevention strategies. However, project design must intentionally target them.

INTRODUCTION

Context

Given the reported increase in violence in northeast Nigeria (CARE, 2018, UNHCR, 2018), the European Union funded Managing Conflict in Nigeria (MCN) programme, commissioned a rapid scoping study into the prevalence of SGBV in Yobe state.

The study aimed to understand the causes, types, and trends of sexual and gender-based violence (SGBV) in some communities of Yobe State. SGBV has been described as a shadow pandemic in our societies, which gets pronounced with conflict (UNSCR 1325, 2000, MCN, 2020) and, more recently, the COVID-19 pandemic (PWAN, 2020). Across every sphere, from health to the economy, security to social protection, the impact of COVID-19 was exacerbated for women and girls simply by their sex (UN Women, 2020). The violation of their bodily integrity is an integral part of that unjustifiable abuse. To buttress the seriousness of the situation further, Nigeria is designated the 9th most unsafe place to be a woman (Reuters Foundation, 2018).

Sexual and Gender-Based Violence (SGBV) is a scourge affecting women, girls, and boys with devastating and long-lasting consequences. The NOI polls show that one in every three girls would have experienced sexual assault before 25 years (NOI, 2019: 4). The Nigeria Demographic and Health Survey (NDHS, 2013 and Multiple Indicator Cluster Survey (MICS, 2016) reports show that 28% and 7% of women of reproductive age have experienced physical or sexual violence while 25% of married women have reported emotional, physical and sexual abuse from their spouse. These figures are high in the north-eastern part of the country, with 29.5% and 15.7% of women reporting physical and sexual abuse, respectively (NDHS, 2013). This situation is rooted in gender-based discrimination, social norms and gender stereotypes and can be exacerbated in humanitarian settings characterised by many uncertainties of which women and girls are at the receiving end.

CARE (2018) reports that SGBV prevalence and severity have increased. The massive population displacement caused by conflict maintains a vicious cycle of SGBV: to cope with the loss of livelihoods, movement restriction, and the abduction of girls for sexual slavery, women, men, boys, and girls resort to harmful coping mechanisms. These include sex for survival, domestic violence and increasing child marriage. The humanitarian community

must take adequate measures to break this cycle while, at the same time, anticipate and mitigate against their impact.

The Demographics of Yobe

Yobe State, created on August 27, 1991, is one of six states in the northeastern geopolitical zone of Nigeria. Its neighbours are Bauchi, Borno, Gombe and Jigawa States (Yobe.gov.ng). Yobe State's capital is Damaturu, with Potiskum, Gashua and Nguru as major cities. With 45,502km² of landmass and a population of 2,321,339 2011 estimation (NPoPC, 2017). Yobe State consists of 17 local government areas (LGAs). The ethnic groups are the Kanuri and Fulani, Bade, Bolewa, Bura, Hausa, Karai-Karai, Manga, Marghi, Ngamo, Ngizim and Shuwa (yobestate.gov.ng). There are Christians in Yobe, but the population is mainly Muslim, and Sharia law in social and family affairs is valid (Baderin, 2008).



The Nigeria Demographic and Health Survey (NDHS, 2013) and Multiple Indicator Cluster Survey (MICS, 2016) reports show that 28% and 7% of women of reproductive age have experienced physical or sexual violence while 25% of married women have reported emotional, physical and sexual abuse from their spouse. These figures are high in the north-eastern part of the country, with 29.5% and 15.7% of women reporting physical and sexual abuse, respectively. ”

(NDHS, 2013)

Persistent security incidents associated with Boko Haram attacks on Yobe State communities have disrupted the local population's lives and livelihoods and displaced 112,269 people between 2015 and 2017 (IOM, 2017). As the frequency of attacks intensified during the past several years, agricultural production and market performance also suffered. Consequently, staple food and cash crop production in Yobe and neighbouring Borno states has declined below average, while in some worst affected areas, there has been no production for three consecutive years (IOM, 2017). The majority of women in Yobe do unpaid reproductive work as homemakers. Few women, compared to men, engage in productive work as wholesale and retail traders, trading in food items such as dry fish, baobab powder, okra and clothing and related accessories. They sell in markets and from office to office to civil servants, while some girls hawk on the streets (see appendix 2 for detailed demographics). The Managing Conflict in Nigeria (MCN) Programme has supported several initiatives to address SGBV in Yobe State. These include the establishment of a functional Sexual Assault Referral Centre (SARC) with five satellite SARCs, to provide medical and psychosocial support to survivors, four

Family Support Units (FSU) to enhance the capacity of the Nigeria Police Force to receive reports and prosecute cases of SGBV, and a State Steering Committee to lead advocacy and enlightenment programmes aimed at the adoption of policies and practices to systematically address SGBV. Therefore, it is instructive that MCN has elected to study the prevalence of SGBV in Yobe State. The anticipated outcomes of the research are:

- Identified findings as regards increasing cases of sexual and gender-based violence (SGBV)
- Recommendations for communities and stakeholders on an acceptable and sustainable approach to ending sexual and gender-based violence in the communities
- An understanding of the general and specific causes of SGBV, its distribution in the communities and
- An understanding of the reasons for the failure of stakeholders to effectively support processes involved in the identification and reporting of cases as well as ensuring justice for survivors of SGBV (MCN, 2020)



METHOD OF SCOPING STUDY

This rapid scoping study is not generalised research. It serves as a rapid assessment to understand policy and programme pathways to addressing sexual violence against women, girls, and boys in Yobe State, the north-eastern geo-political zone, and beyond. MCN advised a rapid response to the issue given the lives at stake and programme life span, both of which require an urgent action response to the issue of SGBV.

The study covers specific location in Yobe State. The MCN programme secured the services of two consultants, one national and one state-based, who worked seamlessly to map the study via methodology meetings with the MCN team and junior researchers. The series of fora firmed up the approach, sample size, scope, tools, and research protocols as well as planning for a report validation meeting. They also guided the dimensions of outputs, risks, and mitigation strategies and agreed on a realistic fieldwork timeframe. The dynamics of local language and translation of the English language into local languages were also factored into the study's design.

Approach

To conduct the rapid scoping study of the SGBV ecosystem in Yobe State, the study profiled partners at the State Level, Government and non- government partners while the location covered are Damaturu, Gujba and Potiskum Local Government Areas of Yobe State. The study team employed a mixed method of qualitative and secondary data sources, using a set of questions that sought to measure the perception and understanding of the prevalence and dangers of SGBV and sustainable solutions. The approach included purposive sampling, with a sample frame of stakeholders on the supply (governmental) and demand (non-state players, including citizens and civil society organisations - CSOs). Through a desk review of studies done in the country and globally, including academic literature, international and national reports on SGBV, secondary sources were consulted to obtain conceptual clarity. Content analysis of media reports and webinars before and during the COVID-19 pandemic on SGBV were carried out. Key Informant Interviews (KII) and Focus Group Discussions (FGDs) were held physically in communities and virtually by civic technology, e.g., zoom and telephone, wherever strategic. The research team interviewed SGBV survivors willing to talk about their experiences and service providers while observing the utmost respect for their dignity and

protecting identities as may be required. Figure 1 shows the size and direction of the consultations. The rationale being, in-depth qualitative research, including focus groups, provide a means to obtain more significant insights into the settings and contexts in which violence occurs, the dynamics of abuse, and how women, children, and communities are affected by this violence. Additionally, interfacing with the experiences and roles of men provides important insights into the causes of violence and the most effective strategies for preventing violence in a patriarchal context.

Scope and Geo-political Map

To ensure depth and spread, the rapid assessment study focused on two of the three senatorial zones of Yobe, namely:

Zone A: covering Damaturu, Gujba and displaced person host communities.

Zone B: Potiskum. The study identified communities reported to be most vulnerable to incidences of rape and SGBV and conducted interviews and FGDs.

Details of KII and FGDs are presented in appendix 5.

The following social categories were interviewed:

- Frontline service providers such as the Sexual Assault Referral Centre (SARC) in Damaturu, hospital personnel, and other SGBV service providers
- Elected and appointed representatives; the legislature, and commissioners to better understand the policy measures, opportunities, and challenges, including the status of the VAPP law for Yobe State
- Institutions: Ministry of Women Affairs, Religious Affairs, Health, the Police and Civil Defence
- Parents' forum including the parent-teachers forum and market women and men
- Lecturers in academia to better understand the state of research, policy alternatives for preventive and action

messaging that can resonate with the local community

- Religious and traditional leaders
- Media including women in journalism and investigative journalists
- Survivors

Focus Group Discussions (FGDs) were held with players in public places where women and girls interface or may be considered most vulnerable:

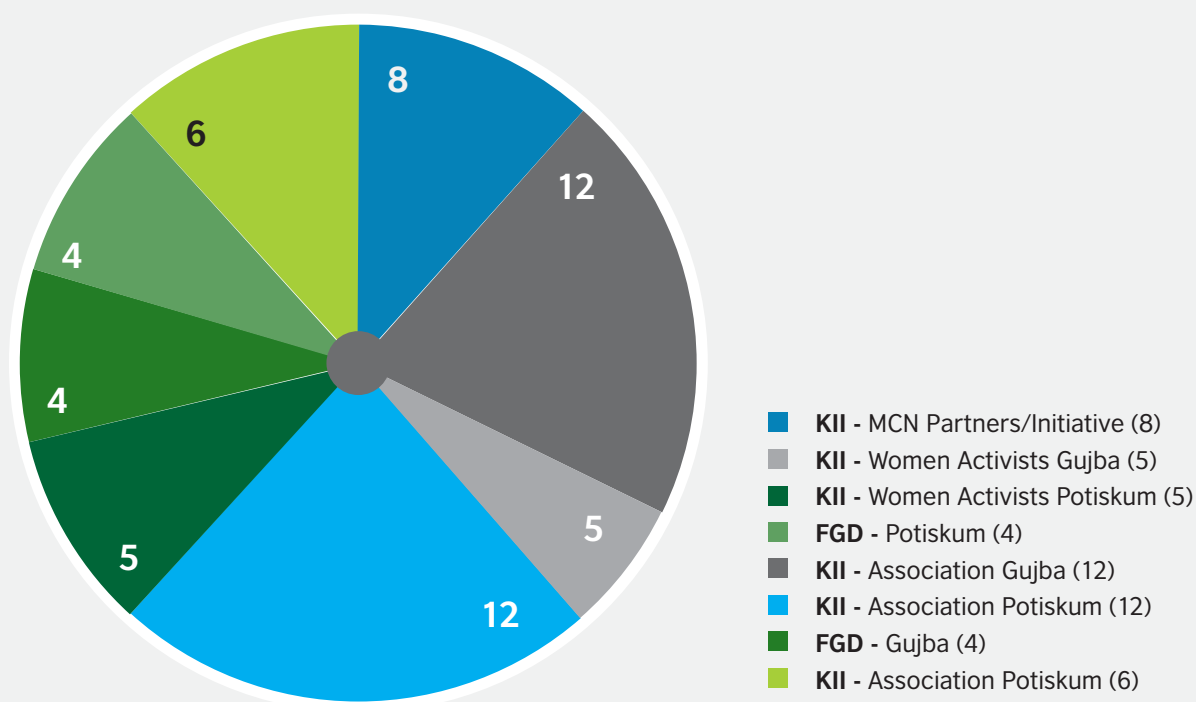
- Members of the Yobe Women Network for Peace and Security as an organised body committed to a safe space for women, girls, and boys
- Association of Persons with Disabilities (PWD)- Studies show that there are vulnerabilities that are exacerbated by the fact of the presence of disability (Ford, 2020)

- Artisanal and social space managers including AutoMechanic unions, National Union of Road Transport Workers (NURTW), and the Motor parks, Yankasuwa (Market) Women's Association, Media – National Association of Women Journalists (NAWOJ), International Federation of Women Lawyers (FIDA) women's cooperatives, for example, the Native Women's Association
- Parents and guardians: Conversation with parents and CBOs rendering services on SGBV as well as the Sexual and Assault Referral Centres (SARC) were crucial to understanding the context and sustainable solutions to break the spread of rape and other forms of SGBV affecting women, girls and boys in Yobe.

A total of fifty-six clusters of KII and FGDs were held between December 2020 and February 2021.

Figure 1: Field study graph showing size and direction of the consultations

Survey Analysis



Source: Fieldwork

A detailed description of consultations is provided in appendix 5 to this report.

Research Questions

The research team posed the following questions to elicit responses that can help achieve the study's objectives, namely:

- What is the understanding of what comprises SGBV
- Who is most vulnerable and why
- Is SGBV on the rise or on the decline, and why
- Where are the most vulnerable, and why
- What cultural practices fuel the vulnerability of women and children
- What cultural practices can protect women and children against SGBV
- What are other strategies required to curtail SGBV
- What is the role of Yobe SARC in curtailing SGBV, and how can it be enhanced
- What effective legal frameworks exist or are required to curb the menace of SGBV
- Who are the key interest groups to focus on to address SGBV
- Is there increased awareness of reportage in communities

A complete set of questions is provided in appendix 6.

Data analysis was qualitative, using desk review data and voices of respondents to describe the ecosystem and inform the recommendations. Findings were analysed across gender, generation, geography, class, religion, and disability.

Partnerships

The research design anticipated the importance of ownership and buy-in of relevant local stakeholders to programmatic interventions. Therefore, the team reached out to grassroots organisations in Yobe, including partners of MCN and its predecessor Nigeria Stability and Reconciliation Programme (NSRP), who have a firm grasp of the local realities and the community protocol and have access to some of the duty bearers the study team needed to engage. For example, leaders of the Women Peace and Security Network leaders, which NSRP established in Yobe in 2018, brought a participant-observer perspective to the

research. The team also worked with young women and men as research and outreach assistants, so they gain knowledge of the SGBV landscape as potential peer educators.

Consultations were held with stakeholders during and after the study to validate the findings.

Study Limitations

- The paucity of time and size of funding meant that the study was a rapid response study, which included some consultations. This is, however, compensated with desk research of studies, data sources, and content analysis of media and other sources.
- Access to some institutional data was hard to come by. This was due to the paucity of time and urgency of study, data from the police and ministry of justice was very difficult to access due to bureaucratic challenges. This was mitigated using data from SARCs, and the Yobe Ministry of Health.
- Safety and security concerns such as insurgency and kidnapping, although not as profound in Yobe as in neighbouring Borno state, was still an issue kept in view. The MCN team provided security and guidance for field trips outside Damaturu.
- The COVID-19 imposed movement restrictions, health and safety advice affected the study's methodology, including movement across states. The national Consultant did not travel to Yobe. This was mitigated through virtual conversations, a state resident consultant working with a core of young Yobe based researchers, and the MCN team's advice.
- Lack of internet access. This meant that some of the would-be respondents could not participate effectively virtually. In some instances, zoom calls were substituted for phone calls. The majority of key informant interviews (KIIs) were done face-to-face in Yobe.
- Research fatigue. SGBV is a sensitive topic to talk about. Community weariness of consultation without tangible outcome made some would-be respondents cynical and wary of sitting down with 'researchers and others' to talk about their life's story. This was mitigated by the fact that the research team was led by women who understood the North, have community experiences and know the appropriate stakeholder entry and engagement protocol.

CONCEPTUAL FRAMING OF SGBV

Sexual violence occurs everywhere in society – in the home, in communities, in schools and workplaces, in public spheres and institutions. Sexual violence is a form of gender-based violence that refers to violence that targets individuals or groups based on their gender.

It has been widely acknowledged that the majority of persons affected by gender-based violence are women and girls¹ Save the Children also regards sexual violence as one or several of the following actions: rape, incest, sexual harassment, sexual exploitation and abuse, forced prostitution, female genital mutilation (FGM), sexual slavery, child abuse images, grooming for sexual purposes and trafficking for sexual exploitation. Also, child marriage goes under this definition.

Sexual and gender-based violence (SGBV) has become widespread in conflicts and emergencies, including natural disasters, war, insurgency, and aftermath. It is perpetrated against girls and boys when there is no protection or the firm rule of law and is exacerbated by a culture of impunity. In some cases, sexual violence has been used as a war tactic to humiliate and exterminate a whole population or ethnic group and force them to displace or destroy their social fabric. Unfortunately, sexual violence and abuse are also quite common after the major crisis is over. When offering service in relief camps, it is easy for people to abuse their power and ask for sexual favours in exchange for necessities (Save the Children, 2018), referred to as sextortion (IAWJ,2009).

Save the Children goes on to demonstrate that the effects of sexual abuse are devastating. Survivors are vulnerable to unwanted pregnancies, psychological trauma, the spread of HIV and AIDS, and other diseases. It can tear families and communities apart and increase maternal and child mortality rates. Girls and boys who report sexual violence are often not listened to or are even blamed for the violence they experience. Though the majority of children affected are girls, boys are also sexually abused and exploited. Girls and boys are more vulnerable to sexual violence due to gender discrimination, traditional cultural practices, perceptions of masculinity, and unequal power relations between adults and children. Children face sexual exploitation by people who have an emotional or professional relationship with the child. Such adults abuse their position of power to exploit the children's trust. Children are also sexually exploited by abusers or third parties with commercial or other exploitative interests. In

ratifying the Convention on the Rights of the Child, states committed themselves to protect all children, who are citizens under the age of 18, from all forms of sexual violence², among other forms of abuse.

In Nigeria, the Ngozi Okonjo-Iweala (NOI) polls show that one in every three girls would have experienced sexual assault before 25 years (NOI, 2019,4). Before the Violence Against Persons Prohibition (VAPP), Act 2015 was passed, SGBV was not front and centre in public discourse. The VAPP Act is a revolutionary law with detailed clauses that look at SGBV with a broad gender lens. It captures and criminalises harmful traditional practices such as Female Genital Mutilation (FGM) and harmful widowhood practices that diminish the widow's dignity. It also punishes the abandonment of the family.

A person commits the offence of rape if –

- (a). he or she intentionally penetrates the vagina, anus or mouth of another person with any other part of his or her body or anything else;
- (b). the other person does not consent to the penetration; or
- (c). the consent is obtained by force or means of threat or intimidation of any kind or by fear of harm or by means of false and fraudulent representation as to the nature of the act or of any substance or additive capable of taking away the will of such person or in the case of a married person by impersonating his or her spouse.

(VAPP Act 2015, A695)

A person convicted of an offence under subsection (1) of this section is liable to imprisonment for life except – where the offender is less than 14 years of age, the offender is liable to a maximum of 14 years imprisonment.

¹ <https://resourcecentre.savethechildren.net>

² *ibid*

The VAPP law details stalking, acid bath, rape, incest and defilement, as crimes punishable by imprisonment and fines. VAPP Act 2015 stipulates that the National Agency on The Prohibition of Trafficking on persons (NAPTIP) as the custodian of the Act's implementation and requires that a National domestic violence coordinator be domiciled at NAPTIP to report on the state of SGBV to the National Bureau for Statistics (NBS) annually. VAPP Act anticipates that each area council will have protection officers who understand the vile nature of sexual abuse and have the requisite knowledge to raise awareness and report or refer such acts where they occur. In a further innovation, the VAPP Act demands that a register for sexual offenders and a register for service providers be maintained to name and shame perpetrators and provide assistance to victims as they negotiate their survivorhood, respectively.

The challenge is, the VAPP Act is specific to the FCT only. Every state is expected to pass the law in a consistent form with its essential elements to cascade its effect to the state levels. As of February 2021, twenty-one states have passed the VAPP Act. Also, the passage of the VAPP Act in a state does not mean implementation, or evaluation or use, and therefore impact may be lacking.

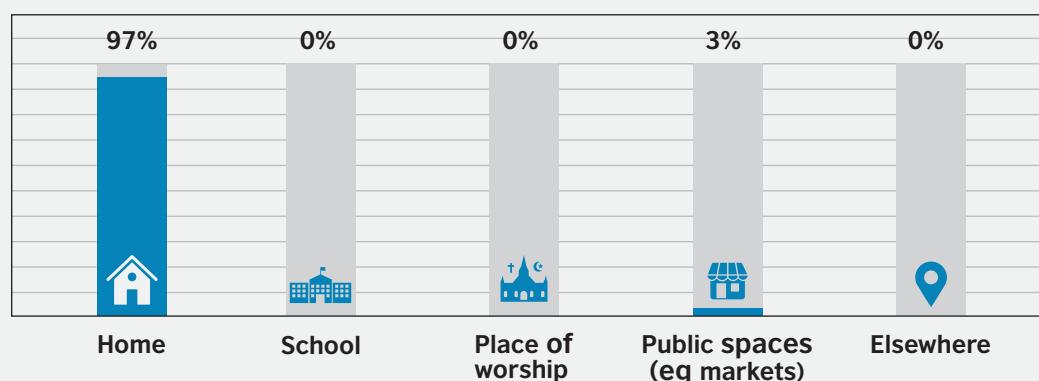
Be that as it may, the European Union-funded Rule of Law and Anti-Corruption (RoLAC) programme supported NAPTIP to design a Sexual Offender Database for Nigeria (NSOD), including the sexual offender register and a service provider register. The database is digitally hosted online so that searches can be conducted globally. It carries the bio-data and photos of convicts and has facilitated reporting SGBV. More importantly, the design of the NSOD makes access to state-level data possible via a link to the NSOD. Federal government agencies with state offices and powers such as the Police, National Security and Civil Defence Corps (NSCDC), National Identity Management Agency (NIMC), National Human Rights Commission (NHRC) and the National Bureau for Statistics (NBS) are members of the high-level multi-agency task team responsible for collaboration, information and data sharing to activate the NSOD. This is a solution to the lack of passage of the VAPP Act in some states. Edo State Sexual Offender Database (SOD) is domiciled on the NSOD to demonstrate partnership and awareness of the transborder nature of sexual offence where an offender might leave the community of crime and relocate elsewhere to repeat-offend.

The SGBV Ecosystem

UNHCR reports that Sexual and Gender-Based Violence against men and boys is still ignored in North-Eastern Nigeria by different stakeholders and is seen as taboo in the community. It is a silent crime highly under-reported and not documented. Besides, existing SGBV prevention and response structures within the camps do not have specialised services to address male survivors' needs. About 99% of safe spaces established in the camps are adapted for women and girls. It has been assumed that women and girls faced challenges to speak up about SGBV. It may be more challenging for male survivors to speak up. The inadequacy of essential aid needs could cause extreme hunger, leading to physical assaults, psychological disorder, and rape and silence around reporting rape. (UNHCR, 2019).

In 2020, the British Council managed EU Rule of Law and Anti-corruption programme and Managing Conflict In Nigeria programme, held a national conference of Sexual Assault Referral Centres (SARC) in Abuja. During the conference, which comprised SGBV experts, first responders, senior bureaucrats, and wives of governors across states from all geo-political zones which have SARCs, a Mentimeter polling tool was used to test the nature of the prevalence of SGBV. The conference was asked; where is rape most likely to happen; at home, school, places of worship, public spaces, e.g., markets, and elsewhere. 97 % (37) respondents replied 'the home'. See figure 2.

CARE's 2018 interview for Yunusari and Yusufari also shows that sexual violence happens mainly in the home (40%) when moving outside of the camp/community for wood collection (21%), on the way to/from school (3.1%) and during the distribution of humanitarian assistance (3.1%). This indicates that women and children are no longer safe in places where they were traditionally safe. UN Women 2020, Save the Children, also believes that SGBV occurs everywhere, including in families.

Figure 2: Where are women, girls and boys most vulnerable to SGBV?

Source: Amina Salihu. Mentimeter Poll at 2020 National SARC Network Conference

Women and men are vulnerable, though, by varying degrees, women and girls remain most vulnerable (UN Women 2019, UNHCR, 2019). Because women are not a homogenous category, it is also pertinent to review the status of a social category that is further minoritised; these are women with disabilities (WWD). A woman who is poor and with a disability, for example, faces triple jeopardy. From a rapid assessment survey analysis of 159 respondents across the 36 states and the federal capital city, in 2020, the Family-Centred Initiative for Challenged Persons (also known as FACICP Disability Plus) shows the vulnerability of Women with Disabilities (WWDs) is heightened at the intersection of disability and gender. The COVID-19 pandemic worsened the situation.

Before the pandemic, women and girls with disabilities were already vulnerable to poverty due to several forms of discrimination manifesting through culturally rooted male preferences and universal devaluation of disabilities. Because of this, women with disabilities were more exposed to practices that qualify as torture or inhuman or degrading treatment; and were more susceptible to violence and abuse, thereby placing their lives at risk (FACICP 2020). Lack of legal capacity and inaccessible justice systems deny violated WWDs their rights to seek and get the necessary legal protection they deserve. Despite the existence of prominent international legal frameworks such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979),

the UN Convention on Rights of Persons with Disabilities (UNCPRD, 2006) and the Sustainable Development Goals (SDGs, 2015). These legal frameworks make provisions for the prohibition of all forms of violence against women, including WWDs, essential.

While there is limited data on the impact of COVID-19 on women with disabilities, available global evidence shows that domestic and gender-based violence mostly perpetrated against women (including WWDs) stands out as one of the significant social consequences of the COVID-19 pandemic. This situation has arisen chiefly from psychosocial and economic frustrations imposed by rapidly shrinking household resources, prolonged overdependence, limited access to services, and pre-COVID-19 existing negative culture-based gender beliefs and practices. As a result of heightened tensions in their homes and institutions, many women and girls with disabilities might suffer domestic and sexual violence more than ever. Those who survive violence may face additional obstacles to flee violent situations or access protection or essential life-saving services (such as sexual and reproductive health services). This could be due to factors such as lockdown or quarantine, inaccessible SGBV intervention programmes, inaccessible public awareness information on COVID-19, as well as SGBV prevention and reporting protocol (UN Women, 2020; FACICP, 2020). FACICP Disability Plus reports that a lack of protection of the dignity of WWD silences them from reporting GBV. For example, as a WWD relays in a media interview:



Nobody believes that as a woman with disabilities, you were raped because of the societal notion that women with disabilities are not sexually attractive; nobody can actually desire them enough to rape them. So we found that this is preventing them from getting access to justice because not only do they not want to report anymore, even when they report, nothing is done about it, and in some cases, they're actually ridiculed. ”

(Obiezu, 2021 in FACICP, 2021)



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Though the Disability Act 2019 exists, it does not pay particular attention to the needs of WWDs. Gender-based violence undermines its victim's health, dignity, security, and autonomy, yet it remains shrouded in a culture of silence. It is the purpose of the National Gender Policy to arrest this situation and seek to change the situation.

The National Gender Policy (NGP) 2006 resulted from broad-based advocacy by women-led CSOs with support from development partners and gender-responsive male allies across Nigeria. The policy focuses on promoting and protecting fundamental human rights and the health, social, economic, and political well-being of all citizens across gender. The policy recognises the susceptibility of women, children and other vulnerable groups (including PWDs) to GBV and other harmful practices. Some of the policy's strategies, which directly address GBV, include; gender education and capacity building and a more efficient justice system to enhance necessary technical expertise and positive gender culture; and legislative reforms to guarantee gender justice and respect for human rights (NGP, 2006).

Sexual and Gender-Based Violence in North East of Nigeria

The humanitarian crisis in the northeastern part of Nigeria has compounded the problems of SGBV. The North East region of Nigeria consists of Adamawa, Bauchi, Borno, Gombe, Taraba and Yobe States, with three states Borno, Adamawa and Yobe, named the BAY states, at the forefront of the crisis. As a result of the violent conflict and insurgency in North-East Nigeria, an estimated 7.7 million people now require humanitarian assistance and protection in the BAY States (OCHA, 2020).

The humanitarian crisis in Northeast Nigeria is also referred to as a Protection Crisis (Kurtzer, 2020), which is now in its eleventh year in 2021, with no end in sight. Incessant attacks from non-state armed groups (NSAG), coupled with military counter-insurgency operations, have led to a never-ending cycle of violence and displacements creating new emergencies in what is already a protracted situation. Despite a significant scale-up of humanitarian response since 2016, the crisis continues to unravel, causing unending suffering and life disruption while significant gaps persist. As per UNHCR 2019 Annual Report on Sexual and Gender-Based Violence (SGBV) (North-East Nigeria), internally displaced and returnee women, men, girls and boys are subject to SGBV. However, it also noted that women and girls are disproportionately affected, reaching the rate of 98%. According to the 2019 report, women, especially heads of households and girls, are at particular risk within the current environment due to inadequate access to livelihood and socio-economic support.

The insurgency has resulted in mass abductions, survival sex, forced prostitution, forced and early marriage, physical, mental, and sexual assault. SGBV in other parts of the country and worldwide usually occurs in the home setting. Still, in the northeast, in addition to cases occurring in the home by intimate partners and known perpetrators, SGBV occurs within IDP camps and host communities and is driven by limited access to services, lack of protection for vulnerable women and disruption of livelihood. According to the Gender-Based Violence Information Management System (GBVIMS) report, in 2019 alone, about 3 million people were estimated to require protection from SGBV in North-East Nigeria (GBVIMS, 2019) and about 2 million IDPs with 55% females and 80% of the total IDPs being women and children as of May 2019. (IOM, 2019).

Military Operations in the North-East

Nagarajan, 2019 reports that the crisis in the Northeast caused by the Armed Opposition Groups (AOGs) such as Jama'atu Ahl al-Sunna li-l-Da'wawa-l-Jihad (JAS) and Islamic State West Africa Province (ISWAP), has led to increased operations of the Nigerian military in those areas of conflict. While the presence of the military was supposed to help recover areas captured by the AOGs, unfortunately, their presence has led to increased civilian harm during operations through human rights violations. Male military personnel have also been alleged to be part of the perpetrators of SGBV, including rape, sexual exploitation and abuse of women and girls (FGDs 2021).

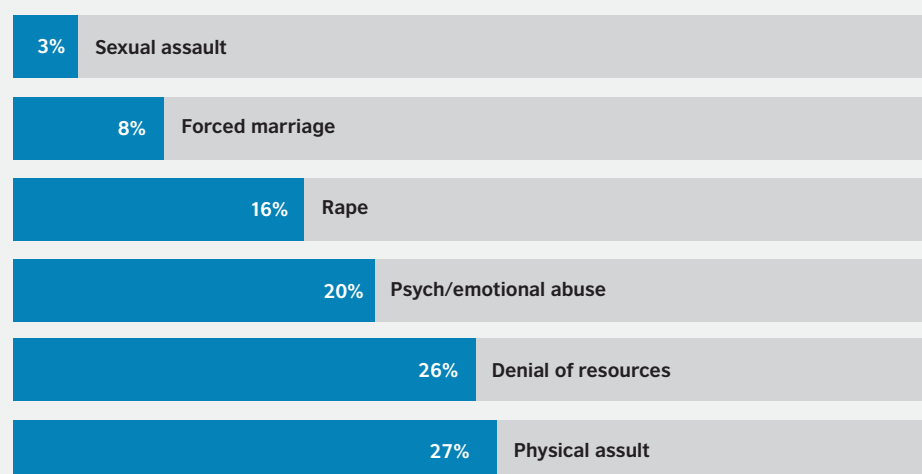
The Nigerian military is seen to display overly militarized, heavy-handed approaches and flawed civil-military approaches, and this has caused civilian harm and stopped them from winning the hearts of the civilian populace. According to respondents, communities endure harassment and attempts at extortion at checkpoints and SGBV committed by military personnel. Also in play is the military action and restrictions which limit the results of livelihood interventions. Sadly, this has led to the military interventions backfiring and ineffective as civilians can contrast them with ISWAP's efforts to gain acceptance from civilians, reassure them of their intentions, and recruit them to join their ranks (Nagarajan, MCN, 2019).

Since 2013, the cases of SGBV have significantly escalated as a result of the ongoing conflict in the northeast (IRC-WPE, 2017). UN Interagency Humanitarian Needs Assessment highlighted SGBV among the top problems IDPs face where women and girls experience forced and early marriage, physical, mental, and sexual assault. See article 3, (UN 2014)

The dynamics of gender roles changed due to widespread killings and abduction of male heads of households by insurgents and terrorists. Female-headed households increased in communities ravaged by the protracted conflicts, and in IDP camps, women plunged unexpectedly into the role of sole breadwinners. These new added responsibilities include feeding and protecting their families in exchange for resources such as money, food, other assets (UNHCR, 2018). This situation opened women to an increased vulnerability to sexual exploitation and abuse (SEA). As of 2018, 16% of Borno households were reported to be headed by women; Maiduguri and Jere LGAs, where IDP camps are located, reported 40% and 34% female household heads, respectively (GBVMIS, 2018).

The most significant effect of the humanitarian crisis faced in the North is the drastic increase in the number of internally displaced persons (IDPs), with over two million IDPs forced to reside in camps or host communities (UNFPA, 2016). The situation makes them even more vulnerable to SGBV in conflict and post-conflict settings because of the resultant loss of socio-economic opportunities, housing, security, lack of institutional protection, and family separation (Wirtz et al., 2014, 2016).

Figure 3: Types of GBV reported in North-East Nigeria in 2018



Source: GBVIMS, 2018

Studies report that in emergency and post-conflict settings, multidimensional factors rooted in traditional gender norms, unequal power relationships, political and socio-economic domains often intersect to increase vulnerabilities to SGBV (Wirtz et al., 2013, 2014). Men, particularly young men, have been disproportionately conscripted, killed and detained by Boko Haram and the

Nigerian security forces, but men also possess more significant resources and opportunities to flee the violence. As a result, women from the conflict-affected communities form the majority of the vulnerable internally displaced people in the northeast, with many women now solely responsible for their families' protection and economic well-being (c-r.org, 2021)

Table 1: North East IDP population by May 2019

State	Count of LGAs	May 2019
Adamawa	21	192,534
Bauchi	20	64,387
Borno	27	1,467,908
Gombe	11	36,872
Taraba	16	85,332
Yobe	17	133,003
Total	107	1,980,036

Source: Displacement Tracking Matrix, 2019

A dimension of the conflict and GBV reported by the media is the practice of sex for food (Premium Times, 2020, BBC pidgin, 2018, the Cable, 2018). The BBC called out the National Emergency Management Agency (NEMA) to release the report on sex for food in IDP camps in the northeast. Premium Times reported that sex is used as an instrument of bargaining when the number of people outweighs the quantity of food available or where food rations have been misappropriated, leading to a false scarcity (Premium Times, 2020).

Drivers of SGBV

Fear of stigma: The literature and content analysis of the media show that parents and guardians sometimes arrest the course of justice out of the fear of stigma (NOI, 2018), thus fueling a 'culture of silence' where SGBV issues are hushed, unacknowledged, or where families bear their pain in private. They may also unwittingly obstruct justice because of the paucity of knowledge of the protocol of reporting and preserving rape evidence (Women FM/ Muryar Mata, 2020). Following findings from the FGDs carried out by Population Council in collaboration with Médecins du Monde on Provision of Clinical Management of Rape (CMR) in Crisis Settings, the various drivers of SGBV in the northeast include:

- **Culture of silence:** Most community leaders and members believed that keeping silent about rape was

the best way to protect the survivor and her family from being shamed, experiencing stigma and ostracism. A survivor's entire family is usually blamed if disclosure of rape occurs. In addition, some community leaders reported that they were cautious about disclosing rape because they perceived the perpetrator might be a victim of false accusation as rape was difficult to prove.

- **Cover up of rape:** In addition to keeping silent about rape, some participants reported that even when it was disclosed to close family and friends, the consensus was usually to cover it up. Reasons for cover-up included protection for the family, fear of false accusation, fear of family rejection and fear of divorce, victim-blaming and stigmatisation. Some male participants reported that they would divorce their wives if they discovered that they had been raped. The majority of older women and men believed it was more appropriate to cover up rape to protect the family image and prevent community backlash and family shaming.
- **The insufficient decision-making power of women:** Women are not empowered to make decisions about crucial life issues such as the choice of a spouse. Some male community leaders reported that parents make spousal choices for women because women were perceived to have a poor sense of judgment and could not choose a spouse for themselves.

Socio-economic factors: Women were viewed as tools for economic exchange. A series of variables, poverty, lack of education and culture, were considered underlying factors. Unfortunately, the choice of spouse was sometimes based on contractual economic transactions between the girl's parents and the prospective husband where the girl becomes stuck with her spouse even if she was being abused. Parents also arranged forced marriages for their daughters to settle specific debts they owed the prospective husband. In other instances, forced marriage was a punishment for a girl's disobedience to her father. Unfortunately, when SGBV occurred within a forced marriage setting, it was difficult to support the survivor because her parents were inclined to cover up rape because of the financial exchange. (MDM Report, 2020).

SGBV Coping and Response Strategies

Some ideas have been operationalised to help address the prevalence of SGBV in the ecosystem that are worth studying further. They are:

A Survivor's Fund: Ekiti is one of the states working to establish a survivor's fund. GEMS, a survivor-led initiative on Commercially Sexually Exploited Children (CSEC), speaks about the importance of youth leadership training and safe spaces, which a fund can provide to move victims to become survivors to leaders. A fund can help with this task. The journey from victimhood to survivorhood is paved with a lot of work. When a person first experiences violence, they are referred to as a victim, s/he has the right to a moment to come to terms with the pain and trauma of violation, to grieve and to gain empathy. After that phase of victimhood, they can begin the journey to becoming a survivor where they recover and even become advocates. While majority efforts focus on legal and physical needs in dealing with victimhood, little attention is devoted to the victims' emotional loss and grief (Moeller, 2017) yet, this need is crucial to transiting to survivorhood. Only with proper support provided by service providers, an atmosphere of respect rather than victim-blaming or shaming, can that transition happen. Salazar and Casto (2011) argue for a conceptual model of first overcoming the SGBV and then leading to healing. Post or even while healing, the survivor is a resource to challenge the status quo and to speak out.

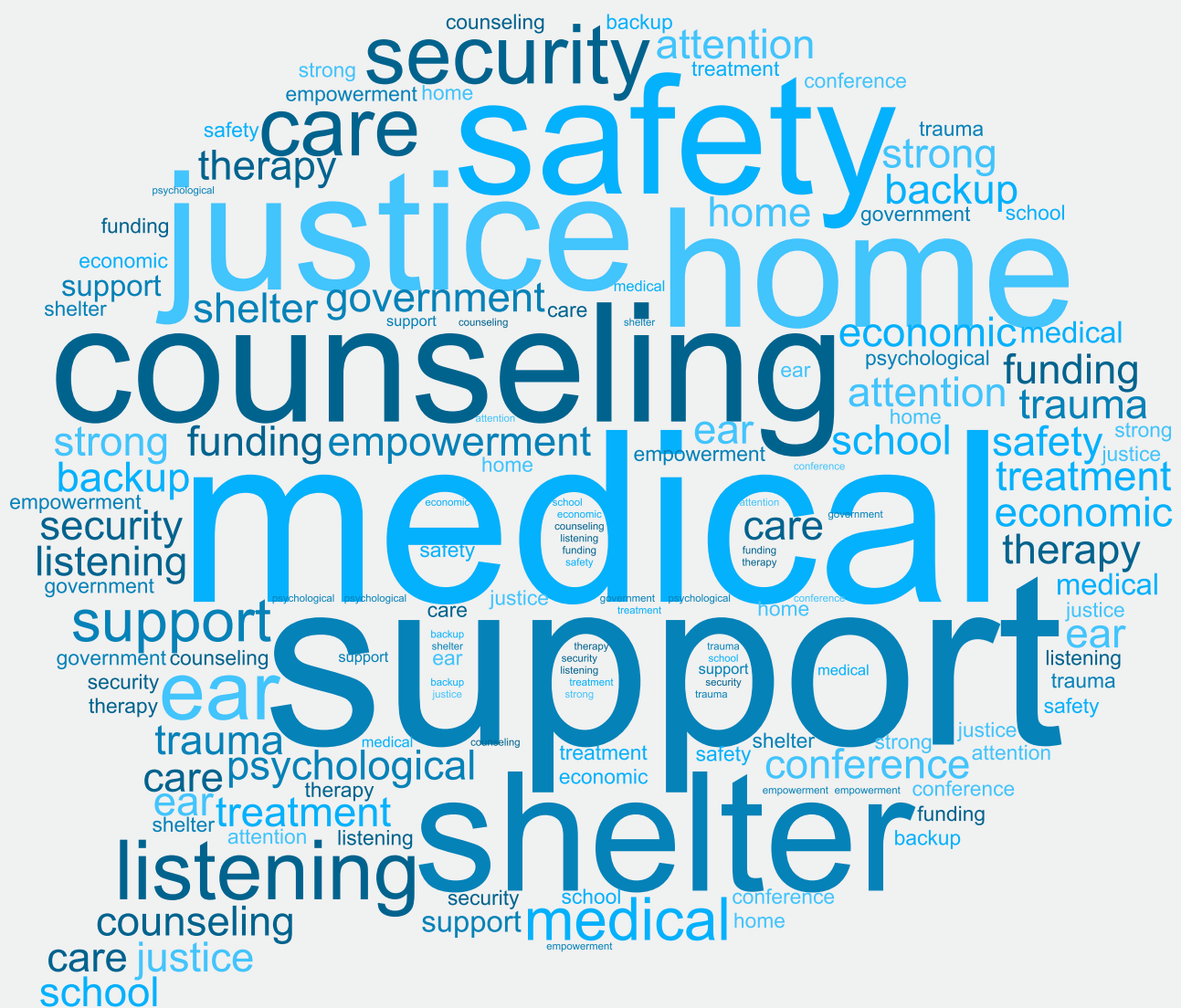
Sexual Assault Referral Centres (SARCs): These community-based structures serve as first responders to SGBV. SARCs provide first aid, advice, collate data and

escalate cases to security agencies, health professionals and others who can advance an investigation or support action. There is an increasing number of SARCS in Nigeria. The RoLAC Programme of the EU, which supports a network of SARCs, reported a growing membership comprising 29 SARCs (including five satellite SARCs in Yobe state) across 17 stakeholder states. Since the first SARC in Lagos in July 2013, the SARCs have assisted over 13,000 survivors of sexual assault, providing medical care, counselling and justice support services free of charge to clients. More states are requesting technical, infrastructural and capacity development assistance to establish and operate SARCs. This makes it imperative to convene an annual Network meeting. The platform helps evaluate gains and challenges and secure state institutional commitment to keep SARCs running well. It also strengthens the cross-sector linkages that enable comprehensive support services to survivors of sexual assault. At the December 2020 Convening, the 74 experts in the room were asked what they think SGBV victims needed the most in a poll. The core answers in bold type in figure 4 include justice, support, care, home, medical support and psychosocial support (trauma counselling, therapy, treatment). Others are a school, funding, medical, security, shelter, economic empowerment, and a listening ear.

The National Sexual Offender Database: The National Agency for the Prevention of Trafficking in Persons (NAPTIP), working with a Multi-Agency team, developed the digital sex offender register to name and shame sexual offenders and to deter potential offenders. This is in line with the provisions of sections 1(4) and 40 (2) of the Violence Against Persons Prohibition (VAPP) Act 2015. Alongside the sexual offender register is a database of service providers- professionals and caregivers to whom citizens are reporting sexual violence, and survivors, and even perpetrators can approach for advice and support. Launched in 2019, the database is a simple, easy to use electronic-based reporting template, which also serves as a communication loop between service providers, the public, NAPTIP and security agencies on SGBV.

- Members of the public can confirm the status of an organisation as a service provider.
- Search for and reach registered service providers to communicate cases that may require their intervention.
- The service provider database is viewed on the NAPTIP website www.nsod.naptip.gov.ng

Figure 4: What do you think the SGBV victim needs the most?



Source: Amina Salihi. Mentimeter Poll at 2020 National SARC Network Conference

FINDINGS

Using the general research questions to understand the causes of and vulnerabilities to SGBV and the roles and capacity of frontline actors, the report presents the findings to reflect what has been reinforced, new knowledge, and what needs more research. The role of development partners and allies is also highlighted.

Fifty-six different conversations were held with government and non-governmental players, parents, young persons across gender, older women and men (40 and above), security agencies, SARC operators and religious leaders in two senatorial districts of Zones A and B of Yobe State. The field study was done between December 2020 and February 2021.

General Causes of SGBV

The findings on general causes of SGBV in Yobe are clustered into three major headings: (1) harmful cultural norms, (2) poverty, and (3) infrastructure paucity. The classification is for analytical purposes because the issues are interrelated. The condition made possible by one fuels another or makes resistance to the danger from another issue difficult. Quotes, callouts and tables focus attention on some of the findings and learnings in Yobe state.

Persistence of Harmful Cultural Norms

The field team found that commodification of women as properties owned by fathers and subsequently transferred to husbands causes violence against women. FGDs confirm that forced, and child marriages are the norm in some communities of Yobe State. In these relationships, young girls and women experience domestic violence, including battery, starvation, statutory rape, and psychological abuse. Their families usually blame women when they complain about domestic violence. Should they leave their marital home for their parents' home, they are insulted and ordered to return to their marital homes. The expressions; Njum numro waltine in Kanuri, or Koma dakin ki in Hausa capture this norm. The concept of 'njum' or 'dakin', a Kanuri and Hausa word respectively meaning room, connotes that the female child has no place of her own until she is married to a man and resides in the marital home where she may claim the legitimacy of space and some relative autonomy. Respect is conferred based on a girl's marital status; spinsterhood and divorce are stigmatised (FGD, Gujba, 2020).



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Forced marriage (Nabte fato kwaye nbuu)

The practice of forced marriage emanates from the rights a father has over his daughters. Families may seek protection for their members in conflict and attendant uncertainties, and marriage is one such avenue. Until proven otherwise, the girls' families assume a suitor will protect their daughter. Marrying her off also removes the burden of care, which can be very daunting, from the family. Girls are married off to the highest bidder, who are usually older wealthy men. The suitor pays as much as N300,000 naira (\$800); in a poverty-stricken community, that is a lot of money. Where the young bride resists because the groom is not her chosen suitor, she may be battered, starved, locked up, and raped. Should she run away even after one or more years, the man would demand a refund of the money paid for the girl. In some forced marriages, spousal age differences are as high as 20 – 40 years. Some of the girls married off in this manner contract sexually transmitted diseases and HIV from their husbands without access to medical care. Forced marriage appears to be a form of marital slavery, partly steeped in cultural norms and fueled by poverty as the research team in translating some of the FGD conclusions shared.

Early age of majority (kamu Njumzi sha sadeh)

Girls marry young in northern Nigeria. In Yobe State, some girls as young as 11 years are married in the rural areas in Gujba, one of the study locations. The norm is for a girl to be married off as soon as possible after she begins menstruation. The sighting of menstrual blood is conflated with maturity or womanhood. It is considered an indignity for a daughter to remain in her parents' house once she becomes 'a woman'.



Forced marriage and its consequence is alarming in Gujba area. The man may resent her (bride), and (statutory) rape occurs. The men (brides' family) collect money and sell their daughters into marriage to older men 20 – 25 years difference in years. The girl is dominated and told she has been paid for. Some are used as farm labour. It creates a lot of psychological trauma and leads to murder and suicide. Families need to survive and their daughters are the resources they have, so they are sold off and battered off, in exchange the family's dignity is protected because their daughters are married and they also earn an income from the exchange. ”

(FGD, Gujba, 2021)

Paradoxically, parents marry their daughters off early to avoid the risk and stigma that could occur from rape, which is more likely to happen to a young girl on the streets than a married woman who will be within the walls of her home. The Kanuri stereotype of kamu Njumze sha sandeh, equivalent to the Hausa stereotype of 'Kyaun Mace Dakin ta' is a proverb and slogan which upholds the virtuous woman as one who remains unseen. Nazif, the male Hausa Folklore Musician, sings about the best of women as those secluded or keeping to their marital homes. Although we were told some mothers also collude to marry their daughters off early to suitors who can pay a substantial sum, the fathers or male guardians are the primary decision-makers.

A Gendered Analysis of the School Infrastructure for Parts of Yobe

Although Yobe practices free education, there are hidden costs of education like parent Teachers' Association (PTA) fees, which keeps girls out of school. Poverty, fear of insurgency and kidnapping prevents from taking girls to boarding schools. Day schools are far away. In Gujba, there is no school, day or boarding, for girls. While nguru, Damaturu, Ngelzarma and Damagun have boarding schools. Following the insurgency attack, Federal Government Girls College (FGGC) Potiskum. Government Girls Secondary School (GGSS) Buni Gari is now also in Damaturu. Boarding schools are also not as safe as they used to be. Federal Government College Buni Yadi in Gujba Local Government Area (LGA) where 59 young male students were murdered in 2014 still haunts the residents. Instances where kidnapping of school children happens incessantly is equally worrisome. Stories of the experience of kidnapping including trauma, hunger, rape and other forms of violence means boarding school is not attractive. Preparation for boarding also costs money, which is out of the reach of families struggling to feed. Sending girls to boarding school also means they are no longer available on the family labour force.

Source: MCN Field Study, 2021

Although some female respondents believed women themselves do not know that they have rights under Islam and accept passed down doctrine about the age of marriage etc., without question, however, compared with the Gender in Nigeria (GiN) report 2012, where women felt their husbands were justified to beat them, the women interviewed in Potiskum, and Gujba LGAs felt it was an injustice and a lack of appreciation of the tremendous pressure women face to keep home and hearth together in conflict. Women on the field are speaking up. Women complained that they endure GBV because they resist at a price, including further violence or the end of their marriage. Similarly, while they sometimes appear to wield power, it is pseudo-power wielded on behalf of patriarchy, which would blame the women should their daughters remain unmarried after a certain age or should their families fall into debilitating debt (Potiskum and Gujba FGD, 2021).

Collusion and conflation of religion and culture

In Yobe, Islamic and Christian beliefs are practiced while the majority populace is Muslim. There is also an abundance of religious institutions and clerics of both faiths. Muslims experience religious instructions orally. Learning is by rote through memorisation of religious texts in a language that is not the indigenous tongue (Imam Fuad, 2019). Although there are translations available, this requires literacy and an ability to decipher meaning, which is not the case. Consequently, in Yobe, our findings were that men believed they had the prerogative to sanction their wives by violence when they feel they have erred. The verse of the Holy Qur'an quoted to justify this behaviour is Surah Nisa, Qur'an chapter 4 verse 34.

Patriarchal society has interpreted the term 'scourge' to mean 'beat even without justification.' And even where the woman is starved and does not enjoy the wealth of the man who should be her protector and maintainer, the man still believes he has the right to beat her.

Islamic clerics teach that verse 34 has been taken out of context. They have explained in different fora that it is a light reprimand, not a beating nor battery, and only as a last resort and in a situation where grievous harm has been committed (Salam Sisters, 2020). In a situation of marital disagreement, Islam advises mediation from 'appointed arbiters' on both sides (Quran 4, Surah Nisa 4: 35). The existence of dogma and inability to read deeply Islamic religious texts means that perceived religious injunctions are not questioned. *Malam ya ce* is a mantra that roughly translates to mean 'the religious instructor has decreed,' and a decree cannot be questioned (WRAPA, 2020). The result is a disconnect between what is practised and what the Holy books say.

The power construct giving men authority from a religious perspective is rooted in patriarchy (a system of male dominance and authority). Even though political economy changes occasioned by conflict and loss of economic power mean that gender relationships are transforming, there remains a stiff resistance to new norms in Yobe. Therefore, while the norm of household heads as males is challenged by conflict, death, desertion, and scarce resources (NBS, FMFBNP 2020), our study found that the power of male household heads in Yobe remains strong. It is visible in wives who sneak to hospitals to access family planning services where their husbands disapprove. Yet, some men divorce women because 'they (wives) are producing too many children' (FGD 2021). Some FGD respondents also attributed the increasing report of rape to some families having more children than they can care for, so the children roam the streets to find the means to take care of their needs, making them vulnerable to rape.



Men are in charge of women because Allah hath made the one of them to excel the other, and because they spend of their property (for the support of women). So good women are the obedient, guarding in secret that which Allah hath guarded. As for those from whom ye fear rebellion, admonish them and banish them to beds apart, and scourge them. Then if they obey you, seek not a way against them. Lo! Allah is ever High, Exalted, Great. ”

(Surah Nisa Qur'an 4, verse 34)

Spiritual and diabolical pathways to wealth, power, or healing

We learnt that babies are raped for spiritual reasons. 'They are told to find a virgin to rape' (FGD, 2021). Some spiritual doctors advise sex with minors as a means of power and wealth. It is also presented as a means of cleansing: it is presumed corrupting an innocent will remove the stain of sin from the adult who is desirous of status or wealth. This is akin to the unfortunate belief in parts of South Africa that a person with HIV will be cured when they rape a minor because they will transfer the HIV to that minor (Brink, 2014). To buttress this occurrence, FGD conversations reported the case of a 5-month old who was raped in Gujba (FGD, 2021). We gathered that the perpetrator did that for diabolical reasons (Police KII, 2021).

Poverty

Poverty raises psychosocial trauma and want and leads to an experience of violence. In communities across Yobe, children are breadwinners. It is the norm for girls to hawk wares to feed the family and save for their social needs, such as school fees and a marriage trousseau. As a respondent said:



Only the children of the poor are vulnerable because they must hawk. ”

(KII Gujba 2021)

The poor are more vulnerable to rape and other abuses because they live from hand to mouth and are most likely to live in a habitation with inadequate privacy or sanitary facilities that means co-sharing intimately. FGD participants also expressed concern over families condoning prostitution out of desperation and hunger.

“

A daughter without a job manages to bring food to the family every night, and the family does not ask, 'how did you come by this food?'"

(FGD Older Kanuri Women, 2021)

This could be because consumption is autonomous; whether there is income or not, a family needs to eat. This is another point where a culture of silence is reinforced. When the work that girls do to bring food to the family table is not discussed or acknowledged because to do so would be to admit complicity in the shame of leaving a daughter unprotected and to the vagaries of life. A life unusual of looking away and silence, is a new norm that families embrace.

Youth and drug use

Drug and young people were talked about at length in the FGDs, as a troubling situation. The perception seems to be that young people across gender are vulnerable to drug abuse, out of disillusionment with life and a need to find succour. The community worries about this situation and the attendant dangers to the user and to itself because they feel the senses and consciousness of a drug addict are compromised, and they may behave in a way that is harmful to self and others:

“

When young people take drugs, they can do and undo."

(Yobe FGD, 2020)

Misuse of drugs creates vulnerability to a would-be victim and the aggressor, where rape can happen as a result of drug use. Victims are sometimes drugged before the act, or the rapists may be 'high' on drugs which fuel their vile behaviour.

Paucity of Infrastructure

Conflict and 'sextortion'

As the literature showed, sex for food rations in IDPs in Gujba and those squatting in informal communities is real. Those living with relatives are also vulnerable and accept what little resources they get. The displaced lack privacy and autonomous space (SARC conference, 2020). In IDPs, school-age girls are asked to compete for food rations. They have to develop creative ways to win food for themselves and their families. This sometimes involves selling their bodies (FGD, Gujba, 2021).

Facility/need mismatch

The landscape of education has changed due to insecurity, but school design is yet to catch up with this change. Conflict meant people fled their homes to seek refuge in other places, some for five years on average. Upon return, the children have grown up and outgrown the school facilities available in the community. The government security response to move and merge some community schooling with those in the city has put schooling far away for some of the communities in Yobe. This keeps access to learning far from the returnees whose children have to go long distances to learn, making them more vulnerable to SGBV. Some parents, therefore, opt to keep their children at home (KII, 2021). Even though education is supposed to be free, small hidden costs further discourage parents and guardians. The loss of livelihood from years of conflict and displacement means no spare income to devote to education. The core focus of families is on how to survive. Also, with the experience of Chibok, Buni Yadi and Dapchi, some of the parents interviewed felt that day school was safer for their daughters and their sons (KII and FGD, 2020).

Sexual Assault Referral Centres

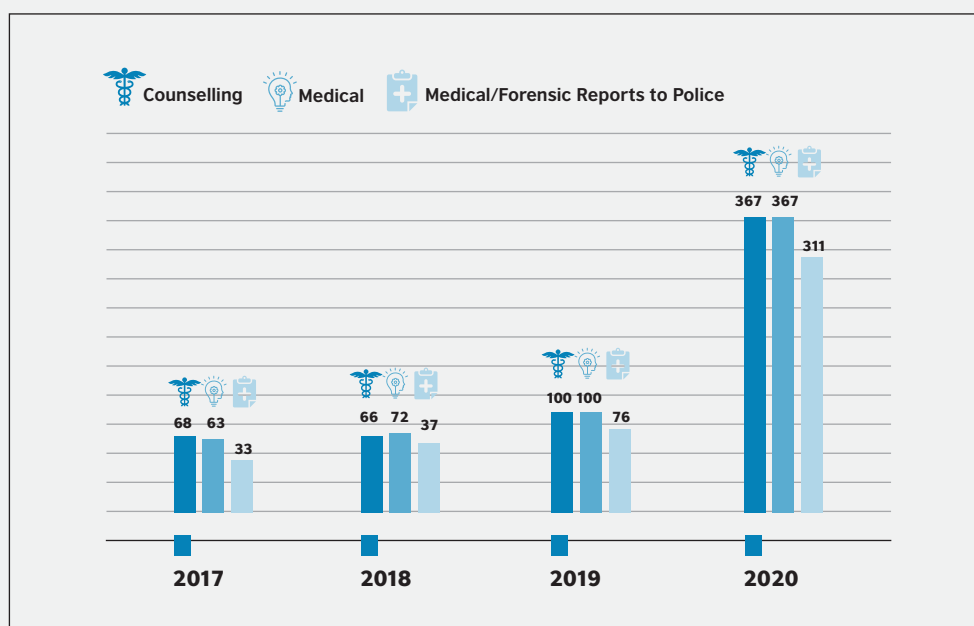
The MCN Programme established SARCs with support from the State Government. Although there are six SARCs in Yobe State, and one main SARC in Damaturu, the other five in Gujba, Potiskum, Gaidam, Bade and Nguru are satellites of the main SARC. However, some Local governments like Fika, and Fune have no SARC. They can only access Potiskum SARC. As such there is delay in reporting and evidence gathering.

Although Damaturu SARC is the longest established, the Potiskum SARC is the most well-known due in part to the radio awareness and other enlightenment campaigns around the existence of the SARC (FGD, 2021). FGDs showed that residents hardly attend the Gujba SARC located in the General Hospital, which was abandoned at the height of the insurgency. It has only become active again, just a year ago in 2020. So, awareness of its functionality and service is little known. There is more traffic to the other hospital in Potiskum, which the community knew as operational. At the same time, respondents acknowledge that the six SARCs are a good start and locations show partners' awareness and responsiveness to the issue of SGBV. However, the issue of low awareness, absence of trust between SARCs and communities needs attention. The culture of silence also means that public agencies like SARCs, are not approached where rape occurs. The Gujba SARC lacked essential drugs because supplies were suspended after insurgents attacked some facilities in the area. Medications such as prophylactic post-traumatic drugs to prevent sexually transmitted diseases (STI) or pregnancy are not readily available (FGD, 2021). Where there is little trust and the absence of services, communities would be hard-pressed to take such places seriously.

The SARC data are instrumental in helping us gauge whether SGBV is declining or rising in Yobe. And who is most vulnerable. Analysis of the number of clients served and the type of services rendered to those clients between 2017 and 2020 by gender shows a troubling climb in SGBV numbers. Figure 5 on client services shows, the services rendered in 2017-2020 to both female and male clients included counselling, medical support and medical/ forensic report to police. From a client service record of 195 in 2018, the client service record for 2019, was 276 and by 2020 Yobe combined SARCs had a service record of 1045 as shown in figure 5. The 2020 service record could be as a result of an increased number of satellite SARCs in Yobe. In 2017, there was just the Damaturu SARC.

Figure 6 shows 319 females compared with 54 male clients approaching the SARCs in 2020 alone, which was the year COVID-19 was at its peak. The data from the Yobe State Ministry of Health (2021) recorded between 2019 to 2020, 754 females and 175 males were victims of SGBV. The COVID-19 experience, as variously reported (UN Women, 2020, PWAN, 2020, UNHCR, 2020, CITAD, 2020), showed a disproportionate effect on women and girls, particularly in terms of SGBV.

Figure 5: Yobe SARC Client Services 2017 - 2020



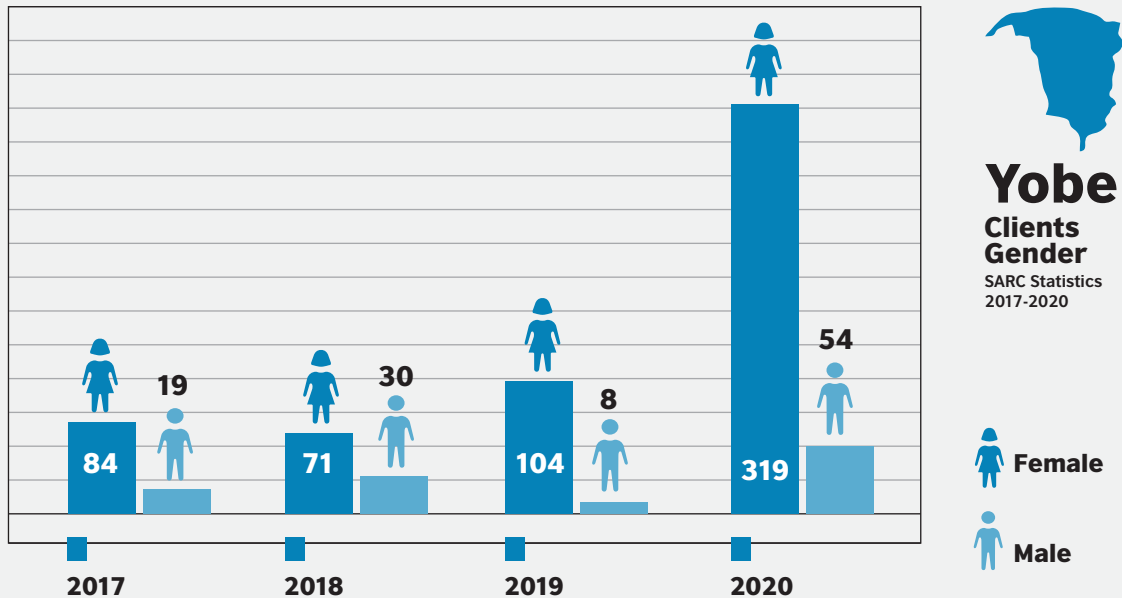
Source: MCN and ROLAC Programme, March 2021



The nature of client services is such that all clients might require all three services or less, depending on their needs. In figure 6, the SARC data also shows that more women and girls than boys and men are affected by SGBV. The Yobe

SARC data shows that between 2017 and 2020, there was an increase of over 300% in SGBV cases reported to the SARCs; the majority of clients supported were also women and girls.

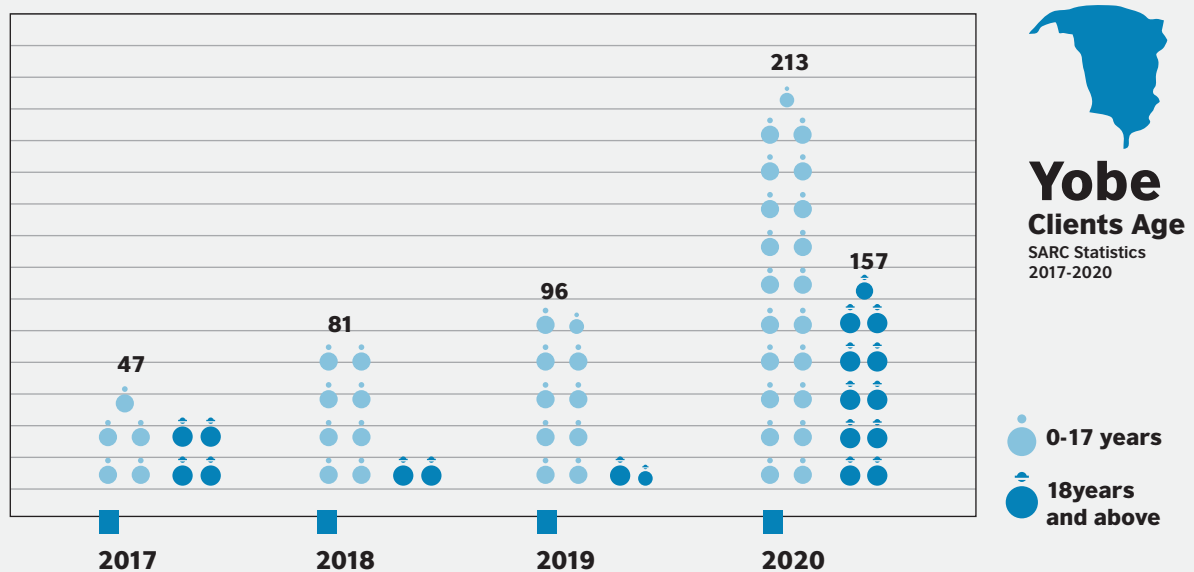
Figure 6: Yobe SARC Clients by Gender 2017 - 2020



Source: MCN and ROLAC Programme, 2021

Even more disturbing is the age of those affected across gender, as shown in figure 7. The majority are young people below the age of 18.

Figure 7: Yobe SARC Clients by Age 2017 - 2020



Source: MCN and ROLAC Programme, 2021

Legal framework

There is no popular active legal framework on preventing or reporting violence in Yobe. Although the Penal Code was revised recently, there was no awareness of its existence among the citizens interviewed. We also had conflicting information about the status of the VAPP Act. While some said it had been passed, we learnt it is yet to be assented to, so not yet passed in essence.³ The absence of a protective law to deter and punish breaches fuels the culture of silence around rape. It also means there is no legal incentive to report rape or other SGBV. As a respondent shared:

“

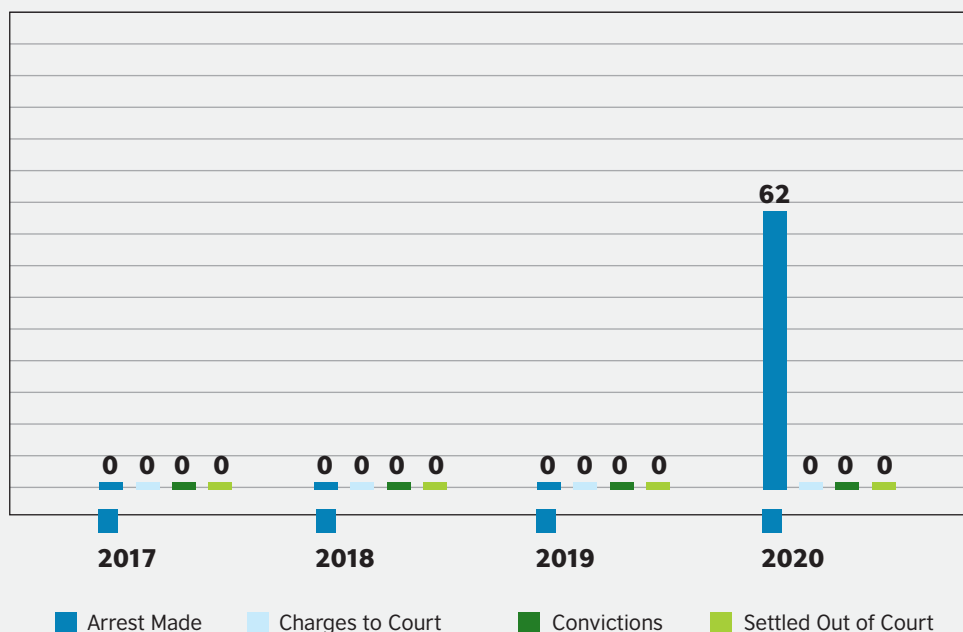
The states should put more effort into trying to put that legal system into practice, like life imprisonment when you rape a minor. When that is put into practice, it would serve as a lesson and would be a way of addressing the issue. ”

(Gender advocate Yobe, KII 2021)

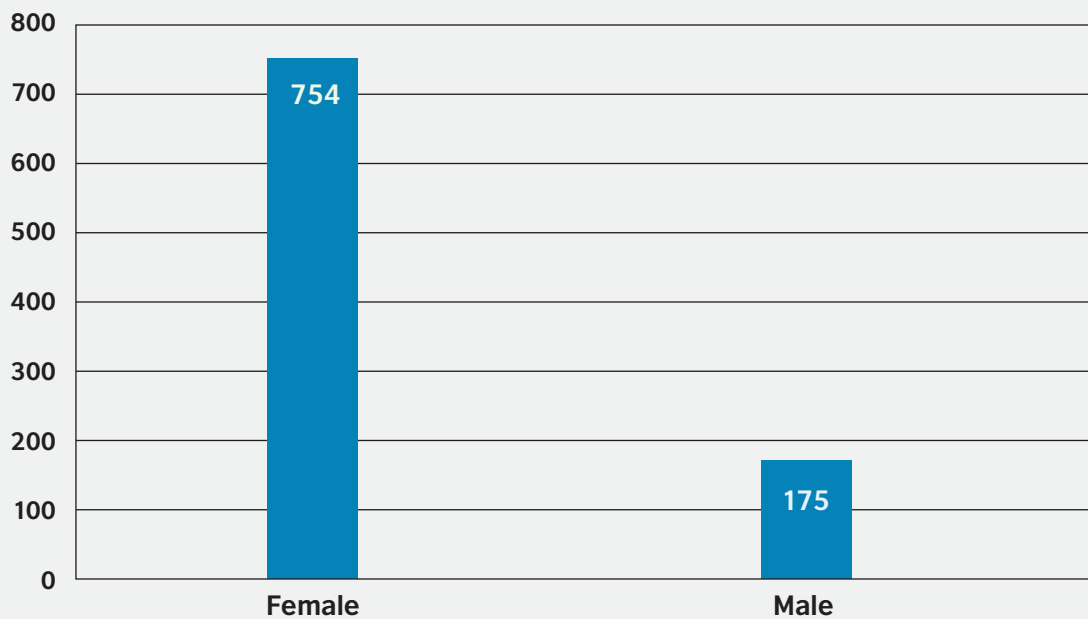
An overwhelmed local security mechanism

Although community policing and police protection are weak in the places studied in Yobe, Citizens still go to the Police. The SARC data showed that in 2020, 60 cases of arrests were made by the Police at their instance, see Figure 8. This increase in the number of arrests from zero in previous years of 2017 – 2019 is evidence of some shift in the police community and SARC relationship that can be further explored at the programmatic level. Of the 60 arrests made in 2020, it is instructive to note however that only one case was charged to court. It is vital to engage the police and other security players further as to the nature of challenges and opportunities around strengthening the criminal justice system in Yobe.

Figure 8: SARC Data Legal Outcome 2017 – 2020



Source: MCN and ROLAC Programme, 2021

Figure 9: Yobe State SGBV cases from January 2019 - November 2020

Source: Ministry of Health, Yobe, 2021

The Police keeps records of rape as part of its criminal offence data and remains the first port of call security agency known to the community. See table 2 for a pull out of the factsheet on SGBV response in Yobe. It is commendable that the security personnel engaged the study team, and were familiar with the local dynamics. The security sector personnel (NSCDC and Police) interviewed also understood 'gender' as a social dynamic affecting both women and men, and women more disproportionately. During the key informant interview, the National Security and Civil Defence Corps (NSCDC) representative was concerned about the rape of both girls and boys. They spoke of a report of a 30-year-old HIV positive man who raped eight and eleven-year-old boys in Gujba (FGD, 2020). However, it was unclear if the security agencies understood gender dynamics as the causal effect of unequal power relations between women and men. Since the Police passed its national gender policy in 2010 and created gender desks across the country, it can be expected that there will be some improvement in awareness on the subject. But, the Police remain underfunded and underappreciated. Also, respondents argued for increased funding on SGBV for other government agencies such as the Ministry of Women Affairs and not the Police. As a respondent shared:

“

Let's start with the funding. There should be a proper channel on the funding where the state provides funds and channels it through maybe the Ministry of Women Affairs so they can be in charge of handling any cases that have to do with SGBV and legal services. ”

(Gender advocate Yobe, KII 2021)



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Community-level justice

Our interactions in Yobe prove that SGBV, especially rape, is a deeply personal and humiliating experience. The expectation that victims or even survivors will talk about it with strangers or in public could deter voice and promote the culture of silence. This is more so in a part of the country where women are socialised to be stoic and to bear pain quietly. Male Bulamas head the traditional institutions including the community justice system called the Hisba. There was only one female Bulama in Yobe, Bulama Aisha, in the Dukumari community, in Damaturu Emirate, who has now been replaced by a male Bulama (Bukar, 2021). Women and girls may feel reluctant to discuss personal intimacy matters with the male Bulamas. Although the Ya Maira and the Ya Mora, who are female relatives of the Emir, have some traditional authority, they dwell in the palace, not accessible to everyone. The Traditional Justice system (TJS) is evolving with the training of women community leaders to facilitate early access to justice, especially in matters of violence against women and girls. However, the system can be further supported to have more voices across different parts of Yobe and test the legal system. It is crucial to focus on how the traditional system is evolving its justice system to protect women and men and punish SGBV.

Security Apparatus

The security apparatus of Yobe is three-fold, the military, police and local forces. The Military's role is to fight and push back insurgency. They also work with police to contain and arrest insurgents. There is a more significant military presence in Gujba than in Damaturu, our second LGA, because Gujba is prone to acts of insurgency. The Hunters (Maharba) and Vigilantes (Yan Banga) are close to the community and trusted. They liaise with the Police and help arraign culprits. However, while the Hunters and Vigilante are seen as allies of their communities, and the Police is seen as a symbol of peacetime law and order, which is sometimes not very efficient but gives the community a sense of normalcy, there have been reports of abuse and high-handedness from the Military (FGD, 2021). This is also inferred from the literature (Nagarajan, 2019; Premium Times, 2020).

Information Infrastructure

The field study showed that the data of reported cases of SGBV is lower in Gujba than in Potiskum. This may not really reflect the lay of the land in terms of SGBV because the FGDs showed that residents do not attend the institution because the SARC is located in the General Hospital, which was abandoned at the height of the insurgency and has

only become active again, just a year ago in 2020. The data from the EU RoLAC SARC database is also not decentralised to give a sense of the most visited SARC. We have relied on FGD, KII information, and researcher lived experience solely to disaggregate SARC traffic. Our interactions also showed the culture of silence is more predominant in rural areas. Consequently, Gujba community members were more reluctant to speak about SGBV because of the deep-seated cultural norms of silence around personal experiences, unlike in the urban communities of Damaturu with access to radio, television and conversations that can create greater awareness and voice.

Development Partner and Civil Society Presence in Yobe State

Our study found a robust community of development partners working in Yobe to complement MCN's work. For example, UN Women is working on voice and accountability matters using radio. The challenge is the lack of a strong radio frequency in Gujba, but Damaturu and Potiskum communities are reached via Sahel FM/ AM Radio, Sunshine FM, Yobe Television and NTA Damaturu. The EU-UN Spotlight Initiative is working on the prevention of campus sexual violence at Yobe State University. Search for Common Ground has a series of youth clubs, which it has supported over the years. The rested Federation of Women Lawyers (FIDA) project on reducing SGBV worked with traditional rulers' wives to remove the reluctance caused by the gender norm barrier to reporting intimacy abuse to the traditional male ruler or Bulama. The Centre for Democracy and Development has been working on deradicalisation and reintegration in the North-East. Nigeria Stability and Reconciliation Programme (NSRP) also established the women's peace network during its operation. CARE works on food nutrition, security & livelihoods, sexual and reproductive health rights, GBV prevention and response, and women's economic empowerment. COOPI Cooperazione Internazionale's humanitarian intervention is focused on IDP needs and rights. Conciliation resources work with its local partners Hope Interactive and the University of Maiduguri Muslim Women's Association to support young women in Yobe and Borno States.

The SGBV Referral Pathway

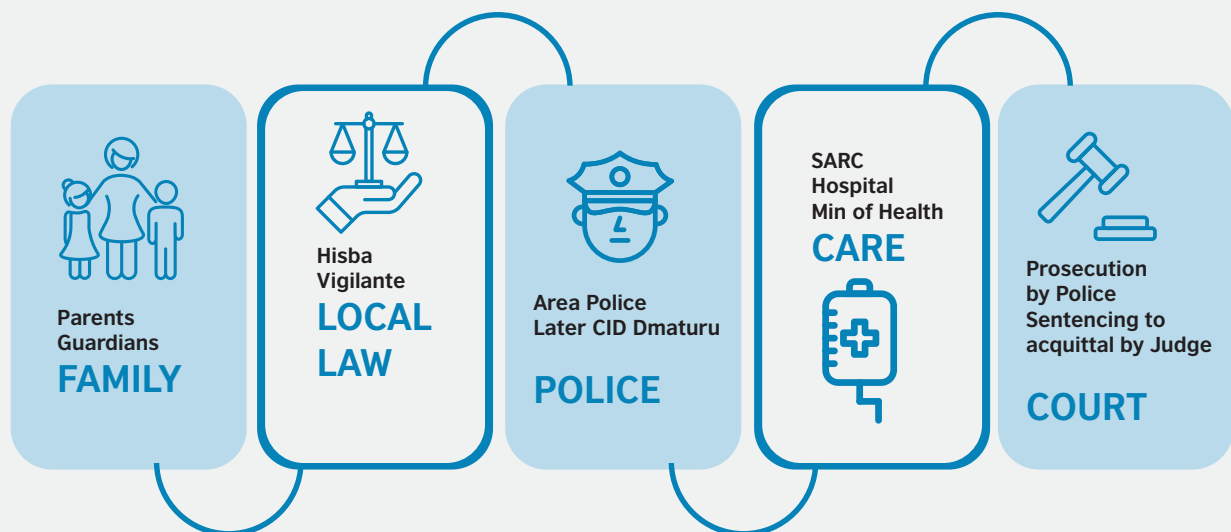
An invisible but very strategic part of the SGBV infrastructure is the referral pathway. In other words, what is the trail from the occurrence of abuse to finding response and protection? What is the road map to finding help, and is that map understood and known to the people? The scoping study plots the referral pathway for

Yobe from FGDs on the subject. The findings show that reporting may originate from a myriad of sources, including families, traditional rulers, community law enforcement agencies, e.g., vigilantes and Hisbas (community sharia authority) hospitals or the sexual assault referral centres. This initial report may then be escalated to the police and eventually to the courts. Figure 9 captures the common pathway which begins right after the family, namely, a report by the family to the local law enforcement system, which then works with the police by reporting the case. The police escalate the case to SARC, which is located in the hospital, so that physical and psychosocial care is administered. Depending on the SARC advice, the police may arraign the offender in court via the legal system prosecution pathway. The court then examines the case and passes judgement which may be sentencing or an acquittal. Post court or during the legal process, the victims get continued psychosocial care and livelihood skills. This is the ideal represented in figure 10.



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Figure 10a: The ideal community SGBV referral pathway



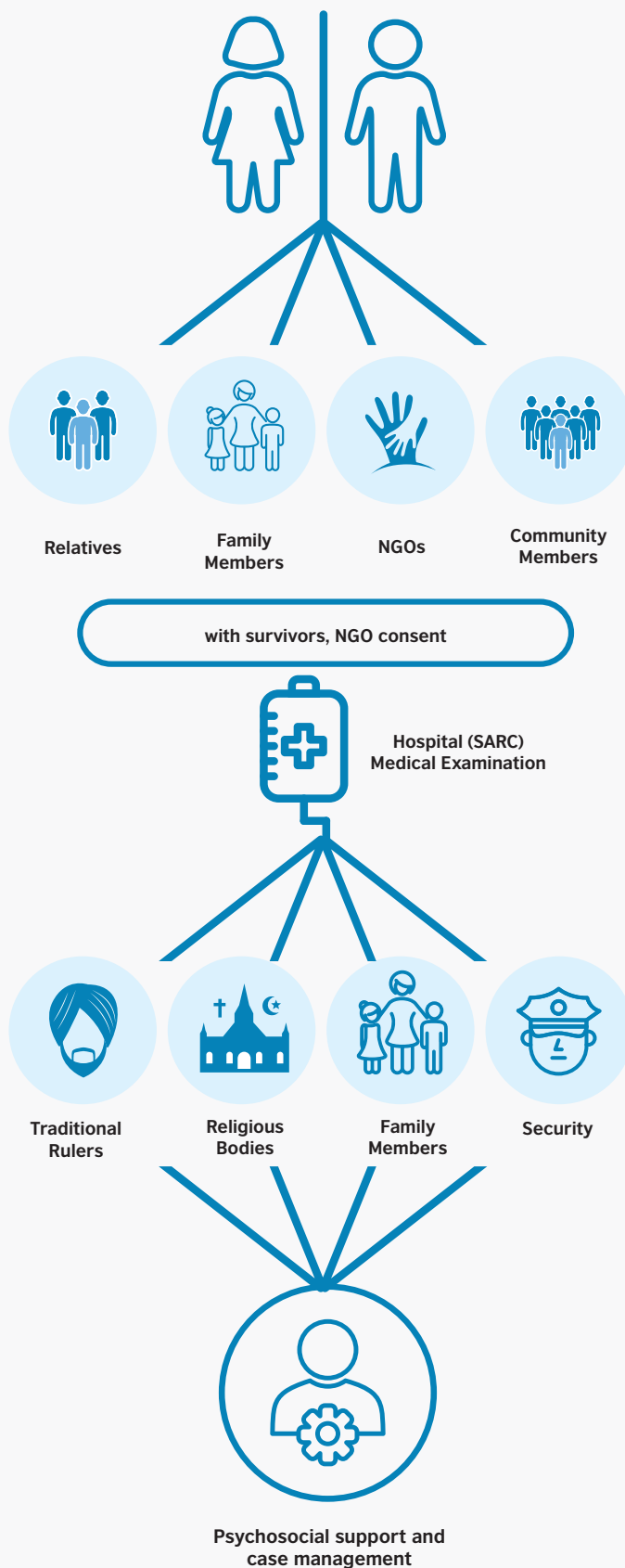
The reality is different. Families may not report a case to the Hisba or Vigilante. Where they do, the Hisba may choose to intervene at the community level outside the formal legal framework. Where cases get to the Police, the Police may not respond with urgent action. Where the Police responds and invites the SARC and hospital to review the case, the SARC may not have the first aid materials to be an effective first responder. The case may peter out. Where it does not, and the case is escalated to court, families may be discouraged by the cost of transportation, which they have to bear to and from their communities to the court. The cost of justice begins with paying for the transfer of the case to police CID In Damaturu before it can be tabled in court. The victim has little or no support to becoming a survivor due in part to the fact that they do not know how to access such support, inability to pay the

transport to the location or wariness of stigma or retaliation, and so the victim is asked to keep a low profile.

Legal Aid is available pro bono, FIDA also provides legal representation at no cost to the families affected, but sundry costs of logistics still must be borne by the families of the victim. This, together with a distance of upwards of 300km, to get to the courts in the cities can be daunting and discourage seeking justice from the formal system. Families prefer to settle out of court, where the community justice process can be applied, and the victim and family compensated. Table 2 captures the ideal and the reality of the referral pathways as constructed from the scoping study consultations.

Referral Pathway

Figure 10b: The Referral Pathway in reality



Community

Sometimes the case ends here with appeal from traditional, community leaders, and negotiation between perpetrators and survivor's families.

Health

In most cases, survivors go to the hospital to be tested for pregnancy and disease. Cases tend to end after medical examination and treatment.

Security

Sometimes relatives withdraw the case for lack of money to support investigation and prosecution.

Sometimes relatives are pressured to withdraw cases in anticipation of payment of compensation by perpetrators.

Sometimes, cases are transferred to Director of Public Prosecution (DPP) for legal advice and prosecution.

Legal

At this stage, not all cases taken to court end with convictions of perpetrators. Frequent adjournment of hearing make survivors, relatives and support groups to lose interest in the case in expectation of divine retribution.

Table 2: The Ideal Versus the Reality of the SGBV Referral System

Players	Ideal	Reality
Family	Refers to Hisba	Family may not report
Hisba	Invites the police	Hisba may seek to settle within the community
Police	Advice to hospital or SARC	Police may not respond family may be asked to handle the cost of referring the case to SARC or to CID Damaturu
SARC and hospital	SARC will wait for police referral or notify police once a case comes to them Give findings on sexual assault analysis Give psychosocial support	SARC may not have the necessary material to gift first respond support
Prosecution	Police takes case to court	Police may be unresponsive to challenges of logistics, and family may opt to settle out of court
Court	Court judgement Either sentencing or acquittal	Delays in legal proceedings may discourage families who take the case out of court or do not show up
Ministry of Health	Psychosocial support to victims to become survivors Livelihood support to survivors	Victims do not transit to survivors. The help pathway is not clear. Distance and costs are also barriers to accessing psychosocial support

Summary of Findings

The conclusions of the study will be presented as follows:

(1) what knowledge is reinforced, (2) what knowledge is new, and (3) what knowledge requires more research.

What knowledge is reinforced

All causes and drivers of SGBV as enumerated in the literature, hold in Yobe: SGBV is widespread but underreported because of strict gender norms, social stigmatisation and inadequate response services. These combined contribute to the 'silence' from survivors. Our field study showed the importance of trust and respect for protocols and etiquette in eliciting response on SGBV matters.

Reporting rape is sensitive and needs to happen within a safe space. A male-led structure will deter confidence to speak up about a rape experience.

What knowledge is new

- Other drivers: the disconnect between planning and new realities in education is a driver due to the government not reimagining education for girls and boys quickly in new ways that protect them and reduce the cost of education and vulnerability to SGBV. Parents feel travelling long distances to day school and staying in boarding schools comes with dangers.
- The documented norm of women accepting that domestic violence toward them is justified (GiN, 2012) is changing. However, while women know that violence against women is wrong and not justified, they have no power to challenge it.

- Yobe State House of Assembly has passed the VAPP Act, but Governor Maimala Buni is yet to assent. This delay in assent has implications for the state's ability to be effective in confronting the prevalence of SGBV.
- Positive trends with import for programming are emerging through humanitarian actors' work, eliciting a breaking of the culture of silence, especially in the camps and host communities, where IDPs are more open to disclosing experiences of abuse.
- An emerging form of slavery where girls are commodified and sold by their families in exchange for debt or as punishment for being assertive appears to be a new norm.
- Although Nigeria has a National Sexual Offender Database, strategic for naming and shaming sexual offence, Yobe is not yet present on that database.
- There is a disconnect between the referral pathway in its ideal form and as is.

What knowledge needs more research

- The degree of abuse suffered by boys and men in the context of conflict and displacement
- How well the Family Support Unit under the Police is equipped to support families
- How effective the existing youth clubs across gender in tertiary institutions and communities are to prevent SGBV
- An assessment of the SARC and Family Support Units of the Police to understand challenges and opportunities; what is working and what is not

- Community driven options of safe school practices including An examination of all investigative reports on safe schools, livelihood, security and SGBV in North-East Nigeria to identify relevant, pertinent proposals for implementation
- The traditional leadership systems, especially those led by women, and how to integrate them into SGBV responses
- How existing youth clubs across gender in tertiary institutions and communities can be strengthened
- How best to reach rural communities in the context of insurgency to increase the rate of reporting and uptake of SARC services.
- Engaging the Ministries of Justice and Health to see how their data sources can be harnessed with that of SARC into a one-stop shop on SGBV data.

“

Reporting rape is sensitive and needs to happen within a safe space. A male-led structure will deter confidence to speak up about a rape experience. ”



RECOMMENDATIONS

Given the urgent action orientation of the study, the report structures recommendations into two sections: (1) programmatic recommendations for development partners, and (2) policy recommendations for government and non-government stakeholders.

The section examines some core lessons that could inform sustainable programming around SGBV in the Northeast and Yobe State. It also showcases tested programme interventions that could be applied to prevent SGBV in Yobe. This section concludes with possible steps for policy action. MCN is working with partners to take forward some of these recommendations.

Programmatic Recommendations

Advocate and collaborate: MCN is a development partner programme and not the State. Dialogues with frontline government players such as the Ministries of Justice, Health, Education, and Women Affairs and the State House of Assembly would be a sustainable strategic plan. MCN should bring to their attention the findings of this study and advise what kinds of investments are required for rethinking education, funding SARCs, assenting to the VAPP Act. MCN should facilitate peer conversations and cross-state learning with frontline responsive states on SGBV such as Plateau, Kaduna, Lagos, Ekiti and Edo States. MCN should lead the charge to ensure that all development partner interventions include SGBV indicator trackers concerned with safe spaces, access to essential services, voice and security for the vulnerable.

Build on what already exists: Some ideas already exist in the ecosystem that MCN has facilitated, for example, the establishment of Sexual Assault Referral Centres (SARCs), the Family Support Unit, the Voluntary Policing Sector Groups (VPSG), Traditional Justice System (TJS), Community Peace and Safety Partnerships (CPSP) and the women and youth peacebuilding initiatives. The MCN study on gender and COVID-19 in the Northeast is another rich resource. Past reports of safe schools' initiative, revamping livelihood, social and physical and security and reducing SGBV; are existing investments that can be strengthened and drawn upon, respectively, and need to be examined for pertinent recommendations.

Conclude what has begun: While the Yobe House of Assembly has passed the VAPP Act, the Governor is yet to assent to the bill. Passing a cogent VAPP Act, which has prongs of awareness generation, support for frontline players, and stiff penalties for violators, will deter rape and encourage voice and accountability in Yobe. However, the passage of a VAPP Act would only be the beginning. Programmatic attention to implementing the VAPP Act and linking it to the existing national database on sexual offences (NSOD) viewed on the NAPTIP website will bring attention to the Yobe ecosystem, making duty bearers and communities more responsive to SGBV issues.

Sustain the legacy: As a development programme with a timespan, the MCN programme needs to think about legacy and sustaining the investments it makes. We recommend a partnership with development partners with a more extended period and more permanent work strategies, e.g. the UN system organisations such as UNICEF, and the UN Women, which has a women's leadership programme in Gujba, to extend community reach. Also, it is imperative to secure government buy-in and system strengthening activities for Ministries, Departments and Agencies (MDAs) to mainstream interventions into the public sector system across Yobe state and LGAs, including SARCs.

Work with women: Facilitate an understanding of the intricacies of the local traditional leadership systems, especially those led by women, and integrate them into ongoing SGBV responses. Work with traditional women leaders, civil society, and other organisations to expand understanding and uptake of sexual assault referral centres and mechanisms. Support supply side (government) players to design interventions that centre the roles and needs of women and girls. Work with women including women with disabilities, by facilitating awareness of women's rights using social spaces like weddings, naming ceremonies, etc. Engage women religious leaders such as the "Mallamas" teaching Islamiyya (Islamic community education classes), FOMWAN and WOWICAN as strategic gender resources.

Bring gender into the community justice system: Justice at the community level where social actors are empowered to protect, speak up and refer cases to

institutions as may be required are an innovation worth studying and supporting. The Mobilising for Development (M4D) Sulhu project in Jigawa and the FCT Wives of traditional rulers are examples where women facilitate access to justice at the community level, using local mechanisms leading to early resolution of conflict, including GBV, and preventing escalation. The Wives of Traditional Rulers lead the call to ban child marriage and demand instant redress around matters of domestic violence such as battery, abandonment, or harmful traditional practices, all acts disallowed under the VAPP Act. They seek justice through the authority of the traditional rulers over their subjects. Sulhu Ambassadors should include women because *ciwon ya'mace na mace ne* meaning only women can understand a woman's pains.

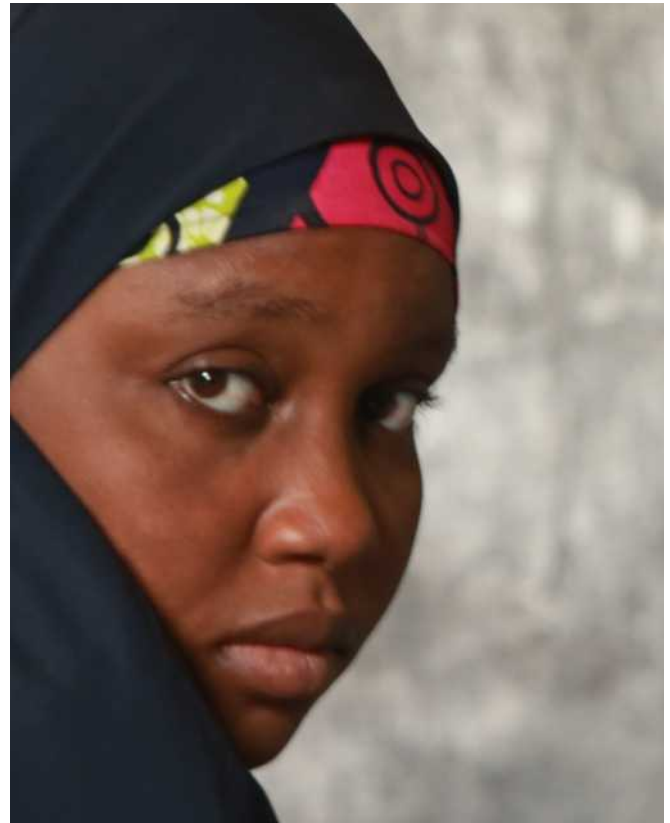
Create or revive safe spaces for girls: Peer to peer convening for girls, or girls' club, which represents safe spaces where girls can talk about dangers facing them, and organise to educate their parents, is recommended. Girls have no voice, so, they are not listened to; finding the knowledge and energy to organise and process their experiences will be difficult. A purple corner for orange talk organised by FACICP for women with disabilities (WWD) is a possible model that can be replicated in Yobe. Information on how to collect rape evidence is not widely understood. Such knowledge should be domiciled in SARCS but also within safe spaces for girls.

Work with boys and men: Intervention designs to work with male gatekeepers should include components that help boys and men centre themselves in the experience of rape, not just as perceiving themselves as the enemy and perpetrators but as preventers and protectors and solutions to the problem, in their roles as fathers, brothers, friends, teachers and community leaders. Voice and accountability should be the responsibility of men and boys because they are the gatekeepers and recognised decision-makers. They can become Anti-GBV champions to create awareness at the grassroots level and through peer-to-peer influence. Drugs abuse awareness and child spacing should be an agenda item of such collaborative strategies.

Build awareness in tertiary institutions: Students and faculty as Ambassadors against sexual exploitation can complement the work of Girl Ambassadors to help reduce the rate of exploitation among lecturers in universities and off-campus. Support to Women Academics to facilitate the development of gender policy on campuses. The Federal University Gashua and Yobe state university.

Advocate for a Survivor's Fund: This requires deliberate focus and investment. The mechanism for such a fund could be multilateral with crowdfunding attracted, so long

as it has a robust corporate governance structure, the Ekiti State model can be studied.



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Mainstream disability inclusion into SGBV response: As UN Women advises, all preparedness (i.e., communication strategies) and response plans, ideally, must be inclusive of and accessible to users with disabilities. This includes the use of plain language, accessible formats. Institutional responses should differentiate the specific needs of women and girls with disabilities and the specific needs within each disability group. This ensures all people with disabilities who need it benefit from assistance without discrimination. Increase support for specialist organisations of women with disabilities to be able to provide local and regional support services.

Facilitate an active committee on the prevention of SGBV: We uphold the UNFPA recommendation that a community-based committee dedicated to surveillance and prevention of SGBVs be urgently constituted in the camps and host communities. The committee should engage all stakeholders and draw up a comprehensive action plan for SGBV prevention. An audit of its effectiveness and the resources available to function effectively should be conducted where such already exists. The Committee should equally have the responsibility for the implementation of the VAPP Act and CRA when passed.

Conduct an impact assessment of SARCs and FSUs:

Review the operational guideline status, tools for community relations and access to services, and essential medication of the SARC and Family Support Units of the Police, to strengthen them where necessary. While the Police seemed to understand that SGBV affects both women and men, and all should enjoy protection, there is danger in the desire to 'course correct'. Focusing attention on boys may result in an equality approach to an equity problem. In other words, the evidence still shows that women and girls are the ones most affected by the impact of gender relations, and policy redress is needed to address that skew, but without shifting away attention from girls, to accommodate the experiences of boys.

Manage research fatigue: Due to the community research fatigue reported as a risk to the study, an inclusive dissemination plan and early policy action will help alleviate this feeling and keep the field open for other social scientists. It is essential in that context to make consulted communities aware that the policy interventions are an outcome of their cooperation with the field staff. Feedback also means that we leave behind something valuable to the communities consulted.

Conduct further research: Attention to women and girls is justified. Studies show they are most exposed to SGBV. However, everyone has a right to dignity and safe spaces, so we must be concerned about reports of abuse of boys. Some questions to further explore are how prevalent is sexual abuse of boys, and in what instances does it occur? Is forced marriage a new kind of slavery, where girls are sold into families under the guise of marriage to settle debts or feed their family, but which they cannot leave without dire consequences?

Document and disseminate lessons: Development partners should continue to bring lessons and knowledge to the fore to inform policy and planning and to determine what works and what does not. This strategy requires monitoring, evaluation, and learning (MEL) and review by enhancing local skills to do the same. MCN should centre MEL and communication skills in community partners.

Create incentives to report SGBV: Partners and NGOs should co-create strategies to incentivise the reporting of rape and sexual and gender-based violence, including the speedy and effective judicial processes for SGBV cases.

Policy Recommendations

Pay attention to the domestic sphere: SGBV interventions should be directed at those spaces where people used to be safe traditionally but are now unsafe. The home is one such place. Lack of voice and power

within the household, economic activities that originate from the home, such as hawking or children embedded as domestic workers in families, are vulnerability points. Banning hawking may be an attractive policy decision to make, but it may be akin to a knee jerk response. Without a viable alternative to family income earning, a ban would only drive child hawking under the policy radar. It becomes an offence and a secret act that opens the girls and their families to more extortion, including sexual and financial types, and more vulnerability. We propose instead, attention to livelihood matters and opportunities, including alternative income sources, which in the first instance might be conditional cash transfers, new market opportunities and security to enable a return to a former or a better way of economic life. Genuinely free and safe education will also take girls and boys off street marketing.

Develop a more encompassing National Gender Policy:

The 2021 review of the National Gender Policy (NGP) provides an opportunity to address gaps in the 2006 NGP, and encourage states to domesticate the policy. Although the NGP identifies disability as one of the grounds upon which women suffer discrimination, there is little reference to women's experiences with disabilities. This can be addressed by an analysis of all harmful cultural, religious, and social gender-biased practices, which reproduce gender inequalities, the establishment of mechanisms for enforcing laws that regulate and penalise discriminatory practices, and the affirmation of dignity for all women. A well-resourced implementation plan for the NGP with key performance indicators (KPIs) domiciled in each MDA will go a long way in ensuring women's rights are protected across sectors.

Create safe schooling: In the context of conflict, safety and security are of utmost importance. Yobe needs to rethink girls' education. More day schools located within the communities should be considered. The trauma of conflict lingers long after physical life appears to have returned to normal. People remember and worry about a return of old conflict vulnerabilities. To ensure girls finish a course of secondary schooling, SGBV and Human Rights activists have advised the government to provide government day senior girls' secondary schools within communities due to insecurity and poverty. The government should listen to this demand and synergise the school calendar with economic realities. Girls and boys must help their parents with economic activities since this is a way of life, and also, go to school to learn.

Establish a central database of incidences of SGBV:

There is a need for the establishment of an SGBV Central Database for Yobe State led by government agencies working collaboratively with the Ministry of Women Affairs.

The database should have a link to the national sexual offender database (NSOD) like Kano and Adamawa are working to establish as part of a community of practice on SGBV response in Nigeria. Such a central database will provide easy access to comprehensive and up-to-date information on governments and development partner responses to SGBV. It will increase opportunities for exchange of experiences and strengthen the knowledge-base for effective policy responses to prevent and address SGBV, while encouraging further collection, availability, use, analysis and dissemination of SGBV data.

Demystify psychosocial care: Conflict and SGBV are life-shaping occurrences whose effects can linger within the minds and bodies of an individual directly affected, causing trauma. Although solutions are usually generic or communal in nature, unless the individual heals, the community cannot heal. Cross-generational anger, recycled anger, and aggression require machinery for retributive justice to moderate the harmful consequences of conflict and SGBV. Mental and psychiatric care is therefore needed, but it is stigmatised. In Yobe's ecosystem, campaigns are required to destigmatise mental care to allow people to talk openly about it and discuss where to find care. It should be a deliberate and seriously monitored aspect of post-traumatic care for SGBV and conflict.

Strengthen the criminal justice system: The Police, NSCDC, the courts are crucial to delivering justice and bringing closure to issues of SGBV. It is imperative to ensure independent investigations into abuses of power and violations of displaced persons, especially women and girls. Training the Police gender desk on the causes of SGBV and training Hisba, Hunters and Vigilantes on understanding the referral pathway and the criminal justice system are possible ways to strengthen the community justice system.

Encourage positive behaviour: Catching children when they are young before minds are shaped through curriculum review is a behaviour approach to driving change. Both secular, religious, and vocational schools should be involved in this exercise and approach. Learning should focus on children of both sexes, the content of which should include sexuality education, as may be appropriate in their social context. Children should be taught to know parts of the body that no adult or children have the right to touch, report infractions, the role of the Police, the penalty for SGBV, especially rape. All are important aspects of early education required. Children should also be taught about psychosocial care and not to blame or shame the victim.



Advocate for the executive assent to the VAPP Law: Key stakeholders, including the Legislature, State Ministry of Women Affairs, International Civil Society Organisations, legislators and development partners, should advocate for the immediate Assent of the VAPP Law in Yobe State.

Conduct community sensitive campaigns on access to family planning: Awareness-raising and sensitisation around family planning for men and women is crucial. The outcome could include spousal collaboration, better child spacing, and better care for children and families.

Ensure inclusive and accessible victim assistance services: It is crucial to ensure that reporting mechanisms and victim assistance services are accessible to girls, boys and persons with disabilities. Service providers need to be proactive and innovative in reaching out to those who are isolated, including through volunteer networks, online counselling, and other technology-based solutions, so they are accessible and respond to the diversity of people, including those with disabilities.

Mainstream SGBV into development response: The federal and state governments should review the various crisis response laws and regulations to make gender and SGBV more integral to all frameworks. Ensure independent investigations into abuses of power and violations of displaced persons, especially women and girls. The development sector and civil society should improve coordination and funding of multipartite humanitarian responses.

Provide easy access to referral and care services: Government, UN agencies, international partners and civil society organisations should work together to establish one-stop shop referral centres fully equipped with

comprehensive services including police, documentation and first responders. Develop formal guidelines and simple flowchart diagrams detailing in visual and local languages, roles and responsibilities of different actors at different stages in the case management process.

Build capacity: To ensure that actors fulfil their roles and responsibilities and deliver on mandates, training and investment in human capacity is required. This is required at all levels, across all sectors, for statutory professionals and volunteer community workers, including: the police, health and justice sectors, and others. Government should work with development partners to build the capacity of the Ministry of Women Affairs on how to establish, coordinate and manage a central SGBV database effectively.

Strengthen and provide more SARCs: Access to SARCs in other communities in Yobe that do not have services nearby can help bring needed support early to underserved communities. Personnel of some existing primary health care centres may be trained and equipped to provide sexual assault referral services, including prevention awareness. Embark on SARC campaigns, explain the process to be easy to understand and use a human-centred angle to incentivise attendance. Also, information that the services are free will motivate community uptake.

Prioritise information and awareness in hard-to-reach communities: Hard-to-reach communities where information is not available due to technology limitations should be prioritised. In these places, women and girls have limited information about preventing, reporting SGBV and responding to need. Yet, the need for such is no less crucial than in the cities.

CONCLUSION

The rapid scoping study was conducted between September 2020 and February 2021. The study team has stayed true to the boundaries of the TOR around the causes, evidence of increase and reasons for prevalence, recommendations, and strategies for curtailing SGBV in Yobe state have been provided, which have programmatic

and policy implications for and beyond Yobe state. Questions and issues, which need further study in a more generalised research form have been enumerated. Table 4 in Appendix 1 complements sections of the study by summarising each aspect of the TOR and depicting the study team's response.



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APPENDICES

Appendix 1: Summary of Study in line with MCN Terms of Reference

Table 4: Summary of Study findings in line with MCN Terms of Reference

TOR	Study Team's Response
General and specific causes of SGBV, its distribution in the communities identified	<ul style="list-style-type: none"> • Loss of livelihood, cultural norms that silence women and girls • Conflict and attendant vulnerabilities • Cases are more reported in the urban areas, but silence in rural Gujba requires further investigation
Reasons for increased cases of sexual and gender-based violence (SGBV) mapped and understood	<ul style="list-style-type: none"> • Conflict, harmful practices such as sextortion, sex for food, the paucity of school infrastructure in communities • There is increased reporting commensurate with an increased number of SARCs and awareness level
Recommendations for communities and stakeholders on an acceptable and sustainable approach to ending sexual and gender-based violence in the communities discussed and proposed	<ul style="list-style-type: none"> • Mainstreaming women in the traditional justice system • Passage of the VAPP Act and a committee to implement VAPP • Centring men and boys in the SGBV solution • Creating safe spaces for girls to talk about protecting themselves • Review of school curriculum to include awareness and prevention of SGBV and consequences • Religious and traditional institutions working in the hinterlands • Reviewing the school system in conjunction with parents and safe school initiative • Amplify and strengthen the ideal SGBV support referral pathway
Reasons for the failure of stakeholders to effectively support the process for the identification and reporting of cases, as well as ensuring justice for victims of SGBV unearthed and discussed	<ul style="list-style-type: none"> • Paucity of essential materials for first response and evidence gathering • Fear of stigma keeps communities from working with stakeholders • Lack of awareness of the location and operation of some of the SARCs in Yobe • Conduct further research and document lessons
Strategies for curtailing the menace of SGBV enumerated, and roles agreed and assigned	<ul style="list-style-type: none"> • Safe school proposals revised with parents and guardians • An audit of the Police family unit and SARC effectiveness • Community centred awareness raising • Governor's assent to the VAPP Act and implementation team inaugurated and supported

<p>Better designed responses as action steps using research findings as a tool for social change enabled</p>	<ul style="list-style-type: none"> • Norm change work, especially in conflict, must be gradual, complementary, collaborative, and consistent. • Recommendations are structured into programmatic and policy. • When combined both sets of recommendations will give action steps for social change.
	<p>Programmatic recommendations</p> <p>To achieve sustainable accountability on SGBV in Yobe:</p> <ul style="list-style-type: none"> • Development partners need to work separately with boys and men, alongside girls and women, to nurture leadership to prevent SGBV • Build on work that already exists, audit policies and programmes, strengthen them, and build awareness with the community • Support the re-thinking of safe education and livelihood options from a participatory, gender and social inclusion lens • Revamp the local justice system in Yobe to include women leaders, so that women and girls can confidently report and discuss SGBV issues
	<p>Policy recommendations</p> <ul style="list-style-type: none"> • Passage of a strong law such as the VAPP Act and linking that to SARCs and the National Sexual Offender Database can strengthen accountability on SGBV • Functioning SARCs having basic first responder amenities, engage the community psyche through awareness generation and programming that helps them understand the relevance of SARCs • Review of curriculum to include SGBV knowledge • Training and retraining of the police • Awareness raising and access to family planning

Appendix 2: Yobe State Demographics

Yobe state in north-eastern Nigeria was created on August 27, 1991. Its neighbours are Bauchi, Borno, Gombe and Jigawa States. Yobe State's capital is Damaturu, with Potiskum, Gashua and Nguru as major cities. With 45,502km² of landmass and a population of 2,321,339 households 2011 estimation (NPoPC, 2017). Yobe State consists of 17 local government areas (LGAs). The major ethnic groups are the Kanuri and Fulani. Ethnic communities also include Bade, Bolewa, Bura, Hausa, Karai – Karai, Manga, Marghi, Ngamo, Ngizim and Shuwa. The population is mainly Muslim and Sharia law is valid. There are members of Christian denominations in Yobe, although no Roman Catholic diocese has its seat in the state (<https://placeandsee.com/wiki/yobe-state>)

Cultural milestones include the Miyangangan Fishing festival, Shelmadu Fishing festival, Gumba festival, Gala festival and the Hawan Daba festival. Yobe ranked 32nd of 36 in term of GDP with \$2.01 billion in 2007 and per capita \$843. It has one of the largest cattle markets in West Africa, located in Potiskum. Yobe is heavily dependent on agricultural activities and has rich mineral deposits, including gypsum, kaolin, Salt, Potash in Fune, Bade, Geidam and Yunusari and other LGAs. The state's

agricultural produce includes gum arabic, groundnuts, beans, and cotton. Because the state lies mainly in the dry savanna belt, conditions are hot and dry for most of the year, except in the southern part of the state with more annual rainfall. Tertiary Institution in Yobe State are Yobe State University, Federal Polytechnic Damaturu, Shehu Sule College of Nursing and Midwifery Damaturu, College of Administration, Management and Technology (CAMTECH).

Peace is fundamental to the progress and development of any community's economic and political activities because it guarantees the security of citizens' lives and properties to conduct their lawful business. The insurgency led by the Jama'atu Ahlis Sunna Lidda'awati wal-Jihad also known as Boko Haram (western education is forbidden) group in the North-Eastern part of Nigeria, has compromised peace and socio-economic development in the North-East of Nigeria. Since 2009, Boko Haram has overwhelmed the BAY states of Borno, Adamawa and Yobe and the border countries of Cameroun, Chad and Niger. It has uprooted life as it used to be, displacing millions, creating widows, orphans and poverty. Villages, towns, markets, households, educational facilities, and establishments have been partially or entirely damaged, demolished or abandoned.



Table 5: Snapshot of Attacks on Yobe (2009 – 2018)

S/No.	Date	Town	Type of Attack
1	July 2009	Potiskum	Divisional Police Office was attacked, three police officers and one Fire Service officer killed
2	March 30, 2011	Damaturu	A bomb explosion in Damaturu injured one police
3	November 4, 2011	Damaturu	150 people were killed in Damaturu
4	November 27, 2011	Geidam	Seven people killed
5	November 2011	Yobe	Coordinated bombing and shooting attacks on police facilities in Potiskum and Damaturu in Yobe state, 150 reported the death
6	November 2011	Yobe	Coordinated bombing and shooting attacks on police facilities in Potiskum and Damaturu in Yobe state, 150 reported the death
7	February 3, 2012	Potiskum	Potiskum cattle market attacked over a hundred businessmen and women killed; over seventy sustained grave injuries; more than eighty cattle shot dead
8	February 17, 2012	Geidam	Two people killed in Geidam
9	December 25, 2012	Potiskum	Some Christians killed in Potiskum in a church
10	June 17, 2013	Damaturu	Seven students and two teachers killed in GSS Damaturu
11	July 6, 2013	Mamudo	Forty-one children and one teacher killed in Govt Sec. Sch. Mamudo
12	September 29, 2013	Gujba	Forty students killed and 150 injured at the college of Agric Gujba
13	October 29, 2014	Damaturu	One hundred and twenty-eight people killed (ninety-five militants, twentythree soldiers, eight policemen and two civilians)
14	February 25, 2014	Buni Yadi	Many students of Fed. Govt. Coll. Buni Yadi killed
15	May 27, 2014	Buni Yadi	Forty-nine security personnel and nine civilians killed
16	December 1, 2014	Damaturu	The whole Damaturu town attacked. Many militaries, paramilitary and civilian killed
17	February 19, 2018	Dapchi	110 students abducted from GGSSS Dapchi
18	March 21, 2018	Dapchi	110 abducted Dapchi girls 105 safely returned by the insurgent abductors; 5 reported dead as a result of stampede during the abduction

Sources: (Akinbi, 2015, Shariq & Mohammed, 2016; Ali, Umaru, Adamu, 2018; Daily trust, 2018 & Ajayi, 2012).

Persistent security incidents associated with Boko Haram attacks on Yobe State communities have disrupted the local population's lives and livelihoods and displaced 112,269 people between 2015 and 2017. (IOM, 2017). As the frequency of attacks intensified during the past several years, agricultural production and market performance also suffered. The displaced population of the BAY states have been unable to pursue agriculture-based livelihoods (IOM). Affected communities have restricted agriculture to the fields close to settlements for fear of being killed or kidnapped. Consequently, staple food and cash crop production in Borno and Yobe states has declined below average while in some worst affected areas, there has been no production for three consecutive years (IOM).

Most women in Yobe do unpaid reproductive work as homemakers. Few, compared to men, engage in productive work as wholesale and retail traders. The security situation in Yobe and other parts of north-eastern Nigeria, characterised by suicide bombings of markets and public areas, along with social norms that limit women's role to some activities may explain the low participation of women in the sale of food commodities in the markets. (WFP, 2017) Women trade in food items such as dry fish, baobab powder, okra and clothing and related accessories. They sell in markets and from office to office to civil servants, while girls hawk on the streets. Being a farming and civil service state, business thrives at the end of the

month when workers receive pay, and at harvest time. Some women are employed in civil service and as students. The changing household leadership profile occasioned by the insurgency has given visibility to the importance of girls. There is increased interest in girls' education. More girls are now enrolled in tertiary institutions compared to before the insurgency. A study on family planning awareness and use from a survey of 3,080 women (age 15-49 years) in Jigawa, Katsina, Yobe, and Zamfara States conducted by Doctor, et al, 2017, showed that access to quality reproductive health and family planning services remain poor in Northern Nigeria. About 43.0% had heard of any method of contraception whereas 36.6% had heard of any modern method. Overall, 7.0% of all married women reported ever using a method of contraception; 4.4% used a modern method and 2.9% used a traditional method. Only 1.3% of women in union (currently married or cohabiting) used modern contraception methods at the time of the survey; 1.3% of women in union used traditional methods. Unmet need for family planning was 10.3%

In recent times, there has been concern over increasing reportage of Sexual and Gender-Based Violence (SGBV) in Yobe. Majorly experienced by women and girls but about 2% of all identified SGBV survivors were men and boys (UNHCR, 2019).

Appendix 3: Age of Clients in SARCs

Age of clients in Gujba SARC

Group	Age Range (Years)	Number
A	0 - 5	2
B	6 - 10	2
C	14 - 17	1
D	23 - 29	1
		Total 6 (Female 4, Male 2)

Source: SARC Gujba, January to October 14 2020, MCN 2021

Age of clients in Potiskum SARC

Group	Age Range (Years)	Number
A	0 - 5	8
B	6 - 10	28
C	11 - 13	19
D	14 - 17	22
E	18 - 22	30
F	23 - 29	7
G	30 - 39	11
H	Over 40	12
		Total 137 (Female 117 and Male 20)

Source: SARC Potiskum Jan – October 14 2020, MCN, 2021

Appendix 4: Innovations in Tackling Gender-Based Violence

The M4D Sulhu Mediation Councils: In Northern Nigeria, tackling gender-sensitive issues based solely on the approach of using religious leaders to bring about change in cultural beliefs of the communities has not led to the desired results. As such, it became imperative to seek new means of addressing gender issues. M4D launched a different approach which entails working with religious mediation councils known as Sulhu Committees. Women have taken the initiative and are able to easily access these committees at no cost to help in settling marital issues. Also worthy of note is the M4D work with the Hisbah Agency of Jigawa State in 2017. This programme is focused on mediation on wider issues of rights affecting adolescent girls. Adolescent girls were encouraged to use the Sulhu system as a local conflict resolution mechanism and as at September 2017, 102 adolescent girls in Jigawa had used Sulhu Committees to address issues ranging from forced marriage, street hawking, poor access to education, rape and sexual harassment (Mobilising for Development, 2017).

Cluster Farming – Conditional Support (CF-CS)

intervention: This is another initiative of M4D leveraging on Jigawa State Government's cluster farming programme through the State Ministry of Agriculture. This involves a two-pronged approach, first of which is a gender balanced approach where parents are encouraged to keep their wards both boys and girls in school. Secondly, the beneficiaries of this scheme who are mostly farmers are provided with agricultural inputs and services to farmers on the condition that children stay in school and attendance is maintained. Before the cluster farming – conditional support (CF-CS) intervention work, a total of

155 persons of school age (78 male, 77 female) were not in school in three communities of Miga LGA. After commencement of this conditional support initiative, all male children were in school, and only 2 females remained out of school.

Wives of Traditional Rulers in FCT: Original inhabitants in the Federal Capital Territory (FCT) are the citizens that lived in the FCT before it was designated Nigeria's Federal capital city and territory. They have struggled since 1976 for the recognition of their rights, livelihood, dignity, culture and way of life, due to policy somersaults. Their communities are among those with the least access to services and basic needs. This has led to high cases of school drop-out, child marriage, drug abuse and poverty, which has increased the physical and mental workload of women as mothers, careers and income earners for the family. The wives of the traditional rulers across the seventeen chiefdoms elected to organise to agitate for attention to the challenges facing women and to engage their husbands, the traditional rulers, on issues of access to resources for education, including adult education. They have also used the platform to negotiate school retention in lieu of child marriage, and to demand that domestic violence be resisted and punished, with royal pronouncements to that effect. With COVID-19, they have realised the increased vulnerability of girls and women and continue to organise to protect their rights. Such a platform has the potential to further beam the searchlight on SGBV and to use community grievance and justice mechanisms to protect, prevent and punish offences (Salihi, 2021).



Appendix 5: Schedule of Study Respondents

Table 6: Qualitative assessment of respondents

S/N	ACTIVITY	PERSON(S) RESPONSIBLE	DATE	TIME	LOCATION
A State Level Engagement					
1	Key Informant Interview	Commissioner of Police	25/1/2021	09:00am-10:00am	Police Headquarters Damaturu
2	Key Informant Interview	Commissioner of Justice	25/1/2021	10:30am-11:30am	MOJ
3	Key Informant Interview	Department of Public Prosecution (DPP)	25/1/2021	12:00am-1:00pm	MOJ
4	Key Informant Interview	Commissioner of Women Affairs	26/1/2021	09:00am-10:00am	MOWA
5	Key Informant Interview	Commissioner for Religious Affairs	26/1/2021	10:30am-11:30am	MORA
6	Key Informant Interview	Commandant Nigeria Security and Civil Defence Corp	26/1/2021	12:00am-1:00pm	NSCDC Headquarters, Damaturu
B MCN Partner Initiatives					
1.	Key Informant Interview	Executive Director African Youths for Peace Development and Empowerment Foundation (AFRYDEV)	27/1/2021	09:00am-10:00am	AFRYDEV Office Damaturu
2.	Key Informant Interview	Coordinator, Sexual and Gender Base Violence, North-East Youth Initiative for Development (NEYIF)	27/1/2021	09:00am-10:00am	NEYIF Office Damaturu
3.	Key Informant Interview	Executive Director Women and Youth Empowerment Initiative (WOYEIN)	27/1/2021	11:00am-12:00pm	WOYEIN Office Damaturu
4.	Key Informant Interview	Sexual Assault Referral Centre (SARC)	27/1/2021	11:00am-12:00pm	Gujba and Potiskum Centres
5.	Key Informant Interview	Family Support Unit (FSU)	28/1/2021	9:30am-10:30am	Gujba and Potiskum Centres
6.	Key Informant Interview	International Rescue Committee (IRC)	28/1/2021	9:30am-10:30am	IRC Office Damaturu
7.	Key Informant Interview	United Nation Population Fund (UNFPA)	28/1/2021	11:00am-12:00pm	UNFPA Office Damaturu
8.	Key Informant Interview	International Federation of Women Lawyers (FIDA)	28/1/2021	11:00am-12:00pm	FIDA Office Damaturu
C Association/Groups Gujba					
1	Key Informant Interview	Two (2) Religious Leaders Muslim/Christian	29/1/2021	09:00am-10:00am	Gujba
2	Key Informant Interview	Two (2) Traditional Leaders Fika/Potiskum Emirates	29/1/2021	09:00am-10:00am	Gujba
3	Key Informant Interview	Security Personnel (Police, Civil Defence, NSSGs)	29/1/2021	10:30pm-11:30pm	Gujba
4	Key Informant Interview	Professionals (Lawyers, Health Personnel)	29/1/2021	10:30am-11:30am	Gujba
5	Key Informant Interview	Two (Male/Female) Representatives from People living with Disabilities (JONAPWD)	29/1/2021	12:00am-1:30pm	Gujba
D. Associations And Groups In Potiskum					
1	Key Informant Interview	Two (2) Religious Leaders Muslim/Christian	1/2/2021	09:00am-10:00am	Potiskum
2	Key Informant Interview	Two (2) Traditional Leaders Fika/Potiskum Emirates	1/2/2021	09:00am-10:00am	Potiskum
3	Key Informant Interview	Security Personnel (Police, Civil Defence, NSSGs)	1/2/2021	10:30am-11:30am	Potiskum
4	Key Informant Interview	Professionals (Lawyers, Health Personnel)	1/2/2021	10:30am-11:30am	Potiskum
5	Key Informant Interview	Two (Male/Female) Representatives from Persons with Disabilities (JONAPWD)	1/2/2021	12:00pm-01:00pm	Potiskum
E Women Activists Gujba					
1	Key Informant Interview	Activist	2/2/2021	09:00am-10:00am	Gujba
2	Key Informant Interview	Activist	2/2/2021	09:00am-10:00am	Gujba
3	Key Informant Interview	Activist	2/2/2021	10:30am-11:30am	Gujba
4	Key Informant Interview	Activist	2/2/2021	10:30am-11:30am	Gujba
5	Key Informant Interview	Activist	2/2/2021	12:00pm-1:00pm	Gujba
F Women Activists Potiskum					
1	Key Informant Interview	Key Informant Interview	3/2/2021	09:00am-10:00am	Potiskum
2	Key Informant Interview	Key Informant Interview	3/2/2021	10:30am-11:30am	Potiskum
3	Key Informant Interview	Key Informant Interview	3/2/2021	12:00pm-01:00pm	Potiskum
4	Key Informant Interview	Key Informant Interview	4/2/2021	09:00am-10:30am	Potiskum
5	Key Informant Interview	Key Informant Interview	4/2/2021	11:00am-12:00pm	Potiskum
G FGD in Gujba					
1	Focus Group Discussion	Women (Elders) Groups in Gujba	8/2/2021	09:30am-11:00am	Damaturu
2	Focus Group Discussion	Men (Elders) Groups in Gujba	8/2/2021	11:30am-1:00pm	Damaturu
3	Focus Group Discussion	Youth (Male) Groups in Gujba	9/2/2021	09:30am-11:00am	Damaturu
4	Focus Group Discussion	Youth (Female) groups in Gujba	9/2/2021	11:30am-1:00pm	Damaturu
H. Focus Group Discussion in Potiskum					
1	Focus Group Discussion	Women (older) Groups in Potiskum	16/2/2021	09:30am-11:00am	Potiskum
2	Focus Group Discussion	Men (Elders) Groups in Potiskum	16/2/2021	11:30am-1:00pm	Potiskum
3	Focus Group Discussion	Youth (Male) Groups in Potiskum	17/2/2021	09:30am-11:00am	Potiskum
4	Focus Group Discussion	Youth (Female) groups in Potiskum	17/2/2020	11:30am-1:00pm	Potiskum

Key: KII – State Level Engagement with Ministries of Justice, Women Affairs, Police, Civil Defence, and Religious Affairs 06
 KII – MCN Partners/Initiative: AFRYDEV, NEYIF, WOYEIN, SARCS, Family Support Unit (FSU), FIDA-08
 KII – Association/Groups Gujba – 12 KII – Association/Groups Potiskum – 12 FGD – Gujba – Four (4) Groups – 12
 KII – Women Activists Gujba – 05 KII – Women Activists Potiskum – 05 FGD – Potiskum - Four (4) Groups, – 12

Appendix 6: Field Questions

FOCUS GROUP DISCUSSION

Name of Group Interviewed:

Date:

LGA:

Time discussion started:

Time ended:

Participant summary:

Name(s) of Facilitator(s):

Agree on confidentiality:

- Keep all discussion confidential
- Do not share details of the discussion later, whether with people who are present or not
- If someone asks, explain that you were speaking about the health problems of women and girls

Ask permission to take notes:

- No one's identity will be mentioned
- The purpose of the notes is to ensure that the information collected is precise

Introduction

As a method of more in-depth qualitative research, focus groups provide a means to obtain greater insights into the settings and contexts in which violence occurs, the dynamics of abuse, and how women, children, and communities are affected by this violence. Additionally, research on men can provide important insights into the causes of violence, as well as into the most effective strategies for preventing violence.

Focus groups also assist in determining the survival mechanisms that women employ to deal with GBV, both on their own, and with the help of their families and friends, especially those women for whom there is an absence of formal services. Understanding survivors' pathways to recovery can improve clinical interventions and public education campaigns.

In planning focus group discussions, you should consider the overall objectives of the study: do you want to learn about attitudes towards SGBV? or about survivor's coping mechanisms and utilization of GBV-related services?; or about the general nature and scope of GBV in a community? In identifying your objectives, it is critical to seek the advice of local women, particularly regarding cultural appropriateness of topics and methodologies for conducting group discussions. As with all research on GBV, issues of safety and security for both participants and researchers should be paramount when designing your research plan.

QUESTIONS

1. Are there problems with the safety and security of women and girls in this community?
2. What kind of problems are they?
3. Do they also include the following? Tick all that apply
 - Domestic violence
 - Rape

Ask only if the listed forms of SGBV are not mentioned by the group

- Sexual Assault
 - Sexual Exploitation
 - Denial of Resources
 - Physical Assault
 - Psychological/Emotional Violence
 - Survival Sex
4. If yes, what do you think are some of the likely causes?

5. How often did they occur in a week?
6. What are some of the consequences of the acts perpetrated against women and girls in your community?
7. Do they include any of the following incidents?

Tick all that apply

- Death
- Bodily injury

Ask only if the listed consequences are not mentioned by the group

- Suicide
- Miscarriage
- AIDs and other diseases
- Unwanted pregnancy
- Physical disability
- Depression
- Anxiety, shame, insecurity

9. Has anything been done to improve the safety of women and girls in your community?

10. If yes, what has been done?

11. Do members of this community know how to prevent and respond to incidents of SGBV?

12. What do you think can be done to improve the safety and security of women and girls in your community?

A. We would like to ask you a few questions about the security of women and girls after the crisis:

Note: You may choose to use community mapping to approach questions 1-2.

1. In this community is there a place where women and girls feel unsafe or try to avoid? (day? night?) What is it that makes this place unsafe?
2. From whom can women and girls seek assistance in case of a security problem?
 - Mother
 - Father
 - Traditional rulers
 - Religious leaders
 - Police
 - Nigerian Security and Civil Defence Corps
 - Vigilante
3. According to you, what could be done in this community to create a safe environment for women and girls?
4. Describe what kinds of violence women and girls faced during the crisis (not only acts of violence committed by armed actors). Adapt this question to reflect the specific context.

5. What happens to the actors of these acts of violence against women and girls? Are they punished? If so, how?

6. Without mentioning names or indicating any one means, according to you which group(s) of women and girls feels the most insecure or the most exposed to risks of sexual violence? Why? Which group(s) of women and girls feels the most secure? Why?

7. How does the family treat a woman or a girl who was the survivors of rape or sexual assault? How do they support her?

8. What do women and girls do to protect themselves from sexual and gender-base violence? What does the community do to protect them?

B. We would like to ask you some questions about the services and assistance available since the crisis:

9. What do women usually do after they have experienced Sexual and Gender Base Violence? Do they seek help?

10. When a woman or girl was experiencing sexual and gender-based violence, where does she feel safe and comfortable going to receive medical treatment?

11. Are there other services or support (counseling, women's groups, legal aid, etc.) available for women and girls that are survivors of sexual and gender-based violence?

C. We would like to ask you questions about a possible incident:

Develop a short, contextually appropriate case study in which a woman or girl is raped and is afraid to tell her family about what happened. Use this to frame the below questions. Be sure that the case study does not use a specific name for the woman or girl, so it is clear that this exercise is hypothetical and is not linked to anyone specific in the community. A few sample case studies are provided below, but must be adapted and selected based on the context.

Sample case study 1: A young girl left her shelter to hawk on the street of her community and she did not return home because she lost the money she sold, she is afraid that her step mother will beat her for that reason she prefer remaining on the street for this reason some guys saw her crying they said we are going to help you but you have to follow us home to collect the money she have no choice she follow them and those guys raped her.

Sample case study 2: A young widowed woman is alone in the returnee community, the sole caretaker for her two young children and her aging father. While in line to register for food distribution an NGO worker says he will give her an extra sack of rice each month if she visits him in the evenings to “keep him company.”

Sample case study 3: A young girl and her brother were not taken care of by their parent whenever they returned home they come with different things but the mother is very happy with them not knowing they were being raped every day by the person that is giving them those items this is neglect from the parents

12. Did you believe that street hawking is contributing to cases of sexual and gender-based violence?

13. If a girl reported that she experienced sexual violence similar to the girl in the story, how many of you would believe her story?

14. Why do women, girls and boys hesitate to share experiences like this with other people in the community?

15. Where could this woman, girls and boys go to receive appropriate assistance? What kind of assistance and support could they receive?

NOTE:

FOR RELIGIOUS LEADERS, ASK: Is there anything that Religious Leaders can do to prevent SGBV?

FOR GROUPS OF WOMEN LEADERS, ASK: Is there anything women leaders can do to prevent SGBV in the community?

FOR YOUTH LEADERS, ASK: Is there anything that Youth Leaders can do to prevent SGBV?

Conclusion

Thank you for participating. This has been a very successful discussion. Your opinions will be a valuable asset to the study. We hope you have found the discussion interesting. I would like to remind you that any comments featuring in this report will be anonymous.

Key Informant Interview Engaged Directly on SGBV

(As the interviewer, introduce yourself, explain the objectives of the interview and request the respondent's consent to be interviewed. Note the respondent's name, position and job title; describe his or her duties; and enter the institution's name and location and the date of the interview).

Date of interview:

Name of the institution/agency:

Name of person interviewed and contact details if they will provide it:

Their position in the institution/agency:

SECTION A

1. What is your understanding of what comprises SGBV?
2. Is SGBV on the rise or on the decline, and why?
3. Is there increased awareness of reportage in communities?
4. Who is most vulnerable and why? Where are they most vulnerable and why?
5. What cultural practices fuel the vulnerability of women and children?
6. What cultural practices can protect women and children against SGBV?
7. What are other strategies to curtail SGBV?
8. What is the role of Yobe SARC in curtailing SGBV, and how can it be enhanced?
9. What effective legal frameworks exist or are required to curb the menace of SGBV?
10. Who are the key interest groups to focus on to address sexual wrongdoings?

SECTION B

1. What kind of programmes is your agency implementing? Where are you implementing your programmes? (Try to get specific information of the location, districts, wards, etc.)
2. If they are engaged in food distribution, water and sanitation, etc., try to identify if they do anything to address gender concerns.
3. What types of SGBV do you think are most prevalent in this state?
4. What do you think are the major gaps in terms of preventing and responding to sexual and gender-based violence?
5. If your staff came across a case of sexual and gender-based violence during their work, what would they do? (PROBE: victims/survivors, family members, health professionals etc.)
6. What kind of mechanisms does your agency have in place to prevent sexual exploitation and abuse?
7. Do you know of any structures, activities and forums (or other coordination systems) that exist to address the needs of victims/survivors of sexual violence or other types of gender-based violence?

8. How do you think some of these challenges you face could be addressed?

SECTION C

1. Has girls'/women's safety changed during the COVID-19 pandemic?

- No change
- More safe
- Less safe
- Don't know

2. Has there been an increase in reports of violence against women and girls during the COVID-19 pandemic?

- Yes
- No
- Don't know

3. If yes, what types of violence have there been increased reports of? Tick as many as apply

- Rape/sexual assault of a woman by a family member
- Rape/sexual assault of a girl child by a family member
- Rape/sexual assault of a boy child by a family member
- Rape/sexual assault of a woman by a known community member (e.g., neighbour)
- Rape/sexual assault of a girl child by a known community member (e.g., teacher or neighbour)
- Rape/sexual assault of a boy child by a known community member (e.g., teacher or neighbour)
- Rape/sexual assault of a woman by an unknown community member
- Rape/sexual assault of a girl child by an unknown community member
- Rape/sexual assault of a boy child by an unknown community member
- Sexual violence of a woman by an armed actor
- Sexual violence of a girl child by an armed actor
- Sexual violence of a boy child by an armed actor
- Other sexual violence
- Intimate partner violence against a partnered girl or woman by her spouse/partner
- Other

Protection Services Structured Key Informants Interview

(As the interviewer, introduce yourself, explain the objectives of the interview and request the

respondent's consent to be interviewed. Note the respondent's name, position, and job title; describe his or her duties; and enter the institution's name and location and the date of the interview.)

Date of interview:

Name of the institution/agency:

Name of person interviewed and contact details if they will provide it:

Their position in the institution/agency:

1. What does gender-based violence mean to you? (If they do not seem to know, ask what kinds of incidents of sexual violence or domestic violence between intimate partners do you hear about?)

2. What types of GBV do you think are most prevalent in this community?

What types of cases of gender-based violence do you handle? (If they list something other than sexual violence, ask them what the most frequent type of violence against women and girls is that they handle.)

3. How often (if ever) do you handle sexual violence cases or other forms of gender-based violence?

How many per week or month?

4. What are the commonly used channels for reporting gender-based violence? From what individuals or organizations do you typically receive reports of sexual violence? (PROBE: victims/survivors, family members, health professionals, etc.)

5. Is there someone at the police station specifically trained to provide victim -friendly services? Have they been trained to handle sexual violence or other forms of gender-based violence? How long did the training last and who provided it?

6. Are victims/survivors attended to by same-sex officers? If not, why?

7. How do you respond to cases of sexual violence or other forms of sexual violence? For what services do you refer (psychosocial, medical, legal)?

8. Are you able to help victims/survivors of gender-based violence (or specifically sexual or domestic violence) relocate when their life is in danger? Where can you refer such clients (shelters, etc.)?

9. Does your police station have the ability to transport or accompany victims/survivors for further services? If no, how do victims/survivors access the services? (PROBE: sexual violence survivors)

10. How do you document the victim's statement?
Are there specific forms that you use? (Request a copy of all of the forms that they use, including referral forms). How much do the forms cost?
11. What kind of documentation is required to initiate legal proceedings and investigations (rape kit, medical affidavit)?

How many rape kits do you keep in stock in this station?

12. Do you or others in your station ever testify in court about investigation findings, if the victim/survivor chooses legal action?
13. Are there any cases where investigating or following-up on cases seems impossible? What are the challenges?

How would you describe the working relationship between security actors, NGOs, Ministry of Women Affairs and Health facility over sexual violence as well as gender-based violence?

How do you work together?

14. How would you describe the relationship between security actors and Ministry of Justice regarding prosecution of rape cases?
15. What policies or laws (national, county-level or traditional) are in place for cases of sexual violence or other forms of gender-based violence?

How do you use these policies?

16. What other structures, activities and forums (or other coordination system) is your institution involved in to address the needs of victims/survivors of sexual violence or other types of gender-based violence?
17. As security actors what are some of the challenges that you face in responding to sexual violence or other forms of gender-based violence?
18. How do you think some of these challenges you face could be addressed?

Security procedures and practices

A. What types of cases have you seen here? (offer some examples)

- What happened to those cases
- Check perceptions that may affect practices; e.g.
- a) women “drop the charges” when the perpetrator is husband – no need for rigorous investigation
- b) claims of “rape” are to cover a woman's promiscuity and shame

B. Capacity of police station/post

- Physical layout, available private interview space, location/size of jail, etc
- Number of officers and commanders

A. Number of female officers.

B. How patrols are scheduled, routes chosen

- Staff rotation schedule for this location (if remote)
- Vehicles available, fuel, state of repair, etc
- Forms, paper, pens, desks, files

C. Acceptable reporting sources

- NSCDC
- Liaison with UN agencies
- NGOs
- Religious leaders
- Community security teams, others

D. Police knowledge applicable laws

- Copies of current statutes in police stations/posts
- Police officers able to read and apply the laws
- Orientation and training about this location for new officers
- Training in laws, procedures – ongoing training

E. Location of interviews with GBV complainants

- Private space
- Who is present

F. Documentation

- Written complaint – what is needed
- Medical documentation
- Standard form
- Examination findings
- Forensic evidence
- Signature authorization

G. Investigation and arrest

- Procedures – what are they, are they written
- Detention of suspects – physical conditions (food, treatment, water/san, etc)
- Writing charges – whose role is this? Police, NSCDC, Magistrate, Prosecutor
- Protection of survivor and witnesses

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. The five-year programme (2017-2022) is funded by the European Union and implemented by the British Council.

Find out more
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