

# IMPACT REPORT: OUTPUT 2

# Economic and Natural Resources



## Background and Context

An underlying cause of many economic grievances is exclusion. There is a widespread perception across Nigeria that the country's wealth (mainly revenues from oil and gas) are distributed based on political patronage rather than need, or in the best interests of the country as a whole. This is related to Nigeria's system of patrimonial politics where political affiliation, ethnicity and religious identities are primary factors determining the allocation of resources, including state benefits. Feelings of grievance are exacerbated when populations believe that they are being purposively excluded from the benefits that others are receiving.

Women of all ages and young men, who together form most of Nigeria's population, are excluded from decision making forums about economic and natural resource use at all levels; this means that the experience and ideas of those most affected by violence triggered by resource conflicts go largely unheard.

Following extensive research and consultation, NSRP identified three key themes that drive grievances and conflict in Nigeria: access to economic and employment opportunities; competition over land and water use; and environmental degradation caused by oil spills.

### Access to Economic and Employment Opportunities for the Youth

The socio-economic and political marginalisation of youth is a major driver of conflict. **An estimated 50 million youth are underemployed<sup>i</sup>** and young men are particularly vulnerable to being recruited to groups and gangs that engage in criminal and violent activities. Although successive governments have made substantial investments in employment and economic empowerment programmes, both youth unemployment and levels of insecurity continue to grow in Nigeria, casting doubt on the effectiveness of government policies. NSRP research identified key weaknesses in employment schemes, including: inconsistent quality of programme design, delivery and monitoring; flawed beneficiary selection processes which are open to (political) manipulation; and structural gender inequalities. Limited consultation with young people, whose views and priorities are mostly excluded, exacerbates the situation.

### Conflicts Around the Use of Land and Water

Struggles over land and water endanger peace and stability in many states in Nigeria, particularly in the North East and North Central Zones, where conflicts between settled farmers and nomadic cattle herders over access to and control of increasingly scarce land and water resources are widespread. These conflicts intersect with ethnicity and indigeneity issues and have the potential to rapidly escalate.<sup>ii</sup> NSRP research identified that 16 incidents in Plateau and Kaduna States in the first quarter of 2014 alone resulted in the loss of 139 lives<sup>iii</sup>. Research also shows that **women and children suffer disproportionately as a consequence of rural violence<sup>iv</sup>**. Factors behind the increased levels of violence include the weakening or absence of local traditional conflict management mechanisms and the increased impunity from the absence of effective formal law enforcement.

#### Pastoralist, North Central Nigeria

"Our herd is our life because to every nomad, life is worthless without his cattle. What do you expect from us when our source of existence is threatened? The encroachment of grazing fields and routes by farmers is a call to war!"

### Conflicts Over Oil Spills in the Niger Delta

Resource conflicts are prevalent in the Niger Delta, where oil exploration and extraction have had devastating impacts on the natural environment. **Environmental degradation** caused

by oil spills and gas flaring **has drastically reduced the viability of agriculture and fishing**, once the **main sources of livelihood** for most Delta communities, **particularly women**. Combined with the lack of other employment opportunities, this has led to a situation where conflicts easily escalate into violence. Men and male youth act mostly as the conflict perpetrators and profiteers, while communities, women and children suffer consequences disproportionately. Oil spills, whether caused by equipment failure, acts of vandalism or theft continue to be a serious problem and spawn grievances between stakeholders. Despite numerous initiatives, there has been little systematic engagement with a wide range of citizen groups to develop co-ordinated prevention and response strategies. The National Oil Spill and Detection Regulatory Agency (NOSDRA) is seen by many to lack capacity to make independent inspections and to track oil spills.

### **The NSRP Intervention**

The overall NSRP purpose (or outcome) was the *'Application of improved policies and practices that help to manage conflict non-violently more often in NSRP target states'* which feeds into the impact the programme aimed to deliver: *'The negative impacts of violent conflict on the most vulnerable are reduced in NSRP target states'*

NSRP supported conflict management initiatives through four inter-related areas of work – each taking place at Federal, State and Local Government Area (LGA) levels. The four work areas (outputs) were: (1) Security and Governance; **(2) Economic and Natural Resources**; (3) Women and Girls; and (4) Research and Advocacy, Media and Conflict Sensitivity.

The overall goal of Output 2 was to reduce grievances in target areas around economic opportunities and the distribution of resources. The Theory of Change for this output is that *'If citizen groups can be empowered to take non-combative action on a problem that affects them, and make systems and institutions more effective in responding, then it will lessen feelings of disempowerment and reduce some of the grievances that underlie violent conflict.'*

NSRP has worked in eight states, but not all interventions were delivered in every state. Work on economic empowerment for young people focused in Kano, Kaduna and Rivers States. Responding to grievances over land and water use was initially targeted at Kano, Kaduna and Plateau States although these issues are also being addressed more widely through platforms under Output 1. Issues relating to oils spills focussed initially on Rivers State, later expanding to Delta and Bayelsa.

### **Supporting economic programmes in target states to be more transparent and accountable and to reach a greater number of beneficiaries.**

NSRP undertook a comprehensive study on employment and economic empowerment schemes in Nigeria<sup>v</sup>, which was peer reviewed by the Federal Ministry of Finance, the World Bank and the International Labour Organisation (ILO), among others. The ground breaking study, which widely enhanced understanding of the legitimate grievances of many young people perceive, formed the basis for policy dialogue with newly convened policy working groups at federal and state level, bringing together implementing agencies, CSOs and user representatives to promote coordination and to advance policy reform. The Rivers State Sustainable Development Agency (RSSDA), for example, was influenced by the NSRP research to establish a Technical Working Group to enhance coordination amongst key stakeholders on peacebuilding and employment programmes.

NSRP's technical assistance to Federal and State agencies, including The Office of the Special Assistant to the President on Job Creation (OSAPJC); the Rivers State Sustainable

Development Agency (RSSDA); and the Bureau of Public Service Reforms (BPSR) in Kaduna State, sensitised relevant MDAs to conflict and gender sensitive approaches to youth employment programming. In Kano, NSRP engaged The Directorate of Youth Development (DYD), and the National Directorate of Employment, leading to the drafting of a 'Code of Conduct' for Youth Employment Programmes.

NSRP worked with civil society in all 8 States, strengthening capacities among youth networks and influencing over 4,000 young men and women to advocate for improvements in government employment programmes.

### **Supporting target communities in northern Nigeria to manage conflict around the use of land and water.**

Building on earlier conflict mapping, NSRP's research identified the specific drivers and consequences of conflict in target LGAs in Plateau, Kano and Kaduna States. Further research into rural banditry identified multiple triggers leading to violence within the rural economy, including the breakdown of local conflict management mechanisms.

NSRP facilitated dialogue with community members across target LGAs to discuss issues relating to land and water use, and to share ideas on a functional structure to address community grievances and conflicts. Dialogue Committees (DCs) emerged as a bottom-up approach, with a mandate to promote dialogue among conflicting parties and to offer lasting solutions. Inclusion was key, with each DC comprising traditional and religious leaders, security agencies, youth, women, and people living with disability, though the level of *active* participation of some groups was possibly lower than hoped.. Membership was also drawn from other NSRP platforms, including the Community Peace Partnerships.

NSRP's implementing partners trained community members including community and religious leaders, LGA officials and CBOs, building skills in dialogue, negotiation, mediation, peacebuilding and gender and conflict sensitivity. In Bichi LGA, Kano State, Freedom Radio carried 180 drama jingles to promote non-violent conflict resolution.

### **Supporting initiatives aimed at reducing oil spills in the Niger Delta.**

A diagnostic study identified gaps in the management of oil spills in the Niger Delta and analysed conflict dynamics between key stakeholders, including oil companies, NOSDRA, communities, civil society and security agencies. Poor communication and coordination, and delays were major sources of grievance and drivers of conflict.

Research evidence was used to develop an approach that promoted inclusive dialogue and negotiation towards solutions that could defuse conflict, while ensuring that the rights of communities are respected. NSRP consultation with government regulatory agencies, oil companies and community representatives led to the initiation of Multi-Stakeholder Platforms (MSPs), which were mandated with this role. Wide membership of the first MSP in Rivers State included NOSDRA, the Ministry of Environment, the Nigeria Civil Defence and Security Corps, and the National Coalition on Gas Flaring and Oil Spills in the Niger Delta (NAGCOND). Further MSPs were subsequently established in Delta and Bayelsa States.

NSRP's CSO partners trained communities affected by oil spills on how to participate in Joint Investigation Visits (JIVs) and in alignment with the MSPs' mandate, built the capacity of community based Environmental Monitoring Teams (EMTs) to respond and report effectively and responsibly to spills. Latterly, NSRP facilitated a "retreat" for over 100 legislators to lobby for the passage of a Bill to strengthen and reorient the role of NOSDRA.

## Achievements, Outcomes and Impact

**ToC Outcome level 2.1** NSRP will have contributed to a measurable reduction in perceptions of grievances in target areas around employment and empowerment programmes.

### Increasing Transparency and Accountability in Employment Programmes

At both state and federal level, NSRP support to Ministries, Departments and Agencies (MDAs) **resulted in some changes in policy and practices around youth employment and empowerment programmes.** NSRP capacity strengthening support to over 4,000 young men and women has empowered them to more effectively advocate for inclusive, transparent and accountable employment practices, and more than 300 youths have directly acquired employment through the combination of NSRP interventions, particularly in Kano, Rivers, Plateau, Delta and Kaduna, where young people adopted innovative measures to access employment opportunities.

Although political challenges in the lead up to and beyond the 2015 elections hindered the overall impact of this component, NSRP support to government institutions with responsibility for employment programmes led to examples of **influencing federal and state-level institutions to adopt practices to promote transparency, accountability and inclusion** in the design and implementation of employment programmes.

Support to the Directorate of Youth Development and National Directorate of Employment in Kano State, provided capacity strengthening to design more conflict sensitive empowerment programmes (see text box, page 6). DYD & NDE contributed to and endorsed the development of draft principles for programme design and implementation in youth programmes. Further to this, the Ministry of Youth requested NSRP support for the design of a policy on youth employment.

Support to The Office of the Special Assistant to the President on Job Creation, led to the establishment of a Policy Working Group (PWG) drawn from over 10 responsible MDAs to review Youth Empowerment Programmes at Federal Level to ensure peer review and coordination in employment programme designs and implementation.

Support to Rivers State Sustainable Development Agency (RSSDA) and the Bureau of Public Service Reforms (BPSR) in Kaduna State led to a PWG that worked to improve design of employment and empowerment programmes through conflict and gender sensitivity training. The Kaduna PWG Secretariat was later transferred to the Kaduna Ministry of Youth and Sport, with the support of the State Governor.

#### **Kaduna State Bureau for Public Service Reform**

The Kaduna State Bureau for Public Service Reform (BPSR) participated in the public presentation of an NSRP research report on employment programmes. They subsequently took the role of coordinating agency for employment and empowerment programmes in the state. This led to a framework for mobilizing MDAs involved in the management of employment programmes to promote lesson learning and sharing of best practices.

### **Policy Influence for Improved Management of Employment Programmes:**

Following advocacy activities and the publication of 'A Recommendation for a Kano State Action Plan on Youth Employment and Empowerment', NSRP partner CHRICED (Resource Centre for Human Rights and Civic Education) finalised a set of **Draft Principles for Programme Design and Implementation in Youth Employment and Empowerment Programmes in Kano State** to aid employment / empowerment agencies' programme design and implementation. It also places a heavy emphasis on self-empowerment of youths, peaceful coexistence, inter-communal tolerance and peace building. The Code includes recommendations for improving transparency, inclusion and coordination and has been validated by relevant MDAs in Kano, including the Directorate of Youth Development (DYD) and the National Directorate of Employment. It is a voluntary, non-binding document that CHRICED is lobbying to transform into legislation. Dissemination of the Code is being undertaken through key State actors including the Kano State Ministry of Planning and Budget and the Kano State Ministry of Finance.

DYD conducted training for its Liaison Officers across 44 LGAs in Kano to capture feedback from youths on its youth development programmes. NDE is sharing information on opportunities with CHRICED, moving away from sharing solely through LG Chairmen in what was a highly politicized and unfair selection process. **'In reality ... people ended up choosing party loyalists and excluding those from different parties. The wrong people were being chosen which was affecting programme delivery,'** said one informant.

The positive changes within the NDE-Subsidy Re-Investment and Empowerment Programme (SURE-P) and the DYD were noted by the NSRP independent evaluator who said **'... there has been unprecedented contact between unemployed youth and government employment agencies ... which is empowering and could potentially help to keep pressure on relevant agencies to perform in a professional manner if sustained'**.

Kano State Ministry of Information has been involved in the dissemination of information on employment opportunities within the state. The Kano State Directorate of Youth Development in the Ministry of Information, Youth and Sports established a desk dedicated to conflict sensitive management of empowerment programmes.

In the 2015 Youth Cohort Study, 71% of respondents in Kano State said that employment programmes were transparent, fair and consultative. Overall, across NSRP States, 51% of youths questioned in the 2016 Youth Cohort Survey agreed that government regularly publishes information on the selection process for employment programmes, and 20% fewer respondents (from the baseline) said that being politically connected was necessary to gain a position on a government programme.

The experience in Kano served as a model for Delta State, where NSRP's implementing partner CEDI facilitated consultations and meetings of MDAs working on youth employment programmes and civil society groups for the preparation of a Draft Policy to 'Improve Accountability, Inclusion and Transparency in Youth Employment and Empowerment'. The draft policy is being used as an advocacy tool to the office of the Chief Job Creator in the State. A draft compendium to the selection processes of youth employment programmes has

also been produced, which CEDI has lobbied MDAs in Delta to adopt and use. This highlights how the approach adopted by NSRP of building collective support for change can be successful with sufficient political will.

**Youth Leadership Networks** have been extensively supported by NSRP, strengthening non-violent advocacy approaches of their membership. Some of these networks, in Kano, Rivers, Plateau, Delta and Kaduna are now formally registered with State Ministries of Youth. In Rivers State, youth networks are collaborating with the National Youth Council of Nigeria to support a bill on improved Youth Integration on Employment programme design. Collaboration between the youth networks and government has resulted in bringing direct benefits to their membership. In Rivers State, youth networks meet to advocate and share information on available employment programmes. This has helped almost 60 youths to **directly gain employment**, or access business loans from the State.

In recognition of NSRP's efforts in this area of work, the Office of the Special Adviser to the President on the Niger Delta invited the programme to support the Post-Amnesty Programme closure and its transformation into a youth empowerment scheme.

NSRP's strategic approach to promoting change in the way Government employment programmes are delivered, was premised on robust research into the problems, and convening multi-actor working groups made up of relevant agencies and CSOs working together to develop appropriate solutions. Whilst the overall impact of the workstream has been modest, owing largely to some impermeable political barriers, lessons learned from the experimental approach should have resonance and applicability to a wide range of actors, including government and international partners, involved in the design, delivery and monitoring of future schemes,

**ToC Outcome 2.2** NSRP will have contributed to a measurable improvement in the functioning of policies and structures that enable communities to agree rules around land and water use, and that mediate disputes when they break out, and before they turn violent.

### **Supporting target communities in northern Nigeria to manage conflict around the use of land and water**

The target of 8 revitalised Dialogue Committees (DCs) has been eclipsed, with 15 so far established, in Plateau State alone, including 9 outside NSRP target LGAs, with further communities interested to learn from the experience. Between them, the DCs have held 89 meetings and prevented, managed or resolved 40 conflicts or potential conflicts.

#### **DFID Annual Review, 2016**

“Dialogue Committees have proved to be one of NSRP’s examples of best practice in successfully taking actions to mitigate conflicts around land and water use.”

## Plateau State Dialogue Committee Achievements 2014 to 2017



### Outcomes:

#### Collectively, the Dialogue Committees

- Involved over 3,000 local participants in dialogue meetings, 35% of whom were women
- Prevented, managed or resolved 40 specific conflicts
- Set new and widely recognised procedures, rules and policies for allocating and sharing resources
- Increased the participation of women in community dialogue and dispute resolution

#### Reducing Farmer-Pastoralist Conflicts in Northern Nigeria

Dialogue Committees in Plateau State have been particularly active in the resolution of conflicts over land and water use. As well as helping to settle specific issues, the DCs have been instrumental in addressing some of the long-standing root causes which often lead to conflict, thereby heading off situations that might otherwise have led to violence in the future.

#### Farmer, Kano State

“What we used to do before is that when we see any animal in our farm, we go and catch it and break its leg ... and this would usually bring quarrel and fight. But because of the training we received, we now realise that what we have been doing is bad ... Since we were trained, we have not wounded any animal that we catch on our farm. The community leader can bear witness. There was a time we saw some animal on our farm I also found a way to resolve the issue with the owner of the animals. Things have been okay since then.”

Examples of conflict-reducing policy and **practice change** that have been developed as a direct result of this intervention include:

- Enactment in Bokkos LGA of a bylaw on the use and management of shared natural resources.
- The use of timetables for rotational use of water sources among farmers and between farmers and pastoralists in Daffo, Mabele, Ruwi and Manguna Districts

- The demarcation of streams for pastoralist and settler use. For example, in Bokkos, DCs have stopped the blocking of streams by farmers for irrigation, which often leads to disputes and conflicts. The DC-brokered solution involved the creation of more water channels and, in some cases (see box), rotation in accessing water.
- In Bichi LGA, Kano State, heads of five focal communities reached an agreement to demarcate and expand cattle routes to avail pastoralists a greater expanse of land for herding and grazing their cattle. The community heads also strengthened previously existing restrictions on cattle roaming around the community in rainy season. A monitoring mechanism ensures parties comply with the agreement reached.

According to NIEP’s final evaluation, these practices were not in place in these communities prior to the DCs and are seen to have resulted in local-level conflicts and improvements in community-level conflict management. **The shifts in practice were facilitated by the very presence of the DCs** and driven by the ongoing sensitisation, negotiation and mediation work conducted by the DCs.

### Dialogue for Peace

JPDC, one of NSRP’s implementing partners, facilitated a dialogue mechanism on resource use in **Daffo District**, Bokkos LGA, Plateau State. The mechanism is helping to stem perennial conflict between pastoralists and farmers in the community. In Manguna, Bokkos LGA, the dialogue committee influenced the Manguna Traditional Council to demarcate water ways for resource users and discourage bush burning to ensure pastoralists have pasture for their livestock.

The practice of establishing inclusive structures has brought communities and security actors closer together, enabling communities to feel more empowered and confident to report emergencies. This aspect was enhanced by encouraging CSO-security actors and Traditional leaders’ meetings at LGA level in Bokkos and Wase.

### Changing behaviours

**Kampani Zurak in Wase LGA** is a majority Muslim settlement where social norms tend to preclude the inclusion of women in public forums and decision-making. NSRP and the DC of Kampani Zurak convened a meeting to discuss the issues of women in peace building, decision making and ownership of land. When the DC decided that women should be involved in peace building processes, the traditional council delegate to the DC announced the change and said that women should have rights to own land. Women are now owning land and their standing has improved, with women participating regularly in resolving disputes related to land and water. The **new practices** have since been extended to Lamba District.

Dialogue Committees have been successful in addressing other historically difficult issues such as inheritance of property by women. Through intervention by the Bokkos Dialogue Committee, **women have now been recognized by the traditional leader of Bokkos District as having rights to own land and inherit property**, increasing women’s agency and livelihoods. This **change in a deep-rooted local custom** was announced as a **‘declaration of women inheritance of land in Bokkos**

**LGA’** in March 2016. This arose through NSRP and its implementing partner’s advocacy and influence with traditional and community leaders. This has been applied in other communities in Plateau (see above).

The **impact of the component** is effectively illustrated by the 2017 Annual Perception Survey (APS) in which over two-thirds of respondents stated they have seen an improvement in the way that conflicts over land or water have been managed

**Bokkos Stakeholder**

“As for me, I can’t but continue to support these groups (DC and CPP). Although there are other non-governmental organisations working in Bokkos, the approach of this intervention in terms of inclusion, especially the marginalised groups, has made a whole lot of difference.”

and resolved compared to a year earlier. In Plateau State, where Dialogue Committees have been functioning for over 3 years, responses were more positive still, showing a 26% increase on the 2014 baseline.

Proportion of Respondents that Believe that There Have Been Improvements in the Way that Conflicts Over Land or Water Have Been Managed and Resolved Compared to One Year Earlier NSRP Perception Survey, 2014 to 2017				
	2014	2015	2016	2017
All NSRP States	59%	58%	56%	68%
Plateau State	45%	66%	47%	71%

As a mark of the effectiveness and sustainability of the Dialogue Committee model, some 9 ‘non NSRP’ communities have already adopted the structure, and more have expressed interest in developing a DC of their own. For example, in Lamba and Mushere Districts, new Dialogue Committees were endorsed and supported by traditional authorities and as with the examples described above, increasingly allow women’s participation. This has in turn **supported women’s empowerment and agency**; for example, a Fulani women’s leader was supported by the DC (and CPP) of Bokkos LGA to contest for Treasurer of Miyyeti Allah Plateau State Chapter **and won the election**.

Whilst the LWU management workstream was unable to address deep-rooted structural issues which drive conflict, including population growth which is driving competition for land and resources use, important lessons have been learned about the importance and efficacy of locally-driven, locally-owned conflict dialogue mechanisms for the immediate resolution of conflict which may otherwise rapidly escalate. Moreover, these pilots have revealed both that they can result in **local-level policy change**, and that they have potential for longer term sustainability. However, it is also important to continue to enhance the *active* participation of groups such as youth and women in the resolution of conflict through the DCs.

**ToC Outcome 2.3** NSRP will have facilitated a multi-stakeholder coordination platform that meets regularly, a significant number of communities report changes, and a platform sustainability plan is developed.

## **Increasing Voice and Participation in Management of Oil Spills in the Niger Delta**

NSRP has initiated three inclusive Multi Stakeholder Platforms (MSP) across three States in the Niger Delta Region (NDR). These have identified and discussed more than 25 issues relating to oil spills and other grievances involving natural resource management.

Closely aligned to the MSP, and represented through NSRP's implementing partner National Coalition on Gas Flaring and Oil Spills in the Niger Delta (NACGOND), NSRP has also supported eight Environmental Monitoring Teams (EMTs) to strengthen early warning mechanisms on oil and gas related incidents. Communities have been encouraged to engage in Joint Investigation Visits (JIVs) following oil spills, empowering communities to have greater voice in responding to oil spills without recourse to violence.

Whilst results under the component have been modest, the establishment of the MSPs in each of the Delta Region's three States is itself a remarkable achievement bringing together all the key stakeholders in the sector that are concerned with oil spills, to discuss the issues in a constructive and progressive way. Government and security actors are fully represented, including the National Oil Spill Detection and Regulatory Agency (NOSDRA), oil companies and community groups, with many of the latter representing women and youth. The separate establishment of the MSP and EMT arguably provided the opportunity for building engagement around the very particular problems associated to the O&G industry, particularly spills, which are a source of so much conflict. Establishment of the MSP provided a significant entry point for engagement with NOSDRA, the key state agency with responsibility for management of spills, and provided the entry point to lobby for strengthened legislation and policy.

The pace of MSP engagement stepped up in 2017 with MSPs in Bayelsa, Delta and Rivers holding regular meetings in the first quarter at which they discussed 7 incidences of oil spills across the region. Follow-up action to resolve the oil spill incidences is being undertaken by NOSDRA. NSRP has supported initiatives aimed at strengthening NOSDRA's capacity to coordinate issues on oil spill management through training and interactive sessions with key stakeholders including the Nigeria National Resource Charter and the Department of Petroleum Resources, to enhance coordination.



**Examples of the types of issues handled by MSPs include:**

- In **Rivers State**, the MSP organised an advocacy visit on the management of oil spills to the Rivers State House of Assembly. The sensitization workshop held successfully with NOSDRA using the forum to **appoint a permanent representative to the MSP** and **provide hotlines on reporting of oil spills to participants**, representing a new practice.
- MSP member, National Coalition on Gas Flaring and Oil Spills in the Niger Delta (NACGOND) facilitated shuttle mediation between the Kpor community, the Environmental Monitoring Team and Shell Petroleum and Development Company (SPDC). The community alleged that a case of oil spill was not properly remediated by shell, leading to growing tensions between the community and SPDC. **Through**

**intervention NACGOND**, the community was put in touch with NOSDRA for further investigation, **mitigating the immediate threat of the grievance turning to violence**.

At policy level, given the entrenched interests of all parties, a five-year programme such as NSRP is unlikely to achieve enormous policy change traction. However, there have been successes which demonstrate that progress has been made. One example is the role NSRP played in building a consensus around a Bill to amend the role and function of NOSDRA, giving it greater “teeth” and resources. In 2017, NSRP facilitated a retreat for over 100 government representatives, including over 50 National Assembly members drawn from six key committees of the National Assembly. The members agreed that the meeting increased their understanding of NOSDRA and committed to work with NOSDRA to pass the Bill.

### **Bill to Amend the National Oil Pollution Management Agency (Establishment) Act 2006**

The bill aims to widen the powers of the agency (currently known as NOSDRA) to encompass associated degradation that is caused by oil pollution. The Bill also calls for increased access to oil operations facilities to conduct checks and sets out sanctions for non-compliance.

Data from the **NSRP Annual Perception Survey** reveals that **perceptions of how oil spills are managed across the NDR improved markedly** over the last year of full operation of all MSPs (by 26% across all States). It is also notable that awareness of the occurrence of oil spills in the NDR also dropped significantly over the year.

	State	2016	2017
<b>Aware of Oil Spills in the Region in the Last 12 Months</b>	Bayelsa	19%	4%
	Delta	4%	4%
	Rivers	25%	19%
	<b>All NDR</b>	<b>16%</b>	<b>9%</b>
<b>Think Oil Spills are Managed ‘A Bit’ or ‘Much’ Better than a Year Ago</b>	Bayelsa	53%	89%
	Delta	68%	89%
	Rivers	54%	78%
	<b>All NDR</b>	<b>59%</b>	<b>85%</b>

### **Community Impact**

NSRP has supported the capacity development of eight community-level Environmental Monitoring Teams (EMT), working through NACGOND (a member of the three MSPs) and other CSOs. EMTs were trained in conflict and gender sensitivity and environmental monitoring techniques, reporting and, communication. EMTs have an inclusive model, enabling marginalised groups, including women and youth, to have a say in environmental degradation issues. EMT members have subsequently delivered training on the use of conflict sensitive approaches to community members (men and women) in Rivers State, and in Bayelsa organised a sensitisation programme for 700 pupils in 10 schools on the dangers of sabotage of pipelines to the environment and livelihoods.

## Environmental Monitoring Teams: Addressing conflict in the Community

In **Otari**, Rivers State, community members that had been trained on Joint Investigation Visits (JIV) prevented a potential case of gas flares by quickly reporting an exposed pipeline to Nigeria LNG and NOSDRA. The proactive monitoring of pipelines by the group meant that no cases of oil spills were reported. In **Mogho**, the EMT reported that the remediation of an oil spill site near their stream was poorly done and generated tensions between the Shell Petroleum Development Company (SPDC) and the community. The report triggered a response by NACGOND which organised a **successful dialogue meeting** to mediate between the oil company and the community resolving the brewing conflict. In **Ogbia community, Bayelsa State**, the EMT reported conflict between the host communities and the Daewoo Servicing Company, reporting it up to the LGA Cluster Development Board (CDB), which the CDB subsequently commenced to resolve, reflecting the early warning benefits of local structures and platforms.

## Sustainability

The potential for sustainability potential of the interventions, platforms and achievements delivered under Output 2 is mixed. The outcomes with the greatest level of immediate sustainability are those that are most rooted in the community, with grassroots participation and wide stakeholder support.

Broadly, NSRP has demonstrated that it is possible to engage government and non-state actors working on substantive discussions about fair and equitable access to employment. Whilst overall the sustainability of the interventions and achievements on **youth employment programmes** has been limited by the relative lack of progress owing to political factors beyond NSRPs' control, in some NSRP locations there is scope for continuity beyond the programme, **with requisite political support**. In Kano, the 'Code of Conduct' has potential to deliver lasting change; the Ministry of Youth has requested NSRP support for the design of a policy on youth employment, though this will depend on the capacity of the ministry to get the state executive council to approve the policy. Also in Kano, the establishment of the desk on conflict sensitivity for managing employment programmes has strong potential to outlive NSRP. Youth Networks have had their capacities built to engage in non-violent action, and the membership have built important leadership, advocacy and IT skills that may benefit individuals and organisations beyond NSRP.

The replication of the **Dialogue Committee** model in at least 9 'non-NSRP' communities is testament to the effectiveness of the approach, and provides good grounds for optimism that it is a sustainable mechanism. Local traditional leaders have also embraced the approach, challenging assumptions about working against powerful vested interests. A key factor underlying the possible sustainability of the DC approach builds on a **collective desire for peace** among the principal competing interests, around which elites are comfortable to join<sup>1</sup>. The mechanism has also attracted government engagement with communities to address broader development needs (for example electricity). Moreover, the strength of linkage between the DCs and the LGA provide strong grounds to believe the structure has a sustainable future. Indeed, some DCs already organise dialogue meetings with their own internally generated resources. However, one key informant commented that he expected

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<sup>1</sup> NIEP's final evaluation notes: "...positive changes were supported by local powerholders, were being embraced and acted upon by the protagonists, and appeared to have **generated lasting changes in behaviour**, reducing local levels of violence."

longer term support by a facilitating CSO would be necessary to sustain or develop the initiative further.

The approach to involving broader community actors in oil spill management in the Niger Delta through the advent of **MSPs** and **EMTs** is in the early stages of development as they are attempting to address long-standing disputes involving powerful and influential vested interests. Getting beyond the initial reaction of simply looking for or offering financial compensation, whether by community or commercial enterprise, is likely to be a long process with many setbacks along the way. Sustainability thinking was based on an assumption that NOSDRA will adopt the platforms if they become credible coordinating mechanisms for responding to oil spills. For now, NOSDRA continues to host MSPs in Delta and Rivers, and NSRP's implementing partner ACCR has committed to continue coordinating the platform and has commenced discussions with funders such as OXFAM, FOSTER and CORDAID.

## Conclusion

The thematic areas of intervention of Output 2 were diverse, and results have been mixed. However, across the components, NSRP has been able to deliver results that contribute to the overall goal of *reducing grievances in target areas around economic opportunities and the distribution of resources*, and has contributed to the establishment of new policy and practice, some of which demonstrate longer term sustainability potential.

NSRP has achieved **significant impact in Plateau State** through its support for **Dialogue Committees on Land and Water**. DCs have played a key role in mediating conflicts between farmers and pastoralists, resulting in durable agreements and in one case a new bylaw that governs resource use and allocation. Examples such as this plus the adoption of rotational use of water for irrigation farming and the establishment of a grazing reserve for pastoralists in Kaduna State have great potential to be replicated across much of Nigeria at a time when all regions are witnessing increasing tensions around scarce land and water use. **Additional benefits** resulting from the inclusive approach to the DC mechanism **include localised changes to deep-rooted social customs and norms relating to women's ownership and inheritance of land**. Critically, the DC approach, which has already been replicated outside NSRP locations, has potential for wider replication and longer-term sustainability in Nigeria.

Whilst NSRP's work on **youth employment** has been relatively limited, considering the scale of the problems highlighted by **NSRP's high profile research**, the **development of codes and policies to improve transparency and fairness in youth employment**, have created approaches and platforms that could be adapted for use by other CSOs, MDAs and employment programmes. In both Kano and Rivers, new practices, driven by NSRP-supported research and advocacy, such as the wider distribution of opportunities, gathering feedback from youth on the development of employment programmes, and the establishment of a permanent structure in the Ministry of Information, Youth & Sports in Kano State dedicated to the conflict sensitive management of employment programmes are all examples of initiatives that could be replicated in other locations. **More young people** surveyed by NSRP now **believe that employment programmes are transparent, fair and consultative** than when the Programme started, but it is likely that this will require significant and sustained institutional reform to constitute a trend. Importantly, however, the workstream highlighted that it *is* possible to engage the government in substantive dialogue about fair and equitable access to employment and empowerment schemes, and that with political support, meaningful policy change *could* be possible. These are useful lessons for future programming in the sector.

Work which focussed on oil spills in the Delta has made more limited progress, though the emergence of dedicated multi-stakeholder platforms that focus on inclusion and dialogue may hold some promise and could, with longer term support, deliver useful lessons to share with other programmes in the Delta States, whether of community development, conflict resolution, or environmental protection focus.

The output level **Theory of Change has been validated**, to a point. In each of the three output areas, significant emphasis has been placed on empowering citizen groups to take non-combative action on problems that affect them: youth empowerment; citizen-led, inclusive platforms; and dialogue and mediation mechanisms. However, only when the second element of the theory of change – systems and institutions becoming more effective in responding – is also evident, that the overall theory holds. The **Dialogue Committees**

The overall NSRP outcome is the 'Application of improved policies and practices that help to manage conflict non-violently more often in NSRP target states'. The overall goal of Output 2 is to reduce grievances in target areas around economic opportunities and the distribution of resources. The Theory of Change for this output is that 'If citizen groups can be empowered to take non-combative action on a problem that affects them, and make systems and institutions more effective in responding, then it will lessen feelings of disempowerment and reduce some of the grievances that underlie violent conflict.'

are a clear example of empowered communities using locally legitimate institutions to discuss and resolve their own problems through dialogue and mediation, addressing some root grievances that underlie **violent conflict**. It is apparent that where committees have been able to attract the respect and confidence all stakeholder groups within their communities they have quickly become an attractive option for dispute resolution. Similarly, the **Multi Stakeholder Platforms** and **Environmental Monitoring Teams supported by NSRP** in the Niger Delta Region **highlight the potential for change**, and could have greater potential for lasting change if taken to scale, *and* supported politically, but multiple powerful and competing vested interests will likely hinder systemic or institutional change in this vexed sector.

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<sup>1</sup> Banfield J et al (2014). *Winners or Losers: Assessing the Contribution of Youth Employment & Empowerment Programmes to Reducing Conflict Risk in Nigeria*'. NSRP report

<sup>2</sup> Justice Development and Peace Caritas (2016). *Reducing grievances around Land & Water Use*. Project Report.

<sup>3</sup> Centre for Democracy and Development, Pastoral Resolve and NSRP (2015). *Rural Banditry and Social Conflicts in Plateau State*. A Policy Brief.

<sup>4</sup> Centre for Democracy and Development, Pastoral Resolve and NSRP (2015). *Addressing Rural Banditry in Northern Nigeria*. A Policy Brief.

<sup>5</sup> Banfield J et al (2014). *Winners or Losers: Assessing the Contribution of Youth Employment & Empowerment Programmes to Reducing Conflict Risk in Nigeria*'. NSRP report