NATIONAL SECURITY STRATEGY DEVELOPMENT

Nigeria Case Study

Working Paper

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THE PROCESS OF REVIEWING NIGERIA'S NATIONAL SECURITY STRATEGY 2019

INTRODUCTION

Nigeria's National Security Strategy contains eight (8) chapters. The first three chapters deal with issues which impact on national security while the last five chapters deal with the strategies to combat and contain such issues.

Chapter 1 deals with National values, interests and objectives. These issues gird the totality of the makeup of the state in terms of politics, economy and social values. They indicate that the protection of the Nigerian people and territory, promotion of Nigeria's prosperity and sustainable development, national unity, peaceful co-existence as well as regional and international interests are of essential to the Nigerian state.

Chapter 2 is a general overview of the geo-strategic environment in terms of the composition of ethnic groups, religious affiliations, international boundaries, and potential conflict areas, internal & external security challenges and international engagements and affiliations.

Chapter 3 deals specifically with national security threats among which are terrorism, violent extremism and armed banditry, kidnapping, militancy, supremacist agitations, pastoralist and farmers conflicts, transnational organised crime, piracy, sea robbery, cybercrime, socio-political threats, public health challenges, unemployment as well as regional and global challenges.

Chapter 4 deals with protecting Nigerian people and their territory, crisis response and resilience, national defence, internal security, terrorism and counterterrorism. Preventing & combating kidnapping, armed banditry and militia activities, cybersecurity development, promotion of research & development and combating other threats earlier identified in the maritime space, organised crime, critical national assets, land & border security, chemical & biological, radiological, nuclear and explosives.

Chapter 5 deals with enhancing the economic aspects of Nigeria's security, energy, food, labour, health, education and environmental security.

Chapter 6 focuses on political-security issues, social security, general sensitivity, cultural, religious and traditional institutions as well as strategy to enhance engagements of youths.

Chapter 7 deals with to strategies to enhance bilateral, regional and international issues with specific emphasis on Economic Community of West African States (ECOWAS), the Gulf of Guinea Commission, (GoC) Community of Sahel-Saharan States (CEN-SAD) the African Union, United nations, diaspora issues and Defence engagements.

RATIONALE & REASONS FOR THE REVIEW

The NSS 2019 is essentially a review of the 2014 publication. The 2014 publication recommends that a review of the NSS should be undertaken in Nigeria periodically, every 5-10 years, hence the necessity to conduct a review. The second reason is that there have been significant changes on the security landscape, between 2014 and 2019. For example, in 2019, the Boko Haram insurgency posed existential threat as the organisation was able to capture and hoist flags in some local governments both in Borno and Yobe states. Currently, Boko Haram does not have such grip, largely due to the devastating onslaught of the Nigerian military on their bases and hideouts. Also, Niger Delta militancy was at the end of its reign in 2014, however, there were muted calls for re-opening of the third phase of amnesty programme, with subtle threats that if their requests were not met, there could be a reopening of militancy campaigns. In 2019, there were no such threats emanating from the former militants or those who wanted to be considered as militants.

There are many other significant security challenges in the 5 years between 2014 and 2019. Hitherto, localised security challenges, such as pastoralists/farmers, conflicts gained traction and rapidly spread all over the country to become what is now termed "herdsmen/farmers" conflict. At a particular period, most of all the 36 states in Nigeria were affected, with daily reports of clashes with deadly consequences. Kidnapping which was noticeable, but not on a large scale in 2014, became a major security challenge by 2019, especially in states such as Katsina, Zamfara, and many other parts of the country. It is now so rampant that it is considered third to Boko Haram insurgency and herdsmen/farmers conflicts regarded as first and second among the security challenges.

While cultism, especially among students of tertiary institutions, which was prevalent in 2014, has receded substantially, another form of cultism has resurfaced by 2019, involving killings and using organs of unfortunate victims for ritual purposes. The incidence of armed groups occupying forests and other ungoverned spaces not prevalent in 2014, has metamorphosized into an expanding and dangerous security situation.

On the international scene, the influence of Al-Qaeda has subsided and replaced by ISIS, which has a branch in West Africa known as ISWAP. It is not clear if ISWAP has been able to expand its operations significantly. The war in Iraq, Syria and Libya are issues capable of having a reverberating effect on the security situation in Nigeria. These are some of the reasons which necessitated the 2019 review.

THE INITIATION AND ENTRY POINTS FOR THE REVIEW PROCESS

The initiation of the review process was undertaken by the Office of the National Security Adviser, because of the reasons earlier provided. In the beginning, it was clear that the NSS 2014 was the main document to be reviewed, however, since 2014, there have been other relevant documents which came into existence, or were also reviewed, to bring them up to date. One of these is the Defense Policy; the other is the Counter-Terrorism Policy and Strategy. These documents in some way, gave a direction to which the NSS would go.

ENTRY POINTS FOR THE REVIEW PROCESS

The relevant departments in ONSA which were cognizant of the recommendation contained in NSS 2014, for a review (after passage of 5 to 10 years) which were also aware of the various changes in the prevailing security situation, saw the urgent need to carry out a review of the NSS 2014, which will result in the production of NSS 2019. The idea for review was subsequently tabled and accepted by the relevant authorities.

THE INSTITUTION OVERSEEING THE REVIEW PROCESS, COMPOSITION OF THE DRAFTING COMMITTEE AND ITS TERMS OF REFERENCE

The Office of the National Security Adviser (ONSA) is the institution responsible for overseeing the review process. The composition of the Document Review Committee or drafting committee is varied. It consists of members of the core

security and paramilitary agencies in Nigeria. It also has a representation of the Civil society organizations CSOs, lawyers, former career foreign service officers, retired military officers. Also, to allow for a wider range of contributors, staff of prominent research institutions, professors and subject matter experts were invited and assigned topics, which were relevant to the security issues under consideration at the forum.

The Office of the National Security Adviser went a step further by approaching some diplomatic missions to help identify experts on NSS formulation and drafting in their various countries, to come and provide background information on how NSS in such countries were drafted, and the essential ingredients of an NSS document. Their inputs were very useful and helpful in guiding deliberations of the NSS drafting committee.

The terms of reference for the committee were quite simple and straightforward. These are, to carry out a critical review of the geostrategic environment, identify threats and corresponding strategies, consider internal and external threat environment, examine and determine relevant inputs of MDAs, (Ministries, Departments and Agencies) CSOs (Civil Society Organisations) and SMEs (Small and Medium Scale Enterprises) that could be mobilised for inclusion in NSS 2019.

Others terms of reference include, conducting a comprehensive analysis of NSS 2014 and the National Security Policy of other countries, consider a reflection of the key tenets of Nigeria's foreign and defence policies in the NSS 2019, establish any other relevant issue that would be beneficial to the review, and liaise with any other relevant stakeholder or SME (Small and Medium-scale Enterprises) deemed appropriate.

THE REVIEW PROCESS, CONSULTATIONS AND SOME CHALLENGES AND OPPORTUNITIES DURING THE PROCESS

The office of the NSA sent out letters to relevant agencies and stakeholders numbering up to about seventy different institutions, informing them of its desire to carry out a review of the NSS 2014 and produce an NSS 2019. It also requested contributions from each agency in terms of inputs, suggestions, observations and criticisms, so as to have a wide-ranging all-encompassing contribution. After receiving responses, a document review committee was set up to sieve through responses received and commence formulation of NSS 2019. After the documents had been received, about seven academics were invited to deliver papers on different

aspects of NSS review, and what it should contain. When all these reviews were done, drafting of the NSS 2019 started, with members of the document review committee assigned different tasks, which were later collated to produce the first draft of the NSS 2019.

The objective set by ONSA was a quick and successful review; they did not spare any effort in achieving that goal Through diplomatic channels, opportunities were provided to learn about the experiences of other countries. The third aspect was that committee members were carefully chosen, knowledgeable, committed and hardworking, with considerable professional experience over many years in. their varied career. The only challenge was that one or two members of the drafting committee had other assignments which prevented them from regularly attending meetings.

THE PROCESS OF APPROVAL, ADOPTION AND DISSEMINATION OF THE DOCUMENT

After the documentation committee had completed its job by producing a final draft of the NSS 2019 document, the directorates responsible for the exercise in the office of the NSA reviewed it and made necessary amendments, after which it was passed up for approval and a final copy sent to the Presidency. The Presidency would also have made some amendments before it was signed. The document was later launched officially by Mr. President. This concluded the production and publication of the document.

IMPLEMENTATION PLAN AND MATRIX

To avoid a situation where a diligently crafted NSS document is only aspirational, and left on the shelf to gather dust, there is an implementation strategy towards realizing the outcomes expected in the NSS 2019.

The first step of the implementation process commenced with the sensitization workshop held on December 16, 2019, during which relevant stockholders were gathered together to discuss and analyse the document itself and what was expected of the security agencies, MDAs, SMEs as well as other stakeholders.

This is the onset of the phase I of the implementation strategy. In general, in the proposed implementation plan, the phase I include actions/measure to be taken

immediately and expected to be complemented within the next 12 months. The phase II which will be a continuation of measure expected, will be continually until completion or expiration of the life of USS 2019.

The followings are some of the steps recommended in the implementation process;

- Public sensitization, to create awareness and buy-in

- Establishment of a steering group at ONSA to drive and monitor the process of implementation.

- Distribution of copies of NSS 2019 to Ministries, MDAs, CSOs and other stakeholders

- Advise relevant MDAs and stakeholders to develop their own implementation plan using implementation template to create buy-in and ownership.

- Commencement of an intensive information campaign through the National Orientation Agency and the Federal Ministry of Information

- Establishment of NSS 2019 contact group or persons in MDAs and in other relevant agencies

- Conduct regular workshops to create functional awareness

- The relevant agencies targeted include States and Local governments, through the Office of Secretary to the Government of the Federation, Governors in the 36 states of the Federation, through their Secretary to the Government or Department responsible for State Security as the case may be, Security community, selected MDAs, the Armed Forces of Nigeria, the press through NUJ as well as other identified groups, such as traditional institutions.

CONCLUSION

The National Security Strategy of any country is a living document, it addresses issues recognized as significant security challenges and tries to proffer the best ways to tackle them. As the nature of security threats change over time and new threats emerge, the security landscape is very dynamic, and the NSS must take measures to catch up with the rapidly changing landscape.

In Nigeria, there have been many significant security changes over the last five years, as explained earlier. The various agencies, MDAs, CSOs, NGOs and stakeholders whose activities impact security or vice versa, who are impacted by changing security dynamics were brought together to look at a new formulation of what needs to be done to cope with/combat/confront the various new security development.

The office responsible for coordination of national security – ONSA, took appropriate steps to cause a review which was carried out in 2019. Efforts are ongoing to ensure the implementation of the NSS 2019 are explained earlier in the paper. It is expected that the NSS 2019 will go a long way towards helping the various agencies to reorder their priorities as far as security is concerned and help the country to meet current and future security challenges, which is necessary for Nigeria to remain a strong, viable, peaceful, united, prosperous and democratic nation

Below are the guidelines sent to me to comment/write about

DOCUMENTATION OF THE PROCESS OF REVIEWING THE NSS 2019 IN NIGERIA

1. Introduction: which provides a synopsis of the 2019 NSS

2. Rationale and Reasons for the review

3. The initiation and entry points for the review process

4. The institution overseeing the review process, the composition of the drafting committee and its terms of reference

5. The review process, consultations, and some challenges and opportunities during the process

6. The process of approval, adoption and dissemination of the document

7. Implementation plan and matrix

8. Conclusion