



POLAC MANAGEMENT REVIEW (PMR)
DEPARTMENT OF ECONOMICS AND MANAGEMENT SCIENCE
NIGERIA POLICE ACADEMY, WUDIL-KANO



STRENGTHENING NATIONAL RESILIENCE CAPABILITIES IN NIGERIA

Kyauta Bulus Tanyigna

Directorate of Studies, National Institute for Policy and Strategic
Studies, Kuru, Plateau State, Nigeria

Joyce Kyauta Tanyigna

Youth Friendly Centre, Directorate of Students' Affairs, University of
Jos

Abstract

The study analysed the strengthening of national resilience capacities in Nigeria. Emphases have been made at different occasions to resilience in different sectors of the economy but hardly on National Resilience as a whole. This situation makes it imperative that Nigeria is yet to focus with every vigour on its National Resilience Capabilities. The established Institute of Resilience or the Institute given the mandate of building the National Resilience to prepare Nigeria's National Resilience Policy and Strategy that will incorporate national resilience as a guiding principle, stating the mission, vision, and actions of the government to resilience, communication and investment strategies, interagency coordination, processes for data metrics for increasing resilience etc. The Federal Government to make additional recruitment of security personnel especially the police to become more than the UN standard ratio 1:500 (Police: citizens) so as to make Nigeria a "police state" in the beginning as a first point in order to be able to enforce the implementation of the laws and increase National Resilience of Nigeria

Keywords: Resilience, Capacities, Nation, Recruitment

1. Introduction

The definition enshrined in resilience as different from security must be stated from the beginning to bring about clarity in discussing the subject matter. This is because those in security studies have often thought that resilience is a component of security, while in the real sense of it, it is not. Vice versa may actually be the case. Resilience, accordingly is the capacity of vulnerable households, families, communities and systems to face uncertainty and the risk of shocks, to withstand and respond effectively to shocks, as well as to recover and adapt in a sustainable manner (Devanny & Harris, 2014; NRC, 2012 and NSS, 2018). It is the ability to be courageous, strong and to bounce back (Musa & Sulieman, 2020).

This definition calls for concerted humanitarian and development efforts to increase the resilience of vulnerable households, families and communities and to break the cycle of recurrent crises in all circumstances. It addresses, by means of a unified approach, the causes of

acute and chronic crises, while helping vulnerable households to increase their incomes, gain access to basic infrastructures and social services, and create wealth by sustainably strengthening their livelihoods.

In simple terms resilience is the ability to carry on despite the trauma suffered, yet is inseparable from the trauma itself (RDNF, 2010; FSI, 2021). This approach requires the concurrent implementation of long-term structural programmes and short-term actions aimed at addressing the immediate needs of the most vulnerable populations; long-term programmes that include human capacity building at all levels, and support for communities in their efforts to build resilience through building/strengthening community governance, social service systems, and other infrastructures, community early warning and prevention mechanisms etc.

Security on the other hand is a key concern of government (Zabadi, 2005; Luckham & Kirk, 2012;

Galadima & Ogbonnaya, 2018). That is why at the inception of every government, the President or Governor swears to an oath to among other things provide security for the citizens. In order words to protect lives and property of citizens and those that dwell therein. This means that security is related to the presence of peace, safety, happiness and the protection of human and physical resources or the absence of crisis and threats to human injury among others.

National Security of a state or nation is a term that has, over the years been closely associated with war situations and elements that impinge on external aggression (Chalmers, 2015). The earliest definition of national security was a situation whereby a nation or state does not have to sacrifice its legitimate interests to avoid a war situation and was also able to maintain such interests by war, when challenged (OECD, 2008). However, with the advent of democracy and its attendant modifications of governance and leadership, the definition and scope of national security has come to embrace other facets of the subject which were not hitherto on the fore. It has also sprung up newer dimensions to an all-round appreciation of the subject. It has thus become the requirement to maintain the survival of a state through the use of economic, diplomacy, power projection and also political power (Security, 1998; Rogers, 2010).

National Security or National Defence from the perspective of the USA is a collective term encompassing both national defense and foreign relations; it is the condition provided by a military or defense advantage over any foreign nation or group of nations; a favorable foreign relations position or a defense posture capable of successfully resisting hostile or destructive action from within or without which may be overt or covert (NRC, 2012; US White House, 2015). A deeper perspective shows that the flip side of national security is national security explained as the action of defending, of protecting from attack and danger (NRC, 2012). It is the condition of not being threatened, physically, psychologically, emotionally or financially (Brown, 1983). This means that National Security or National Defense is the security and defense of a nation state,

including its citizens, economy, and institutions, which is regarded as a duty of government (Zabadi, 2005). Although originally conceived as protection against military attack, national security or national defence is now widely understood to include also non-military dimensions, including the security from terrorism, minimization of crime, economic security, energy security, environmental security, food security, cyber-security as well as actions of other nation states; violent non-state actors; narcotic cartels, multinational corporations, and also the effects of natural disasters (Galadima & Ogbonnaya, 2018).

The fulcrum of National Resilience on the other hand carries with it the fact that natural and human-induced disasters carry with them the potentials for injuries, displacement of people, loss of homes and land, disruptions in transportation, business interruption, job losses, and death. Therefore places greater demands on federal, state, and local resources. These happenings which are either man-made or natural, demand greater resilience of a nation and its communities to help decrease the losses and to increase the nation's physical, social, economic and environmental health. This means that national resilience is the efforts by the entire citizenry of a nation and not limited to only the efforts by the government or the military. The national resilience capabilities therefore include the ability or weapons that a nation or state possesses to be resilient to both man-made and natural calamities that may befall it.

Resilience versus Security

One of the core questions to ask in establishing the difference or the correspondence between national resilience strategies with the state's responsibility to manage national security is, can resilience be an integrated component of national security, or is it an alternative to it? If an integrated component, what value addition can resilience bring to the table in comparison to national security? On the other hand, if resilience is complimentary to national security, how should one balance between the two?

The principal differences between security and resilience

are manifest. In both scope and objectives, they two are interrelated, but arguably separate concepts. First of all, security is essentially preventive and proactive in nature, aimed at protecting the state and the citizens against threats, identified and assessed through the means of intelligence and law enforcement, or risk assessments based on past actual events. In terms of its scope, security as a strategy aims to stop the threat before it materializes or escalates, or in the worst case to defeat it as soon as possible (Brown, 1983). Security is usually relatively specific, focusing on persons, organization's facilities and territory. If the object of security is destroyed, disrupted or compromised, this constitutes a failure. Security is thus relatively specific in terms of its objectives, and its rate of success is generally verifiable (Davies, 2010). Resilience, on the other hand, is a combination of proactive and reactive measures aiming at reducing the impact but not at preventing threats as such. On the contrary, resilience as a concept suggests that preventive measures have not had a full effect, and it consequently focuses on minimizing disruption to critical services to the society once an event has nonetheless happened (QECD, 2008).

Perhaps because of this logic, most of the resilience strategies would also appear to subscribe to an 'all hazards approach', accounting for all forms of human, technical and natural threats, ranging from terrorism and sabotage to technical system failures and natural disasters. Resilience also, unlike security, suggests an ability to adapt to disruptions and recover from them to the state of normalcy within an acceptable timeframe, rather than attempting to 'defeat' the disruption or its source (Taylor, 1974). Consequently, resilient systems are often described as self-learning, self-organising and innovative, a combination of which provides them with the capability to continue functioning, rather than to be safeguarded against disruption or being compromised in another manner (Taylor, 1974).

The critical question again is "how do resilience and security relate to each other and how to balance between the two in terms of objectives and the optimal use of resources? This is not entirely straightforward, but

doable nonetheless. On the one hand, security is an essential element of resilience, with a specific aim to reduce the likelihood of a major event and limit its impact in order to avoid irreparable damage and loss of life, as well as to facilitate efficient recovery by maintaining the most essential structures and resources as intact as possible. On the other hand, resilience could be seen as an integrated element of national security, with a specific aim to provide a solution for preparedness against unforeseen and sudden threats, against which it is not possible, or at least not cost-effective to use a preventive security approach. In any case, the strategic objective should be lowering the risk of disruption in the most essential functions to an acceptable level, whilst ensuring that the essential functions of the society as a whole can be recovered in a reasonable time and with reasonable cost (QECD, 2008).

2. Conceptual Issues

The concept of national resilience from the viewpoint of Indonesia is of interest. It asserts that National Resilience (TANNAS) is the dynamic condition of Indonesia as a nation, which covers all aspects of integrated national life filled with tenacity, toughness and capacity to still develop strongly in the midst of challenges, threats, hindrances and disturbances; both internally and externally; and to ensure national identity, integrity and sustainability as well as struggle to achieve national purpose (Lemhanas RI, 2018). National Resilience from this viewpoint is seen as development through arrangements and actualisation of welfare and resistance in a balanced, harmonious and compatible manner in all aspects of life. This will mean that for an organization to have National Resilience, it must have the ability to anticipate, prepare for, respond to and adapt to incremental changes and sudden disruptions in order to survive and prosper.

The concept of National Resilience as different from National Security presupposes that the later does not seem to be limited to government and military actions alone while the former appears to. National security refers to the security of a nation state, including its

citizens, economy, and institutions, and is regarded as a duty of government (Mailer, 1993).

Conceptualizing and understanding the National Security choices and challenges of African States is a difficult task. The policies and practices of many African states see national security as being synonymous with state security and even more narrowly- regime security. The problem here is that a number of African states have been unable to govern their security in meaningful ways. Often failing to be able to claim the monopoly of force in their territories. A hybridity of security 'governance' or 'providers' thus exists (Luckham & Kirk, 2012).

States that have not been able to capture this reality in official national security strategies and policies as well as implementation often find their claim over having the monopoly of force and sovereignty often challenged (Luckman & Kirk, 2012). This often leads to the weakening of the state. Examples of such states are South Sudan and Somalia. This situation unfortunately is becoming true of Nigeria. This means that while attention needs to be on National Security, greater attention needs to be placed on National Resilience which involves the participation of not only the government or military but all communities that make up the nation.

3. Frameworks for National Resilience in Nigeria

The endorsement of resilience is now the corner stone for bouncing back in the aftermath of a shock, disaster or a collective trauma. However, the term National Resilience is not familiar in Nigeria as much as National Security and National Defence. As a result of this, the institutional and policy frameworks for resilience are only in relative and not in specific terms. The legal framework for resilience can be traced to the 1999 Nigerian Constitution as amended. This is found in Section 14, subsection (2) (b) of the 1999 Nigerian Constitution as amended where it states that "...the security and welfare of the people shall be the primary purpose of the government..." Another part of this constitution relevant to National Resilience is in Section 20 which also states that "...the State shall protect and improve the environment and safeguard the water, air and land, forest and wildlife of

Nigeria". There are also the provisions for the establishment of the Nigeria Police Force and the Armed Forces in Section 214 and 217 respectively. Section 217, subsection (2), (a) – (c) which provides for the Army, Navy and Air Force is more specific in addressing their functions as follows:

- i. defending Nigeria from external aggression.
- ii. maintaining its territorial integrity and securing its borders from violation on land, sea or air.
- iii. suppressing insurrection and acting in aid to civil authorities to restore order when called upon to do so by the president, but subject to such conditions as may be prescribed by an Act of the National Assembly

Nigeria appears not to have institutional frameworks specifically for strengthening National Resilience. The mandates of the strategic institutions when looked at more closely only have near-mandates to building or strengthening National Resilience. At best they carry only aspects of National Resilience. For example, while some are concerned with the security and defence which are only parts of resilience, some others are concerned with the natural disaster aspect which is also only a part of resilience.

For policy frameworks, the current National Security Strategy reviewed and launched in 2019 has again placed the responsibility of managing natural disasters on the shoulders of National Emergency Management Agency (NEMA). However, without being specific, it mentioned in Chapter 4 that "...the objectives of the national crisis and management system seek to prevent crises; establish an effective management structure to respond to a threatened or actual crisis; apply a multi-sectoral approach to crisis management; and lastly, build national resilience". The policy also states that "...to build public resilience, it will promote continuous education, orientation, mobilization as well as emergency preparedness and drills". This means that the idea of building national resilience in Nigeria can only take place on an ad-hoc basis and only in the event of crisis will the government institutionalize the establishment of case-specific strategic level crisis management team. The authors feel this approach

appears too generalized because no agency is given the responsibility of building national resilience. By this, it means the assumption by government is that crises are an abnormality in our society. This again has defeated the idea in conceptualizing national resilience, which believes that crises are bound to happen and so adequate preparedness at all times must be put in place as against the ad-hoc preparations when crises occur.

4. Structure of National Resilience Index

The challenges, threats, hindrances and disturbances which Nigeria has as a nation are also usually used as pillars or National Resilience index. These many impediments are not different from what other nations face except in terms of intensity and style of occurrences. The capability to withstand them is again what makes the difference between success and failure.

The concept of national resilience index in Indonesia is both static and dynamic (Lemhannas RI, 2018). The static index is based on geography, demography and natural resources of the nation, while the dynamic index is based on defence & Security, economy, social cultural, political and the ideology of a nation. On the other hand, the Fund for Peace (Messner, 2018; FSI, 2021), use 3 indexes with 12 indicators to ascertain the fragility, stability, or resilience of any country as follows:

Social

- i. Mounting demographic pressures and tribal, ethnic and/or religious conflicts
- ii. Massive widespread vengeance-seeking group grievances
- iii. Chronic and sustained human flight

Economic

- i. Widespread corruption
- ii. High economic inequality
- iii. Uneven economic development along group lines
- iv. Severe economic decline

i. Political

- v. De-legitimization of the state
- vi. Deterioration of public services
- vii. Suspension or arbitrary application of law, widespread human right abuses

- viii. Security forces operating as a “state within a state” often with impunity
- ix. Rise of factionalized elites
- x. Intervention of external political agents and foreign states.

The Fragile States Index (FSI), produced by The Fund for Peace, is a critical tool in highlighting not only the normal pressures that all states experience, but also in identifying when these pressures are pushing a state towards the brink of failure in terms of National Resilience. By highlighting pertinent issues in weak and failing states, the FSI makes political risk assessment and early warning of conflict accessible to policymakers and the public at large (Messner, 2018).

Nigeria’s current status in FSI is abysmal, it takes position 14th (FSI, 2022), described as one of the most fragile states out of 178 countries and categorized to have an “Alert” or “Vulnerable” status. This means that Nigeria has a low status in National Resilience. South Sudan is the worst or the most fragile State with the 1st position. Countries in Africa such as DRC Congo, Sudan, South Africa, and Ghana occupy positions 6th, 7th, 85th, and 108th, respectively. In the Middle East, Afghanistan and Iran are positions 9th, and 52nd respectively. Pakistan, India, Indonesia, in Asia are in positions 20, 72 and 91 respectively. The United State of America is in position 154, while Finland occupies the last position as the 178th. This means that, Finland is the least fragile or the most resilient/stable country in the world. Nigeria’s position is no good news, as the 14th least resilient or most fragile country in the world, Nigeria must do everything possible to strengthen its national resilience capabilities to be able to continuously exist as one strong, prosperous, and indivisible nation.

5. National Resilience Capabilities

Capabilities are abilities, qualities, powers and or weapons to do something (Chambers Dictionary, 2018). It means that to achieve National Resilience, that nation must take on board resilience capabilities programmes aimed at increasing the response to and recover from civil emergencies and provide advice on preparing for a crisis through warning, information, evacuation, and provision

of shelter/guidance. This will be done by understanding what capabilities are needed to deal with the consequences of emergencies, regardless of whether those emergencies are caused by accidents, natural hazards or man-made threats.

The basic initiatives for strengthening national resilience in Nigeria should be in accordance with the National Security Strategy (NSS, 2018), categorized in Article 8 as follows:

- i. Ensuring the protection of human lives from large scale disturbances to the extent of securing a system that will contribute swift evacuation and rescue of people, support victims but prioritizing the viewpoints of women, elderly people, children and people with disabilities.
- ii. Avoiding fatal damage to important functions of the nation and society even in the event of large-scale disturbances and ensuring a stable supply of daily necessities, thereby enabling the political, economic, and social activities to remain sustainable.
- iii. Minimizing damage to the property of the citizenry and public facilities through countermeasures such as addressing the issue of aging of public facilities, promoting the building of safe communities to effectively prevent or mitigate natural and man-made disturbances.
- iv. Contributing to swift recovery and reconstruction from disturbances through such means as strengthening collaboration among regions.
- v. Promoting initiatives for building National Resilience such as dialogue with aggrieved groups.
- vi. Prevention and mitigation basically through combination of self-help efforts, mutual assistance and public help with the national government should playing a central role in particularly serious or urgent situations.
- vii. Ensuring the safety, health and the protection of citizen's property as well as maintaining their lives and that of the national economy through the effective use of financial funds.

6. Conclusion and Recommendations

In Nigeria, emphases have been made at different occasions to resilience in different sectors of the economy but hardly on National Resilience as a whole. This

situation makes it imperative that Nigeria is yet to focus with every vigour on its National Resilience Capabilities. However, building a more resilient nation has become pertinent because natural and human-induced disasters carry with them the potential for injuries and death, displacement of people, loss of homes and land, disruptions in transportation, business interruption, job losses, and greater demands on federal, state, and local resources. Against this backdrop and climate change issues requires greater national resilience so as to increase the nation's physical, social, cultural, economic, and environmental health.

As it were, Nigeria does not seem to have any policy document on National Resilience, except the National Security Strategy which makes resilience an integrated part of security to be handled on an ad-hoc basis. This means at best that; Nigeria will only react to crises in emergency situations in order to maintain security and order. This is momentary and only a part of National Resilience. However, Nigeria has disaster management agency, policy and strategy, as well as security and defence institutions but the objectives for establishing them based on their enabling acts do not give them the mandate for building or strengthening national resilience.

To mitigate against increase in fragility of the Nigeria state and to strengthen national resilience capabilities, recommendations are hereby made as follows:

- i. Nigeria to develop a national ideology/philosophy to complement the national pledge and national anthem to strengthen Nigeria's cohesion as a key prerequisite of national resilience.
- ii. The Federal Government to establish an Institute of Resilience or give the specific mandate of building/strengthening national resilience to an already existing institution.
- iii. The established Institute of Resilience or the Institute given the mandate of building the National Resilience to prepare Nigeria's National Resilience Policy and Strategy that will incorporate national resilience as a guiding principle, stating the mission, vision, and actions of the government to resilience, communication and investment

strategies, interagency coordination, processes for data metrics for increasing resilience etc

iv. The Federal Government to make additional recruitment of security personnel especially the police to become more than the UN standard ratio 1:500 (Police: citizens) so as to make Nigeria a “police state” in the beginning as a first point in order to be able to enforce the implementation of the laws and increase National Resilience of Nigeria.

v. The Federal and State Government to embark on massive employment and create ambient environment for the private sector to do likewise in order to Overcome restiveness among the youth which have a high unemployment rate.

vi. The Federal and State Governments to increase allocation to science, technology and innovation (STI) ministries, departments and agencies (MDA's) so that Research and Development (R & D) becomes the centre-piece of transformation to provide technology that will monitor and curb all threats to national resilience.

vii. These national vision, national strategies, resilience-enhancing efforts, and other steps enumerated above toward a more resilient nation are the key actions for now that can help guide in advancing and strengthening/building a collective national resilience that Nigeria so deserves.

References

- Brown, H. (1983). Thinking about National Security: Defense and Foreign Policy in a Dangerous World. As quoted in Watson, C. A. (2008). U.S. National Security: A Reference Handbook. Contemporary World Issues (2 (revised) ed.). ABC-CLIO. p. 281. ISBN 978-1-59884-041-4. Retrieved 24 September 2010.
- Chalmers, M. (2015). "A Force for Order: Strategic Underpinnings of the Next NSS and SDSR". RUSI.
- Davis, R.T. (2010) and Robert T. D. (ed). U.S. Foreign Policy and National Security: Chronology and Index for the 20th Century. Praeger Security International Series (Illustrated ed.). ABC-CLIO. pp. xiii–xiv. ISBN 978-0-313-38385-4.
- Devanny, J. & Harris, J. (2014). "The National Security Council: National Security at the Centre of Government". Institute for Government & King's College, London.
- Farah, P.D. (2015). "Sustainable Energy Investments and National Security: Arbitration and Negotiation Issues". *Journal of World Energy Law and Business*. 8 (6).
- FSI (2021) Fragile States Index. World Population Review.com. Retrieved 8th November, 2021
- FSI (2022) Fragile States Index. World Population Review.com. Retrieved 2nd June, 2023
- Galadima, H.S. and Ogbonnaya, U.M. (2018). Regional Responses to Security and Development, Challenges in East and Southern Africa: Lessons and Way Forward. *Journal of African Security Review*. 27(2): 158-176
- Lemhannas, RI. (2018). Geostrategy of Indonesia and National Resilience. National Resilience Institute of the Republic of Indonesia.
- Luckham, R. & Kirk, T. (2012). Security in Hybrid Political Contexts: An End-user Approach.
- Mailer, C. (1993). Peace and Security for the 1990s. Unpublished paper for the MacArthur Fellowship Program, Social Science Research Council.
- Musa, U.F. and Suleiman, I. (2020). Exploring the Strategies for Building Resilience to Poverty in Bauchi State, Nigeria. *Journal of International Studies* 16: 145-158
- NSS (2018). National Security and Development in Nigeria. Executive Office of the President of the United States (<https://www.researchgate.net/publication/262483933>)

- NRC (2012). National Research Council: Building a more Resilient Nation – A National Imperative. Washinton DC: The National Academies Press.doi:10.17226/13457.
- OECD (2008) Protection of ‘Critical Infrastructure’ and the Role of Investment Policies Relating to National Security. (<http://www.oecd.org/daf/inv/investment-policy/40700392.pdf>). Retrieved 8th June, 2013
- Rogers, P (2010). Losing Control: Global Security in the Twenty-first Century (3rd ed.). London: Pluto Press. ISBN 9780745329376. OCLC 658007519.
- Security: A New Framework for Analysis. Lynne Rienner Publishers. 1998. p. 239. ISBN 978-1-55587-784-2.
- Taylor, M. (1974). "The Legitimate Claims of National Security". Foreign Affairs. Council on Foreign Relations, Inc. (Essay of 1974): 577. doi:10.2307/20038070. JSTOR 20038070.
- US, White House (2015). "National Security Strategy" (PDF).
- Zabadi, S.I. (2005). Understanding Security and Security Sector Dynamics. Baltimore, John Hopkins University Press.